Social media empowerment in implementing community policing: Study of the cybercrime investigation of the Indonesia national police

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Abstract
Social media is not only used by individuals in the public but also by the entire community and even government institutions such as the Indonesian National Police (POLRI). The information circulating in social media is utilized by POLRI to assist in the implementation of its duties and functions. Police Law states that their main duty is to maintain security and order, uphold the law, and provide protection and service to the community. This paper aims to increase the empowerment of social media in carrying out community policing. This paper is a qualitative research based on interviews and observations in the Directorate of Cybercrime Investigation. The Directorate of Cybercrime Investigation uses social media for several purposes: to convey information to the public, conduct early detection of potential crimes, build community relations, and monitor and control people’s behavior on social media. However, empowerment using social media by the Police Criminal Investigation Directorate is still not effective. This is influenced by both internal and external factors. Internal factors are connected with the unpreparedness of the organization due to limited human resources and capabilities. In addition, there are no clear guidelines for implementing social media empowerment in the context of community policing and there are no trainings given to directorates related to social media empowerment. External factors include the delay of the police in addressing social media issues in the community. The ineffectiveness of social media empowerment by the Directorate of Cybercrime Investigation contributes to a lack of trust in the police by the public and a lack of good relations between the police and the community. Moreover, this presents an obstacle to the prevention of cybercrimes, and the number of cybercrimes has increased.

Keywords--community empowerment, social media, community policy

1. Introduction
The rapid development of globalization, democratization, science, and information technology affects all aspects of life. It also influences media development. Emanuel Ritches (2006) characterized it as a global network that unites previously scattered and isolated communities into interdependence and unity (Al-Rodhan, 2006).

The development of the technology that gave rise to computers and the internet also contributed to changes in communication and media and built the space and time continuum referred to as cyberspace. Through it, electronic digital devices can be used to collect, store, and transfer information (Woolley, 2006). The diverse users and applications of social media then develop because of the existence of cyberspace, so that almost every literate person is able to access social media (Taprial & Kanwar, 2011).

Social media is not only used by individuals, but it is also used by the community and government institutions such as the Indonesian National Police (POLRI). The information circulating in social media is utilized by POLRI to assist in the implementation of its duties and functions. The paradigm shift in policing initially emphasized repressive force and punishment and was reactive to crime. Currently, modern police institutions prioritize crime prevention and are more
proactive. They have established an emphasis on community policing. One of the most important pillars of community policing is a community partnership where police institutions must collaborate with individuals and organizations focused on developing cutting edge solutions to problems in society while increasing the public trust in police institutions (Community Oriented Policing Service (COPS), Community Policing Defined, 2012).

Social media provides a space for police institutions and the community to enhance their connection. Community-based policing encourages police institutions to use the media to reach the wider community. It can become a strong support in community crime prevention efforts and problem-solving programs (Ashcroft, Daniels, & Hart, 2003) (Avery, 1981). Media can also function to improve people's understanding of community policing and to increase support for the implementation of community policing efforts. It can also help build public trust and support community empowerment related to tackling crime and policing efforts (Woods and Ziembo-Vogl, 2001). The work unit responsible for implementing policing and dealing with cybercrime problems on a national scale is the Directorate of Criminal Acts. Based on data released by that department, the national police have noted that there has been an increase in the number of cybercrime cases over the past four years.

Table 1. Crime Total and Cybercrime Clearance 2014–2017

<table>
<thead>
<tr>
<th>Year</th>
<th>Crime Total CT</th>
<th>Crime Clearance CC</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>1338</td>
<td>307</td>
</tr>
<tr>
<td>2015</td>
<td>2552</td>
<td>548</td>
</tr>
<tr>
<td>2016</td>
<td>2637</td>
<td>743</td>
</tr>
<tr>
<td>2017 (January–July)</td>
<td>753</td>
<td>319</td>
</tr>
</tbody>
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The data in Table 1 shows that cases of cybercrime increase every year, particularly in Indonesia where there are thousands of cases each year. This is the negative side of the emergence of social media. However, the data also shows that the number of criminal cases that have been resolved by the national police (the cybercrime clearance rate) is less than half of the total occurrences of the crime. This shows that the police have not been maximally effective in using social media as a means of applying policing activities to solving cybercrimes.

2. Method

The research approach for this study is qualitative, with the researcher thinking inductively; to capture the social phenomena that occur in the real world and then try to fit a theory in based on what has been observed (Burhan, 2007). This study looks at how the Police Directorate of Cyber Crime Criminal Investigations conducted an empowerment of social media in the context of community policing. In addition, through this qualitative research, we want to show how effective policing is done and what factors influence it.

Data collection was conducted through literature studies, observations, and in-depth interviews. Literature review involved researching the related topics in books, international journals, documents, and relevant regulations (Zed, 2008).

The selection of the six resource persons was based on the participant’s current strategic ability to directly connect with social media. An additional basis of selection is the experience and knowledge of social media and its relationship with police institutions.

3. Result and Discussion

A. Media and Policing

Indonesia adheres to the principles of democracy, so community participation occupies a very important place in the culture (Carlsson & Nilsson, 2016). However, in the security sector, the police are in authority. Lee and McGovern (2014) have discussed community participation and its relationship with policing:

“In our mature democracy, policing must be with the consent of the public not least because it has to involve the public in the reporting and detection of crime. The public must be kept aware of policing concerns and must engage in the debate.”

In addition, Lee and McGovern (2014) have also stated that policing itself is closely related to the concepts of image and communication. Furthermore,
“Policing has always been about image and communications; however, in the late twentieth and early twenty-first centuries, image, communication, and information have become central to the production and reproduction of our cultures. If social relations are indeed a result of the forms of communication a society uses, as Marshall McLuhan (1964) suggests, the ways in which policing organizations communicate with the public will likely have very real effects on the way in which the public conceives of crime, justice, law enforcement and even itself in relation to these.” (Lee & McGovern, 2014)

Accordingly, if the police institutions can communicate with the community about the policing that it does well, it will be able to have a positive effect on people's understanding of crime, justice, law enforcement, and the relationship between the police and the community.

Communication between the police and the community related to policing can be done successfully through the media. The communication media has become a center for information about crime in the community Judith Dubois's research in Carli stated that 95% of people surveyed used the media to get information related to crime (Carli, 2008). Information provided by the media to the public may come from the community itself, journalists, or from government institution spokespersons from the police, correctional institutions, or criminal justice system institutions.

The institution that is closest to crime is the police, so often, this information also comes from the police. Police openness to information related to crime is highly recommended. This can be seen in the guidebook issued by the Los Angeles Police Department of the relationship between the media police. One of the most important things between the police and the media in the guidebook presented as follows:

“Quite often, because of the nature of their duties, police officers are called upon to supply the media with information related to, and sometimes unrelated to, police work. The Los Angeles Police Department is committed to adopting an atmosphere of transparency with the media and the public. The Department views the media as an avenue by which to communicate with and educate the public on matters of importance. To accomplish this, the media must be given as much access as legitimately possible, to assist them in their news-gathering and reporting duties. When asked for information regarding a police matter, officers should decide if they possess sufficient facts and are qualified to respond, and whether the person asking is appropriately credentialed to receive the information. Officers should avoid representing their own opinions as facts.” (Los Angeles Police Department, 2008)

Not only that, POLRI also pays attention to the dissemination of information through the media. This can be seen in the Grand Strategy of the National Police, 2005–2025, especially in stage I, where POLRI institutions are required to be more transparent and make efforts at communication with the public using digital media, as well as leaflets, booklets, or posters (POLRI, 2005).

Along with the development of police institutions and forms of policing that focus on greater community involvement, the media has an increasingly significant place in the socio-cultural landscape. Nowadays, the use of community policing is growing rapidly. Community policing encourages police institutions to use the media so that they can reach the wider community, and be a support in crime prevention and problem-solving programs in the community (Ashcroft, Daniels, & Hart, 2003; Avery, 1981). According to Ashcroft et al. (2003) and Avery (1981)

“Police departments are using social media for a variety of reasons for two basic purposes: disseminating their own messages to the public, and gathering information from social media platforms to prevent and investigate crimes (Ashcroft, Daniels, & Hart, 2003).”

“The success of a growing commitment to community policing initiatives, then they ‘must display an openness and frankness with the press and the public’, as defensiveness only encourages suspicion (Avery 1981: 89).”

Following up on the importance of media for policing, the Community Policing Consortium in Woods and Ziembo-Vogl (2001) announced that the media’s community policing function can improve people's understanding of crime and policing, increase support for the implementation of community policing, and build public trust and community empowerment for tackling crime and policing efforts (Woods and Ziembo-Vogl, 2001).

The importance of the media does not stop at the problem of information disclosure. It also includes dealing with the problem of the critique and control of government performance, as mentioned by Carlsson and Nilsson (2016). Furthermore, Schneider (2017) has explored the complex relationships that occur between social media, policing,
social communication, and social control and this research show that the community can exert social control over police institutions and vice versa through social media.

B. Social Media Empowerment by Indonesia’s Directorate of Cyber Crime Criminal Investigation

The media can be a very important partner in the context of community policing. It can help police institutions identify problems that exist in society and it can be a means for the police to publicize their efforts (Chermak & Weis, 2006). Media in community policing is seen as a potential that can support police performance. This potential can be empowered with various goals set by the police institution. The media can help the police to disseminate information about policies and policing measures in a variety of times and places. The media can also act as a tool to monitor and moderate police performance. Thus, in the context of community policing, the main objective of media empowerment is to increase community participation in policing.

The use of social media can be tailored to the needs and policies of police institutions. Empowerment of social media related to the efforts of policing in Indonesia can ideally be carried out in the form of preventive, pre-emptive, and rehabilitative efforts as expressed by the following resource persons:

“In the pre-emptive effort is to do education and understanding to the community proactively towards the expected conditions. In preventive efforts is positive humanist propaganda to prevent violations and crimes. In repressive efforts is an attempt to counter discourse or narration to destroy all negative information and Hoaxes. In the rehabilitative effort was an effort to restore trust that had begun to fade against the National Police as an impact of negative information and Hoax attacks.” (Andrea Pulungan, May 29, 2017)

In the United States, almost all law enforcement institutions have social media accounts. In 2014, there were 2,800 social media accounts from law enforcement agencies, and this number is said to be increasing every year (Davis III, Alves, & Sklansky, 2014). Social media empowerment carried out by the Directorate in Indonesia is most often used as a means of delivering information to the public, having early detection of cybercrimes on social media, conducting supervision and control of social media, and carrying out intelligence functions.

1) Submission of Information from the Police to the Community

One of the positive sides of social media is that it can function as a means of communication so that the police institution can convey information related to POLRI’s vision and mission. According to Sulastiana (May 22, 2017), “It uses social media only at the level of delivering the mission vision, or the institution's work orientation. In my opinion, that is certainly a priority for institutions.”

In addition, the information provided must be true information so that the community has a better understanding related to a problem while being able to maintain trust. The information provided is based on the aim to improve public understanding and as an educational medium for the community as Niniek Aviraniananto (May 26, 2017) has stated, “Indeed, this social media actually has positive and negative sides. The positive is that we can convey information, education, (and) socialization to the public easily.”

2) Early Detection of Potential Crimes

Social media usage is not just information sharing at the level of building relationships between police institutions and the community. Social media can also be used for early detection of potential crimes. Yan Fithri (May 18, 2017) has said that “to detect…is the same as profiling. Well, if we find a crime, we do also a more in-depth observation, if there is a crime, it is submitted to cybercrime.”

The Directorate of Cyber Crime collects information on perpetrators through social media so that social media functions to gather information and profile suspects. Mapping, or screening, is an attempt at profiling social media users who have given indications of committing future crimes on social media. As Fadil Imran (May 19, 2017) has mentioned, “Yes, if that function can be intel, do the raising through social media instead of going to the field. Doing profiling from social media…can be done too.”

The use of social media is about gathering information. Mateescu et al. (2015) assert that the use of social media to occupy intelligence functions has been happening since 2014 saying “In 2014, a vendor’s online survey of more than 1,200 federal, state, and local law enforcement professionals found that approximately 80 percent used social media platforms as intelligence gathering tools.”

3) Build Relationships with the Community

In terms of building relationships between the police and the community, social media position is a tool that can be used positively or negatively depending on who uses it. Andrea Pulungan (May 29, 2017) has argued that
“Social media is just a tool. The success of the policing effort is more to the real role of the closeness between the Police and the community itself. The closeness of the police and sincere community will certainly determine the success of the policing effort.”

North Yorkshire police representatives and the crime commissioner emphasized social media as one of the tools in building relationships with the community, saying, “Social media is a valuable community engagement tool, and its use is encouraged for such purposes (Police Commissioner North Yorkshire, 2016).

4) Monitoring and Control Function

The use and empowerment of social media by police institutions aims to supervise and control the activities on social media as well as the greater community. This includes using countermeasures, provocation, and anticipation. Therefore, according to Fadil Imran (May 19, 2017), “Social Media can be used as a means of control for the police. Social media can be used to counter issues, provocation, and anticipation.”

The Directorate of Criminal Acts through its social media accounts carries out the anticipation of provocations that occur on social media. Although such activities are not technically a crime, if they have become viral and grabbed public attention, the Directorate of Cyber Crime must use an anticipation process to avoid danger to the public. One way to do this is to impose restorative justice. The Directorate of the Cyber Crime Criminal Investigation during 2017 had 10 suspects who were under a sentence for restorative justice.

C. Solution to Improve the Effectiveness of Social Media Empowerment

One of the most important problems in empowering social media is the quality and quantity of human resources available to do so. One solution is to provide training related to the empowerment of social media by the police. The Police Foundation (2014) also mentioned that special training is needed for members of the police who have been selected to focus on empowering social media. The training required as a minimum standard for members of the police who will carry out social media empowerment is mentioned by COPS and the Police Executive Research Forum (PERF). These are training courses on communicating with the public and on computer-facilitated crime and investigative strategies (COPS, 2013). Thus, the Directorate of Cyber Crime can choose several people who can focus on empowering social media only. This will maximize the training received by members in accordance with work needs.

A very limited quantity of human resources is indeed a problem that continues to exist within the institution of the POLRI. Adding members in charge of the Indonesian Police Criminal Investigation Directorate of Criminal Crime is also not easy because almost all other work units also experience this limitation. Therefore, to overcome this problem can be recruited to civil society who has the ability to manage and allow social media. This recruitment can be adapted to the needs and desires of the Directorate of Cyber Crime Criminal Investigation of the POLRI so that institutional targets and aims can be met. This is as stated by one of the speakers as follows:

“Because of the lack of personnel. The solution is professional and proportional recruitment according to needs. For operators, it is not always necessary for POLRI members to become police, because civil society can also be recruited.” (Andrea Pulungan, May 29, 2017)

Based on these opinions, there are actually solutions that can be pursued in accelerating and improving the performance of police institutions related to the empowerment of social media. In line with this opinion, other informants also argued that police institutions could recruit civil society as stated below:

“the lack of human resources and low human resource capabilities. Actually, these things can be outsourced using outsiders. Can also use sophisticated software.” (Nuruddin Lazuardi, May 24, 2017)

The statement also provides advice on improving the performance of police institutions related to social media. In addition to recruiting civil society, improving performance can also be done using certain software. This can simplify and ease the work of the members on duty. In addition, the issue of empowerment of social media must also be the focus of the Directorate of Criminal Crime Criminal Investigation at the POLRI, so that seriousness and commitment are needed to institutionalize this. POLRI leaders and members of the police who served as leaders must also be committed to empowering social media. The first step for that is to create a guidebook or guidelines for members to empower social media in the context of community policing. Furthermore, it is hoped that later, this guidebook will not only be used by the Indonesian Police Criminal Investigation Directorate of Criminal Crime but also can be used by other police work units.

These guidelines are also mentioned by COPS and PERF (2013) that the making of guidelines is important as standardization of actions taken by members of the police in empowering social media. If the guidelines are implemented properly, the empowerment of social media will also be good (COPS, 2013).
In addition, COPS also mentioned that the empowerment of social media not only provides information to the community but also invites the public to take part in the policing. In addition, in social media, the police not only provide information but also receive and respond to information or public comments. This response will also further increase public trust in the police (COPS, 2013).

Social media does have a wider reach than mainstream media, but social media has its own character. For example, Facebook users have different characteristics than Instagram or YouTube users. Therefore, members of the police must be aware of these character differences and adapt them to the content that will be uploaded.

In empowering the social media, the police must also be open to involving communities or groups on social media such as Facebook. This community already has its own members, so communication and coordination with the administrators of each group need to be carried out to mobilize its members. This also simplifies and speeds up the process of disseminating information and is a fast way to conduct community engagement.

Furthermore, in empowering social media, of course, requires funds to develop, for example, to create video content to upload. Up to now, there has been no separate budgeting for social media empowerment. The law enforcement budget is only devoted to financing investigations and investigating cases. Social media empowerment will not work well if the funding is still dependent on the budget and case investigation because members of the police would prefer to use it for the process of handling cases rather than for empowering social media.

4. Conclusion

The Directorate of Cyber Crime Criminal Investigation at the National Police has empowered social media for several purposes, namely, to convey information to the public through Twitter and Facebook accounts by uploading and building interaction with the community; developing early detection methods for potential crime on social media; building relationships with the community; and carrying out the supervisory functions of people’s behavior on social media.

Empowerment of social media conducted by the Directorate of Cyber Crime Criminal Investigation of the National Police is still not maximized so that the effect on the community is also not maximized. The level of public trust is not well developed, so there are expressions of resentment and distrust towards the performance of the police on social media. Empowerment of social media is influenced by two factors: internal factors and external factors. Internal factors are caused by the unpreparedness of the organization of the Directorate of Criminal Crime Criminal Investigation in the POLRI and limited human resources and capabilities. In addition, there is no clear guide to implementing social media empowerment in the context of community policing, and no training is given to directorate personnel related to social media empowerment.

External factors are influenced by the delay in the police institution in addressing the development of social media in the community. In addition, the benchmark used by the police and the community in assessing community satisfaction with the performance and service of the national police is not well aligned. In addition, the Directorate of Cyber Crime Criminal Investigation at the National Police Criminal Investigation Unit has yet to open up space for the public to play a role in policing.

The solution to increasing social media empowerment is by increasing the ability of members of police institutions to manage social media through training, and increasing the number of human resources for managing social media by recruiting civilians in accordance with the capability and willingness of the National Police. It is necessary to make guidelines for members to empower social media in the context of community policing as well as to open up space for groups or groups on social media to play a role in policing.

References


