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Analysis of MUI Office Security System Using Routine Activity Theory: Case Study of Shooting at MUI Office

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Abstract: The shooting incident at the Indonesian Ulema Council (Majelis Ulama Indonesia/MUI) office has raised public concern regarding the security systems of religious institutions in Indonesia. This study aims to analyze the security system of the MUI office using the Routine Activity Theory (RAT), which emphasizes three key elements for the occurrence of crime: a motivated offender, a suitable target, and the absence of a capable guardian. Employing a case study approach and qualitative methods, data were collected through document analysis, media reports, and interviews with relevant stakeholders. The findings reveal that weaknesses in surveillance and the lack of technology-based security systems contributed to the incident. These results highlight the urgency of upgrading security measures, including enhancing the capacity of security personnel, installing electronic surveillance systems, and establishing more adaptive standard operating procedures (SOPs) to respond to potential threats. This study contributes to the development of crime prevention strategies in public institutions from an environmental criminology perspective.

Keyword: Security System, Routine Activity Theory, Shooting Incident, MUI Office, Criminology, Crime Prevention.

INTRODUCTION

According to the Global Terrorism Index (GTI) report published by the Institute for Economics and Peace (IEP), Indonesia has shown an improving trend in its ranking over the past three years (Peace I. f., 2024). Indonesia's rankings in the Global Terrorism Index (GTI) for the years 2022, 2023, and 2024 are as follows: GTI 2022: Indonesia recorded a score of 5.50, indicating a relatively higher impact of terrorism compared to the following years. GTI 2023: Indonesia's score dropped to 3.99, reflecting a significant decrease in terrorist activity. GTI 2024: The score slightly increased to 4.17, but still indicated a lower impact of terrorism compared to 2022. The GTI score is calculated based on the number of terrorist incidents, fatalities, injuries, and property damage, using a scale from 0 (no impact) to 10 (highest impact). The decrease in Indonesia's score from 2022 to 2023 reflects the success of counter-terrorism efforts, despite a slight uptick in 2024.

Meanwhile, according to the World Terrorism Index (WTI), Indonesia ranks 51st out of 127 countries, with a score of 18. In 2024, no terrorist attacks occurred, but 18 suspected terrorists were arrested (Walanda, 2025). In 2023 and 2024, Indonesia finally achieved Zero Terrorist Attack status. This achievement was not merely a matter of luck but the result of years of consistent effort. While the Indonesian government has demonstrated the effectiveness of its strategies in suppressing terrorist incidents, the threat of terrorism still persists. During 2023–2024, many terrorists were successfully apprehended. In addition, several planned attacks were thwarted by Densus 88, such as the foiled plot to attack the Pope's visit to Jakarta and the failed church bombing attempt in Malang (Wardhana, 2025).

Indonesia, as a nation rich in religious and cultural diversity (M Guntoro, 2022). The Indonesian Ulema Council (MUI) is a religious organization that plays a vital role in maintaining religious harmony and providing guidance or religious viewpoints (Muhaimin & Muslimin, 2023). The Indonesian Ulema Council (MUI), as a religious institution, can be a potential target for individuals or terrorist groups seeking to create instability.

The existence of the Indonesian Ulema Council (MUI) is currently seen as a positive force, providing a platform for Islamic scholars to carry out their roles and responsibilities in responding to various issues facing Indonesia. This role is considered to have a significant impact on the sustainability of the nation and its various components, both politically and socially. One of the key contributions has been the issuance of fatwas, which have influenced the country's social and political order (Himsyah, 2010).

The existence of the MUI is a highly significant aspect due to its strategic role in addressing various issues and providing services to the Muslim community. However, it cannot be overlooked that there are individuals or groups who feel underserved by the MUI, which could potentially trigger opposition to the institution as a result of their feelings of disappointment and dissatisfaction.

On May 2, 2023, a shooting incident occurred at the MUI Office located at Jl. Proklamasi No. 51, Central Jakarta. This event highlighted weaknesses in the existing security system. The attack resulted in both casualties and material losses. In order to address similar threats in the future, it is essential to evaluate and improve the current security measures at the MUI Office to prevent such acts of terrorism from happening again.

Vulnerabilities and Potential Threats to the MUI Office.

The MUI Office has experienced several incidents of terrorism and criminal activity, including the following:

1. 2014 Protest by PT Golden Traders Indonesia Syariah (GTIS) Customers: In 2014, a group of customers from PT Golden Traders Indonesia Syariah (GTIS) staged a protest at the MUI Office. The protestors carried sharp weapons (machetes) and terrorized the security officers at the MUI Office.
2. Frequent Demonstrations by Certain Groups: There are groups that frequently hold demonstrations in front of the MUI Office, usually demanding that the MUI issue a statement or fatwa on issues that concern them. These groups have the potential to resort to anarchistic actions against the MUI Office.
3. Controversial Fatwas and Government Policies: Sometimes, MUI's fatwas or products conflict with government regulations or policies, leading to controversy among certain groups. For example, MUI issued a fatwa declaring that cryptocurrencies are haram. Following this fatwa, a hashtag #bubarkanMUI (Abolish MUI) circulated on social media, and the MUI website was attacked, rendering it inaccessible. This represents a potential threat.
4. May 2, 2023 Shooting Incident: On May 2, 2023, a shooting incident occurred at the MUI Office when an individual named Mustopa (who claimed to be a prophet) opened fire, injuring two people. Mustopa was dissatisfied and disappointed after being denied a meeting

with MUI leadership. In a fit of anger, he shot at the security officers and receptionist on duty.

Literature Review.

Security is a dynamic and continuously evolving process that takes into account both internal and external threats (Aradau, 2010). Mitigation of terrorism within buildings and public facilities must be a priority for both the government and building managers. It is crucial to prioritize employee training in emergency response and dealing with terrorist attacks, as well as fostering collaboration between the private sector and government to develop effective counter-terrorism mitigation measures (Then & Loosemore, 2006).

The importance of security design in constructing buildings and infrastructure that are safe from terrorism threats, by applying fundamental concepts and principles of effective security systems, as well as considering appropriate security technologies and systems (Security, 2012). With the understanding that the environment has an influence on the likelihood of crime occurring and becoming a victim of crime, it is important to make efforts to change or design the environment lingkungan (Maulana, 2021). The office must implement terrorism mitigation in the planning and facility management systems of the building. Prevention of terrorism and other criminal activities must be anticipated in the security design of an office building that supports this.

According to the Regulation of the Head of the National Police of the Republic of Indonesia on the Security Management System for Organizations, Companies, and/or Government Agencies/Institutions, the security management system is part of the overall management that includes organizational structure, planning, responsibilities, implementation, procedures, processes, and the resources needed for the development, implementation, achievement, evaluation, and maintenance of security policies aimed at controlling risks related to business activities in order to create a safe, efficient, and productive environment (Perkap No 24 Tahun 2007).

The increasing patterns of evolving terrorist actions have led to a growing focus on public spaces and other locations. In fact, terrorist attacks are now being carried out against security forces and government offices. Therefore, planning an integrated security system to protect the nation's vital assets becomes crucial as a preventive measure to safeguard and prevent terrorist attacks (Warapsari JT, 2023). Understanding the potential terrorist threats and identifying vulnerable areas within a building or office is essential. This includes considerations of the building's functional design and materials, which can help reduce the risk of terrorism-related attacks terorisme (Lavy & Dixit, 2010)

In this context, the Routine Activity Theory developed by Lawrence E. Felson can serve as a relevant framework. This theory proposes that crime occurs when there is a convergence of three elements: a motivated offender, a suitable target, and the absence of effective guardianship (Cohen & Felson, 1979). By analyzing the daily activities and patterns of operations at the MUI Office, the author can identify factors that may increase the risk of terrorism and criminal acts, as well as evaluate the existing security system.

According to Routine Activity Theory, a crime can occur when a motivated offender, a suitable target, and the absence of effective guardianship converge at the same time and place. In other words, when a vulnerable target is exposed in close proximity to an offender, and there is a weakness in the guardianship system, the likelihood of the target becoming a victim increases. The logical consequence of this is that, in order to prevent crime, measures must be taken to prevent offenders and targets from coming into contact in locations that lack adequate guardianship (Priyanto, 2006).

The previous research is a journal written by Nia Lavinia entitled "Mengurangi Peluang Kejahatan Terorisme Terhadap Kepolisian dengan Pendekatan Situational Crime Prevention (SCP)" (Lavinia, 2021). The journal reveals that the high success rate of attacks indicates that

the lack of an effective security system has been a contributing factor for terrorist groups in carrying out attacks against police in Indonesia. In this context, efforts within the framework of Situational Crime Prevention become relevant in reducing the opportunities available to terrorist groups and compelling them to change their target.

METHOD

This study uses a qualitative approach with a case study design to gain an in-depth understanding of the security system at the Indonesian Ulema Council (MUI) Office. The qualitative approach was chosen because it allows for a thorough exploration of experiences, practices, and social dynamics that occur within a natural context (Creswell & Poth, 2018).

The case study design is considered relevant because the focus of the research lies in analyzing the security system within a specific institution. A case study provides the opportunity to explore phenomena holistically and contextually within clearly defined time and location boundaries (Yin, 2018). The focus of the research is not only on the security system from a procedural perspective, but also on the perceptions and practices of the actors involved in it.

Data were collected using three main techniques, namely:

1. Interviews with security personnel as key informants. These interviews aim to explore their perceptions, experiences, and views regarding the implementation of the security system at the MUI Office.

Table 1. Profile of Security Personnel at the MUI Office

Name	Education	Age	Training Attended
Syahrul Efendi	SMP	48	Garda Pratama Training
Chaerudin	SMA	43	Garda Pratama Training
Teguh Siswanto	SMA	33	-

Source: Interview

The work shifts are divided into 3 (three) parts, namely:

shift I : 08.00-16.00 WIB

shift II : 10.00-20.00 WIB

shift III : 20.00-08.00 WIB

The researcher conducted direct observation of security operations within the office environment by interacting with security personnel during specific periods: September 20, 2023; November 13, 2023; and December 11, 2023. Observations were carried out from 10:00 to 12:00 WIB, a time frame selected based on the timing of the shooting incident that occurred at the MUI office.

2. Documentation Study, which involves collecting data from internal documents such as Standard Operating Procedures (SOPs) and security reports.

Table 2. Internal document

Type of documents	Source	Content	Purpose of Collection
Standard Operating Procedures (SOP)	HRD and General Section	Standard Work Steps and Responsibilities	Assessing the Alignment of Procedures with Actual Practices
Weekly security report	Security team	Security Incident Notes and Corrective Actions	Identifying Security Incident Patterns

Internal Audit Report	Internal Audit Team	Audit Findings and Recommendations	Assessing Compliance with Internal Policies
Work Instructions	Security team	Technical Guidelines for Performing Specific Tasks	Ensuring Alignment Between Theory and Practice

Source: document of MUI Office

Analysis of Data

The data were analyzed thematically, with the researcher organizing the data into key themes related to Routine Activity Theory. This study employs Routine Activity Theory, which was introduced by Cohen and Felson (Cohen & Felson, 1979), as the analytical foundation. This theory explains that crime occurs when three key elements converge in the same time and space: a motivated offender, a suitable target, and the absence of a capable guardian.

These three elements are used as an evaluative framework for the security system at the MUI Office. The researcher examines the extent to which policies, equipment, and human resources within the security system are capable of preventing the formation of crime-conducive situations. The use of this theory also reinforces the connection between empirical phenomena and environmental criminology, which emphasizes the importance of structural and social interventions in preventing criminal acts (Cohen & Felson, 1979).

RESULTS AND DISCUSSION

Tabel 3. Results

Research Question	Research Findings
Motivated offender	- Protester. - An individual claiming to be a representative of the Prophet/God.
Suitable target	MUI Office
Absence of capable guardian	- Protester - An individual claiming to be a representative of the Prophet/God

Source: research data

Based on the table above, the author analyzes using the three elements of Routine Activity Theory, namely:

1. Motivated offender

In the case of protesters, the motivation stems from aspirations or protests directed at the MUI Office. In 2014, there was a protest by customers of PT Golden Traders Indonesia Syariah (GTIS) at the MUI Office, during which the demonstrators carried sharp weapons (machetes) and terrorized the security personnel.

Meanwhile, in the 2023 shooting case, the perpetrator had a strong motivation driven by the belief that he was a representative of the Prophet/God, seeking recognition and legitimacy for his claims from a religious authority, in this case, the MUI.

The shooting incident by an individual claiming to be a prophet indicates a religious or fanatical motive that has the potential to result in acts of terror. According to the forensic team, the perpetrator showed signs of a fixed and unshakable belief in being a special individual with a mission to unify the ummah (Muslim community). There was also a tendency toward exclusive religious thinking, as the individual only wanted to share his beliefs with those he deemed to be on an equal level—specifically, the Chairperson of the MUI.

2. Suitable target

In this case, the suitable target refers to objects or individuals deemed attractive or vulnerable to perpetrators of crime due to symbolic value, ease of access, or lack of protection.

In the context of the 2023 shooting at the Indonesian Ulema Council (MUI) Office, the office fulfills the characteristics of a suitable target in various aspects.

Symbolically, MUI is the highest authoritative institution in Islamic religious affairs in Indonesia. This institution holds high formal and social legitimacy, playing a vital role in issuing fatwas, providing religious consultations, and serving as a reference for the Muslim community in matters of morality and belief. This status makes MUI a strategic and significant target, especially for individuals seeking recognition or legitimacy for unusual or even deviant religious claims, such as the perpetrator who claimed to be a representative of the Prophet or God.

Operationally, the MUI Office is a hub of daily activities with high human traffic. The building is visited by various members of the public seeking consultations, handling administrative matters, or voicing religious concerns. This high level of public interaction creates an open-access environment, which, in criminological terms, increases vulnerability to criminal acts—especially when not supported by adequate control and surveillance systems.

Furthermore, it was found that the perpetrator had visited the MUI office five times prior to the incident. This indicates that the target was not selected spontaneously but was a result of observation and perception-building by the perpetrator as a reachable target. The fact that the perpetrator could repeatedly access the building without significant obstacles reinforces MUI's classification as a suitable target according to this theory.

Moreover, for perpetrators with extreme beliefs, MUI's status as an authoritative institution makes it not only a physical target but also a symbol of legitimacy that must be challenged or upheld through radical actions. In the perpetrator's perspective, attacking MUI was a way to assert their existence and demand recognition for their religious claims. This symbolic value increases the target's appeal within a theoretical framework and helps explain why MUI was chosen over many other institutions.

Thus, within the framework of Routine Activity Theory, the MUI Office fits the suitable target element due to a combination of (1) high religious symbolic value, (2) relatively open public accessibility, and (3) an imbalance between public exposure and available protection systems. These conditions make the institution vulnerable to being targeted by individuals or groups with extreme ideological motivations.

3. Absence of capable guardian

The absence of individuals or systems capable of preventing or intervening in criminal actions when they occur. In the context of the 2023 shooting incident at the Indonesian Ulema Council (MUI) Office, the absence of a capable guardian should not be interpreted solely as the lack of physical security personnel, but also includes the weaknesses in threat detection systems, insufficient layered surveillance, and suboptimal responses to early warning signs.

The perpetrator was known to have visited the MUI office five times before ultimately carrying out the shooting. This fact indicates an opportunity for the security system to identify and assess potential risks arising from the perpetrator's presence. However, no preventive measures were documented as mitigation efforts in response to these repeated visits. This suggests a gap in the system for identifying high-risk visitors or at least sustaining ongoing monitoring of individuals displaying suspicious behavior.

Another aspect is the weak physical security system within the MUI office environment. The perpetrator managed to enter the office premises carrying an airsoft gun, which, although not a real firearm, still qualifies as a weapon capable of causing harm and inciting panic. The absence of adequate screening procedures, such as metal detection or baggage inspection, indicates that the protection system for this religious public institution is not equipped with sufficient security layers proportional to its risk level.

In this context, the issue is not merely the role of the security personnel, but also the failure of the security system as a whole. Therefore, the presence of a perpetrator with extreme

motivation, combined with a high-value symbolic target like MUI, and compounded by minimal supervision and ineffective responses, creates a critical combination that allowed the shooting to take place.

From a policy standpoint, this case highlights the importance of developing surveillance and protection systems that are not only reactive but also proactive and adaptive to various potential threats, including those originating from individuals with religious delusions. A multidisciplinary approach is needed in the security system for religious institutions, involving elements of psychology, social intelligence, and integrated physical and digital security.

CONCLUSION

Analysis using Routine Activity Theory indicates that the shooting incident at the MUI Office on May 2, 2023, provides insights into the relationship between routine activities, crime opportunities, and offender motivation. A comprehensive evaluation of the MUI Office's security system is necessary, using the Routine Activity Theory as a framework.

This evaluation should include strengthening the capacity of security personnel, enhancing surveillance through the use of CCTV, and implementing clear security standard operating procedures (SOPs). By doing so, it is expected that the security at the MUI Office can be improved and the potential for future acts of terrorism can be prevented.

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