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Extortion Operation and Police Members Performance and Its Impact towards Public Trust

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Abstract

This study aims to develop and investigate a research model of extortion operation that has an impact on public trust in the Republic of Indonesia's state police institution. The questionnaire was distributed to 800 members of the National Police and the community in the North Sumatra region, Jakarta, South Sulawesi, West Nusa Tenggara from August to October 2017. The data were processed using Structural Equation Model. Research results prove that the research model is so fit that it can be used to predict the influence between variables where: (1) The Influencing factors of extortion operation prove that regulation has relatively small impact at 0.10, each Resource and Environmental is not significant, while Synergy equals to 53 percent; (2) The influencing factors of public trust prove that extortion operation is significantly positive, equaling to 0.73, and performance of police members is also positive at 0.11; while the influence of extortion eradication on the performance of Indonesian police members has significantly positive coefficient at 0.03. This evidence proves that synergy has strong effect on extortion eradication and impact to public trust.

Key words

Extortion, operation, performance, trust

JEL Codes: K42

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1. Introduction

Empirically, globalization basically has a positive impact on a nation, but on the other hand, it can also give negative consequences such as; consumerism, hedonism and high cost economies that result in economic crisis such as what happened in Indonesia in the end of the 20th century. In addition to behavioral factors, the crisis is essentially caused by good governance, and results in poor governance. The emergence of the problems of corruption, collusion and nepotism, as well as illegal levies (extortion) that are difficult to eradicate and thus unsettle the public. In the Final Report of Transcrime (2008), there are two different types of extortion racketeering such as systemic and casual that are linked to the three main variables that are reciprocally related, namely; "(1) The organizational structure of the criminal group that engages in extortion racketeering; (2) Its strong presence in local territorial level; (3) Victim-offender relationship". In this report we know that the more organized crime group focuses its activity on the local territory, being facilitated by its monopolistic position and hierarchical structure, the more it conducts criminal transactions with politicians and administrators; the more it infiltrates legitimate business, the more extortion becomes systemic, and becoming systemic provides more resources and closer control over territory; the more criminals establish symbiotic relationship with the victims, the more the legitimate economy is infiltrated.

In addition to the problems of Good and Clean Governance, other problems that are being faced by the Indonesian people are the fact that it is difficult to implement laws in accordance with corridors, monopolies in economic activities, and deteriorating quality of services for the community that results in national identity crisis. The occurrence of a national identity crisis is marked by the waning values of mutual cooperation, self-sacrifice, social solidarity, kinship, social hospitality, and the love for the motherland which were once unifying forces and characteristics of the Indonesian nation. National identity is faded by the rapid absorption of negative global cultures and the lack of formation of national characters as the core capital of Human Resources in carrying out the national development. The National Long-term Development in 2005-2025 is a continuation of the previous developments to achieve the development goals as mandated in the Preamble of the 1945 Constitution of the Republic of Indonesia. For that purpose, in the next 20 years, it is essential and urgent for the Indonesian people to reorganize various steps, including the preparation of human resources (HR) as national assets.

Empowerment of HR is important because any good HR will not necessarily make HR work well if the environment in which they work does not support the emergence of good behavior but, instead, shows dysfunctional behavior such as doing "extortion" at each stage of organizational activity. Therefore, the results of human resource development will disappear; this will certainly have an impact on the performance of members and even on the performance of National Police

organization in general that further give effect to public trust, even though in accordance with what is mandated in the police law No. 2 of 2002 that the National Police should always protect and serve the community. According to the Indonesia Corruption Watch (2012) survey of trends of law enforcement against corruption cases, the suspects with the civil servant background were in the top ranking in 2011 totaling 239 people.

Meanwhile, Martinus (2016) states that based on data on the implementation of extortion operations in the Republic of Indonesia National Police, as many as 101 members were arrested from 81 cases related to extortion conducted in various forms of typology. 81 cases were investigated by the Profession and Internal Security in each Regional Police and 101 people were caught red-handed in extortion cases, as stated by Martinus at the Public Relations Office of the National Police Headquarters, South Jakarta. The latest data up to October 16, 2016 related to the top 10 (ten) cases of extortion in the Regional Police were as follows:

- 1) Metro Jaya Regional Police = 33 cases with 33 personnel involved
- 2) Jambi Regional Police = 11 cases with 12 personnel involved
- 3) South Sulawesi Regional Police = 9 cases with 4 personnel involved
- 4) North Sumatra Regional Police = 6 cases with 9 personnel involved
- 5) West Java Regional Police = 4 cases with 4 personnel involved
- 6) West Papua Regional Police = 3 cases with 7 personnel involved
- 7) NTB Regional Police = 2 cases with 3 personnel involved
- 8) Central Java Regional Police = 2 cases with 5 personnel involved
- 9) NTT Regional Police = 2 cases with 3 personnel involved
- 10) East Java Regional Police = 2 cases with 4 personnel involved

The data above shows that "unscrupulous" members of the police have not been able to present themselves as officers and law enforcers who can provide a sense of security and protection for the people they serve, or have not been able to build a positive image and culture for the Republic of Indonesia's police institution. The deviation that has been happening in the body of the police is also strengthened by the findings of the Indonesian Police Watch. The study of Indonesian Police Watch revealed the occurrence of illegal payments (kickback), extortion and bribery in the police institution, and the most terrible is that such misconducts happened in the police education institutions. Basically, every member of the National Police in carrying out his/her duty and authority is regulated by professional ethics as a guideline or guidance, which is explicitly found in article 10 paragraph (1) letter "C" Police Chief Regulation (Perkap) No. 7: 2006 which states that: "In the ethics of relations with the community members of the National Police must avoid themselves from despicable acts and service to the community".

Based on various empirical phenomena and facts that have been mentioned above, on October 20, 2016, the Indonesian President, Joko Widodo, signed the Republic of Indonesia Presidential Regulation Number 87 Year 2016 concerning the Task Force on Extortion *Eradication* (further – the "Saber Pungli"). The purpose of the establishment of the task force is to combat the practice of extortion which is a classic problem in the bureaucracy, especially in public services. The Presidential Regulation explains that the practice of illegal levies has damaged the life of society, nation and state so that the eradication efforts are assertive, integrated, effective, efficient, and able to cause a deterrent effect should be formed. The task of the "Saber Pungli" task force is to carry out the eradication actions against illegal levies in an effective and efficient way, to optimize the utilization of personnel, work units and infrastructure both in the ministries/institutions or local governments, while the functions of the task force are in terms of intelligence, prevention, enforcement, justification.

In accordance with the data from the Coordinating Ministry for Politics, Law and Security, in the first phase of policy reform package, the government planned five programs that are considered to require accelerated changes. The five programs consist of eradicating extortion, eliminating smuggling, accelerating the services for driving license (SIM), Vehicle Registration Certificate (STNK), Certificate of Police Record (SKCK), Proof of Vehicle Ownership (BPKB), relocating prisons as well as improving patent, brand and design services. There are at least two programs that have been started to be discussed and realized, namely the establishment of "Saber Pungli" task force and the relocation of correctional institutions. Based on the phenomena and empirical facts that have been described above, it is necessary to disclose the following problems: 1). How the extortion operation in the Police National Police is defined, 2). What determinants influence the operation of illegal broom operations in the Indonesian National Police, 3). What the impacts of extortion eradication on the police performance and the level of public trust are.

2. Literature review

2.1. Regulation

Regulatory theory was conveyed by Stigler (1971) who said that activity surrounding regulations describes the relationship among political forces from interest groups (executive / industry) as the demand side and legislature as supply. Meanwhile, according to Scott (2010), there are two regulatory theories namely public interest theory and interest group theory. Public interest theory points out that regulation must be able to maximize the social welfare, and interest group theory defines regulation as the result of lobbying from several individuals or groups to defend and convey their interests to the government. On the other side, the research result of Blind's (2012) states that regulation will increase creativity and innovation in carrying out operational activities.

2.2. Resources

Resource is a potential value which is owned by a certain material or element in life. Resources are not only physical but also non-physical (intangible). Resources consist of people, equipment, finance, system and technology. As illustrated in Ishikawa's diagram of 6M + E (man, machine, material, method, management, measurement, environment) and its effect (Gwiazda, 2006), resources are needed to support organizational activities in carrying out operational activities.

2.3. Synergy

Synergy is defined by Gupta and Roos (2001) as the interaction of two or more intellectual capital resources from previous sovereign organizations, which enhance the combined effects of value creation and competitive performance, of which effect is greater than the sum of the individual effects. Meanwhile, Gerhard Benecke *et al.* (2007), on his literature on synergy, suggests that synergy is systemic and, hence, should be viewed in the context of processes, but that an integrative definition of this phenomenon does not exist. Against this background, the article explains synergy as a concept describing the systemic processes whereby business units of diversified organizations may generate greater value through working as one system rather than working as separate entities.

2.4. Environment

According to Erwin (2008), humans live on earth not by themselves, but together with other creatures, namely plants, animals and microorganisms. Thus, other living things are not just living companions who live together neutrally or passively towards humans; human's life is closely related to them. Meanwhile, the environment is a unit of space with all matter, power, the state of living things, including humans and their behavior and affect nature itself. In ecology, nature is seen as interwoven living systems that are interrelated with one another. It means that every living thing is in a process of deep adjustment living systems that are influenced by the principles of survival of the ecological life. Furthermore, the researches conducted by Kustiningsih (2007) and Suryani (2008) prove that environment has relationship with the implementation of the extortion operation.

2.4. Organizational Behavior

Robbins (2013) presents, in his organizational behavior book, what people do in an organization and how such behavior affects the performance of organization. As organizational behavior in particular cares about the situations that are linked to work outcomes, we should not be surprised to find that organizational behavior emphasizes behavior that is linked to work, absenteeism, employee turnover, productivity, human performance, and management. Individual behavior is as a function of interaction between individuals and their environment and individuals bring order in the organization in the form of abilities, personal beliefs, hopes, needs, and other future experiences; therefore, individual behavior is basically shaped by his personality and experience.

2.5. Control

Terry (2010) states that control can be formulated as a process of determining the assessment of implementation, and, if necessary, taking corrective actions so that the implementation is in accordance with the plan or standards that have been determined. The essence of the definition of control is to make sure that what has been planned is carried out based on the rules and instructions that have been planned in order to assess the results of the work and if necessary to take corrective actions. So, the control must be held by every company and carried out by superiors to prevent or correct mistakes, irregularities or incompatibilities with the duties, authorities and responsibilities that have been determined by its implementation (Arens and Randal, 2005).

2.6. Police Operations Management

In Perkap No: 9 of 2011 concerning the Management of Indonesian Police Operations, it is stated that Police Operations Management is a process of planning, organizing, implementing and controlling to carry out police operations to achieve the objectives set effectively and efficiently. Further, it is also announced there that Police operations are a series of Indonesian Police actions in the context of prevention, mitigation, enforcement of security and public order disturbances, and disaster management carried out within a certain time period, targets, ways of acting, the involvement of troops and sources of support for certain forces by a number of police functions in the form of task units (Special Task Units), and the target of police operations are a form of potential disturbances, certain threshold and significant disturbances that are overcome by police operations, including the operation of clearing illegal levies or "Saber Pungli".

2.7. Fraud

According to W. Steve Albrecht and Chad D. Albrecht in the book *Fraud Examination*, fraud is defined as: a generic term, embracing all multi various means, that human ingenuity can device, which are resorted to by one individual to get an advantage over another by false representations. They also revealed that no exact and fixed rule can be laid down as a general proposition in defining fraud, as it includes surprise trickery, cunning and unfair ways by which another is cheated. The boundaries in defining the term of 'fraud' are those which limit human experience. Meanwhile, according to the Association of Certified Fraud Examiners (ACFE) in the 2006 *Fraud Examiner*, fraud is an intentional untruth or dishonest scheme used to take deliberate and unfair advantages of another person or group of people including any cheats. Based on the *Blacks Law Dictionary*, a legal dictionary in the United States, fraud is defined as follows: Fraud embraces all multi various means human ingenuity can device, which are applied by an individual to get an advantage over another by false suggestion or suppression of truth and include all the surprise, trick, cunning or dissembling and any unfair ways by which another is cheated.

2.8. Economic extortion

Furthermore, economic extortion is a branch of the fraud tree that extorts victims by using power to give a sum of money or goods so that all personal and business matters such as obtaining permits and taking part in tenders run in an easier and smoother way (ACFE, 2006; Blazina, 2007).

2.9. Illegal levies

According to Muchlisin Riadi (2016), Illegal levies are acts committed by a person or a Civil Servant or a State Official by requesting payment of an amount of money that is not conforming or to not based on regulations. This is often equated with extortion, fraud or corruption. Other terms used by the community regarding illegal levies or extortion are bribes, grease payments, sticky notes and others. Illegal levies are essentially interactions between officers and the community driven by various personal interests (Soedjono, 1983) and are carried out by conspiracy (Jovan, 2011).

2.10. Trust

Rofiq (2007) presents the trust of a certain party to others in doing transaction based on a belief that the person whom he trusts has all the obligations as required. Customer's trust according to Mowen (2002) is all the knowledge held by the customer and all the conclusions made by the customer about the objects, attributes, and benefits. Furthermore, after trust, attitude, or behavior is formed directly there is a tendency for the three states to create a hierarchy. In this way, consumers first form a belief in the product and then shape the trust and attitude towards the product.

3. Methodology of research

This research activity is carried out by promoting a quantitative approach with data collection techniques such as; documentation of various secondary data related to research, and distribution of questionnaires, which are also supported by qualitative data collection through in-depth to competent parties from both internal and external police, totaling 800 respondents. In order to meet the standard requirements for a minimum number of samples and to further increase the depth of quantitative and qualitative data, data collection has been carried out in: South Sulawesi Regional Police Area, Metro Jaya Regional Police Area, NTB Regional Police Area, and North Sumatra Regional Police Area from August to October 2017.

The instrument used was questionnaire and interview guideline containing a number of questions from the indicators of all research variables. The testing is done through: (1) Validity test which is to find out whether the measuring instrument used is able to measure the actual data, (2) The reliability test which is intended to determine the minimum level of trust that can be given to the sincerity of the respondents' answers, (3) Structural Equation Model Test (SEM), and (4) The hypotheses testing.

4. Results and Discussions

4.1. Description of Operation of Extortion

In carrying out their duties, the extortion operation team is under the coordination of the Coordinating Minister for Politics and Security. In the Presidential decree, the Operation Pungli Task Force is tasked to eradicate the practice of extortion effectively and efficiently. It is done by optimizing the use of personnel, work units and infrastructure, both in ministries/institutions or regional governments. The task force has four functions, namely; intelligence, prevention and outreach, prosecution and justice. In addition, the Operation of Extortion task force is also authorized to conduct red-handed operations as stipulated in Article 4 letter "d". The Government's seriousness in eradicating extortion can be seen from a statement that was made by Wiranto as Coordinator Ministry of Policy, Law and Security who said that extortion operation was not only targeting perpetrators in ministries/government agencies but also clearing extortion practices committed by brokers, thugs and community organizations. The extortion eradication actions are focused on those who are cunning in it, so anyone who levies illegally on the community is the target, whether he is a speculator, market thug and member of lower-class community.

Once formed, the "Saber Pungli" task force will map which areas are considered vulnerable to extortion, as well as field actors to the level of ministries/government agencies. Wiranto said, currently the practice of extortion is also a burden for lower-class communities with low income. He gave an example of truck drivers in the areas burdened with illegal practices by the Transportation Department and thugs. In addition, small traders also often have to pay a certain amount of money to unauthorized parties. Lower social class people who earn their living by running small business have to deal with extortion that is very troubling.

4.2. Community involvement

In carrying out their duties, the Operation Pungli task force relies heavily on the active role of the community. The government has also set up a system for reporting illegal practices of the community. There are three ways people can report extortion practices. First, they can get into the Operationpungli.id which is controlled by the Office of the Coordinating Minister for Politics and Security. The public must register their identity first to ensure the validity of the report. The second way, the government provides SMS / call center services at number 1193. Communities only need to briefly convey where and when the extortion happened and who did the act. The third method is a hotline line at telephone number 193. People who come across or become victims of extortion can also complain directly to that number.

The government ensures that the identity of the reporter will be kept confidential. However, to combat the practice of extortion is not as easy as turning the palm of the hand. Extortion that has become a bad culture must be eradicated starting from the pragmatism of prospective givers, because as long as the bureaucracy is still convoluted, extortion will always exist. Based on the study of library research taken from several sources, the high level of uncertainty service as a result of long and tiring service procedures is the cause of the increasing number of people who give up when dealing with corrupt public services. This is one of the factors that make people tend to be more tolerant of the practice of extortion in the delivery of public services (BPKP, 2002).

Illegal levies are social phenomena that have existed in Indonesia since the country was still in the colonial period and even long before that. However, the naming of these acts as extortion was only nationally introduced in September 1977, when "Pangkopkamtib", acting as the Head of Disciplined Operations with the Ministry of Law Control of State officer, actively launched the Disciplined Operations, which the main target was extortion. During the application of the Law No. 3 of 1971 concerning Eradication of Corruption issued on the basis of Presidential Instruction No. 9 of 1977 concerning Order for Operation of Extortion (1977-1981) the task force under the supervision of Pangkopkamtib performed the task of clearing illegal levies, controlling stealth money, policing local government officials and departments. To expedite and streamline the implementation of the regulation, it is assigned to the State Minister for the Control of the State Government Officer to coordinate with "Pangkopkamtib" to assist the implementation together with Department/Institution operationally (Wijayanto, 2010).

Illegal levies are also included in the category of office crimes, where in the concept of office crimes it is stated that officials in favor of themselves or others, abuse their power to force someone to give something, to pay or accept payment in pieces, or to do something for their personal gain. Corruption is regulated in the Article 12 letter e of Law No. 20 of 2001 which originated from Article 423 of the Criminal Code referring to in Article 12 of Law No. 31 of 1999 which was then reformulated in Law No. 20 of 2001 (Corruption Crime), explaining the definition of extortion is an act committed by public servants or administrators who intend to benefit themselves or others in ways of against the law, or by abusing their power to force someone to give something, pay, or receive payment in pieces, or to do something for themselves.

Another term used by the community regarding illegal fees or extortion is "bribe money, grease money, greeting sticks and others". Illegal levies are essentially interactions between officers and the community driven by various personal interests (Soedjono, 1983).

4.3. Testing of SEM models (structural equations)

Before testing the hypothesis of several independent variables as antecedents of the "Saber Pungli" variable, the National Police Performance and Public Trust, the structural equation modeling (SEM) test is first performed using AMOS version 18 software as follows:

Table 1. Goodness of Fit Model Testing Results

Goodness of fit-index	Cut-off value	Result	Evaluation
Chi-Square	> 0.05	715.704	Good fit
RMSEA	≤ 0.08	0.080	Good fit
CMIN / DF	< 2	1.686	Good fit
GFI	≥ 0.90	0.955	Good fit
AGFI	≥ 0.90	0.912	Good fit
TLI	> 0.90	0.909	Good fit
NFI	> 0.90	0.946	Good fit
CFI	≥ 0.90	0.920	Good fit

Source: Amos output version 18

From the test results above, all the criteria of goodness of fit model illustrate the suitability of the model with the number of samples, the level of error, the level of accuracy predict the influence between variables, as well as the comparison of research models with baselines, are at "good fit", meaning that this research model can serve as the basis for conducting further testing stages such as testing hypotheses that explain the influence between variables as below.

4.4. Respondents' Perceptions index about Determinants of "Saber Pungli" factors. Extortion and its effects

Table 2. The "Saber Pungli" perception index scores

Region	Regulation	Resources	Synergy	Environment	Operation Extortion	Performance	Public Trust	Average
North Sumatra	64%	61%	63%	67%	61%	60%	66%	63%
West Nusa Tenggara	64%	62%	64%	64%	60%	57%	68%	63%
South Sulawesi	77%	83%	86%	88%	79%	85%	85%	83%
DKI Jakarta	79%	77%	80%	81%	79%	83%	77%	79%
Average	71%	71%	73%	75%	70%	71%	74%	72%

Source: Output by excel

Based on the table 2 above, it can be seen that the perception for regulation shows that the responses of agreeing and strongly agreeing on the readiness and harmonization of regulation and socialization indicate the score of 71%, resource readiness 71%, synergy 73%, environment support 75%, implementation of "Saber Pungli" 70%, performance of the police service 74%, public trust 72%. The highest result in average occurs in the South Sulawesi regional police jurisdiction, and the lowest in the North Sumatra and West Nusa Tenggara.

4.5. Factors that affect "Saber Pungli"

Furthermore, the results of this study explain the factors that influence "Saber Pungli" measures, by testing the hypotheses as shown in the figure 1 and table 3, where:

Reg=Regulation

SD=Resources

SN=Synergy

LK=Environment

OTT="Saber Pungli"= Operation Extortion

Pangkopkamtib = Head of the operation to restore security and order

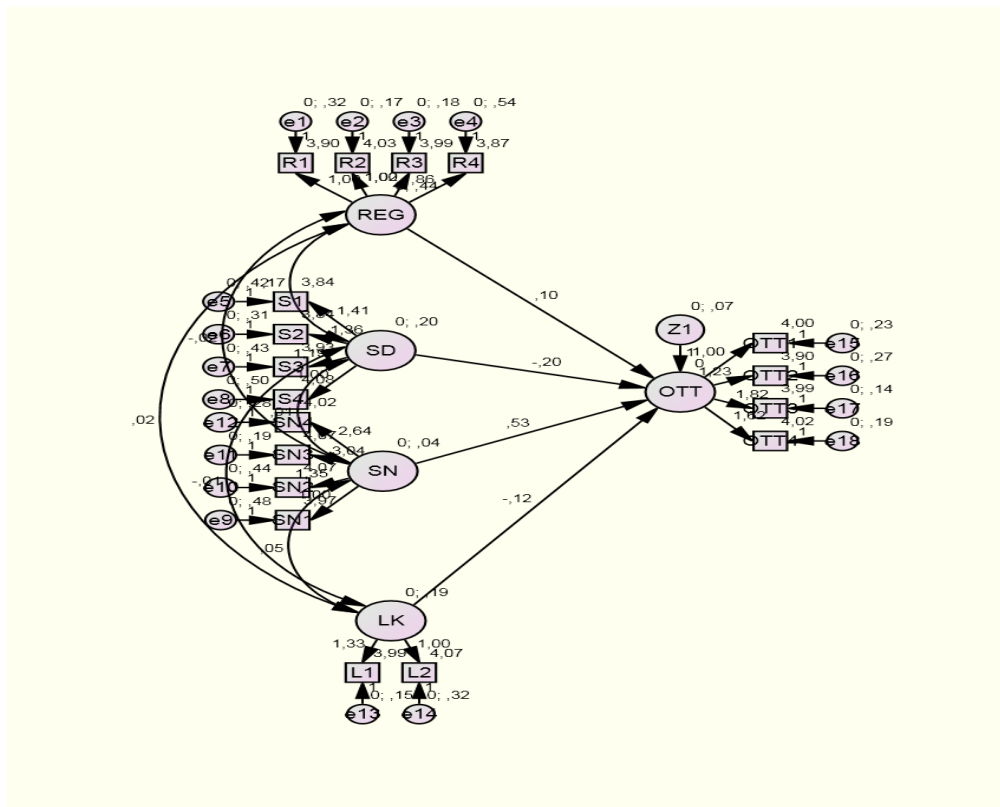


Figure 1. Factors affecting “Saber Pungli”

Table 3. Factors affecting “Saber Pungli”

Variable Eksogen		Variable Endogen	Estimation	Significance
Regulation	→	Extortion Operation	0,1000	0,0030
Resources	→	Extortion Operation	-0,2000	0,2500
Synergy	→	Extortion Operation	0,5300	0,0000
Environment	→	Extortion Operation	-0,1200	0,1500

Source: Amos Processed Results 18.00

Based on the Figure 1 and Table 3 above, the coefficient of regulation effect is positive to “Saber Pungli” as significant as 0.10, while the coefficient of influence of resources on “Saber Pungli” is not significant at -0.2000, and the coefficient of effect of synergy (dimensions of Cooperation, Coordination, Mutual Respect, and Understanding) is significantly positive to “Saber Pungli” at 0.53. This proves that synergy can increase the success of “Saber Pungli” implementation. Such finding is supported by the results of the public perception of synergy that 73% agree that the action has been implemented well.

4.6. Impact of Implementation of Extortion Operation to Public Trust

Table 4. Effect of “Saber Pungli” on Police Performance and Public Trust

Exogenous Variables		Endogenous Variables	Estimation	Significance
Extortion Operation	→	Performance of Members Police	0,0300	0,034
Extortion Operation	→	Public Trust	0,7300	0,000
Performance of Members Police	→	Public Trust	0,1100	0,015

Source: Amos Processed Results 18.00

Based on table 4 above, the coefficient of “Saber Pungli” influence on the Performance of Indonesian Police Members is significantly positive at 0.03, while the coefficient of “Saber Pungli” influence on community trust is significantly positive at 0.73, and the coefficient of Performance of Indonesian Police Members to positive community trust is significant at 0.11. This proves that “Saber Pungli” extends with dimensions, which are: Dissemination, Prevention, Enforcement, and Justification are able to increase community trust. This is supported by the results of public perception of the implementation of “Saber Pungli” where 70% agree that it has been implemented well, and 72% agree that community trust is increasing.

Although the figures obtained are positive and significant, the government's efforts to form an extortion clearance task force or "Saber Pungli" are seen as not guaranteeing the freedom of the public service sector from the malpractice of administration, including extortion, because the practice of extortion has ingrained in the public service bureaucracy. Systemic efforts towards an illegal levy must be made from upstream to downstream. These efforts must be carried out as a whole starting from policy reform to involving community participation, if necessary a supervisory team is formed. This is in line with Balseviciene (2007) in counter action extortion.

Extortion and bribery is said to be the tip of the iceberg of maladministration practices because both are often taken as a shortcut when the community as service users experience obstacles. Comparing eradicating corruption with eradicating extortion, in terms of time, eradicating corruption takes a long time, while eradicating extortion can be done quickly (Alvazzi: 2004; Ulucan, 2005). Regardless of whether or not the extortion clearance operation is effective, all parties should support the programs that seek to eliminate or at least minimize extortion in the field so that what is hoped by all parties to become a clean government can be realized, and institutions/ministries must play an active role by streamlining their services without extortion. In addition, the community must participate by not providing extortion opportunities by giving information of, filing complaints of, and reporting the act of extortion.

5. Conclusions

The gap between income and demands for fulfilling living costs is increasingly apparent, encouraging "unscrupulous" extortion practice, even though there are still those who engage in extortion due to greed, which makes public service activities as objects to obtain illegal income. In addition, the provision of "compensation" for public services has become a "habit" that is difficult to break because both parties, the public and services providers, feel benefited, and such practice is considered by the public as normal because they feel an emotional connection with public servants. This evident in line with ACFE (2006) that states the factor influence of fraud is economic pressure.

The influence of regulation on the implementation of extortion clearing operation is relatively small at 0.10 (10%), this is due to the fact that it has not been maximally distributed and that the socialization of Presidential decree no 87/2016 on extortion operation for each unit and function in the region, this has an impact on members' understanding of the contents and the purpose of the Presidential decree, and accessing the quality of service of members to the community as the target group of the Presidential decree and inter-function services in the internal environment of the Indonesian Police work unit becomes less prime; in addition, the appeal and warning to avoid broker and extortion has just existed in the Work Unit Command Headquarters, and not yet spread throughout the community. As with the results of Knut Blind's (2012) research, regulation will increase creativity and innovation in carrying out operational activities.

The effect of Resources (system, budget, human resources, inventory) on the implementation of extortion operation is not significant. This is due to the fact that the the extortion operation task force has not yet had short, medium and long-term plannings and strategy in realizing the eradication action. Besides that, the extortion operation team in each work unit was not, at that time, formed as mandated by Presidential decree 87/2016 article 8 paragraph 2. In addition, the existing task force was integrative with the National Police and government agencies. Meanwhile, they were faced with the existence of skepticism/apriori from the members about their own competence and the availability of adequate budget are still attached and the lack of operational budget and inventory of the functional unit (main and special tools). The implementation of extortion operation still uses routine inventory, which is not line with what has stated by Gwiazda (2006) and Widodo (2015).

The effect of synergy (cooperation, coordination, mutual respect, understanding) on the implementation of extortion operation operation is significantly positive with a high coefficient of 53%. This is caused by the collaboration, coordination and understanding between units and functions as well as cross-sectoral cooperation in the extortion operation team. This condition is supported by respondents' perception that synergy has been well established with an index of 73%. This evidence is in line with Gupta and Roos (2001) and Gerhard Benecke *et al.* (2007) who found that synergy has positive and significance relation with performance. Environmental influences (internal and external) on extortion operation implementation are not significant. This is caused by the absence of a community mechanism for receiving information on complaints (whistleblowers) of extortion practices, and the lack of the courage of members to immediate make decisions in the field, where members in the field are hesitant to assist the implementation of extortion operation because they feel that they are not involved. This supports the research conducted by Kustiningsih (2016) and Suryani (2008).

The effect of extortion operation on the National Police Performance is significantly positive, but still low (3%). This is because the community feels that the response of the National Police still needs improvement in dealing with the complaints of extortion practices, and the community feels that the symmetric relationship between the National Police and the community has not yet occurred due to the lack of intense police forces to establish communication and cooperation in

creating public services that are free of extortion. In addition, the community empowerment mechanism in providing extortion information has not been arranged properly so that information on "extortion practices" from the public cannot be maximally obtained. The effects of extortion operation indicated by socialization, prevention, enforcement, and justification on public trust is significantly positive, and is quite high (73%). This is supported by 72% of community perceptions about public trust. Such positive result is caused by the effects of "media" in the balanced distribution of information about the Indonesian Police's commitment in the extortion operation in public services perceived more positively by the public, so that the image and trust of the community towards the Indonesian Police is improved. This result agrees with Kothler (2015) that states if people's expectations match the reality of the organization's operational services, trust in the organization will increase.

6. Suggestions

The National Police needs to intensify preemptive efforts and prevent illegal payments by increasing the intensity of patrols and counseling as well as socialization in the field of law such as extortion and legal compliance in the internal environment of the national police and the community. The need to increase the police personnel in terms of number in the sector and resort police and in terms of ranks is considered in order to upgrade the responsiveness of the police to the community in eliminating illegal practices. The Extortion Operation Team of Police should take into account the improvement of the quality of resources (system, budget, HR, inventory) to support the successful implementation of extortion operation such as; short-term, medium-term and long-term plannings, qualified strategies to realize the extortion operation regulation, independent budgets for socialization, investigation, prosecution and justice, provision of inventory, and trainings for the members involved in the extortion operation team.

The Team should also increase their responsiveness to the public's complaints of extortion practices, and strengthen the symmetric relationship between the National Police and the community by establishing communication and cooperation in creating public services that are free of extortion extensively and arrange the mechanism for receiving information from the public (whistleblowers) on extortion practices, by creating a hotline service and mailbox as well as providing protection for reporters. It is best for the Extortion Operation Police Team to increase their intense collaboration with the "Media" by making the Memorandum of Understanding or Joint Commitment for the balanced distribution of information about Indonesian Police's commitment to extortion operation in public services, so that the image and public trust in the Police continues to improve. The need to boost the economic welfare of the members of the National Police, especially the Pungli Operation Team, because with their recent salaries, they have not been able to meet their economic needs that tend to grow and be not controlled, in order to prevent the "temptation" of extortion.

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