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Analysis Of Implementation The National Action Plan For The Prevention And Countering Of Violent Extremism Leading To Terrorism (RAN PE) 2020–2024

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Abstract

The increasing prevalence of violent extremism leading to terrorism reflects a pattern that has become increasingly shaped by global dynamics, particularly the rapid advancement of digital technology and evolving socio-political conditions. In response to this threat, the Government of Indonesia issued Presidential Decree Number 7 of 2021 concerning the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) 2020–2024. This article aims to analyze the implementation of the RAN PE using the PESTEL framework to identify the external factors influencing its effectiveness. This study employs a qualitative approach through a literature review of relevant regulations, official government reports, and scholarly literature. The findings indicate that the implementation of the RAN PE faces various external challenges, including limited political commitment to budget allocation, the economic and social vulnerability of communities, the misuse of digital technologies by extremist groups, environmental crises such as pandemics, and inadequate legal and institutional compliance and coordination among implementing entities. These findings emphasize that the effectiveness of the RAN PE depends largely on the government's ability to align its policies with evolving political, economic, social, technological, environmental, and legal conditions. Therefore, future revisions of the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) should focus on strengthening cross-sectoral collaboration, optimizing the use of digital technologies, and enhancing the legal and institutional framework to support sustainable

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efforts to prevent violent extremism and terrorism.

Keywords: Terrorism; Extremism; National Action Plan for Prevention and Countermeasures of Violent Extremism Leading to Terrorism; PESTEL.

INTRODUCTION

Extremism has become a challenge and a concrete threat to the state of national security (Danu et al., 2025). Apart from extremism, terrorism is also a serious threat that has an impact on the political and social order, both physically and non-physically, on a wide scale (Panjaitan et al., 2023). In the current global landscape, according to Panjaitan et al. (2023), patterns of violence and terrorism have shifted. This shift refers to the emergence of extremist and terrorist incidents, often characterized as lone-wolf attacks. These terrorist actions represent a new form of adaptive strategy employed by terrorist groups that utilizes low-cost technologies while possessing a high destructive potential (Sirait et al., 2025). Sirait et al. (2025) argue that this adaptive strategy has been widely adopted by various terrorist groups, such as ISIS and JAD, to disseminate their ideology and ideological doctrines.

The Government of the Republic of Indonesia has taken strategic steps in facing this unavoidable threat by issuing Presidential Decree Number 7 of 2021 concerning the National Action Plan for the Prevention and Handling of Violent Extremism Leading to Terrorism for 2020-2024. The presence of this national policy is driven by increasing threat of violent extremism leading to terrorism, creating vulnerable conditions and threatening the right to a sense of security and national stability (Perpres 7, 2021). This presidential decree is intended to provide comprehensive efforts and strategies to ensure systematic, planned, and integrated measures, involving the active participation of all stakeholders over a five-year period. The government has implemented various concrete, collaborative, and adaptive efforts. Presidential Decree 7 of 2021 can be considered a manifestation of the state's commitment to ensuring public safety and maintaining national security and stability.

The Government's National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) encompasses prevention, law enforcement, and international partnerships and cooperation. Previous research by Panjaitan et al. (2023) identified several internal factors that hindered the implementation of the RAN PE in 2022. The first challenge was ineffective coordination within the National Counterterrorism Agency (BNPT) and among other ministries and institutions. Another challenge was that the implementation of the

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RAN PE had not yet been prioritized in the work programs of the implementing agencies. The third challenge was budgetary constraints, which continued to affect the implementation of the RAN PE in the aftermath of the COVID-19 pandemic.

Therefore, it is important to conduct an evaluation from a constructive and critical perspective. The author analyzed this issue using the PESTEL framework. The PESTEL framework examines political, economic, social, technological, environmental, and legal factors (Mardatillah, 2024). This framework can help an institution analyze the external factors that hinder the achievement of its strategic objectives. Similarly, this study analyzed the external factors that hinder the implementation of the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) in addressing the evolving strategies of terrorist groups in the current global landscape. By understanding these factors, the government is expected to adapt and incorporate them into the next iteration of the RAN PE.

RESEARCH METHODOLOGY

This study employed a qualitative methodology. Qualitative research is a research approach that produces descriptive data based on the researcher's observations (Abdussamad, 2021). Furthermore, qualitative research is descriptive in nature, relying on the researcher's analytical skills and ability to explain and interpret the observed phenomena and their underlying meanings. This method also generates findings that cannot be adequately captured through statistical analysis or numerical data (Murdiyanto, 2020). With this method, the study is expected to provide an in-depth understanding and describe the meaning of the phenomenon under investigation.

RESULTS AND DISCUSSION

Terrorism and Globalization

Terrorism is an extraordinary crime (Nasution, 2017). This is because terrorism extends beyond ordinary crime and even organized crime. Nasution (2017) identifies several criteria that justify classifying terrorism as an extraordinary crime. First, these crimes are committed as part of the policy of a particular group. Second, they are directed against a specific group of individuals. Third, they are governed by both national and international legal frameworks. Fourth, they may be exploited by certain actors to advance their political interests. Fifth, they are associated with acts of war but cannot be classified as acts of war.

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In world history, terrorism is not a new form of crime, but international public attention was drawn to this issue following the 2001 terrorist attacks targeting the World Trade Center (WTC) and the Pentagon in the United States (Hatta, 2019). Contrary to Nasution's (2017) view, Hatta (2019) argues that terrorism is an international crime that has evolved significantly. In his book Extraordinary Crime, Hatta highlights the evolution of international terrorism, which is reflected in the rapid growth of terrorist activities in Indonesia. Indonesia has become a fertile ground for terrorist groups.

Judging from the current global landscape, it is undeniable that digital advancements and internet access have permeated all aspects of life. This has inevitably transformed the nature of terrorism, enabling it to expand its reach more easily and making it increasingly complex to counter (Sirait et al., 2025). This situation has created conditions that make terrorist activities increasingly difficult to detect. With the widespread use of the internet and various social media platforms, a country's resilience against terrorism requires continuous adaptation and strategic responses (Minardi, 2022). Munardi argues that the internet and social media have become a new strategic environment for terrorist groups. This is supported by the fact that internet penetration in Indonesia has exceeded 70% of the total population (APJII, 2025). There has been a significant shift in the propaganda patterns employed by terrorist groups. Terrorist groups can easily reach and influence individuals to gain sympathy and support. The activities of these groups can be likened to scattering salt in a subtle and indiscriminate manner.

National Action Plan for the Prevention and Countermeasures of Violent Extremism Leading to Terrorism (RAN PE)

The government has assigned a specialized agency to address the threat of terrorism. The National Counterterrorism Agency (BNPT) represents the government's institutional response to this threat (Setiyawan, 2023). The government acknowledges that the internet has become a strategic platform for the dissemination of radicalism and terrorism. Since the establishment of the National Counterterrorism Agency (BNPT), the government has implemented measures such as online content removal, deradicalization programs, and counterterrorism initiatives involving various stakeholders, including the public. One of the government's key policy initiatives demonstrating its commitment to preventing and countering terrorism is the issuance of Presidential Regulation Number 7 of 2021 concerning the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) 2020–2024 (Perpres 7, 2021). The introduction of the National Action Plan for the Prevention and Countering of Violent

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Extremism Leading to Terrorism (RAN PE) is expected to strengthen the efforts undertaken by both the central and regional governments. This policy requires various stakeholders to prioritize a soft approach through a series of coordinated programs. It also complements existing national laws and regulations related to terrorism. Given the evolving nature of terrorism, this policy is designed as a living document that can be adapted to the priorities, capacities, and challenges of each implementing institution.

PESTEL Framework

The PESTEL framework can be used by organizations to identify macro-environmental factors that influence the achievement of their objectives (Fitri & Ghulam, 2025). This framework can be used as a tool to identify external factors that influence an organization's strategy (Rinonce et al., 2025). It is important for every organization to analyze the external factors that influence its operations. These factors can have either positive or negative impacts (Darmaesti et al., 2023). Furthermore, the PESTEL framework can help analyze and provide a comprehensive overview of the external factors surrounding an organization (Laksana, 2024). PESTEL is an acronym for Political, Economic, Social, Technological, Environmental, and Legal factors.

- Politic
  Political factors include government stability, the direction and consistency of public policies, the prevailing regulatory framework, and the dynamics of international relations that influence decision-making and policy implementation.
- Economy
  Economic factors include the dynamics of economic growth at both the microeconomic and macroeconomic levels, which directly and indirectly influence the activities and performance of various sectors.
- Social
  Social factors include cultural values and norms, lifestyle patterns, demographic characteristics, and education levels that collectively shape social behavior and interactions.
- Technology
  Technological advances influence the way organizations design and implement business processes, as well as strategies for communicating and disseminating programs to the public more effectively and extensively.

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- Environment
  Environmental factors, including climate change, environmental policies and regulations, and the growing demand for sustainable practices, have become increasingly important considerations in the formulation and implementation of organizational policies and activities.
- Legal
  Legal factors include legal provisions governing sanctions, legal definitions and classifications, normative boundaries, and binding policies that must be complied with by all members of society without exception.

DISCUSSION

The National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) was implemented from 2020 to 2024. The National Counterterrorism Agency (BNPT) serves as the lead agency responsible for implementing Presidential Regulation Number 7 of 2021. In implementing this policy, BNPT adopts a collaborative approach involving various stakeholders through the Whole of Government (WoG) and Whole of Society (WoS) frameworks (Perpres 7, 2021). The implementation of the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) is not without internal and external challenges. Several internal challenges that have been identified include communication, resources, disposition, and bureaucratic structure (Panjaitan et al., 2023).

Several reports published by the Joint Secretariat of the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) between 2021 and 2024 identify a number of implementation challenges. The following section maps these challenges within the PESTEL framework (Sekber RAN PE, 2022, 2023, 2024, 2025).

- Politic
  In the implementation of the RAN PE, a lack of political commitment was identified in allocating dedicated funding for its implementation. Several ministries, government agencies, and regional governments affected by Presidential Decree Number 7 of 2021 were assigned additional responsibilities beyond their primary institutional mandates. As a result, they encountered difficulties in allocating budgets for RAN PE implementation during the preparation of their annual budget plans. Political commitment is also essential to encourage all implementing entities to submit reports on RAN PE implementation in a timely and consistent manner.

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- Economic
  Changes in people's livelihoods can disrupt economic stability and increase vulnerability to violent extremism, potentially leading to acts of terrorism.
- Social
  Public misunderstanding and social stigma remain significant obstacles to the reintegration of former terrorism convicts into society. The involvement of civil society organizations (CSOs) can support the government's efforts to facilitate their social reintegration. CSOs also have the potential to complement government initiatives by conducting counter-narrative and alternative narrative campaigns.
- Technology
  The increasing prevalence of radical content disseminated through social media must be addressed by strengthening the government's use of technology. The government must anticipate the public's increasing reliance on digital technologies, as this may facilitate the spread of radical and terrorist content. The emergence of Artificial Intelligence (AI) has not yet been adequately incorporated into the implementation of the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE).
- Environment
  It is important to take disaster and pandemic conditions into account to ensure the effective implementation of the RAN PE.
- Legal
  The government must ensure that all implementing entities prioritize the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) in their program activities. By the end of the RAN PE implementation period, the National Counterterrorism Agency (BNPT) continued to identify limited participation from ministries, government agencies, and regional governments. This is reflected in the inadequate allocation of human resources dedicated to implementing the RAN PE. Furthermore, many institutions still lack the infrastructure necessary to support the implementation of the RAN PE in accordance with their respective mandates and authorities.

CONCLUSION

Based on the analysis of the implementation of the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) using the PESTEL framework,

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it can be concluded that the effectiveness of RAN PE implementation is determined not only by internal factors within the National Counterterrorism Agency (BNPT) as the lead agency, but also by interconnected external factors. From a political perspective, commitment to budget allocation and effective coordination among relevant ministries, government agencies, and regional governments remain critical challenges affecting the consistency of program implementation. From the economic and social perspectives, socioeconomic vulnerability and limited public understanding and acceptance of former terrorism convicts have the potential to undermine efforts to prevent violent extremism. These findings indicate that the soft approach promoted through the RAN PE should be strengthened by expanding economic empowerment initiatives and enhancing sustainable public awareness through the active involvement of civil society organizations as strategic partners. Meanwhile, technological developments, including the widespread use of social media and the emergence of Artificial Intelligence (AI), require more adaptive and forward-looking strategies to strengthen counter-narrative capacity and enhance the monitoring of extremist activities in the digital environment. Furthermore, environmental and legal factors also play a significant role in determining the effectiveness of the RAN PE. Emergency situations, such as natural disasters and pandemics, should be systematically incorporated into future RAN PE planning. In addition, legal certainty, a clear division of institutional responsibilities, and binding obligations for all implementing entities are essential prerequisites for ensuring that the RAN PE is implemented as a national strategic priority rather than merely an administrative policy.

RECOMMENDATIONS

Based on the research findings, the implementation of the National Action Plan for the Prevention and Countering of Violent Extremism Leading to Terrorism (RAN PE) in the next implementation period should focus on strengthening the political commitment of ministries, government agencies, and regional governments through adequate budget allocation, enhanced cross-sectoral coordination, and more robust monitoring and evaluation mechanisms. Furthermore, efforts to prevent violent extremism should be integrated with social and economic development policies, particularly those targeting vulnerable communities. These measures are expected to enhance the effectiveness of RAN PE implementation while increasing the participation of all stakeholders in achieving the long-term goal of preventing violent extremism.

In addition, the government should strengthen the use of digital technologies by developing early warning and detection systems, enhancing counter-narrative initiatives in

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cyberspace, and leveraging Artificial Intelligence (AI) to support the prevention of extremist content and activities. The next iteration of the RAN PE should also incorporate adaptive mechanisms to address emergency situations, such as pandemics and natural disasters, supported by a stronger legal and institutional framework. For future research, it is recommended that literature-based analysis be complemented by field research, including interviews and case studies involving implementing agencies, to provide a more comprehensive empirical understanding of the effectiveness of RAN PE implementation at the operational level.

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