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The Role of Australia in Countering Terrorism in Indonesia

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ABSTRACT

This paper discusses briefly the reason of the Australian government in supporting the Indonesian government in countering terrorism in Indonesia. Following the 9/11 incident in the United States and the 2002 Bali bombings, Australia and Indonesia started to cooperate in countering terrorism. This paper then analyses the assistances of Australia to Indonesia in combating terrorism in Indonesia in four sectors such as Indonesian Police Force, countering terrorism financing, travel security, and the education sector.

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INTRODUCTION

This paper discusses how Australia is helping Indonesia in combating terrorism in the country. A partnership between the Indonesian government and the Australian government in several sectors, such as, cultural, people-to-people links, political, commercial, environmental, and counter terrorism. Indonesia-Australia has a very unique bilateral relationship. It does not only provide opportunities, but also challenges. The occurrence of many terrorism incidents in Indonesia has a serious influence on the relationship between the two countries which has motivated them to undertake greater cooperation in eliminating regional and international terrorism in Indonesia.

Following the 9/11 incident in the United States and the 2002 Bali bombings, Australia and Indonesia started to cooperate in countering terrorism. From the table in the second appendix, it can be recognized that the Bali's bomb blasting on October 12, 2002 killed many people and most of them were Australians reaching 88 people. Following that, an incident can happen anywhere and anytime because the terrorist groups keep existing to attack until their aims are achieved. In view of this situation, there is a high treat from terrorism. "The series of bomb blasting incidents in Indonesia foster the Australian Government to belief that the global terrorism issue must be the main priority in the defense and security policy in the future" (Jemadu, 2006:53). The series bombings incident that occurred in Indonesia have motivated the Australian Government and Indonesian Government to encourage their security in countering terrorism.

Development Assistance from Australia to Indonesia:

The Australian assistances support its strategy in combating terrorism that aim to protect the Australian people and interests against terrorist attacks. The Government's counter terrorism strategy has four elements:

1. Analysis: an intelligence-led response to terrorism driven by a properly connected and properly informed national security community.
2. Protection: taking all necessary and practical action to protect Australia and Australians from terrorism at home and abroad.
3. Response: providing an immediate and targeted response to specific terrorist threats and terrorist attacks should they occur.
4. Resilience: building a strong and resilient Australian community to resist the development of any form of violent extremism and terrorism on the home front (Australian Government Document, 2010: ii-iii).

In fighting terrorism, the Australian government has countered the terrorist activities with all his strength. Therefore, intelligence capabilities have been strengthened by the government through legislative and funding adjustments. This policy could have consequences for the Australian's security. The Australian Security Intelligence Organization or ASIO as the oldest intelligence organization in the country has a key role in

combating terrorism that continued to collect information to tell the government especially something dangerous or unpleasant that is likely to happen, so that the government can avoid it. "It also collects foreign intelligence within Australia. ASIO reports to the Attorney General" (the Inspector-General of Intelligence and Security Annual Report 2001-2002: 31). Even though, ASIO is not used to handle law enforcement but another agency, AFP or Australian Federal Police.

Following the 9/11 incidents, in fighting terrorism, the Australian government has expanded cooperation with other countries, especially with Indonesia where many of the Australian tourists who became victims in the 2002 Bali bombings, such as The Australian and Indonesian governments signed several MoUs (Memorandum of Understanding) to expand their cooperation especially to combat terrorism in Indonesia. This MoU signed by the General Director of Social, Culture, Enlightenment Relationship, and Foreign Affair Department; Abdurrachman Mattaliti, on behalf of Indonesia Republic, and Australian Ambassador for Indonesia; Richard Smith, on Thursday, February 7, 2002. It provided a set of rules about cooperation between two countries in practical and operational levels, such as the Australian government needs to promote an open exchange of ideas, information and intelligence as well building the capacity of law enforcement agencies and other agencies to combat terrorism, intelligence training involving military division, polices, a certain law agency, official visitation between the two countries, education program, and making a conference that will produce a certain agreement in line with interest of the two countries.

A motivation behind of the collaboration between two countries was maintained good relations between the two governments on the issue particularly in countering terrorism. According to Minister for Foreign Affairs, Alexander Downer that "Australia and Australians are directly threatened by transnational extremist-Muslim terrorism. We have been named as a target. This has been verified by our policing and intelligence work and through our cooperation with our regional and international partners" (Australian Government, 2004). Shortly after the 2002 Bali bombings, President Megawati has accepted the involvement of the international assistances to support her government in combating terrorism. This reason motivated Australia to increase cooperation with Indonesia particularly in countering terrorism. Furthermore, both countries has cooperated closely in the planning of the joint investigation and intelligence team that involved law enforcement officials both countries to find out the truth about the 2002 Bali bombings.

Additionally, Downer stated, "Transnational terrorism must be defeated on a global basis. Strong international coordination and cooperation are essential to success. This understanding forms a basic element of Australia's counter-terrorism strategy. We are working on a variety of international and multilateral platforms." (Australian Government, 2004). He added that "South-East Asia is now a key focus in the international counter-terrorism effort. Transnational terrorism seeks to advance a purist, intolerant and violent form of extremism that is foreign to the region. It threatens the predominantly mainstream and tolerant Islam of South-East Asia and Islam's important place there. It threatens regional political and economic stability and it threatens the extensive Australian interests which reside there" (Australian Government, 2004).

As discussed above, Indonesia and Australia are neighboring countries and have evolved a special relationship. Their relationship occasionally is not constant that is caused by the differences of politics, cultures, point of view, and level of development. Despite their disharmony relationship, these two countries keep cooperating bilaterally. There are some causes why Indonesia cooperates with Australia: *first*, Australia is the western neighboring country laid in the south of Indonesia and playing an important role in making bilateral relationship. *Second*, Australia considers that bilateral cooperation is a strategic cooperation to overcome threats, challenges, and interferences from other countries (Indonesian Republic Defense Department, 2010). *Third*, in cooperation with Australia, Indonesia can increase strategic cooperation, particularly to face terrorism threats in South East Asia or to prevent the massive demolition weapons (Connors, 2005), and *fourth*, a good cooperation with Australia will aid protect Indonesia credibility especially in the south pacific areas.

As Minister for Foreign Affairs, Downer mentioned that The Bali bombing that occurred in October 2002 can teach us a lesson to enhance cooperation in fighting terrorism, especially collaboration between the police forces. "It is a lesson that has informed our approaches to terrorism . . . to find ways to improve law enforcement cooperation across the region to help defeat terrorism" (Document of the Australian Government, 2004). After the first Bali bombings in 2002, Australia has provided assistance in countering terrorism in four sectors:

a. Indonesian Police Force:

The purpose of this cooperation made a collaboration between Indonesian Polices (POLRI) and Australian Federal Police (AFP) in order to identify the victims of bombing and catch the actors of Bali bomb blasting. Hence, AusAID (Australian Agency for International Development) allocated \$3.5 million to the Indonesian National Police to several activities, such as intelligence officer had received any training in analyst and crisis management, establishing a Transnational Crime Centre, and developing a Criminal Information Management System (AusAID, Annual Report,2003-04:66).

In February 2002, Da'i Bahtiar as a Chief of Indonesian National Police (INP) signed between AFP and POLRI in Perth Western, Australia. The MoU included collaboration in the field of training and education, as well as assistance in human resources and operations. This agreement was the most important part in creating cooperation to fight against terrorist attack which has threatened the world. The MoU was then implemented when the Indonesian police managed the First Bali Bomb case, which took place on October 12, 2002, in Bali's Kuta.

The followings were some cooperation occurring between Indonesia and Australia during Megawati government: "Bali Regional Ministerial Conference on People Smuggling Trafficking in person and Related Transnational Crime" (BRMC I) on 26-28 of February 2002 and also BRMC II on 28-30 of April 2003. This convention was the continuity of the MoU that did not only discuss the terrorism issues, but also discuss about cooperation in solving the problems are related to transnational crimes such as trafficking or people smuggling. Connecting to the 2002 Bali bombings, the two countries also agreed to form *Joint Investigation and Intelligence Team* to investigated Bali bombing on October 16, 2002.

Australian government also established *Joint Counter-Terrorism Intelligence Unit* by delivering 46 officers to assist Indonesian polices in investigating the Bali bombing incident and also catching the wanted terrorist from Malaysia; Dr. Azhari and Noordin M. Top, as the central actors of many bombing incidents, particularly Bali bomb blasting incident. This unit collaboration with AFP and ASIO. Both institutions, AFP and ASIO as well ASIS met with local authorities in Indonesia to discuss the Bali bombing that occurred on 12 October 2002 where 202 people were killed mostly 88 Australians and 240 people were injured. As a result of the cooperation, a suspected member of the Islamic fundamentalist Jemaah Islamiyah in connection with the bombings was detained by the Indonesian police. On November 9, 2002, the Indonesian Defense Minister said: "the way it was carried out, I'm convinced it is the work of al-Qa'ida." (Chulov, 2002). The following months, the Indonesian police has much success in detaining the other members of Jemaah Islamiyah.

Moreover, the other cooperation between Australia and Indonesia, such as Indonesia, Australia, Malaysia and Thailand signed MoUs to increase multilateral cooperation involving intelligence, law enforcement agencies, and defense officials to combat terrorism in the region. Then, on 4-5 February 2004, there was Bali Regional Ministerial Meeting between Australia and Indonesia about counter terrorism in Nusa Dua Bali, emphasized Indonesian and Australian Government to join with other Pacific countries in order to empower regional efforts in combating against terrorism, especially in implementing the existing laws.

The Indonesian government also established JCLEC or the Jakarta Centre for Law Enforcement Cooperation is located within the Policy Academy under the Indonesian leadership in Semarang. This indicated the important step forward in countering terrorism in the country. "The establishment of the Centre was announced by the Indonesian and Australian Government in February 2004 has committed AUD\$36.8 million to support its development and operations over the next five years to 2009" (Jakarta Centre for Law Enforcement Cooperation (JCLEC), 2005). This program reflected a strong desire between both countries to establish cooperation in fighting terrorism.

The establishment of JCLEC clearly intends to both countries to continue their commitment in close bilateral cooperation in countering the global terrorism. The centre has also coordinated and has facilitated of training programs including seminars and workshops and established the education institutions to strengthen the security cooperation in fighting transnational terrorism. Both countries have involved in unprecedented and unparalleled sharing information through the centre and other cooperation in combating Jemaah Islamiyah and its affiliates and adherents. Police General, Da'i Bahtiar as a Former Chief of Indonesian National Police stated that "the JCLEC becomes a new power to resolve the issue at the time. My motivation to establish the JLEC was triggered by the devastating situation on happening in Indonesia. The Country's position has weakened among other countries in the region" (Interview with the author, December 3rd, 2010).

On 3 July 2004, President of the Republic of Indonesia, Megawati Soekarnoputri opened officially the JCLEC in Semarang. The centre cooperates with other agencies and centres, namely law enforcement agencies in South East Asia, the South East Asian Regional Centre for Counter Terrorism (SEARCCT) in Kuala Lumpur, Malaysia, and the International Law Enforcement Academy (ILEA) in Bangkok, Thailand.

In November 2004, operationally JCLEC started to do a lot of things, such as, for enforcement personnel has been provided international education and training facility. An example of training facility, namely, the management of complex multi-jurisdictional investigations into transnational crimes which fighting terrorism was the main focus of attention of the training.

In December 2004, TNCC or Transnational Crime Centre was set up by the Indonesian government. "Australia provided \$A4.7 million to TNCC" (JCLEC, 2005). Its main aim is to combat terrorism. Furthermore, Indonesian airports, immigrations, and customs control have been being strengthening by the aid of the Australian government in enhancing security and preventing domestic and international terrorism particularly Al Qaeda, its affiliates and adherents.

In February 2005, the Indonesian and Australian governments established an assistance program to improve the intelligence development and their ability in controlling the security of Indonesian harbors. "There was also a new agreement on security cooperation called *Aviation Security Capacity Building Project* signed on March 2005" (Wise, 2005:74). This cooperation was done to prevent the coming of terrorists into Indonesia either by sea or land crossing the borderline. There was also a bilateral meeting organized on 3 -6 of April 2005. In this meeting, Prime Minister John Howard and President Susilo Bambang Yudhoyono signed a Joint Declaration of Comprehensive partnership between both countries in Australia. In this case, a security framework has been created by both countries to enhance cooperation. Numerous terrorist attacks could have been prevented by this bilateral cooperation. This security framework cooperation was signed in Lombok on November 13, 2006 which then popular as *Perjanjian Lombok* (Lombok Treaty). In November 2008, the ministers both countries agreed to carry out the Lombok Treaty.

In relation to deter attacks and to arrest terrorist and its supporters, the aims of the Lombok Treaty are to deepen and expand bilateral cooperation, to share a common security information, to provide a strong legal framework, to encourage the intensive dialogue, to exchange and to implement a wide variety of activities including counter-terrorism activity, and to strengthen cooperation in law enforcement, maritime, intelligence, aviation security and defense. The agreement has guided the operational of the agreement, and as a result, a commitment to continue in protecting citizens from terrorist attacks.

Australian Prime Minister Rudd and Indonesian President Susilo Bambang Yudhoyono have expanded the counter terrorism cooperation within the framework of the Lombok Treaty when the Australian Prime Minister visited to Indonesia in June 2008. He stated "...we've responded (to terrorist attacks) by strong practical cooperation preventing terrorism and tracking down the perpetrators....I want to pay special tribute to the close cooperation we have in this area.....The government that I lead is committed to maintaining and strengthening that security cooperation" (Voice of America,2008). This argument showed that Indonesia has a strong bilateral counter-terror cooperation with Australia.

The Australian Federal Police's and the Indonesian National Police have worked together in combating terrorism through Detachment 88. The Indonesian National Police has a specialist anti-terrorist unit, called the Detachment 88. Following the Bali bombing in 2002, the unit has started to operate on 30 June 2003. The unit has much success in finding the Jemaah Islamiyah terrorist cell linked to Central Java. The unit cooperated with international agencies such as, the Australian Federal Police in forensic sciences and DNA analysis and communications monitoring in arresting numerous suspected leader of Jemaah Islamiyah. In 2005, Azahari Husin who play a vital role as the technical mastermind of the Bali bombing in 2002 was shot dead by Detachment 88 during a dawn raid, on June 9, 2007, the unit arrested Abu Dujana who has role as a leader of JI's military, and on September 17,2009 Noordin Mohammad Top who has an explosives expert and masterminded behind the 2002 Bali bombings, JW.Marriott hotel bombing in 2003 in Jakarta, the Australian embassy bombing in 2004 in Jakarta, the Bali bombings in 2005, and the JW Marriott-Ritz-Carlton bombings in 2009 in Jakarta was also killed in a Detachment 88 raid by at Solo, Central Java. Following the establishment of the unit, close the Australian Federal Police and Detachment 88 elaboration caused serious disruption to JI's plot. In addition, the AFP cooperated with Detachment 88 in investigating the JW Marriott-Ritz-Carlton bombings in 2009 in Jakarta (Seniwati,2014:1-4).

The total AFP financial support for counter terrorism capacity initiatives in South East Asia from 1 July 2009 to 30 June 2010 was \$16.3 million (Document of Australian Federal Police, 2010). This fund consists of a range of initiatives undertaken throughout South East Asia including support the police investigation, the provision of assistance for forensic including analysis after a bomb explosion and the provision of training in investigations, leadership, criminal intelligence, communication and general forensic. These activities were delivered through *the Jakarta Operations Centre*, Manila Regional Cooperation Team, Bangkok Training and Development Centre and *the Jakarta Centre for Law Enforcement Cooperation*.

The AFP provided training and capacity building to enhance the Indonesian National Police (INP) capacity to counter terrorism. However, the AFP was not directly involved in Detachment 88 operational activities. Monitoring of Detachment 88 activities and any associated investigations were a matter for the Indonesians authorities. The AFP was not involved in any investigation of this type and lacks authority to conduct an investigation in Indonesia.

b. Countering Terrorism Financing:

AusAID has conducted several activities to help Indonesia in combating terrorism, namely, 1) providing \$3.5 million to strengthen the Indonesian program on anti-money laundering (AusAID,2003: 6), 2) supporting the efforts anti-money laundering by the Indonesian Financial Intelligence Unit and the Insurance Directorate of the Ministry of Finance, 3) supporting the efforts by the Indonesian legislative in drafting anti-money laundering, and 4) cooperating with AUSTRAC (Australian Transaction Reports and Analysis Centre) that

established in 1989 under the Financial Transaction Reports Act 1988 as financial intelligence unit to provide advisory support to Indonesia.

In 2010, there was meeting between the Committee of Australian and the Indonesian Anti-Money Laundering delegation of the House of Representatives to discuss several problems, such as, 1) improving anti-money laundering and combating the financing of terrorism, 2) establishing a Financial Intelligence Unit or *Pusat Pelaporan dan Analisis Transaksi Keuangan* (PPATK) as a system for reporting suspicious transactions, 3) the treaty of the anti money laundering was ratified by all the member of meeting to strengthen the anti money laundering and counter terrorism financing. The cooperation between both countries in combating the financing of terrorism indicates that both governments have a strong wish to build their capacity to manage terrorist threats by strengthening law enforcement work to combat financial crime.

c. Travel Security:

Following the 2002 Bali bombings that caused 88 Australian were killed, the Australian government had issued warnings to Australian tourists against non-essential trips to Bali especially and to other places in Indonesia. This statement was confirmed by the 2005 Bali bombings as a series of terrorist attacks to Western tourists. The Australian government stated "ask yourself whether travel could be deferred or an alternative destination chosen. If, having considered these issues, you decide to travel to Indonesia, you should exercise extreme caution"(Australian Government, 2003). Even though, "in 2007, 314,000 Australians ignored the Canberra warning, up from 227,000 in 2006" (McDonald,2008a).

In securing the Australian travelling, the Australian government gave fund to Indonesia A \$3 million to establish the capacity-building links between both countries as a part of the program in fighting terrorism in Indonesia (AusAID,2003:6).

d. The Education Sector:

Australia supported the Education Partnership with Indonesia because education contributes in fighting terrorism. Both countries have promoted government-to-government cooperation in education sector to support the Indonesian government educational goal for nine years of quality basic education. Therefore, "Australia provided funding to education \$437 million since 2006 in Indonesia" (Tapp, 2011:15). "The concrete results were the construction of 2,075 junior secondary schools which has led to local school access for over 330,000 students in the poorer and more remote parts of the archipelago" (Tapp,2011:15). The construction of these schools indicated there closer links between both countries to improve knowledge and develop skills under the Indonesian education program, namely "Education for All people". Furthermore, the Australian government also provides other assistances to Indonesia, such as, providing fund to the Islamic schools and improving learning materials of the school as one of way to improve the Indonesian education system.

The Basic Education Program of Australia provided "\$200m in loans to the Government of Indonesia" (Tapp, 2011:16). Furthermore, "the loan programme worked well and all funds were disbursed in a timely manner. The combination of grants (\$187m) and loans (\$200m) was effective and allowed for a successful scaling up of Australian support" (Tapp,2011:16). This program helps the Indonesian government in improving quality in education as one of way to prevent the influence of the terrorist teachings. Tolerance, the dignity and value of each individual, and respect for different beliefs can be taught through education in schools public or private. The Australian government also established the Learning Assistance Program for Islamic Schools (2004-2010). The program focused on the building of the school and improvement the standard of teacher training.

Australia's education assistance has provided access to elementary and high schools in several areas in Indonesia that classified as poor and remote. In addition, new school places have constructed or expanded up by this assistance, treasurers and district education officials as well Indonesia's school principals have been provided training in improving school management by this assistance.

The Australia-Indonesia Institute (AII) within the Department of Foreign Affairs and Trade established the Building Relationships through Intercultural Dialogue and Growing Engagement (BRIDGE) Program in 2008. The Myer Foundation and the Commonwealth Government have provided funds to the program through AusAID. Then, the Asia Education Foundation has managed its funds. "BRIDGE is an innovative program of teacher exchange and school e-twinning, involving 323 teachers and 189 schools" (Department of Foreign Affairs and Trade, 2012:1). BRIDGE has played a major role in education sector, such as, 1) an opportunity to the Australian and Indonesian teachers for professional development, 2) Australian children's Asia literacy has been increased by the program, 3) the program has given the intercultural benefits, and as a result, Australian and Indonesian children have opportunity to learn cultures and traditions each other, and 4) increasing the role of Islamic school. The Islamic school can function effectively as a religious education that develop intellectual and teaching student how to respect other student's beliefs. Thereby, the spread of terrorism doctrine could have been prevented by development of education system in the Islamic school, such as in Madrasah and Pesantren.

Furthermore, in increasing the quality of Indonesian education system as one of way to combat terrorism, the Australia Awards have provided scholarships per year to Indonesian people. The program is divided into three sources, namely, Endeavour Awards, Australian Leadership Awards, and the Australian Development Scholarships.

Additionally, the Australian Centre for International Agricultural Research (ACIAR) Fellowship Scheme has provided an opportunity to Indonesian scientists to work together in ACIAR projects. The project has also provided postgraduate qualifications and Ph.D awards at Australian tertiary institutions to Indonesian scientists and economists since mid-2009. Since 2004 to 2010, the Australian government was helped by the ADB (Asian Development Bank) and EU (European Union) to provide scholarships for Indonesian people. This partnership assisted the Indonesian people, such as, firstly, the Australian government constructed or rehabilitated 2,000 new or old buildings junior high school in Indonesia. Secondly, in improving school management, the partnership provided training for Indonesian school principals, supervisors and district education officials consist of 293,000. Thirdly, in improving the quality of Islamic education, the partnership helped at least 1,500 private Islamic schools to achieve national accreditation. This accreditation aimed to get the authority administering national examinations, to help the schools getting the certificates, to increase the quality education system, to reduce dependency on external funding. The programmes were also helped by the Indonesian Ministry of Religious Affairs. Fourth, the partnership provided \$42m per annum for 300 new Indonesian post-graduate (Tapp, 2011:17).

Conclusion:

The Australian assistance programme to Indonesia is effective in combating terrorism. The Australian government's assistances have also been a very positive influences on strategies the Indonesian government in countering terrorism. Australia-Indonesia cooperation through Detachment 88 success arrested several suspected terrorists of plotting a range of a series bomb suicide attacks since 2002 to 2010. Another success for a partnership both countries, the improvement of school facilities, education quality, and school management as one of way to combat terrorist doctrine.

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