Evidence-Based Policing as a Foundational Policing Model for the INP

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Abstract

This study aims to analyze whether the implementation of Evidence-Based Policing as a Foundational Policing Model for the INP can bring positive changes to police culture. Furthermore, this study tries to provide more effective and comprehensive solutions based on data and scientific studies in dealing with crime and social problems in society. During various challenges of policing and its consequences on public trust, a number of studies have examined the duties of the Police, especially the Republic of Indonesia National Police (INP), in maintaining security and public order, enforcing the law, protecting the public, and serving the community. Several contemporary policing models, such as Community Policing or Problem-Oriented Policing, have been suggested and implemented by the INP, although the parameters of its successful implementation continue to be a questionable issue. This article discusses how the concept of Evidence-Based Policing (EBP) – a new paradigm in policing – can better serve as a foundation for the Police in dealing with societal and criminal issues. EBP emphasizes scientific and evidence-based decision-making, enabling officers to avoid the biases that are frequently criticized in policing practices. By utilizing literature review and document analysis methods, this article examines existing policing models and demonstrates the importance of evidence-based approaches in improving INP performance. It also highlights the importance of consulting and collaborating with pracademics and international institutions that have successfully implemented EBP. The implementation of EBP is expected to lead to positive changes in policing culture – providing more effective and comprehensive solutions based on data and scientific studies to address crime and social problems in the community.

INTRODUCTION

Entering an era where there are lots of research done by many scholars surely support the police (Trojanowicz and Carter, 1988) conducting their work force especially the Indonesian National Police (INP) in maintaining public order, enforcing the law, protecting and serving the community (Republik Indonesia, 2002). In this modern time, the police become the focus on many reform efforts on how the police should do their work (Willis, 2014). Beginning from the development of modern policing model such as Community Policing up to this time where research and police practice exist to respond social, economic, and political powers (Willis, 2014). Those

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developments on research and practice of policing caused emergence on discourses regarding accountability from policing itself as an activity in which it is utilized to preserve social order (Lister dan Rowe, 2016).

On the side of policing accountability, it surely depicts the police as a power that cannot be owned nor accessed by civilians (Lister dan Rowe, 2016). In such situation, it obliges the police to be able to raise the public confident and trust to its organization (Lister dan Rowe, 2016). In order to raise the public trust, the INP must own a certain mechanism to raise its accountability by switching their reactive paradigm, especially in combating many misconducts in the community to instead, becoming more proactive in developing their protective strategies to protect the public from the existing misconducts (Ivković, 2014). Such strategies must be reliable and held responsible scientifically in order to integrate the process of policing done by the INP with the existing scientific research findings which can be very helpful to the police in making evidence-based decisions on the field (Ratcliffe, 2023; Cherney, 2019).

Models of Policing: *Community Policing, Problem-Oriented Policing* **dan** *Evidence-Based Policing*

Community Policing according to COPS office (2009) is a philosophy of policing which promotes various organizational strategies that supports the systematic utilization on partnership and proactive techniques of problem-solving aimed at circumstances related to public security and safety such as crime, public or social disorder, and the fear of crime. However, the community policing up to this moment becomes a problematic model of policing because as a nature, its success indicators are difficult and rough to evaluate because the needs of community that dynamically changes over time (Ratcliffe, 2008).

Community Policing has a very broad implementation that makes the police personnel struggle in difficulties of prioritizing which problems that must be solved, and which ones are the real problems that the police must focus on (Ratcliffe, 2008). Although the implementation of this model of policing looks simple and easy to practice, the implementation itself becomes significantly challenging for the police (Ratcliffe, 2008). The main focus of community policing is to raise the police legitimacy in the community that have lost its trust in the police as a whole (Ratcliffe, 2016). By having a very broad success indicator, then the designed and constructed programs related to this model keeps on changing depends on what interest the community has (Skogan, 2006).

The situation above makes the Community Policing model becomes an easy to plan but difficult to be done model (Ratcliffe, 2016). Many methods conducted with Community Policing model are executed without any detailed and obvious indicators of its goals (Ratcliffe, 2016). Even though according to the existing research state that the programs run under the Community Policing

model shows positive responds from the community (Purba et al., 2021), Community Policing itself has very limited impacts on the crime phenomenon and the "fear of crime" (Gill et al., 2014).

A policing model which conceptually attached altogether with Community Policing is Problem-Oriented Policing (Goldstein, 1990). The concept of Problem-Oriented Policing as explained further by Goldstein (1990) where the police focus on solving the existing problems in the community and synergically utilizes the role of the community as well. The community also able to assess the participation of the police in solving the existing problems revolving them (Goldstein, 1990). In that case, the police personnel which is task as a Community Policing officer is responsible for solving the problems that existed in the community (Ratcliffe, 2008).

In its implementation, Problem-Oriented Policing analyses, assesses and reviews problems by using the SARA model which consists of Scanning, Analysis, Response, Assessment (Eck and Spelman, 1987). Braga and Weisburd (2006) describe the SARA model as follows:

a. Scanning as a stage where the identification of existing problems.

b. Analysis serves as a stage that obliges and challenges the police personnel to be able to analyze the source or cause of the existing problems.

c. Responses is a stage where after problems are defined and analyzed, police personnel that face new challenges must be able to design and develop effective responses towards those problems.

d. Assessment becomes the final stage of the model which assesses the impacts from the designed responses from the police to solve problems.

Beginning from the stages of Scanning until Assessment, the police is demanded to perform accountably to utilize the existing resources and forces the police to study and learn which methods are effective to face certain problems (Braga and Weisburd, 2006). But, from these steps, especially assessment, it is found that the assessment on the designed and conducted responses are only produced data that characteristically anecdotal or impressionistic (generally and less detailed) (Scott dan Clarke). This matter also supported by Collier (2001) who argued that in the police, trainings that have been undertaken are mostly based on an individual experience where police personnel only learn with critical analysis on their own experience and others.

Making decision by using opinion or individual experience is called as confirmation bias. According to Ratcliffe (2023), confirmation bias is a tendency of humans to interpret evidence and information by using a method that is supported by what they personally believe. Such decision-making action will possibly own development and expansion if the conduct is evidence-based. Relatable to the police work, Evidence-Based Policing becomes the policing model that is able to help and support every decision-making in conducting policing. This is quite similar to what existed in medicine research in which a police service needs to evolve their "body of evidence-based knowledge" to support and strengthen its profession (Pepper et al., 2020).

The concept of Evidence-Based Policing started from the emergence of evidence-based practice in the field of health and medic in the 1990s (Trinder, 2000). Trinder (2000) also added that the concept of evidence-based practice stands as an endless progress, and it does not stop nor limited in the field of medic but also adoptable in other professional fields. The emergence of this concept is caused by the gap between research and practice (Lumsden, 2016; Lumsden and Goode, 2018) where Trinder (2000) described the business-as-usual practice is based on:

    a. Basic knowledge that is gained from the primary training.

    b. Personal experience, opinion and prejudice.

    c. Results from previous cases that are faced and handled personally.

    d. The trend at that time.

    e. Senior and colleagues' recommendation.

Apart from research-practice gap, the emergence of evidence-based practice is also caused by the practice which was not juga evidence-based (Trinder, 2000). Such practice, that also included in the context of policing, is possible to be adopted and finally gave birth to the concept of Evidence-Based policing itself. As stated by Sherman (2013), to be able to target harm caused by crime, police should do good research on predictable elements of crime and disorder. Sherman (2013) further explained that by reviewing and testing police methods to reduce harm helps the police to use research to focus on tracking the effects of policing practices and "public perceptions of police legitimacy". Hence, Sherman (2013) called those explained principles of Evidence-Based Policing as the triple-T strategy (targeting, testing, and tracking).

Evidence-Based Policing is a policing model that resists and challenges the basic of decision-making which is based on a personal / bias experience and intuition because both of them will not be enough to design a project in order to improve policing (Ratcliffe, 2023). The "early adopters" of Evidence-Based Policing face many challenges such as their colleagues opposing their practice (Sherman, 2015). Evidence here is defined as scientific evidence which in contrast to what people usually known as crime evidence that is gathered by the police to conduct investigation and bring them to the court (Ratcliffe, 2023). Therefore, Evidence-Based Policing can also be defined as a utilization of data, analysis, and research to complete experience and professional decision-making to prepare the best possible policing method to the public (Cordner 2020).

This article is written to hold a discourse on how the concept of Evidence-Based Policing becomes a good foundation alongside a better alternative for the INP to conduct its policing in order to handle social or criminal problems in this modern era. With the previous existing models of policing such as Community Policing and Problem-Oriented Policing, the suggested model (Evidence-Based Policing) will stand as a comparison to those models. Particularly in terms of decision-making on handling and preventing crime, the INP's dependency on an evidence-based decisions up to this point will be discussed in this article. The first chapter holds a discussion on a

background of this written article with the topic above, the second chapter explains the author's method to write this article, the third chapter holds a discourse on theories and concepts from models of policing that the INP tried to implement as well as the existence of the focused model of policing in this article (Evidence-Based Policing), the third chapter discusses on why Evidence-Based Policing serves as suggested model to support others, and lastly, the fourth chapter as a conclusion. Based on the background, the study aims to enlighten the importance and necessity of Evidence-Based Policing in the INP.

METHOD

This article's collection of data on the discourses on Evidence-Based Policing uses literature review and document analysis. The author uses this method to synthesize research founding to show evidence and reveal areas that are necessary for conducting research (Snyder, 2019). Snyder (2019) also added that literature review is helpful on a condition when a researcher wishes to evaluate a certain theory or checking its validity or accuracy with other theories (Tranfield et al., 2003). Literature review also holds an important role as a basic and foundation of most conducted research because it provides the principles of the development of science and can also build new ideas and direction in a certain field of study (Snyder, 2019). Document analysis explores official documents from the government or state, digital media, and so on (Clark et al. 2021). Document analysis in this written article is briefly to discuss about the practice of the current policing models done by the INP. The documents that are analyzed in this article consists of the INP rule, Chief of the INP rule, the Constitution Law of Indonesian Republic, and the Indonesian Republic law that regulates the main tasks and responsibilities of the INP. The brief discourse on those documents is due to the limitation in research on the field of Evidence-Based Policing in Indonesia by the INP.

RESULTS AND DISCUSSION

Based on the existing literatures (Marwiyah, 2014; Rifai, 2018; Koni, 2019; dan Verjenia, 2020), by far, the INP has tried to implement one of the policing models discussed above which is community policing. Community Policing in which up to this moment is understood by the INP based on the INP Rule (*Peraturan Polri* or *Perpol*) Number 1 Year 2021 on Community Policing is considered crucial to solve variety of problems including crime in the community (Kepolisian Negara Republik Indonesia, 2021). However, this model of Community Policing must be able to be realized in an evidence-based practice in order to be produce Evidence-Based Policing.

Until now, the implementation of Community Policing and Problem-Oriented Policing by the INP which is embodied in certain activities are not yet discovered using a scientific cycle method. This is due to the lack of literatures which recorded policing practices which conducted based on such cycle. This scientific cycle method consists of identification of a specific problem, conducting

research on what serves as the background of the problem, developing hypotheses and research questions, undertaking experiment or learning, analysis on existing research results and drawing conclusions, conducting peer review and publications of research findings, as well as replicating and developing research on that problem (Ratcliffe, 2023). This method is empowered because until now there has not been any research in Indonesia that held discourses on the implementation of Community Policing and Problem-Oriented Policing by the INP which is based on Evidence-Based Policing. Then, the non-existent of research or documents of the INP on the utilization of evidence-based policing matrix to do policing also proves that those two models still need more space for improvements in the future for development with a strong foundation on Evidence-Based Policing.

With basics of the two models of policing (Community Policing and Problem-Oriented Policing) which have constantly changing targets or goals depending on the community's circumstance will of course need a strong research foundation. In order to conduct strong research to succeed the implementation of Evidence-Based Policing, the police in this case the INP, can also receive and consult the problems with scholars or pracademics (practitioner and academic) can be very useful to produce solutions (Ratcliffe, 2023). Related to the element of Problem-Oriented Policing within Community Policing itself, by far, the INP personnel only know how to do that policing model based on *Perpol* Number 1 Year 2021 (which was previously regulated in the Rule of Chief of The INP / *Perkap* Number 3 Year 2015) on Community Policing (Koni, 2019) and was found that it has no basic scientific guidance on how to identify and analyze root causes of problems. There are lots of systematic errors that can be reduced if an organization can learn not only from small existing incidents but also other small and big yet detailed incidents which are almost missed by the organization (Ratcliffe, 2023).

Evidence-Based Policing serves as a brand-new paradigm in policing conceptually how that doing research on a certain problem is inefficient but there also must be proactive efforts to push the accumulated research findings and evidence through national and community guidelines (Sherman, 1998). At this point, there has not been any evidence that the conduct of Community Policing in Indonesia done by the INP uses or based on scientific research. Some of the scholars of Community Policing who wrote about Community Policing only discuss about a technical conduct of Community Policing (Saputra et al., 2023) without any comprehensive and supporting research data. A common obstacle in adopting this new paradigm in policing is due to the resistance of the police themselves in depending on academic research (Canter, 2000; Thacher, 2008).

Practices of policing remains highly cost and untested (Sherman, 2013). Sherman (2013) also pointed that usage of evidence by police, if enhanced, it can increase police legitimacy both internally and externally which also in-line with the nature of Community Policing (Ratcliffe, 2016). Sherman (2013) also suggested that the creation of faculties of policing should be embodied in universities in order for evidence-based practice to be fully operational just as medical schools. This will further

rise the number of pracademics to support and conduct high standard experiments for the contribution to the improvement of Evidence-Based Policing (Sherman, 2013).

Aside from support of research data, the utilization of the INP's database (Hamid, 2023). to solve a problem through existing policing models is not effective due to the nature of Community Policing concept which has a vast field of problem-solving. Information and data can be used as a foundation to develop the quality of the decisions that are made (Ratcliffe, 2023) by the INP. The policies or decisions that are made based on data and information with a strong foundation of scientific method surely produce better solution for scientific practice that should be done better than before (Ratcliffe, 2023). This is due to the very advantageous science that contributed to humans' achievements and developments that are difficult to measure (Ratcliffe, 2023).

Evidence-Based Policing is also underestimated by practitioners of policing in the field because generally, they have this sense of by doing their daily and basic work is considered enough to create ideas and curiosity (Ratcliffe, 2023). But there are positive things that if the police personnel engage integrated research with their field of work, then they tend to use that research to create better decisions (Fleming, 2015). Hence, the INP can utilise various research findings on policing that have been vastly developed exponentially for the last two decades (Ratcliffe, 2023).

The policing that is not implementing research foundation on the decisions that are made by the INP's superiors will make the police trapped in stagnant awe because they are not learning to answer the questions related to the best method that they should follow (Ratcliffe, 2023). If by focusing on the issue of database as a foundation of research that can be done for the contribution on the INP's Policing, by far, the INP still not have a centralized and integrated database, for example related to the data on crime problems that are centralized and integrated from the level of Sub-district Police to the INP Headquarters, even if it exists, the INP's database is only integrated to several parts according to its purpose (Fitriana, 2020; Handoko, 2017). Therefore, the implementation of the existing policing models by the INP until now have no basics of research that can give useful and helpful contribution to the practice of Community Policing and Problem-Oriented Policing that are Evidence-Based. With the widespread of confirmation bias that can possibly take place due to the absence of research, then there will be certain risks that may create negative results in policing (Ratcliffe, 2023).

The prioritization of Evidence-Based Policing has been called by many officers to be accepted by the "frontline practitioners" (Telep: 2016). The main and basic principles on evidence-based approach includes (*Evidence-Based Policymaking Collaborative*, 2016):

a.   Building strong basic evidence on what can be done in success and what cannot be done.

b.   Considering the cost-benefit aspect and its negative effects or impacts.

c.   Slipping and attaching research evidence in every policy or decision.

d. Monitoring programs to confirm whether those programs are implemented according to the plan and continuous.

e. Evaluate and track the results of those existing programs to confirm whether those programs have reached to a demanded and aimed result.

Based on the main principles of Evidence-Based Policing above, the implementation of Community Policing and Problem-Oriented Policing should ideally be conducted in order, structured, and scientific. Scientific evidence that are gathered from research that conducted structurally clear will support the enforcement of Evidence-Based Policing as a model of policing that become a foundation for other INP's models of policing. Ratcliffe (2023) defined that research evidence which is obtained from research as evidence which generally can be found on journal articles or books, now can also be searched through studies that conducted in the level of government. The most important part from Evidence-Based Policing, if it is seen from a point of view of evidence-based policy will focus on whether the ongoing programs have reached the target according to the fixed results (Ratcliffe, 2023).

The concept of Evidence-Based Policing according to Telep and Weisburd (2016) is a policing method which determines how should policing stand. In Evidence-Based Policing, a senior police manager reviews external research or conduct his/her own study and then applied "the best available evidence" to inform their adopted policies and implemented practices (McGuire et al. 2021). Based on that statement, scientific evidence which are found can support the potency on policing activities that are conducted (McGuire et al. 2021). Though reality and facts on the practice, which is based on science turns to be messy, it is gradually improving and evolving because it can reach other disciplines and other scholars (Ratcliffe, 2023). The culture of curiosity's existence may help the police personnel to identify specific problem through observation and research where it needs data management, tactic, tools, documentation, recruitment, leadership, community and public relations (Ratcliffe, 2023). The importance of Evidence-Based Policing to be implemented by the INP personnel is that the INP personnel can develop research attitude which means that the wish to improve policing with different approaches, asking questions, evaluating information and data, challenging the existing tradition, and open to many new ideas and various values from examination on different experiences (Ratcliffe, 2023).

In the context of crime prevention, Evidence-Based Policing improves crime analysis done by the police (Keay and Kirby, 2018). Not only limited to the use of crime analysis, but also the use of Evidence-Based Policing contributes to the crime analysts' improvement (Keay and Kirby, 2018). To show its form of contribution, it requires the analysts to have their job based on "knowledge of appropriate theory" in order to elaborate the data combination into scientific "inferences and conclusions" (Townsley et al., 2011). This also requires the analysts' status of being previously

trained in Evidence-Based Policing to improve their analysis products (Townsley et al., 2011; Chainey, 2012; Keay and Kirby, 2018).

The emphasize on the utilization of crime analysis must be supported by research process (Santos, 2014). Keay and Kirby (2018: 9d) also asserted that the use of EBP needs qualified personnel to conduct this crime analysis based on scientific methodology. This takes to the step where the police must invest their use of resources appropriately (Evans, 2008) as well as concerning on how they develop their analysis using scientific research (Dawson and Williams, 2009). This might give upgrade the police analysts' role to pracademics (practitioner-academics) (Keay and Kirby, 2018: 9e; Braga, 2016). Despite many alternatives on perspectives of the acceptance of using Evidence-Based Policing as foundational model for policing, on the whole, there are growing interests on using this model of policing (Keay and Kirby, 2018).

CONCLUSION

Based on literatures on Evidence-Based Policing perspectives on its usage, it can be summarized that this is a preferable model for INP's policing in the present and the future. The necessity for analysts to understand the importance of using research exposed the negative quality of analysts' role (Keay and Kirby, 2018). Keay and Kirby (2018) suggested that analysts should be given extra time to be able to collect, analyze data as well as testing their "hypotheses" to understand crime and social problems in the society. The conduct of Evidence-Based Practice in which started from its use on medicine and medical field (Lumsden, 2016) pushed its development to be utilized in the field of policing (Sherman, 1999; Sherman, 2013) shows positive signs of contribution for the police forces in the world, especially the INP.

One of the police forces that are seen to be potential in its policing reform is India, in which it has capable Indian Police Service (IPS) officers in terms of knowledge to adopt Evidence-Based Policing (Neyroud, 2021). The IPS officers' capability to adopt Evidence-Based Policing also pushed by the existing development of crime data availability and pressure to improve from the society (Neyroud, 2021). Neyroud (2017) also noted that Evidence-Based Policing may potentially fail if the manager in the police has no knowledge of testing this policing model. Another evidence of the gap in Evidence-Based Policing and Problem-Oriented Policing is found in the UK which these policing methods are not organizationally connected as well as in each personnel's minds (Bullock et al, 2022). In addition to that, by asserting the role of pracademics to implement the model of Evidence-Based Policing, this might be the grand opportunity for the INP to expand their knowledge and practice of policing as well as the emergence of a necessity to study and conduct comprehensive research on Evidence-Based Policing's implementation by the INP.

The police especially the INP in this era still have lots of room that can be filled through research which is done with procedure and methodology correctly in order to enforce policing which

is based on concept and philosophy of Evidence-Based Policing. There has not been documents and scientific journal articles regarding the implementation of this policing model which acts as a foundation to other policing methods which are currently in a progress of implementation by the INP. It is necessary to conduct research in the future comprehensively on the practice of the INP's policing which is evidence-based so that it can contribute to the advancement of policing scientifically and practically. By far the key institutions that has been capable of making substantial and organizational changes in the policing culture are the College of Policing in the United Kingdom, the Australian Institute for Police Management, the state Police Officer Standards and Training Boards in the United States, and the Australia New Zealand Policing Advisory Agency (Sherman, 2013: 439; Palmer et al., 2019). Also, the UK has established the National Intelligence Model (NIM) since 2000 in which it greatly settled a strong foundation for police reform agenda (Keay and Kirby, 2017).

Hence, by collaborating with those institutions, the implementation and practice of Evidence-Based Policing will of course, enhances the INP's policing performance to a step that is more accountable, responsible, and scientifically directed. This practice will empower this policing by strengthening the professional judgment of practitioners that is also fit the "community values, preferences and circumstances" (Klose, 2024). The key is that to enhance Evidence-Based Policing to the next level, it needs scholars and practitioners that are able to translate police evaluation research into digestible forms that are applicable in the field of policing practice (Lum et al., 2011).

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