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Implementation of the National Action Plan Policy for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) in Lampung Province

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Abstract

Violent extremism leading to terrorism is regarded as a non-conventional threat that can undermine security stability, weaken social cohesion, and hinder national development processes. The Indonesian government has responded to this threat through Presidential Regulation Number 7 of 2021 concerning the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE), the implementation of which involves both central and local governments. This study aims to evaluate the implementation of the RAN PE policy in Lampung Province using George C. Edward III's policy implementation model. The research adopts a descriptive qualitative approach, with data collected through in-depth interviews, document analysis, and observation. The findings indicate that the implementation of RAN PE in Lampung Province has not been fully effective. Among the four variables proposed by Edward III, only the disposition (attitudes of implementers) shows relatively strong performance, while the dimensions of communication, resources, and bureaucratic structure continue to face significant challenges. This study highlights that the effectiveness of violent extremism prevention policies is highly dependent on the integration of clear policy communication, adequate resources, strong implementer commitment, and a well-coordinated bureaucratic structure.

Keywords: policy implementation ; RAN PE ; violent extremism ; Edward III ; Lampung Province

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INTRODUCTION

The phenomenon of violence-based extremism leading to terrorism constitutes a strategic issue in safeguarding national security and modern governance. It not only threatens public safety but also has the potential to undermine social cohesion, weaken state legitimacy, and hinder sustainable development processes. In Indonesia, the threat of violence-based extremism manifests in various forms, ranging from the dissemination of intolerant ideologies and acts of violence motivated by religious or political factors to transnational terrorist networks. These conditions necessitate the presence of comprehensive and integrated public policies, not solely reliant on law enforcement approaches but also emphasizing systematic and sustainable prevention efforts.

In response to these challenges, the Government of Indonesia enacted Presidential Regulation Number 7 of 2021 on the National Action Plan for the Prevention and Countering of Violence-Based Extremism Leading to Terrorism (Rencana Aksi Nasional Pencegahan dan Penanggulangan Ekstremisme Berbasis Kekerasan yang Mengarah pada Terorisme – RAN PE). This policy emphasizes early prevention through the strengthening of community resilience, multi-stakeholder engagement, and cross-sectoral synergy among central and local governments as well as civil society. The RAN PE explicitly positions local governments as key actors in policy implementation, given their direct proximity to communities and contextual understanding of local social dynamics.

Lampung Province is one of the regions in Indonesia characterized by significant social heterogeneity in terms of ethnicity, culture, and religion. While this diversity serves as an important social capital, it also contains potential vulnerabilities to social conflict and the spread of extremist ideologies. Therefore, examining the implementation of the RAN PE policy in Lampung Province is of particular importance. This study aims to analyze the extent to which the RAN PE policy has been implemented in Lampung Province, to identify the factors influencing the effectiveness of its implementation, and to examine the challenges encountered, using George C. Edward III's policy implementation model as the analytical framework.

Theoretical Basis

Public policy implementation constitutes a strategic stage within the policy cycle, as the success of a policy is largely determined by the extent to which its normative formulations can be translated into practical actions in the field. George C. Edward III explains that the effectiveness of policy implementation is influenced by four key variables: policy communication, the availability

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and adequacy of resources, the disposition or attitudes of implementers, and the bureaucratic structure that governs policy execution. These four variables interact with one another and form an integrated whole; consequently, weaknesses in any single dimension may hinder and affect the overall policy implementation process.

In the context of extremism prevention policies, the implementation approach becomes increasingly complex due to the involvement of multiple actors, cross-sectoral coordination, and the dynamic nature of non-traditional security issues. Several studies indicate that extremism prevention policies often encounter challenges related to institutional coordination, limited administrative capacity, and gaps between national policy design and its implementation at the local level. Therefore, Edward III's model is particularly relevant for this study, as it enables a comprehensive identification of both enabling and constraining factors in the implementation of the RAN PE policy in Lampung Province.

RESEARCH METHODS

A descriptive qualitative approach was employed in this study to obtain an in-depth understanding of the implementation of the RAN PE policy in Lampung Province. This approach was selected because it enables the researcher to explore policy realities as they occur in practice, including the perceptions, attitudes, and experiences of policy implementers. The focus of the study is directed toward analyzing the four dimensions of policy implementation proposed by George C. Edward III, namely communication, resources, disposition, and bureaucratic structure. Data were collected using three primary techniques: in-depth interviews, document analysis, and observation. The study involved interviews with key informants directly engaged in the implementation of RAN PE, including officials from the Lampung Provincial Agency for National Unity and Politics (Badan Kesatuan Bangsa dan Politik), representatives of local government agencies (Organisasi Perangkat Daerah), vertical institutions, and relevant partner organizations. Document analysis was conducted by reviewing laws and regulations, policy documents, activity reports, and other supporting materials relevant to the implementation of RAN PE. Observation was carried out to obtain direct insights into the execution of activities and patterns of inter-agency coordination.

Data analysis followed the stages of data reduction, data display, and conclusion drawing. To ensure the validity and credibility of the research findings, source triangulation was applied by comparing data obtained from interviews, documentation, and observation. This approach is

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expected to produce a comprehensive and accurate analysis of the implementation of the RAN PE policy in Lampung Province.

RESULTS AND DISCUSSION

This section presents the research findings on the implementation of the National Action Plan for the Prevention and Countering of Violence-Based Extremism Leading to Terrorism (RAN PE) in Lampung Province, using George C. Edward III's policy implementation model as the analytical framework. This model is employed to systematically examine how a national policy that is cross-sectoral and strategic in nature is translated into practical implementation at the local level, as well as to assess the extent to which the policy has achieved its intended objectives. The analysis focuses on four key dimensions—communication, resources, disposition (implementers' attitudes), and bureaucratic structure—which, according to Edward III, are interrelated and jointly determine the effectiveness of public policy implementation.

Through a qualitative approach, the findings not only describe the empirical conditions of RAN PE implementation in Lampung Province but also critically analyze the enabling and constraining factors that influence policy performance. This approach allows the researcher to capture the dynamics of policy implementation in greater depth, including implementers' perceptions, patterns of interaction among actors, and the institutional and social contexts surrounding the implementation of violence-based extremism prevention policies at the regional level.

The findings indicate that the implementation of RAN PE in Lampung Province is a non-linear process characterized by considerable complexity. As a preventive policy that addresses ideological, social, and security dimensions, RAN PE cannot be understood merely as a set of administrative activities or sectoral programs. Its implementation requires cross-sectoral coordination, multi-stakeholder engagement, and adaptive capacity in response to evolving local social dynamics. Therefore, policy effectiveness is determined not only by regulatory compliance but also by the quality of the implementation process itself.

In this context, the use of George C. Edward III's policy implementation model is particularly relevant, as it emphasizes the importance of interaction among implementation variables. Weaknesses in one dimension—such as insufficiently substantive policy communication or limited resources—may affect other dimensions and ultimately hinder the achievement of

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policy objectives. Conversely, strengthening a single dimension does not necessarily result in effective implementation if it is not supported by the other dimensions in a balanced manner.

Based on this framework, the following sections elaborate on the research findings for each dimension of policy implementation according to Edward III. The analysis explains how RAN PE policy communication is conducted at the regional level, the extent to which resource availability supports policy implementation, how implementers' attitudes and commitment influence execution, and how bureaucratic structures shape coordination and policy delivery. Through this approach, the Results and Discussion aim not only to provide descriptive insights but also to offer a comprehensive analytical understanding of the dynamics of violence-based extremism prevention policy implementation in Lampung Province.

Communcation Dimension. In addition to being conducted formally and in a structured manner, the pattern of RAN PE policy communication in Lampung Province exhibits a strong vertical orientation, in which the flow of information predominantly moves from the central government to local governments. This pattern aligns with the nature of national mandate-based policies, where local governments function primarily as implementers of policies formulated at the central level. Inter-agency coordination meetings and online policy dissemination serve as key instruments to ensure that policy messages reach all implementing actors, particularly local government agencies directly related to violence-based extremism prevention.

However, this vertically oriented and administrative form of policy communication has limitations in fostering contextual and strategic understanding among implementers. The findings reveal that most civil servants perceive RAN PE as a normative policy that must be implemented due to its clear legal basis, rather than as a long-term strategic framework requiring shifts in perspective and preventive approaches. This indicates that policy communication remains focused on information delivery and has not yet evolved into a persuasive or transformative form of policy communication.

From Edward III's perspective, this condition reflects a gap between policy transmission and policy internalization. Effective communication should not only ensure that implementers are aware of a policy, but also that they understand its substantive goals, targets, and strategic implications. When policy communication remains at an administrative level, implementers tend to carry out policies procedurally, with limited innovation and without linking the policy to local dynamics faced at the regional level.

Furthermore, the study finds that RAN PE policy communication mechanisms have not been fully supported by adequate two-way dialogue. Socialization forums and coordination

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meetings are primarily used as channels for disseminating information, while opportunities for feedback, discussion of implementation challenges, and articulation of region-specific needs remain limited. Yet, two-way communication is essential to ensure that national policies can be contextually adapted without undermining their core substance.

Thus, while the communication dimension of RAN PE implementation in Lampung Province has functioned well in terms of formality and informational consistency, its effectiveness is constrained by limited substantive engagement and insufficient policy dialogue. This condition risks reducing policy implementation to an administrative exercise rather than a strategic response to the complex and dynamic challenges of violence-based extremism.

Resource Dimension. From a resource perspective, the designation of the National Unity and Politics Agency (Kesbangpol) as the leading sector and the establishment of the Integrated RAD PE Team provide a relatively strong institutional foundation for RAN PE implementation in Lampung Province. This structure enables cross-sectoral coordination and serves as a formal platform for the involvement of various local government agencies and vertical institutions. Normatively, this indicates that the local government has made efforts to provide the institutional resources necessary to implement national policy at the regional level.

Nevertheless, the effectiveness of this institutional structure depends heavily on the quality of human resources managing it. The findings indicate that limited numbers of personnel with specialized expertise in extremism prevention constitute a major constraint. Violence-based extremism prevention requires multidisciplinary understanding, including ideological, social, psychological, and security aspects. When implementers lack adequate competencies, policy implementation tends to be generic and insufficiently targeted.

High levels of staff rotation further undermine the sustainability of institutional capacity. Officials who have developed experience and understanding of RAN PE may be reassigned, while their replacements may not possess comparable expertise. This situation leads to disparities in knowledge and skills across implementing units and slows institutional learning processes.

Beyond human resources, budget constraints represent a significant barrier. The findings show that RAN PE activities have not received adequate and sustainable budget allocations. Many extremism prevention initiatives are carried out by leveraging funding from other relevant programs, resulting in RAN PE not yet standing as a policy with strong fiscal support. These

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limitations also restrict monitoring and evaluation activities, which are critical for assessing policy effectiveness.

Resource constraints further affect the local government's capacity to reach target groups comprehensively and sustainably. Violence-based extremism prevention cannot rely on sporadic or ceremonial activities but requires long-term, data-driven interventions aimed at changing attitudes and behaviors. However, limited funding and personnel capacity mean that many RAN PE initiatives are conducted on a small scale and fail to reach socially vulnerable communities.

Additionally, inadequate resources hinder the development of robust information systems and databases to support policy implementation. Effective extremism prevention requires continuous mapping of actors, locations, and risk factors. Without sufficient resources, RAN PE implementation tends to be reactive rather than evidence-based. Within Edward III's framework, this demonstrates that resource limitations affect not only operational capacity but also the policy's ability to adapt responsively to evolving extremist threats.

Disposition (Implementers' Attitudes) Dimensionl. In contrast to the communication and resource dimensions, implementers' disposition emerges as the most supportive aspect of RAN PE implementation in Lampung Province. Implementers generally demonstrate a positive attitude toward the policy, particularly regarding its non-penal preventive approach. This reflects alignment between policy values and implementers' normative views on the importance of maintaining social stability and regional security.

Implementers' commitment is evident in the continuity of community outreach and guidance activities despite resource limitations. Officials continue to conduct civic education programs, inter-community dialogues, and facilitation of social harmony forums as part of extremism prevention efforts. This consistency suggests that implementation is driven not only by structural obligation but also by ideological and moral awareness of policy objectives.

However, this positive disposition has not been fully institutionalized in integrated planning and implementation. RAN PE execution remains largely dependent on routine programs of individual agencies, without a strong cross-sectoral integration framework. This indicates that supportive attitudes are not yet matched by sufficient strategic understanding and coordination capacity.

Moreover, the study finds that supportive dispositions remain largely individual rather than embedded within organizational culture. Commitment to RAN PE often depends on personal

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concern or leadership initiative rather than established institutional mechanisms. Consequently, policy sustainability becomes vulnerable to leadership changes or staff rotations.

Supportive attitudes are also not consistently accompanied by willingness to pursue strategic innovation beyond routine work patterns. Violence-based extremism prevention requires innovative, collaborative, and cross-sectoral approaches. Yet, limited strategic understanding and bureaucratic risk aversion lead implementers to favor conventional programmatic approaches. From Edward III's perspective, positive disposition must be reinforced by structural and resource support to translate commitment into impactful policy action.

Bureaucrastic Structure Dimension. Formally, the bureaucratic structure for RAN PE implementation in Lampung Province meets organizational prerequisites through the establishment of the Integrated RAD PE Team. This structure reflects the intended cross-sectoral approach to integrating various actors and resources in violence-based extremism prevention. The team also provides institutional legitimacy for policy implementation at the regional level.

However, in practice, this bureaucratic structure has not functioned optimally. Weak formal coordination mechanisms—particularly for joint monitoring and evaluation—have resulted in sectoral implementation patterns. Ad hoc coordination is insufficient to ensure long-term policy integration, especially for a complex, multi-actor policy such as RAN PE. Bureaucratic fragmentation is further evident in how some agencies perceive their involvement in RAN PE as an additional task rather than a core organizational function. When a policy is not integrated into primary institutional mandates, organizational commitment weakens and implementation depends heavily on individual initiative. This condition risks generating inconsistencies and inter-agency disparities.

Edward III emphasizes that effective bureaucratic structures require clear procedures, well-defined coordination channels, and sustainable evaluation mechanisms. In Lampung Province, strengthening RAN PE's bureaucratic structure necessitates clearer role delineation, routine coordination mechanisms, and reinforced monitoring and evaluation functions to ensure consistent and integrated implementation.

Structural weaknesses are also reflected in the limited integration of RAN PE into formal regional planning documents, such as agency strategic plans or annual work plans. When policies are not embedded in formal planning systems, implementation tends to be ad hoc and lacks

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sustainability. This indicates that bureaucratic structures have not yet fully mainstreamed extremism prevention as a core component of regional development agendas.

Furthermore, the absence of specific and integrated standard operating procedures (SOPs) across agencies leads to overlapping or unclear roles and responsibilities. This condition exacerbates bureaucratic fragmentation and complicates effective cross-sectoral coordination. Edward III argues that excessive fragmentation hampers policy implementation by extending coordination chains and increasing the potential for authority conflicts. Therefore, strengthening RAN PE's bureaucratic structure in Lampung Province requires not only formal team formation but also the institutionalization of working mechanisms, procedures, and policy integration across the regional bureaucracy.

Overall, the findings indicate that RAN PE implementation in Lampung Province faces structural and managerial challenges. While policy communication has functioned formally and implementers' disposition is relatively supportive, limitations in resources and weak bureaucratic coordination remain major constraints. These findings reaffirm the relevance of Edward III's policy implementation model in explaining the dynamics of RAN PE implementation and underscore that effective violence-based extremism prevention depends on balanced and sustainable synergy among all four implementation variables.

CONCLUSION

Based on the research findings and discussion, it can be concluded that the implementation of the National Action Plan for the Prevention and Countering of Violence-Based Extremism Leading to Terrorism (RAN PE) in Lampung Province has not yet been effective. Of the four policy implementation variables proposed in George C. Edward III's model, only the disposition dimension demonstrates relatively strong conditions, while the communication, resource, and bureaucratic structure dimensions continue to face significant challenges. Policy communication tends to be administrative in nature and has not sufficiently fostered strategic understanding; human and financial resources remain limited; and the bureaucratic structure is not yet fully supported by effective and sustainable coordination and evaluation mechanisms.

These findings are consistent with Barusman (2020), who emphasizes that the success of public policy implementation cannot rely solely on regulatory clarity and policy design. Rather, it is largely determined by the institutional capacity of implementing agencies, the effectiveness of inter-unit coordination, and the level of commitment among public officials in translating policy into operational practice. In the context of RAN PE implementation in Lampung Province,

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limitations in human resources, weak cross-sectoral coordination mechanisms, and fragmented bureaucratic structures indicate that strong regulatory frameworks have not been adequately accompanied by sufficient institutional readiness. This reinforces the argument that policy implementation is both an administrative and managerial process that requires synergy among organizational structures, implementing actors, and operational capacity.

Furthermore, this study contributes theoretically to the literature on public policy implementation, particularly in the context of violence-based extremism prevention at the subnational level. The findings demonstrate that George C. Edward III's policy implementation model remains relevant and applicable for analyzing non-traditional security policies that are complex and cross-sectoral in nature. The interaction among implementation variables—communication, resources, disposition, and bureaucratic structure—is shown to be non-linear, with each dimension influencing and reinforcing the others. Weaknesses in one dimension, especially in resources and bureaucratic structure, can undermine the effectiveness of other dimensions, even when implementers' attitudes are relatively supportive.

In addition, the study underscores the importance of local governments not merely as administrative implementers of national policies, but as strategic actors capable of adapting policies to local characteristics and needs. The implementation of RAN PE in Lampung Province suggests that without strengthening local institutional capacity, national policies risk being carried out in a procedural manner with limited long-term impact. Therefore, the sustainability of violence-based extremism prevention policies requires stronger commitments to integrating RAN PE into regional planning systems, enhancing institutional learning, and establishing sustainable cross-sectoral coordination and evaluation mechanisms.

Accordingly, the success of violence-based extremism prevention policy implementation cannot depend solely on implementers' commitment. It requires a balanced and synergistic interaction among clear policy communication, adequate and sustainable resources, supportive implementer dispositions, and coordinated and adaptive bureaucratic structures. In this regard, strengthening bureaucratic capacity, increasing budget allocations, deepening policy communication, and reinforcing cross-sectoral coordination mechanisms constitute the primary recommendations for improving the effectiveness of RAN PE implementation in Lampung Province.

Beyond its practical policy implications, this study also opens avenues for future policy development and research in the field of violence-based extremism prevention. The complexity of RAN PE implementation at the local level highlights the need for more adaptive and learning-

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based policy implementation approaches, in which policy evaluation extends beyond program outputs to include changes in institutional capacity and community resilience. Future research may expand the scope of analysis by comparing RAN PE implementation across regions or by incorporating the perspectives of non-governmental actors, such as civil society organizations and local communities, to gain a more comprehensive understanding of the factors influencing the success of extremism prevention policies. Through such approaches, RAN PE is expected to function not merely as an administrative instrument of the state, but as a strategic framework for fostering inclusive, sustainable, and socially responsive governance of violence-based extremism prevention at the regional level.

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