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INTERPOL 90TH GENERAL ASSEMBLY AND THE SECURITISATION OF BETTER POLICE COOPERATION WITH NATIONAL CENTRAL BUREAU JAKARTA

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Cover Page Footnote

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INTERPOL 90TH GENERAL ASSEMBLY AND THE SECURITISATION OF BETTER POLICE COOPERATION WITH NATIONAL CENTRAL BUREAU JAKARTA

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ABSTRAK

Dewasa ini, institusi kepolisian dipercayai sebagai ujung tombak dalam menghadapi berbagai kemungkinan sumber yang dapat mengganggu keamanan publik. Kepolisian Nasional Indonesia sebagai bagian dari INTERPOL juga ikut serta dalam berbagai kegiatan yang dilaksanakan olehnya. Saat ini, Kepolisian Nasional Indonesia sedang menghadapi kenaikan jumlah kasus terkait orang hilang, jenazah tak dikenal, dan juga kejahatan terhadap anak, dengan korban yang tak hanya berasal dari Indonesia, tetapi manca negara. Kekurangan teknis dan mekanisme yang dihadapi secara nasional oleh Kepolisian Republik Indonesia dapat membuka kesempatan untuk adanya bantuan operasional yang terstruktur dan nyata dari INTERPOL untuk meningkatkan efisiensi kinerja investigasi polisi di Indonesia. Penelitian ini menggunakan teori sekuritisasi dan metode analisis kualitatif, dengan pelaksanaan riset lapangan dan pustaka. Analisis artikel ini menyimpulkan bahwa Kepolisian Republik Indonesia menyetujui agenda yang diajukan oleh INTERPOL selama pelaksanaan Sidang Umum INTERPOL ke-90, dengan tujuan meningkatkan kualitas operasional kepolisian negara anggota, sekaligus mendukung proses sekuritisasi yang dilakukan oleh INTERPOL sebelum dan selama berlangsungnya Sidang Umum ke-90.

Kata Kunci: Sekuritisasi, INTERPOL, Sidang Umum INTERPOL ke-90, Kepolisian Republik Indonesia, National Central Bureau

ABSTRACT

In the modern age, the police institution is utilised as the primary spearhead to combat multiple sources of possible disruptions for the general safety of the public. The Indonesian National Police, as a member of the INTERPOL, takes part in a multitude of activities conducted by the international organisation. Currently, the Indonesian National Police is facing a rising number of cases of missing persons, unidentified remains and crimes against children, with casualties not only from Indonesian nationalities but also international citizens. The current shortcomings of national technicalities and mechanisms may open up structured and tangible operational help from the INTERPOL to increase the efficiency and efficacy of police investigation in Indonesia. This research employs the securitisation theory and qualitative analysis method, along with field research and desk research, respectively. Analysis shows that the Indonesian National Police is in favour of the agenda proposed by the INTERPOL during the 90th INTERPOL General Assembly, specifically to increase the operational quality of member states, while also supporting the securitisation process by the INTERPOL before and during the 90th General Assembly.

Keywords: Securitisation, INTERPOL, 90th INTERPOL General Assembly, Indonesia National Polic, National Central Bureau

INTRODUCTION

The INTERPOL was first established on September 7th, 1923, in Vienna during an international meeting of law enforcement agencies, which created the International Criminal Police Commission (ICPC) (Deflem, 2004, p. 125). The INTERPOL plays the role of a communicator, enabling vast and quick communication between its member states via respective members' National Central Bureaus (NCBs)¹. The actions taken within respective NCBs can be coordinated among working units of that country's police organisation and even with other ministries and related governmental bodies, which may provide substantial help in solving or helping to further the investigation of a particular case.

In the General Assembly, the INTERPOL General Secretariat and the member states discussed 33 agendas with 18 main agendas and 15 sub-agendas, respectively (Indonesian National Police, 2022, p. 5). In this writing, the author will focus on several 90th INTERPOL General Assembly constellations. This includes the improvements and enhancements of international cooperation through the INTERPOL with topics from enhancing cooperation to tackle and combat sexual exploitations against children to the identification of missing persons through optimal use of INTERPOL's I-Familia DNA Database. In the 90th INTERPOL General Assembly, the ICPO-INTERPOL and the respective governments of the Federal Republic of Nigeria and the United Kingdom also drafted agreements on the privileges and immunities of INTERPOL on the territory of those respective countries.

Indonesia has faced its share of such cases through the years, i.e. cases of missing persons, unidentified decedents, and multiple forms of online sexual abuse against children. Various cases, including but not limited to kidnapping, politically induced disappearances, and cases of disfigured remains, can still easily be found in Indonesia. Some of these cases involved not only native Indonesians but also foreigners as well. In the span of four years, from 2019 to 2022, INP (Indonesian National Police)'s International Crime Section have kept track of incoming letters and requests pertaining to cases of missing persons, unidentified remains, and various forms of crimes against

¹ National Central Bureaus or NCBs are the hubs for communication and information exchange between INTERPOL member states. Here, every member country of the INTERPOL may send and receive messages that enable eased communication between them.

children. There has been a noticeable volatility in the incoming requests, as the numbers in the years before and early during the pandemic have shown a stable decrease, -15% from 2019-2020 and -52% from 2020-2021, respectively. However, from 2021-2022, there was a monstrous increase in the number of incoming requests and letters, with a staggering 383% increase (Indonesian National Police, 2022). The INP and respective police forces of other countries sometimes face challenges in identifying sufficient and relevant post-mortem data and biometric information to create a feasible conclusion in finishing investigations related to such cases. Therefore, I-Familia and other additional items agreed upon during the operational enhancement of intergovernmental collaboration through the INTERPOL could play a vital role in diminishing the number of similar cases and assisting law enforcement agencies in solving present-day cases.

Throughout 2019-2022, numerous cases of missing persons, unidentified remains, and sexual abuse against children happened. In some cases, the perpetrators are Indonesians, while in other cases, the perpetrators are foreigners. Individuals of foreign nationality need cross-institution and international cooperation through bilateral means or intergovernmental organisation(s), such as the INTERPOL. This research is unique, as currently, there have been limited studies available relating to how the INP responds to the surging number of cases relating to missing persons, unidentified remains, and sexual abuse against children, especially in the context of the study of international relations. Although numerous previous studies have been conducted on the INTERPOL along with the General Assemblies of the past, none has been done specifically within the scope of the 2022 INTERPOL General Assembly to date and the correlation with NCB Jakarta.

Several past research on the correlation of INTERPOL and its General Assemblies are as follows. A study was done in 2021 to analyse how the rule changes were applied within the INTERPOL Committee of the Processing of Data after the 2019 INTERPOL General Assembly in Santiago, Chile (Bromund, 2019). An earlier study analysing policies agreed upon during an INTERPOL General Assembly was done during the 1998 INTERPOL General Assembly in Cairo, Egypt (Deflem, 2006). Studies are also conducted to examine the influence of increased communication and cooperation between INTERPOL member states via the INTERPOL Secretary General (IPSG), such as

Malcolm Anderson² and Andre Bossard³. Nevertheless, in this case, the author has yet to find a communion of the two worlds we are trying to unearth. Thus, there is a need for contemporary international relations scholars to expose, understand, and provide further supporting facts regarding the latest proceedings of the INTERPOL General Assembly. A deeper understanding of the INTERPOL and their annual General Assembly, along with the policies agreed upon throughout, would be able to ensure and enhance the ongoing cooperation between National Central Bureaus and to be able to materialise the INTERPOL 2030 Vision for a better and more coordinative INTERPOL⁴.

The perpetual increase of cases relating to missing persons, unidentified remains, and crimes against children over the years has triggered an alarm of the utter importance of the Indonesian National Police to take plausible action to combat them. Through a mutual capacity-building initiative with INTERPOL's commitment, the INP could create a betterment for the public. In accordance with it, the research argument will be as follows: INTERPOL cooperated in the securitisation process regarding the issue of social security of the general population, particularly the issues of the increasing cases of missing persons and unidentified remains through the usage of the I-Familia DNA Database. This cooperation further supported the fight against online sexual exploitation against children and the enactment of privileges and immunities of INTERPOL within the territory of member states. This research argument embodies the objective of this article to unearth the extraordinary measures agreed upon by INTERPOL member states. These extraordinary measures can even change and/or create special conditions or terms for the INTERPOL and its member states for the access to biometric databases. Furthermore, INTERPOL could cooperate with its member states to deter and tackle increasing numbers of transnational criminal activity.

² Malcolm Anderson (1997) wrote about how INTERPOL operates as an international one-for-all hub for police organisation and how such a constructed view and recognised organisation might-in a way-integrate itself into the diverse and unique police systems.

³ Whereas Bossard (1987) wrote about how the INTERPOL operates as a spearhead to combat terrorism and FATFs (Foreign Active Terrorist Fighters).

⁴ INTERPOL Vision 2030 is a series of actions and improvements aspired to be done/conducted during the span of the 2020s decade with the ambition to materialize a better INTERPOL. This vision includes a better bureaucratic pathway for policing, improvements within the INTERPOL Database to assist member states, implementation of next-gen technologies for INTERPOL investigation usage, and to enhance INTERPOL values and uniqueness.

ANALYTICAL FRAMEWORK

Copenhagen School of Securitisation provides a new way for states and other political entities or organisation(s) to hold power in enacting a tangible and political measure and to securitise an agreed-upon topic deemed as a viable threat for the referent object in need of protection (Buzan et al., 1997, p. 24). This framework of the politicisation of issues was first published by Ole Waever, Barry Buzan, and Jaap de Wilde. As stated by the Copenhagen School scholars' book, *Security: A New Framework for Analysis*, the securitisation theory serves as a form of further updates within regional and international security (Buzan et al., 1997, p. vii). As stated previously in Buzan's earlier work titled *New Patterns of Global Security in the Twenty-First Century*, he laid the grounds for an eventual shift from a traditionalist perspective of security to a relatively new and contemporary 'sub-division' of new areas of security threats, such as Military, Economic, Political, Societal, and Environmental (Buzan, *New Patterns of Global Security in the Twenty-First Century*, 1991).

There are several components and elements within the process of securitisation and security analysis. These elements make up this study's minor aspects, which we will discuss later in the following section. The elements comprise of *referent objects*, *securitising actors*, and *functional actors*. Referent objects are parties perceived to be existentially threatened by looming threats and have legitimate claims for survival. Traditionally, referent objects within the context of securitisation theory have always been the state, as traditionalist scholars had put significant emphasis within the context of security, as exclusively 'military issue' (Gray, 1994). However, more contemporary experts also consider the political stability (Jahn et al., 1987) and the *state* (i.e. the *architecture* of the state as a political entity) (Ayoob, 1995). During the discourse, it could be not easy to differentiate between the referent object and the securitising actor, as to acquire a successful securitising move, the referent object must be in a certain level of collectiveness (Buzan et al., 1997, p. 37). Securitising actors are entities who engage in the speech acts directly and play the persuasive and explanative role to the audience for the proposed counter-measurements in tackling the existential threat(s). Functional actors are third-party entities that affect the topic's sectoral dynamics while not directly involved in the securitisation process. Functional actors could influence the securitisation process and the proposed policies during the speech acts.

Additionally, the securitising actor must conduct speech acts to secure an existence-threatening scenario. These are the actions the actor must do to find appropriate answers in the hopes of thwarting threats. The securitising actor must deliver an engaging speech act to effectively communicate their argument for securitisation. The success of the speech act is determined by the feasibility of proposed action(s) when taking into context already-existing procedures, as well as its context and whether the proposed amendment is applicable due to the policy's historical tracking for reference purposes (Williams, 2003)-in other words, the feasibility of proposed alternatives must be relevant to on field conditions. Once a speech act is declared effective, the state can ensure that the sense of danger currently established in a particular subject will not negatively impact it. These series of actions as the by-product of a successful speech act can be taken in multiple forms depending on the topic's sectors, as mentioned in the sectorisation of threats before (Taufika, 2020, p. 33).

In the context of this article, in particular, the securitisation theory will be employed to analyse the changes in the law and regulations regarding access to sensitive data and information. For example, the biometric data of citizens and previously convicted persons would help investigate victims and perpetrators. However, cases of missing persons and abusive acts toward children have been perceived as things of concern. Establishing such an agenda of discussion(s) showed that more deterring initiatives are needed to deter such cases from happening in the future. The referent object is the human security of Indonesian civilisation (i.e. order and prosperity of Indonesians). Meanwhile, the securitisation actor is the INTERPOL and the audience of its member states. In this case, the securitisation process offers to depict the whole realisation process to decrease the number of such cases in Indonesia.

In addition to the theoretical framework, a multitude of concepts will also be useful in phenomenon-analysis discourse. These concepts will act as determinants in finding relevant data and information to be dissected by theoretical analyses. These concepts include human security as part of national security, international regimes, and unidentified remains and missing persons. While still very vague, the definition of national security is based on a set of values a nation has and how it aspires to have these values in greater or lesser measure (Wolfers, 1952). The establishment of further non-classical security aspects further strengthens the claim that contemporary security is distancing itself from 'traditional old security'.

Human security itself can be defined as safety from chronic threats such as hunger, disease, and repression and protection from sudden and harmful disruptions in the patterns of daily lives (United Nations Development Programme, 1994), and in general focuses on the welfare of the general population (Paris, 2001). Although the very concept of Human Security itself is a collection of various ideas and perspectives regarding societal needs based on socio-cultural and geostrategic orientations (Newman, 2001), experts agree that the protection of individuals from external and internal threats against freedom and peace are key aspects of Human Security (Mutanen, 2015). Regarding the sectorisation of security, the contemporary understanding of security does not just revolve around the military and physical integrity of the country and other international actors. Stephen Krasner in his book titled *Structural Causes and Regime Consequences: Regimes as Intervening Variable*, explains an international regime as a set of explicit or implicit norms, rules, principles, and decision-making processes related to certain issue areas/subjects (Krasner, 1991). The regime in this article is the Constitution of the ICPO-INTERPOL. As this concept will be explained further in this article, the regime provides a reachable *collective good* that is advantageous for INTERPOL member states.

The remaining two concepts are more technical as they are related to the cases in this article. Unidentified remains is a term signifying a decedent (corpse) whose identity cannot be determined figuratively by medical examiners. This condition is caused by multiple cases, such as the body being mutilated or severely burnt beyond recognition, removal of dental structures, and the lack of a biometric database to find a connection with kin. The term *missing persons* refers to a person whose condition and location are unknown.

These concepts, human security, international regime, and unidentified remains and missing persons, create a pre-emption for the government on why they should agree to the mentioned agenda. The concept of human security shows what every person is entitled to, as part of basic human rights, not to be threatened in their daily livelihood. This is supported by the fact that our country needs cooperation, technology, and civil reassurance that they are safe.

RESEARCH METHOD

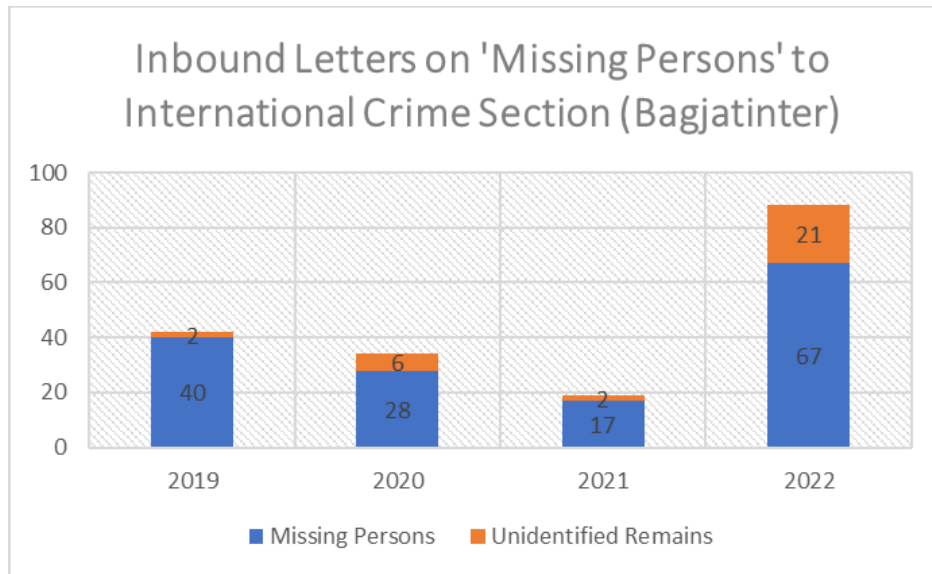
This research will be qualitative, which implies an emphasis on analysis and the substances of the phenomenon. Qualitative research tends to be reinforced with available facts and information and its correlation to the theoretical framework in use for the research (Jackson III, Drummond, & Camara, 2007). The information utilised in this paper is acquired through both primary and secondary research. The primary information type is a variety of data acquired directly from the research subjects by the researcher (Khuc, 2021). This was made possible as one of the authors was present during the 90th INTERPOL General Assembly proceedings. The secondary information type is a form of data indirectly acquired from subjects through third-party sources (i.e. online articles, online literature, etc.) (Johnston, 2017). In addition, to analyse the information gathered, the *process tracing* method is believed to be the relevant method to correlate the research argument and the phenomenon. The process tracing method is used to describe a political and/or social phenomenon and focuses on the causal mechanism that leads to connecting certain variables (Collier, 2011). By employing the process tracing method, the author may be able to synthesise a conclusion from data and evidence gathered in the making of this article to understand the process of securitisation during the assembly and the implications for Indonesia.

DISCUSSION

Securitisation Process in the 90th INTERPOL General Assembly

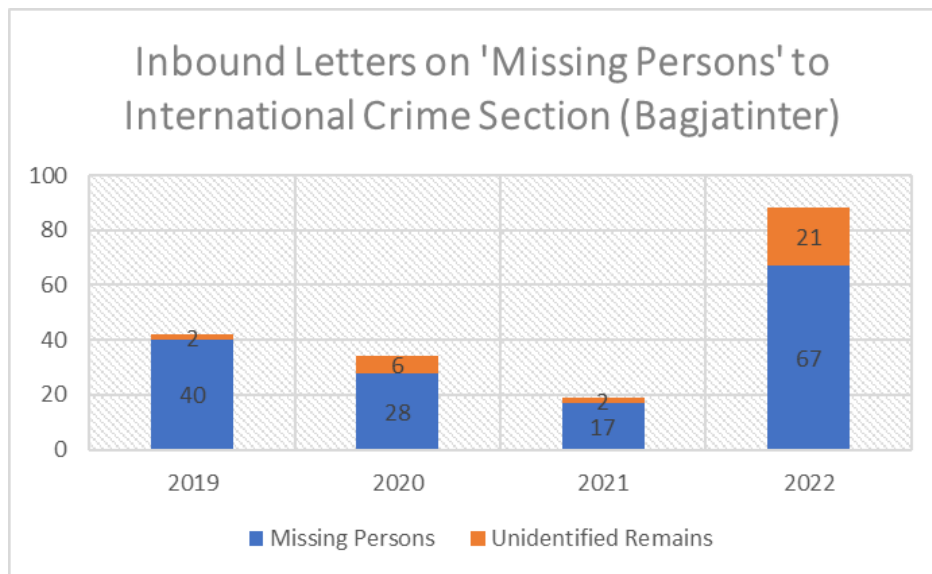
NCB Jakarta and the INP are currently facing a rising number of missing persons and unidentified remains cases involving Indonesian nationals and foreigners happening both locally and internationally. Domestic collaboration within the INP from national to sectoral levels and other governmental directorates and ministries have yet to be able to assist investigators in resolving several missing persons cases. Some of these cases would continue for years without any resolution. In response to this increasing number of cases of missing persons and unidentified remains, the Chief of the INP was determined to support international cooperation between respective national police organisations. In the 90th INTERPOL General Assembly, the Chief of INP was represented by the Deputy Chief of INP as the head of the Indonesian Delegation.

Figure 1. Number of Inbound letters pertaining to the cases of missing persons and unidentified remains for NCB Jakarta through the International Crime Section of the INP



Source: From Author

Figure 2. Number of Inbound letters pertaining to various cases of crimes against children for NCB Jakarta through the International Crime Section of the INP



Source: From Author

Through the lenses of securitisation theory, the INP functions as the audience; they are trying to ‘protect’ the referent object of the matter, which, in the sense of Societal Security, would be the ‘we’. The subject that is referred to as ‘we’ is the one that requires protection, ranging from small societies to nations (Buzan et al., 1997, p. 123). In this case, the subject is Indonesia as a nation. The failure to preserve human security in such

a multi-faceted society like Indonesia, especially in terms of missing persons, would increase the perception of the incapable police force. This condition could possibly increase the number of felony and crime rates in Indonesia, de-marginalizing the amount of horizontal conflict (Buzan et al., 1997, p. 125) among the people, as the institution trusted to protect and serve cannot perform as such. However, in its implementation, the concept of human security as a paradigm to formulate policies has been filled with inconsistency, as seen in the National Security Act Draft and National Security Policy (Fitrah, 2015). Alexandra revealed that the concept and understanding of human security has gained somewhat of a traction through the years in the realm of policymaking and society (Alexandra, 2015).

NCB Jakarta took part in a comprehensive meeting with the INTERPOL Counter Terrorism Directorate during the 90th INTERPOL General Assembly. This meeting also included a discussion regarding the enhancement of biometric collection activity. The representatives from the INTERPOL were the INTERPOL Counter-Terrorism Director, Darius Theo, and the Criminal Investigation Officer of INTERPOL, Simon Fernan III. During this meeting, Theo and Fernan occasionally mentioned the urgency of creating a more sustainable and extensive biometric database for Indonesia and the entirety of the Southeast Asia region. Fernan further stated how solid biometric data-sharing and data-collecting is crucial as Southeast Asia is now perceived as a 'new battleground' for Counter-Terrorism measures (Wibisono, 2017). This brought a retrospective view to the current INTERPOL biometric database, where Southeast Asia's contribution only adds up to a mere 1.1% of the total data (NCB Jakarta, 2022). In regards to biometric data collection in Indonesia, it is known that the government of Indonesia has established 3 (three) separate flows of biometric data collection since 2009. The first flow is through the Electronic ID Cards. Indonesian Citizenship Identity Cards (e-KTP) are equipped with electronic chips to store the biometric information of an individual (Gondohaninjo, 2016). The second flow is through passports. The new Electronic Passports contain a chip that stores biometric information of the individual who wields it to deter the occurrence of 'double data' (Samsara, 2013). The last flow is through the Certificates of Police Record (SKCK) (Paripurna, Indriani, & Widiati, 2018, pp. 122-123).

It is worth noting that before the 90th INTERPOL General Assembly, INTERPOL had already begun the discussion regarding biometric data collecting activities, precisely in Indonesia's 85th INTERPOL General Assembly. The 85th assembly produced the Bali

Resolution. Resolution number 4-AG-2016-RES-04, titled ‘Reinforcement of the Implementation of Biometric Information-Sharing among the ICPO-INTERPOL members in dealing with Terrorists’ Mobility’, in which it was stated the parameters of focus of the systemic collection of biometric data of individuals who fit the categories of ‘Terrorist. These parameters include individuals known to have connections or have entered conflict areas with goals of supporting terrorist groups; deported and detained individuals for committing crimes related to terrorism; individuals who received or gave training related to terror activities; and individuals returning from conflict areas believed to be prone of re-joining terror groups (Paripurna et al., 2018).

The author perceives this meeting as the discussion regarding the enhancement of biometric collection activity as a buffer before the actual and more comprehensive and extensive securitisation process in the General Assembly commenced. Therefore, it is necessary to identify this meeting as a posterior speech act part preceding the actual one during the 90th INTERPOL General Assembly. The speech act in this meeting before the assembly is strategic, as it commenced on September 19th, 2023, approximately a month before the 90th INTERPOL General Assembly. The securitising actors here are Darius Theo and Simon Fernan III as the representatives of INTERPOL, where the audience is the Indonesian National Police, Indonesian Automatic Fingerprint Identifications System Centre, INP’s Forensics Laboratory Centre, and the Indonesian Immigration Directorate. The discussion during this meeting further showed how the securitising actor succeeded in conveying the message rather than the expected extinction of the referent object, i.e. the society through horizontal conflicts. The outcome of this meeting was the consideration of high authorities in relevant governmental ministries in Indonesia regarding the provision of biometric data. These organisations include the Immigration Directorate, the Indonesian National Police’s Automatic Fingerprint Identifications System Centre (*PUSINAFIS POLRI*), and the INP.

INTERPOL had already begun their campaign of showcasing the I-Familia database and the science behind it well before the 90th General Assembly. It started in mid-2021 through several Twitter posts from the INTERPOL official account. In the tweet posted at 21:11 Western Indonesian Time (UTC +7) on the 21st of December 2021, INTERPOL emphasised the role of the epistemic community in providing scientific and positivist arguments on the usage of the I-Familia database. In this topic, scientists argue that the new method of computing, analysis, and method of kinship construction in

biometric data applied in the I-Familia database can legitimately assist law enforcement agencies in disclosing cases of unidentified remains and finding missing persons (Laurent, et al., 2021). In advertising the wonders of the I-Familia database, INTERPOL employed a positivist backup from the scientific community. Buzan et al. (1997) say this occurrence is not accidental. Governments, international organizations, and other political entities within the five levels of analysis are constantly faced with the volatility and complexity of the overall international system. In the sense of the securitisation within the 90th INTERPOL General Assembly, the source of explanation is at the level of International subsystem groups of units that can be distinguished from the entirety of the International System due to a particular nature, while its outcome at the unit level (member states and the various ministries beneath it). The international system is outside of the control of one single individual government, which creates a sense of urgency to ensure a policy's effectiveness. Since most of these policies are transnational, stakeholders believe that empirical evidence(s) are required to be the basis of the policy formulation process (Buzan et al., 1997, p. 73). This view is aligned with what Peter Haas explained as the approach that assumes the actors are both pursuant of power-wealth and 'uncertainty reducers' (Haas, 1992).

Speech act can be determined as a part of the securitisation process if it (1) contains *hermeneutic artefacts* such as metaphors, repertoires of images, analogies, etc., (2) is done by established actor/actors, (3) the actor's capability to project the existential threat the referent object is facing, and (4) the urgency of the matter requiring it to be addressed immediately (Balzacq, 2009). Ilana de Wild initiated the speech act on the second day of the 90th INTERPOL General Assembly, where she spoke on the topic 'Supporting Countries in their Efforts to Identify and Investigate Online Child Sexual Exploitation'. During her speech, de Wild emphasised how there are instances where INTERPOL member states assembled their special regiment within their national police forces to help tackle and identify cases related to online child sexual abuse. Furthermore, she stated how the INTERPOL had already engaged in several bipartite partnerships with several member states to provide technical assistance and consultation.

The INTERPOL recognised the issue of all kinds of abuses against children, including sexual abuse, as a critical problem. INTERPOL issues Yellow Notices to coordinate thoroughly, communicate between member states, and even coordinate assistance from the Secretary-General if necessary. An INTERPOL Yellow Notice is issued to help locate

missing persons more often than not, minors-or to help identify persons unable to identify themselves (INTERPOL, 2023). In 2021 alone, INTERPOL issued 2622 Yellow Notices, a 3% decrease from 2020, indicating a decline in the number of cases submitted by INTERPOL member states to be incorporated in the INTERPOL Yellow Notice system (INTERPOL, 2023). After Ilana de Wild finished her speech, the President of INTERPOL, al-Raisi, commented on the issue by saying that we (INTERPOL Member States and respective national police institutions) have the biggest responsibility to protect the children. As the securitising actor, the INTERPOL General Secretariat, through Ilana de Wild and al-Raisi as the president, used terms, phrases, and semantics to emphasise the urgent need for international cooperation, such as

‘Who is more important than your children in this society? I do not think there is anyone that we should care about and protect more. (Ahmed Nasser al-Raisi after Ilana de Wild’s speech)

and,

‘I-Familia is your solution to obtain key information to bring answers to these families, to give a name to these unidentified bodies and a family to all the missing persons...it is an important police mission, to support and help victims, to the families of the victims..’ (Cyril Gout’s closing part of his speech during the 90th INTERPOL General Assembly)

to show the readiness and the capability INTERPOL has as a communication hub. Before the meeting, documents explaining the background and the importance of discussing such agenda(s), as in this session, the agenda is coded GA-2022-90-REP-13, were given to respective NCBs. How this agenda regarding the support of countries in identifying and investigating suspected cases of online child sexual exploitation connects to the succeeding I-Familia topic is related to how the specialised task forces from several member states often communicate, engage in discourses and analyse data available in the ICSE (INTERPOL Child Sexual Exploitation) Database. This database integrates image, video, and metadata processing technologies, case management, and communication functions, which serve authorities to share data and expertise and engage in a joint investigation (INTERPOL Executive Directorate for Police Services, 2022). This showcase and this part of the speech act are unequivocally and indubitably crucial, as this presents evidence that INTERPOL and a longer-established platform with similar

qualities as the I-Familia database can be sustainable and valuable in providing relevant information. As the resolution passed, the forum shifted to the I-Familia database.

Reflecting on the data derived from the International Crime Section of the International Relations Division of the INP, it is concluded that the number of cases regarding abuses against children, be it online or physical, is still at a high level. The speech act process here is to convince delegations of INP and other police institutions that integrating the ICSE Database and national database(s) will benefit domestic, national, regional, and international police forces to tackle and stop child abuse cases. The combination of domestic and international information-gathering activities will greatly aid the ongoing investigation process. Currently, only 68 INTERPOL member states are connected through the ICSE, enabling information sharing and more flexible communication. If Indonesia and the other remaining member states join this database, too, it will create a cohesive joint force in combatting any form of child exploitation.

Speech act during the agenda 'The Identification of Missing Persons Through Optimal Use of INTERPOL's I-Familia Database' was led by Cyril Gout, the Director of INTERPOL General Secretariat Operational Support and Analysis Directorate. In his speech, Gout emphasised the responsibility that the worldwide police community has in minimising and countering the occurrences of missing persons and unidentified bodies. He stated that although general forensics analysis methods of today are done by comparing the post-mortem and the antemortem information from their familiesField (Smithsonian National Museum of Natural History, 2023), the INTERPOL can enhance the effectiveness and efficiency of this analysis through the latest technology. He also underlined the data protection of such a sensitive database. Gout further explained the success of the I-Familia database during its 1-year lifespan. One of their successes is linking the biometric information of missing children with the body of an unidentified person found over 16 years prior to the implementation of the database, enabling a smoother investigation process and communication with relatives.

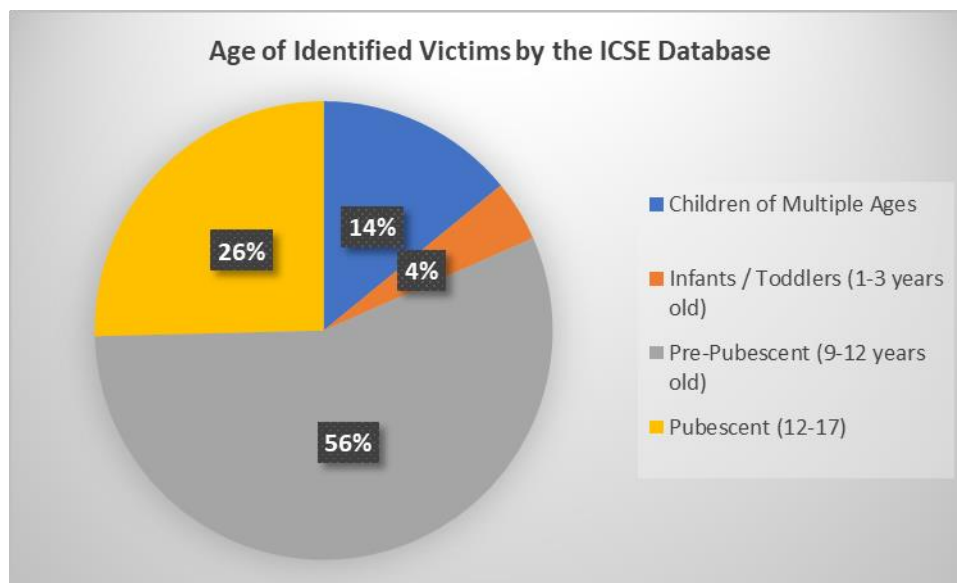
As what the author is analysing in this sense is relatively novel-due to the short life span of the I-Familia Database and the shortage of research relating to INTERPOL General Assemblies and its implications to Indonesia-there still needs to be more evidence or reports assembled for the author to analyse the effectiveness of the I-Familia database. Although, strictly from the securitisation aspect, the speech act conducted by

Cyril Gout on the database received positive responses from the audience of this entire process- the law enforcement agencies. The resolution gained absolute endorsement from the forum, which can be seen with a 109 (99,1%) – 1 (0,9%) turnout in the voting in favour of accepting the resolution.

How the ICSE and I-Familia Databases affect possible legal changes on the access of sensitive data in Indonesia

The ICSE is a database that serves as a central hub for videos and images portraying many forms of child abuse and exploitation in general, the documents that may prove to be advantageous as Child Sexual Abuse Materials (CSAMs) and Child Sexual Exploitation Material (CSEMs) (ECPAT International, 2018, p. 1). Using the ICSE database, it is hoped that the police institution of INTERPOL member states can analyse and decrypt critical information to profile and identify children depicted in the data pool.

Figure 3. Number of identified victims' age range according to the ICSE Database



Source: ECPAT International (2018)

One question that may linger is just how this I-Familia database works. Initially, INTERPOL and the forensics team analysing samples of DNA utilise the genome/DNA matching software, the BONAPARTE, developed by Smart Research (Laurent, et al., 2021, p. 1). Each member state agreeing to use the database may provide sufficient biometric data for additional reference. As previously mentioned, a comparison between antemortem and post-mortem information is required. Therefore, biometric data must be

adequate to match these two variables. The I-Familia database is made up of three components: (1) the Dedicated Global Database, a secure and confidential database containing DNA profiles provided by member states from relatives and is kept separately from any criminal data; (2) the BONAPARTE, which is the DNA-matching software the Interpretation Guideline, which is a thorough guideline prepared by the INTERPOL to efficiently identify and report potential matches (INTERPOL, 2023). In processing the information supplied by INTERPOL member states, the INTERPOL has a strict yet flexible set of rules on data processing. A strict set of rules called the Rules on the Processing of Data governs what member states and the INTERPOL General Secretariat's responsibilities and privileges are when it comes to managing data uploaded to the INTERPOL databases.

Firstly, the information available within the I-Familia database is only available for use if it is required to assist in the search of a fugitive or person, assess information that may help investigation efforts on specific crimes, identify unidentified remains and missing persons (in accordance to the I-Familia database), and in acknowledging the tendencies of threat, criminal activities and criminal networks (INTERPOL General Secretariat, 2023). As the information supplied by member states is sometimes confidential and is of high risk, it is crucial for each member state to supply information to ensure the purpose of usage of the information they are providing (INTERPOL General Secretariat, 2023). This is to add to the fact of the data quality the INTERPOL requests upon each member state, as each piece of data must be relevant, accurate, and is updated (INTERPOL General Secretariat, 2023). Respective NCBs who upload information and data get to determine their confidentiality. Therefore, other accessing NCBs, international organisations and third parties, in general, must adhere to and treat said information to the said level of confidentiality approved by the uploading NCBs (INTERPOL General Secretariat, 2023). Additionally, while each NCB must determine specific levels of confidentiality to protect the information they have provided, the INTERPOL General Secretariat is also responsible for creating and developing a compatible information security management mechanism. In constructing this device/system, the General Secretariat will consult NCBs and other relevant advisory bodies (INTERPOL General Secretariat, 2023).

In addition to the Rules on the Processing of Data that govern most of the files under INTERPOL's jurisdiction, the ICSE data also has a special clause different from the I-Familia database. It is stated in the report published by ECPAT International that the information submitted by INTERPOL member states within the ICSE database is engaged in a data sharing and handling agreement from INTERPOL and a third party, which is ECPAT International itself, and in this activity, ECPAT International is also overseen by another party appointed by the INTERPOL, an international technical working group to validate the process and analysis done by ECPAT (ECPAT International, 2018, p. 2).

Each NCB is responsible for coordinating other national ministries and organisations in compiling the data. In addition to this, to compensate for providing abundant information that may hold high-level information and value, each NCB is entitled to grant these ministries and organisations access to various INTERPOL databases. However, in giving this privilege, each NCB needs to ensure the background of such organisations and whether or not their reasoning for accessing the databases aligns with the vision and mission and the relevance of access. Each NCB is prompted to report to the INTERPOL General Secretariat if they grant access to third parties in accessing various INTERPOL databases; they also take responsibility for every third-party access towards the INTERPOL databases.

Retrospectively, Indonesia has not been able to drastically 'puncture' and create new laws within its legal system in accordance with agreements and treaties it had agreed upon in the past (Siraj, 2019). Indeed, this is due to Indonesia's sometimes conflicting domestic and international political interests in such international forums. However, recent history shows how Indonesia tend to be more 'vicious' or determined to create legal breakthroughs in international treaties concerning human rights. This is due to the government's tendency to prioritise national values, norms, and agenda rather than its international forces counterpart, forcing the latter to be put aside in a discourse (Prihatinah, 2021). Another reason states that this practice of difficulty in adopting international treaties domestically is due to Indonesia's implementation of Dualism and Monism, where although the legal status of international law is as a source of the National Law either through incorporation or adaptation (Farida & Prabandari, 2019). Monism is a condition where a state automatically incorporates a ratified international law into its domestic law and thus can be directly applied by judges and invoked by citizens. Dualism,

on the other hand, requires transposing an international law to a country's national law. Suppose the ratified international law is not applicable within that country's domain. It is not trans-positioned into a national law (Atkin & Atkin). In this sense, Indonesia applies partly Monism and Dualism. The government may perceive treaties to be highly feasible in the sense of its direct applicability or need legal translation to be incorporated into the national legal framework (Lauterpacht, 1982).

It is quite a quizzical discourse when talking about INTERPOL, as many countries perceive it as a non-binding intergovernmental organisation in many instances. Where intergovernmental organisations have a non-binding nature, INTERPOL still made it clear that the information used and supplied into the INTERPOL database with mechanisms, as mentioned earlier in this sub-chapter, must be adhered to by official member states, of which almost every member state is. As mentioned in Title 1 Chapter 1 Article (17) of the INTERPOL Rules of the Processing of Data script regarding the effective implementation of the RPD itself, where the General Assembly is positioned by the INTERPOL General Secretariat as the forum to 'announce' to every member states on the improvements and perhaps even the worsening of the adaptation and implementation of the rules and is not limited to the resolutions agreed upon in the previous assemblies. To some extent, this condition puts a direct force, a legitimate clause for member states within the organisation to adhere to decisions agreed on in forums, and in this case, the General Assembly. Although, as we have acknowledged, the nature of intergovernmental organisations is more flexible and relaxed than that of supranational organisations, it still has limited reach and force of coherence and relevance for the ratifying states.

Possible Cooperation in identifying Unidentified Remains and Missing persons with other INTERPOL Member States

Tendency-wise, Indonesia has proven to be inconsistent in 'holding up to their end of the bargain' in its accession to international treaties, as we can see in the 2015 Paris Agreements (Pramudianto, 2016) (Latipulhayat & Dwi Harijanti, 2022). Nevertheless, Indonesia is still a very active party in the international environment, especially in international organisations and communities. In the context of security, however, Indonesia has never been an active party- at least in traditional security. In the context of police cooperation, internationally and regionally, Indonesia has been acting as a very active component of said organisations, respectively.

In addition, an international organisation that is also a regime in its rights and capabilities, INTERPOL, was unequivocally established to hone a better-coordinated response from worldwide police agencies. International regimes can prevail and survive as long as they reciprocally yield positive benefit(s) for every involved party (Krasner, 1983, p. 372), and the relevance of INTERPOL, as can be seen through its constitution, is still very high, as the capacity building activities and collaborations with member-states are very valuable, including for Indonesia. The INTERPOL constitution in itself is designated to govern and develop international police cooperation in adherence to respective national regulations and the Universal Declaration of Human Rights and to develop these institutions in order to increase their effectiveness in combatting crimes (INTERPOL, 1956). Stephen Krasner's Modified Structural scheme explains how several causal variables play irrevocable parts in the sustainability of regimes and how states utilise their power and interests to uphold their existence. These variables include Indonesia's need to decrease the number of cases regarding missing persons, unidentified remains, and cases of abuse against children, along with the values of norms and principles in Indonesia's tenets for International Cooperation.

Indonesia has several notorious cases when it comes to cases of missing persons and homicides in which the perpetrators are unknown, including the notorious cases of *Munir*, *Sum Kuning*, and the *Setiabudi 13*. In facing this challenge, this variable must be able to give a sort of *collective good* for society. In the context of the International Regime, collective good is the goal of a regime, which can only be achieved if the member states conform to the pre-existing set of regulations. Furthermore, in this issue, the collective good that a state actor must be able to provide is its citizens' sense of safety. One way to measure this tangibly is to see how INTERPOL and Indonesia (through the INP) can be able to minimise the number of cases of missing persons and unidentified remains, as mentioned in the previous section of this article, has not been effective. With a massive surge in the number of cases, the government of Indonesia must take charge and push itself to conform to new methods in order to tone the number down. One of the initiatives the INP has done is participating in INTERPOL's request to hold an audience to optimise biometric data sharing to increase the effectiveness and efficiency of law enforcement measures in South East Asia (NCB Jakarta, 2022).

The other variable is the values of norms and principles in Indonesia's way of conducting international cooperation. This can be attributed to why a regime can survive (Gabriella, 2019). The norm that manufactured this regime in the beginning is the realisation among states that international cooperation is required to tackle these cases, the notion of shared responsibility in the international landscape., In order to ensure the effectability and success of this database spread among member states, there has to be clear-cut communication and coordination among member states. These variables and the fact that Indonesia critically requires technology to modernise its forces rendered it to conform to the decision to support the use of the database and the possibility of sharing biometric information.

Adding and integrating the I-Familia database is another critical step in the modernising police investigation, and materialising said objective. The leeway that had been given to the INTERPOL and its officials while on duty in member states-Nigeria and the United Kingdom-could prove to be significant in investigations and operations relating to major criminal syndicates all over the world, with the immunities and special rights granted by the trailblazing nations during the 90th INTERPOL General Assembly, other member states can analyse whether the eased movement of INTERPOL officials can help in finishing cases to determine the future of privilege-granting for INTERPOL officials.

CONCLUSION

From data and information interpretation, it is concluded that the fact of the matter on Indonesian National Police's prompt need for INTERPOL's assistance regarding the technicalities and mechanisms to combat the increasing number of cases of missing persons, unidentified remains, and crimes against children is of definite manner. Furthermore, owing to that, the subsequent actions taken by the INP can be vividly seen through the sheer acceptance of several relevant agendas proposed by the INTERPOL regarding operational support initiatives throughout the 90th INTERPOL General Assembly. To that extent, we can also see the INTERPOL's capabilities as an international organisation and its capacity as an international communication hub by looking at its success in communicating, advocating, and proving to its member states that the issue they are framing is very relevant to the very concept that they built their self upon-Societal Security.

In the securitisation process, the INTERPOL wants to clarify their points; their agenda is to leave no question marks behind. The intricate Speech Acts processes were engaged months before the initiation of the General Assembly by doing separate, individual meetings with member states to build up a clear notion of seriousness. The relay of actual data and in-depth analysis of the potential of collaboration within the INTERPOL itself ensure that member-states would understand pre-emptively what the agendas and policies proposed are all about. This is very critical as in the publication Buzan, Waeber, and de Wilde published, it is obvious that the Speech Act itself is a form of semantic play, and this is evident through the myriad of speeches from Ilana de Wilde, Cyril Gout, and remarks from INTERPOL President, Ahmed Naser al-Raisi. Furthermore, the INP is currently facing a surging number of cases of missing persons, unidentified remains, and cases relating to crimes against children. With existing measures not meeting its expectations, the perception of a threat to Human Security in Indonesia had become a specific yet flexible point of interest that requires prompt countermeasures. The INP has successfully reached one of its goals to gain international cooperation through the INTERPOL. Even during the infancy stages of more tangible assistance, it could assist the INP in connecting the dots to solve more cases, as seen in the database's track record. However, several setbacks may stem internally, as we are yet to see how Indonesian officials will react and adapt the new system of Biometric Data-Sharing to the already-established legal framework. The conflict of these elements may present a huge obstacle to implementing and developing the I-Familia Database usage in Indonesia.

The budding prospect of multinational cooperation is also amplified by the acceptance of using the I-Familia database. This is because the database requires ample data and information provided by the member states. The RPD of the INTERPOL also protects the handling of such sensitive data. Therefore, multinational cooperation and collective work is crucial to its success.

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