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The Practice Of Collaborative Policing To Combat Online Child Sexual Exploitation: Dittipidsiber And Ncmec

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Abstract

This study aims to analyze the collaborative policing mechanism between the Directorate of Cybercrime Investigation of the Indonesian National Police Criminal Investigation Department (Dittipidsiber Bareskrim Polri) and the National Center for Missing & Exploited Children (NCMEC) in addressing Online Child Sexual Exploitation and Abuse (OCSEA). This research employs a qualitative approach using a case study method. Data were collected through an interview with a Dittipidsiber officer serving as a CyberTipline operator and document analysis of case-handling records, cooperation documents, and NCMEC publications. The findings are analyzed using Ansell and Gash's Collaborative Governance framework, supported by the concepts of collaborative policing and information sharing. The results indicate that cooperation is formally established through a Memorandum of Understanding and implemented through information exchange, institutional coordination, and personnel capacity building. Information provided through the CyberTipline serves as an initial investigative lead supporting law enforcement processes. All six police reports originating from NCMEC reached the P-21 stage, compared to four out of five reports from non-NCMEC sources. However, implementation faces challenges, including the large volume of information, the need for verification and further development of electronic evidence, and differences in institutional authority and jurisdiction. This study concludes that collaboration between Dittipidsiber and NCMEC strengthens investigative support and contributes to law enforcement against OCSEA. Nevertheless, its effectiveness requires clearer operational procedures, stronger coordination mechanisms, and sustainable information-sharing practices to establish a more integrated and effective partnership.

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Introduction

Developments in information and communication technology have created new spaces for interaction that offer various conveniences to the public, including children. However, increased activity by children in digital spaces also exposes them to various forms of cybercrime, one of which is Online Child Sexual Exploitation (OCSE). This crime may be perpetrated through social media, communication applications, and various digital platforms that enable offenders to manipulate victims, build relationships with them, and produce and distribute child sexual exploitation material. The characteristics of digital spaces—including anonymity, cross-regional reach, and rapid information dissemination—make the handling of these crimes particularly complex for law enforcement (Ismail & Lestari, 2021; Novriannisya & Natsif, 2022). This situation requires law enforcement agencies to develop countermeasures that do not rely solely on the police's internal capabilities, but also involve collaboration with various actors possessing the capacity and resources to detect and address child sexual crimes in digital environments.

The complexity of online child sexual exploitation is related not only to the characteristics of the technology used, but also to the anonymity inherent in these crimes. Offenders, victims, digital platforms, and information-storage infrastructure may be located in different jurisdictions. This creates challenges in identifying offenders, collecting electronic evidence, tracing digital activity, and coordinating law enforcement efforts. Furthermore, initial information concerning suspected child sexual exploitation is not always obtained directly through public reports or police cyber patrols; it may also originate from external organizations or institutions capable of detecting and receiving reports of child exploitation in digital environments. Accordingly, addressing OCSE requires a policing model capable of integrating information sources, investigative capacity, and coordination among actors to support a more comprehensive law enforcement process.

In this context, collaborative policing is a relevant approach to addressing the limitations of responding to increasingly complex cybercrime. Collaborative policing positions the police as one of the principal actors in a cooperative network involving external parties to achieve crime-prevention and control objectives (Zaghloul & Partridge, 2022). Such collaboration can take the form of information exchange, coordination, resource utilization, and capacity development in support of police duties. This approach is important because addressing cybercrime, particularly online child sexual exploitation, requires information and capabilities that are not entirely within the authority or control of a single institution. Therefore, cooperation between the police and international child-protection organizations can serve as a form of collaboration that strengthens law enforcement capacity in addressing these crimes.

In Indonesia, the Directorate of Cybercrime Investigation of the Indonesian National Police Criminal Investigation Department (Dittipidsiber Bareskrim Polri) plays an important role in handling cybercrime, including suspected online child sexual exploitation. In carrying out its duties, Dittipidsiber relies not only on information obtained through internal investigations and public reports, but also receives information from external sources. One international organization involved in addressing online child sexual exploitation is the National Center for Missing & Exploited Children (NCMEC), a non-profit organization focused on protecting children from exploitation and disappearance. Through its CyberTipline mechanism, NCMEC receives information concerning

suspected online child sexual exploitation, which may subsequently be forwarded to the competent law enforcement authorities in accordance with applicable procedures (Dittipidsiber, 2026). In this study, the relationship between Dittipidsiber and NCMEC is important to examine because it illustrates the connection between an international child-protection organization as an information source and a national police institution authorized to conduct inquiries and investigations.

CyberTipline data published by NCMEC show that the number of reports of suspected online child sexual exploitation referred to Indonesia reached 1,200,000 in 2024 and 970,000 in 2025. Although this represents a decrease of approximately 19.2%, the figures demonstrate the substantial volume of information relating to suspected child sexual exploitation in Indonesia's digital environment. Meanwhile, internal data from Dittipidsiber Bareskrim Polri for the period from 2024 to August 2026 record 11 police reports handled in connection with suspected online child pornography offenses. Of these, six reports (54.5%) originated from NCMEC information, while the remaining five (45.5%) came from non-NCMEC sources, including public information and police investigation findings. In 2024, there were three police reports, one of which originated from NCMEC. This number increased to six reports in 2025, four of which were based on NCMEC information. By August 2026, two police reports had been recorded, one originating from NCMEC and one from a non-NCMEC source. These two data sources must be compared proportionately because the number of CyberTipline reports referred cannot be equated with the number of police reports or cases handled by the police. Nevertheless, Dittipidsiber's internal data indicate that NCMEC information has become one of the sources used in handling suspected online child sexual exploitation. Accordingly, the existence of CyberTipline and Dittipidsiber's follow-up to the information provide a relevant empirical context for examining information exchange and collaborative policing between the two institutions (National Center for Missing & Exploited Children, n.d.; Dittipidsiber, 2026).

This contribution can also be observed in case-resolution outcomes according to the source of initial information. All six police reports originating from NCMEC had reached the P-21 stage. Of the five police reports originating from non-NCMEC sources, four cases had reached P-21, while one remained at the inquiry stage when the data were collected. In addition, the average time required for cases to reach P-21 was approximately 3.8 months for NCMEC-based reports and 4.8 months for non-NCMEC reports. These findings indicate that information originating from NCMEC contributes to supporting Dittipidsiber's case-handling process. Nevertheless, these outcomes cannot be directly interpreted as proof that collaboration with NCMEC is the sole factor determining successful case resolution. Law enforcement outcomes are also influenced by investigators' ability to verify information, identify legal subjects, collect electronic evidence, and meet the evidentiary requirements under applicable law (Dittipidsiber, 2026).

Although NCMEC information has been used in case handling, the existence of such information does not in itself explain how the collaborative mechanism between the two parties operates. Several aspects require further examination, including how information concerning suspected child sexual exploitation is received and forwarded to Dittipidsiber; how the information is received and verified; how it is developed into a basis for inquiries and investigations; and how coordination is conducted during case follow-up. It is also necessary to understand the division of roles between the information-providing organization and the police institution vested with law enforcement authority, including the factors that support or hinder the collaboration. Thus, the main issue addressed by this study concerns not only case detection and resolution outcomes, but also the

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collaborative policing mechanism through which information from an international organization can be utilized in Indonesia's law enforcement process.

Theoretically, collaborative policing can be understood as a law enforcement approach involving cooperation between the police and other institutional actors to address crime-related problems that cannot be optimally handled by a single organization. In practice, collaboration involves more than the division of duties; it also encompasses coordination, communication, trust-building, and the exchange of information and resources among the parties. Zaghloul and Partridge (2022) explain that collaboration between police organizations requires the management of institutional relationships and joint working processes so that its potential can be realized in law enforcement practice. To analyze this process, this study employs Ansell and Gash's (2008) Collaborative Governance framework, which comprises four main dimensions: starting conditions, institutional design, facilitative leadership, and the collaborative process. This framework can be used to examine the background to the establishment of cooperation, the division of roles and rules governing relations between the parties, and the processes of communication, trust-building, commitment, and shared understanding. In the relationship between Dittipidsiber Bareskrim Polri and NCMEC, these dimensions provide a basis for examining how information on suspected online child sexual exploitation is received, followed up, verified, and utilized in inquiries and investigations. Information sharing is an important part of the analysis because Pickering and Fox (2021) show that sharing data and investigative information can strengthen law enforcement coordination across jurisdictions, although implementation also faces organizational and operational barriers. Similarly, Phythian et al. (2024) identify several information-sharing mechanisms in law enforcement, ranging from the provision of information and data requests to the use of specialized databases and integrated systems. Accordingly, this study treats information sharing as a key element in understanding collaborative policing between Dittipidsiber and NCMEC.

Previous studies show that efforts to address child sexual exploitation and sexual violence against children have been examined from various perspectives. Aritonang et al. (2023), in their study of the police's role in addressing child exploitation within the jurisdiction of Medan City Police, found that countermeasures involved preventive, repressive, and reformative approaches, but continued to face obstacles such as limited human resources and low public awareness. Kristanto et al. (2025) examined the importance of cooperation between the University of Palangka Raya Task Force for the Prevention and Handling of Sexual Violence and external institutions. Their findings show that inter-institutional cooperation contributes to more effective case handling and the provision of support to victims. Meanwhile, Wangsa et al. (2024) studied cooperation between UNICEF and the Surabaya DP3APPKB in preventing Online Child Sexual Exploitation and Abuse (OCSEA), finding that the collaboration contributed to prevention efforts and increased public awareness.

Another study by Rani et al. (2021) examined Indonesian government policies for addressing the commercial sexual exploitation of children through education, campaigns, training, and cross-sector cooperation. Supriani and Ismaniar (2022) emphasized the importance of family, school, and community involvement in preventing sexual violence against children. Meanwhile, studies by Rofifah et al. (2024), Handayani (2025), and Utami et al. (2025) provide an overview of the implementation of task forces for the prevention and handling of sexual violence, as well as various institutional obstacles encountered. These studies establish that inter-institutional collaboration and the involvement of external actors are important elements in addressing sexual violence against children. However, collaboration between national police institutions and international child-protection organizations that

operate mechanisms for receiving and forwarding reports of suspected online child sexual exploitation still requires further examination.

Based on these previous studies, there remains room to develop research on collaborative policing in addressing online child sexual exploitation, particularly the relationship between Dittipidsiber Bareskrim Polri and NCMEC. Previous research has focused primarily on the role of the police, cross-sector cooperation in preventing sexual violence, and the implementation of child-protection policies and task forces. By contrast, collaboration between a national police institution and an international child-protection organization in supporting cyber law enforcement has not been a primary focus. This study therefore seeks to address that gap by analyzing the collaborative relationship from Dittipidsiber's perspective, particularly with regard to information sharing, coordination, the development of information into a basis for inquiries and investigations, and the factors supporting and hindering implementation.

The novelty (state of the art) of this study lies in its analysis of the collaborative policing mechanism between Dittipidsiber Bareskrim Polri and NCMEC in addressing online child sexual exploitation. Unlike previous studies, which have emphasized institutional roles and the effectiveness of sexual-violence prevention programs, this study focuses on the relationship between an international child-protection organization as an information source and a national police institution exercising law enforcement authority. The analysis applies a Collaborative Policing perspective to understand the starting conditions, institutional arrangements, coordination, and information-sharing processes between the two parties. Case-handling data are used as supporting evidence to illustrate the contribution of NCMEC information to Dittipidsiber's law enforcement process.

The research problem in this study arises from the need to understand how collaborative policing between Dittipidsiber Bareskrim Polri and the NCMEC is implemented in addressing online child sexual exploitation. Although cooperation between the two institutions has been established through information exchange and institutional coordination, the practical mechanisms through which this collaboration operates, particularly in supporting national law enforcement efforts, require further examination. The existence of information-sharing arrangements does not necessarily guarantee that information received from NCMEC can be effectively verified, developed into actionable investigative leads, and utilized in criminal proceedings. Furthermore, differences in institutional mandates, operational procedures, and jurisdictional authority may influence the effectiveness of the collaboration. Accordingly, this study addresses three research questions: (1) How are information-sharing and coordination processes implemented between Dittipidsiber Bareskrim Polri and NCMEC? (2) How does this collaboration contribute to the implementation of law enforcement against online child sexual exploitation? and (3) What factors support and hinder the implementation of this collaborative policing mechanism?

Based on the foregoing discussion, this study aims to analyze the collaborative policing mechanism between Dittipidsiber Bareskrim Polri and NCMEC in addressing online child sexual exploitation. Specifically, it seeks to identify the information-sharing and coordination processes between the two parties, analyze the contribution of collaboration to law enforcement, and identify the factors that support and hinder its implementation. The findings are expected to contribute to the development of police studies, particularly collaborative policing and the strengthening of cross-border cooperation in addressing cybercrime involving child sexual exploitation.

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Methods

This study adopts a descriptive-analytical research design and a qualitative approach using a case study method. This approach is used to understand and analyze in depth the collaborative policing mechanism between Dittipidsiber Bareskrim Polri and NCMEC in addressing Online Child Sexual Exploitation (OCSE). The research focuses on inter-institutional relations and coordination, particularly the mechanisms for receiving, exchanging, verifying, and utilizing information originating from NCMEC to support inquiries and investigations conducted by Dittipidsiber. Data were collected through document analysis and in-depth interviews. Primary data were obtained through interviews with Dittipidsiber Bareskrim Polri personnel involved in, or familiar with, the receipt and handling of NCMEC information. The interviews explored the process of receiving information; the division of roles and responsibilities; communication and coordination procedures; information-verification mechanisms; the use of information in case handling; and factors supporting or hindering collaboration. Secondary data were obtained by reviewing legislation, institutional policies and documents, orders establishing task forces, activity reports, case-handling documents, police-report data, NCMEC CyberTipline publications, and scholarly literature relevant to collaborative policing, collaborative governance, information sharing, cyber law enforcement, and child protection.

Documentary data collection involved identifying, inventorying, selecting, and classifying documents according to their relevance to the research focus. Interviews were conducted on a semi-structured basis to obtain information about institutional experiences, procedures, and practices that are not fully reflected in written documents. This study adopts the perspective of Dittipidsiber as the law enforcement institution that receives and follows up on information from NCMEC. Accordingly, the analysis focuses on Dittipidsiber's institutional experiences and practices, without assuming that all of NCMEC's internal mechanisms can be explained on the basis of the data obtained. The data were analyzed qualitatively through data condensation, data display, and conclusion drawing and verification. The analysis identified patterns of inter-institutional relationships, classified information according to the stages of the collaborative mechanism, compared interview findings with supporting documents, and interpreted the findings using Ansell and Gash's (2008) Collaborative Governance framework. The framework was applied through four analytical dimensions: starting conditions, institutional design, facilitative leadership, and the collaborative process. In addition, the concept of information sharing was used to analyze the flow of receiving, transmitting, verifying, and utilizing information in cases of online child sexual exploitation. Data validity was maintained through source and method triangulation by comparing interview information, institutional documents, case-handling data, and official NCMEC publications. Through this process, the study seeks to provide a comprehensive account of how collaborative policing between Dittipidsiber and NCMEC operates, how information exchange supports law enforcement, and which factors influence the implementation of collaboration in addressing online child sexual exploitation.

Research Findings And Discussion

1. Overview of Information Exchange and Coordination Processes

The CyberTipline, developed by NCMEC in March 1998, is an important instrument supporting efforts to address online child sexual exploitation. CyberTipline provides a reporting mechanism through which members of the public and Electronic Service Providers (ESPs) can submit information concerning suspected child sexual exploitation, including Child Sexual Abuse Material (CSAM), online enticement of children, child sex trafficking, and other forms of

exploitation. The scale of this mechanism is reflected in the increase in reports received by NCMEC: from 2,772 reports in 1998 to more than 32 million in 2022, 36.2 million in 2023, and 20.5 million in 2024 (National Center for Missing & Exploited Children, 2025). This substantial volume demonstrates CyberTipline's capacity to collect information from various electronic service providers and serve as an initial information source concerning suspected child sexual exploitation in digital spaces. In the Indonesian law enforcement context, this mechanism has the potential to assist Dittipidsiber Bareskrim Polri in identifying suspected criminal offenses, obtaining initial leads concerning potentially involved digital activities and accounts, and developing inquiries and investigations.

Formal cooperation between the Indonesian National Police (Polri) and NCMEC in addressing online child exploitation and sexual abuse is based on a Memorandum of Understanding (MoU) signed in Jakarta on 16 April 2026 and in Virginia on 7 May 2026 (personal communication, 10 November 2026). The MoU provides a basis for both parties to cooperate in strengthening Polri's capacity, particularly in handling OCSEA cases. According to Awal Sya'ban Harahap (personal communication, 10 November 2026), a Polri officer serving as a CyberTipline operator, cooperation between Polri and NCMEC is implemented through information exchange, institutional coordination, and personnel capacity building. The cooperation is not limited to transmitting information about reports received through CyberTipline; it also includes exchanging information on case developments and OCSEA-related issues relevant to both parties. In implementation, the parties are also committed to identifying relevant working partners together with competent national authorities to support coordination and more effective implementation of case-handling activities. This indicates that the cooperation mechanism is not limited to the relationship between the CyberTipline operator and NCMEC, but also creates opportunities for coordination with various national institutions whose authority and responsibilities are relevant to OCSEA cases.

According to CyberTipline data published by NCMEC (n.d.), the number of reports of suspected online child sexual exploitation referred to Indonesia reached 1,200,000 in 2024 and 970,000 in 2025. This represents a decrease of approximately 19.2% in 2025 compared with the previous year. Nevertheless, the decline in the number of reports cannot be directly interpreted as a decrease in the prevalence of online child sexual exploitation, since report volumes are also influenced by detection mechanisms, electronic service providers' reporting policies, and NCMEC's information-classification processes.

By incident type, Child Sexual Abuse Material (CSAM) was the largest category, with 1,200,000 reports in 2024 and 910,000 in 2025. In contrast, the Online Enticement category increased significantly, from 9,700 to 49,000 reports, as did Child Sex Trafficking, from 500 to 3,800 reports. These changes indicate variations in the characteristics of suspected child sexual exploitation reported through CyberTipline (NCMEC, n.d.). This is an important concern for law enforcement because case handling is not limited to identifying and distributing child sexual exploitation material; it may also involve grooming, recruitment, and trafficking and exploitation activities facilitated by digital technology.

Table 1. Comparison of User Numbers Across Social Media Platforms in 2024 and 2025

Platform	2024	2025
Facebook	640,000	230,000
TikTok Inc	200,000	220,000

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WhatsApp Inc	170,000	230,000
Google	98,000	130,000
Instagram Inc	89,000	93,000
X Corp	25,000	33,000
Pinterest Inc	1,700	8,600
Discord Inc	1,100	2,400
Threads	-	3,600

Source: National Center for Missing & Exploited Children (n.d.).

Table 2. Comparison of Internet Service Providers (ISPs) in 2024 and 2025

ISP	2024	2025
PT Telkom Indonesia	420	290
Telkomsel	410	270
XL Axiata	300	190
Indosat Internet Network Provider	180	–
Indosat	110	250
Three Indonesia	83	–
Smartfren	72	52
PT Indonesia Comnets Plus	45	34
Biznet Networks	20	18
MyRepublic Indonesia	17	27
Starlink	–	24
PT Cyberindo Aditama	–	13

Source: National Center for Missing & Exploited Children (n.d.).

Data on electronic service providers also show that Facebook, WhatsApp, TikTok, Google, and Instagram are among the platforms with the highest number of reports for Indonesia. Meanwhile, among internet service providers, PT Telkom Indonesia, Telkomsel, and XL Axiata consistently ranked among the ISPs with the highest number of reports during 2024–2025. These data demonstrate that addressing online child sexual exploitation involves a broad digital ecosystem and is not limited to a single platform or service provider. In this study, CyberTipline data illustrate the substantial volume of information referred by NCMEC concerning suspected child sexual exploitation in Indonesia. This information is relevant to analyzing the collaborative policing mechanism between Dittipidsiber Bareskrim Polri and NCMEC, particularly with regard to

information receipt, initial verification, identification of subjects and digital activity, and its use in inquiries and investigations.

From the perspective of Ansell and Gash's (2008) Collaborative Governance framework, cooperation between Polri and NCMEC has an institutional foundation in the Memorandum of Understanding signed in April and May 2026. According to the CyberTipline operator, the cooperation covers information exchange, inter-institutional coordination, and personnel capacity building. This reflects institutional design and a collaborative process directed toward strengthening OCSEA case handling. From a collaborative policing perspective, information exchange between NCMEC and Dittipidsiber is important because it enables information collected through CyberTipline to be used as an initial lead supporting police action. However, the number of CyberTipline reports cannot be equated with the number of criminal cases or police reports, as the information must first be verified and followed up in accordance with applicable law.

2. Contribution of Collaboration to Law Enforcement

One of the important findings of this study is the difference in case-handling outcomes according to the source of initial information. The data show that NCMEC information is associated with a relatively more consistent rate of case progression than non-NCMEC sources.

Table 3. Comparison of Investigation Outcomes between NCMEC and Non-NCMEC Cases

Indikator	NCMEC	Non-NCMEC
Jumlah LP	6	5
LP mencapai P-21	6 (100%)	4 (80%)
Jumlah tersangka	8	7
Rata-rata tersangka per LP	1,3	1,4
Rata-rata waktu hingga P-21	±3,8 bulan	±4,8 bulan

As shown in the table, all six police reports based on NCMEC information had reached the P-21 stage. Of the five non-NCMEC reports, four cases had reached P-21, while one case recorded in August 2026 remained at the inquiry stage. Thus, there was a 20-percentage-point difference in case progression between the two information sources. These findings indicate that NCMEC information makes an important contribution to supporting law enforcement. Information submitted through CyberTipline can provide investigators with initial leads to identify suspected child sexual exploitation activities, accounts associated with those activities, and possible offender involvement. The information can then serve as a basis for police inquiries and investigations in accordance with applicable law. However, reaching the P-21 stage is not determined solely by the source of the initial information. The process also depends on investigators' ability to verify information, identify legal subjects, collect electronic evidence, and satisfy evidentiary requirements in law enforcement proceedings.

Interestingly, the average number of suspects per police report is relatively similar in both categories. NCMEC-based reports produced an average of 1.3 suspects per report, while non-NCMEC reports produced an average of 1.4. This means that NCMEC's advantage is more apparent in the consistency with which cases progress toward P-21, rather than in the number of suspects

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identified in each report. On the other hand, non-NCMEC sources continue to make a significant contribution. Two non-NCMEC reports in 2024 resulted in five suspects. These cases were related to child sexual exploitation and human-trafficking networks, including the sale of content through the Telegram platform. This finding demonstrates that independent investigations and public information play an important role in reaching local networks that may not necessarily be identified through NCMEC reports.

3. Supporting and Inhibiting Factors in Implementation

The implementation of collaborative policing between Dittipidsiber Bareskrim Polri and NCMEC in addressing OCSEA is supported by several institutional and operational factors. The first is the existence of a formal cooperation framework through the Memorandum of Understanding (MoU). The MoU provides a basis for both parties to establish coordination, exchange information, and conduct personnel capacity-building activities. From the perspective of Ansell and Gash's (2008) Collaborative Governance framework, this reflects institutional design, namely an institutional framework that governs the direction and scope of collaboration. Another supporting factor is the CyberTipline, which serves as a reporting and information-exchange mechanism that enables Dittipidsiber to obtain initial information on suspected child sexual exploitation from various electronic service providers. This information can assist investigators in identifying suspected criminal offenses and determining further investigative steps. In addition, the appointment of Polri personnel as CyberTipline operators is important because it provides an operational link in the receipt and management of information. The commitment to provide training, learning modules, and technical knowledge-sharing also has the potential to improve personnel capabilities in handling OCSEA cases. This indicates that collaboration takes place not only through information exchange, but also through strengthening institutional and human-resource capacity.

Nevertheless, collaboration continues to face several challenges. One is the large volume of information submitted through CyberTipline. NCMEC data show that reports relating to Indonesia reached approximately 1.2 million in 2024 and 970,000 in 2025. These figures indicate the substantial amount of information that must be managed; however, not every report can immediately be treated as a criminal case or followed up as a police report. The information received still requires screening, verification, identification of locations and subjects, and an assessment of its relevance to Indonesian jurisdiction. This shows that the main challenge is not merely obtaining information, but also ensuring that it can be processed into leads relevant to inquiries and investigations. Another obstacle concerns the characteristics of crimes that use digital technology and may involve offenders, victims, and service providers located in different jurisdictions. The use of various digital platforms, anonymous accounts, and encryption technology can complicate offender identification and the collection of electronic evidence. NCMEC also stated in its 2024 transparency report that the implementation of end-to-end encryption could reduce electronic service providers' ability to detect and report child sexual exploitation material. This may affect the completeness and quality of information received through CyberTipline. In addition, the use of cross-border information must take into account applicable legal provisions, data protection, information confidentiality, and evidentiary requirements in Indonesia.

When analyzed through Collaborative Governance theory, these challenges are also related to the dimensions of starting conditions and the collaborative process. Differences in authority, capacity, working procedures, and legal systems between Polri and NCMEC may create a need for additional coordination in exchanging and utilizing information. Meanwhile, the effectiveness of the collaborative process depends on continuous communication, a clear division of roles, mutual trust,

and a shared understanding of the objectives of case handling. Therefore, the existence of an MoU alone is insufficient to guarantee optimal collaboration unless it is accompanied by clear operational mechanisms and consistent coordination. From a collaborative policing perspective, these supporting and inhibiting factors demonstrate that successful cooperation is determined not only by the availability of information from NCMEC, but also by Dittipidsiber's ability to integrate that information into the national law enforcement process. Efforts to strengthen collaboration should focus on establishing operational procedures for information exchange, improving digital-evidence analysis capabilities, strengthening coordination with relevant national agencies, and creating feedback mechanisms on report follow-up. In this way, cooperation between Polri and NCMEC can develop from a reporting and information-exchange mechanism into a more structured operational partnership for addressing OCSEA.

Conclusion

This study concludes that collaborative policing between Dittipidsiber Bareskrim Polri and the NCME) is implemented through information exchange via the CyberTipline, institutional coordination, and personnel capacity building, supported by a formal Memorandum of Understanding (MoU). NCMEC contributes to law enforcement by providing initial investigative leads that assist investigators in identifying suspected criminal activities and potential offenders. This is reflected in the case outcomes, with all six NCMEC-originated police reports reaching the P-21 stage, compared to four out of five reports from other sources. The average time to reach P-21 was also shorter for NCMEC-based reports (3.8 months) than for non-NCMEC reports (4.8 months). However, these findings do not establish a direct causal relationship, as case outcomes also depend on investigators' verification, investigative development, and collection of admissible digital evidence. The collaboration is supported by the MoU, the CyberTipline mechanism, designated Polri operators, and technical training. Nevertheless, challenges remain, including the high volume of reports, difficulties in digital evidence collection, encryption and anonymous accounts, and differences in institutional procedures and jurisdictional authority. Strengthening this partnership therefore requires clearer operational procedures, enhanced investigative capacity, and more consistent coordination to ensure effective and sustainable law enforcement against online child sexual exploitation.

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