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## **Implementation of Y Model Work Strategy as A Policing Model for Transnational Organized Crime in Bali**

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**Abstract.** Bali is one of the very vulnerable areas of being an operational area for transnational organized crime. Its strategic and popular position as an international tourist destination has become a strategic route as a transit point and a destination for operations for perpetrators of transnational organized crime. In dealing with this problem, the Bali regional police have implemented the Y model work strategy to deal with transnational organized crime. The Bali provincial police carried out several essential policies in the context of the Y model work strategy, namely the formation of a counter transnational-organized crime task force and increasing cooperation both nationally and internationally. Collaboration is carried out to facilitate the exchange of information related to perpetrators of transnational organized crime.

**Keywords.** transnasional organized crime, policing, intelligence, police, bali

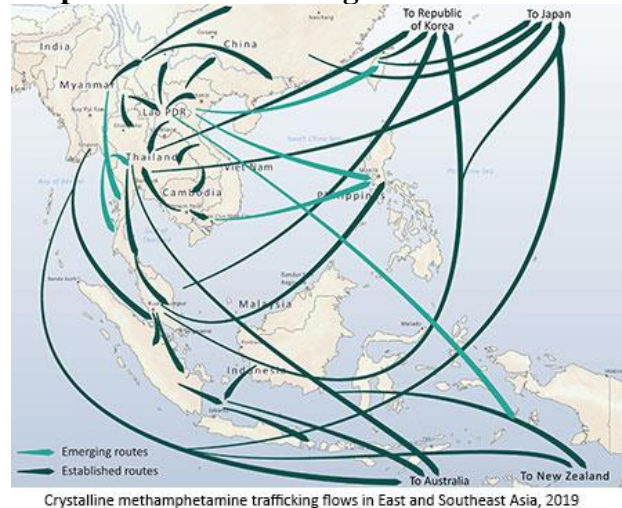
### **Introduction**

The development of Transnational Organized Crime in the world is so fast that millions of people become victims (UNODC, 2016). In addition, Transnational Organized Crime is also a threat to security and peace, undermines economic development in every country, threatens the social, cultural, political, and societal order globally (UNODC, 2016). In 2009, Transnational Organized Crime groups made a profit of approximately US \$ 870 billion or an estimated 1.5% of global Gross Domestic Product (GDP) (UNODC, 2011).

The nature of Transnational Organized Crime crime, which is borderless or does not recognize territorial boundaries, either geographically or state boundaries, causes every country in the world to have the potential to face these crimes. Transnational Organized Crime in Southeast Asia is not new. Southeast Asia countries have a strategic position because the main markets surround them for illegal activities in East Asia, South Asia, and Oceania regions. So it is very vulnerable to the reach and influence of the Transnational Organized Crime group. The Southeast Asia region has a significant role as both a destination and a transit point in the illegal global trade in methamphetamine, heroin, human trafficking, wildlife, counterfeit goods, and drugs (UNODC, 2019).

As one of the countries in the Southeast Asia region, Indonesia itself faces the same vulnerability in facing Transnational Organized Crime. One example is the location of several cities in Indonesia used as transit locations in the illegal trade in methamphetamine (UNODC, 2019).

**Image 1. Methamphetamine trafficking routes in East and Southeast Asia**



Based on this figure, it can be seen that several points in Indonesia are used both as sales locations and illegal trade routes. It is undeniable that Indonesia still has a low-security system at several border points, which makes it easier for illegal activities to occur across borders. There are three categories of crimes that are very vulnerable to Indonesia, namely trafficking in person, trafficking in drugs and illegal natural resources, and smuggling of migrants. One point that becomes the route for perpetrators of cross-border crimes, as seen in the picture, is Bali.

Bali is one of the destinations for tourists from various countries, and security is a vital factor in the sustainability of tourism. From year to year, the number of foreign tourist visitors to Bali continues to increase. In 2016, the number of foreign tourists visiting Indonesia based on airway entrances was 5,641,098 people with the most desirable destinations to Bali's Ngurah Rai airport as many as 2,715,165 people (BPS, 2016). Also, in 2017, Bali's island was still the most visited destination for foreign tourists, with 4,991,615 out of 10,006,407 people (BPS, 2017). In 2018, Bali was still a favorite tourist destination for foreign tourists, with 4,053,018 people with a total number of foreign tourists to Indonesia of 6,771,827 (BPS, 2018). Bali's existence as a tourist destination for various foreign tourists has made various countries place representatives of their consulates in Bali. Until now, there are 34 representatives of foreign countries in Bali (Polda Bali, 2018).

As soon as Bali is known as a popular tourist destination abroad and the large number of visitors who come to Bali, this area is a potential area as a transit point for trans-border crimes. The perpetrators of illegal Transnational Organized Crime activities can pretend to be tourists going on vacation to Bali. Not only that, several times, but it was also found that foreign nationals who were on the Interpol wanted list was arrested in Bali by the local police. For example, the arrest of Balmus Petru from Russia and Xiao Xiaofei from China who was wanted by the government of Moldova and China for fraud. Both were arrested by the Bali Regional Police while on vacation with their colleagues in Bali (Suryantala, 2018).

The Bali Regional Police (Polda Bali) is an institution responsible for maintaining security and public order, upholding the law, providing protection, protection, and services to

the community. The Bali Police are at the forefront in eradicating all security disturbances that occur in Bali. Terrorism, cybercrime, to the smuggling and distribution of narcotics and illegal drugs in Bali can destroy the stability of security and the comfort of the tourism sector. So, Bali regional police implemented strategies for dealing with these problems.

### **Transnational Organized Crime Threats in Bali**

Transnational crimes or transnational crimes have become a serious threat to state security. According to the United Nations or the United Nations (UN), Transnational crimes as offenses whose inception, prevention, and direct or indirect effects are involved in more than one country (Williams, Phil & Vlassis, 2013). In practice, transnational crime is often carried out in groups and organized by Transnational Organized Crime (TOC). Under Article 2 (a) of the 2000 United Nations Convention against Transnational Organized Crime, the Palermo "Organized Criminal Group" means a structured group consisting of three or more persons, formed over time and acting in an integrated manner, commit one act. Serious crime or an offense or more, which is determined according to this Convention, obtain financial or other material gains, either directly or indirectly.

Duyn (in Allum and Gilmour, 2015) defines transnational organized crime as "the passing of illegal goods or services over national borders and rendering criminal support to criminal activities or related persons in more than one country." Furthermore, based on Article 3 of the United Nations Convention Against Transnational Organized Crime it states that crime is transnational if: it is committed in more than one State; it is committed in one State, but a substantial part of its preparation, planning, direction, or control takes place in another State; it is committed in one State but involves an organized criminal group that engages in criminal activities in more than one State; or it is committed in one State but has substantial effects in another State (Allum & Gilmour, 2015).

From the above characteristics, countries in the world that are members of the United Nations, define 18 categories of transnational crimes, namely (Albanese, 2011):

- Money laundering;
- Terrorist activities;
- Theft of art and cultural objects;
- Theft of intellectual property;
- Illicit traffic in arms;
- Sea piracy;
- Hijacking on land;
- Insurance fraud;
- Computer crime / cybercrime;
- Environmental crime;
- Trafficking in persons;
- Trade human body parts;
- Illicit drug trafficking;
- Bankruptcy fraud;
- Infiltration of legal business;
- Corruption;
- Bribery of public officials;

- Other offenses committed by organized criminal groups.

Based on the transnational crime category mentioned by the United Nations in Albanese (2011), it was found that several categories of crimes occurred in Bali. The most popular incidents were the terrorism incidents, namely the Bali Bombings I and the Bali Bombings II. At the Bali Bombing, in 2002, the Jama'ah Islamiyah (JI) organization operating in Indonesia received funding from Al-Qaeda operating in Afghanistan. Al-Qaeda at that time provided funds of around USD 86,000, which was handed over to Hambali to carry out a terror attack against the United States representatives building. Through courier, Mukhlas received the funds, one of the perpetrators of the Bali Bombings I. The Bali Bombings I on 12 October 2002 had a significant impact on Bali tourism and has an impact on the economic, social, and security sectors. There was a massive decline in the economic sector, which was triggered by a travel warning to Indonesia from several countries such as Australia and the United States. It does not stop here; Bali is again rocked by a series of bombings that took place at three points, two in Jimbaran and one in Kuta, in 2005. At least 23 people were killed, and 196 others were injured due to the terror attack.

Next is cybercrime, in which forms that have been found several times in Bali are illegal access, skimming, and cyber fraud and are often perpetrated by foreign citizens in Bali. In 2018, 105 Chinese nationals who were involved in cyber fraud were arrested. The perpetrators were then deported to China in the handling phase. Another case example is the arrest of 2 Bulgarian citizens in January 2020 who were involved in ATM skimming crimes in Bali.

As one of the international tourist destinations, Bali's illegal trade of drugs cannot be avoided. The smuggling and distribution of narcotics and illegal drugs often involve foreign nationals. The smuggling of narcotics to Bali can be done through the airport, either brought by foreign nationals or smuggled by Indonesian citizens from abroad. In December 2019, two Hong Kong citizens were arrested at Ngurah Rai Airport, Bali, for carrying around 3,230 grams of methamphetamine. In another case, in April 2019, there was the smuggling of 475.48 grams of methylenedioxy-methamphetamine (MDMA) from Germany to Bali through postal packages; the police arrested the recipient of the package using the controlled delivery method. In February 2020, 2 Indonesian citizens were arrested for smuggling narcotics from Malaysia through Ngurah Rai Airport. Thus the smuggling and circulation of narcotics and illicit drugs in Bali occur either by air using couriers, whether foreign nationals or Indonesian citizens, and couriers the smuggling is carried out via postal packages from abroad.

### **Implementing Y Model Strategy Work as a Policing Strategies in Combating Transnational Organized Crime in Bali**

Strategy can be defined as principles (broad-based formulas) to apply to achieve goals. The strategy is a pattern of resource allocation decisions made throughout an organization. Johnson and Scholes (2002) explain in more detail that strategy is the organization's direction and scope in the long term, which achieves benefits for the organization through the configuration of resources in a changing environment and meeting stakeholder expectations (Gottschalk, 2010).

Whereas policing is any effort or effort to maintain security, prevent and overcome crime, through supervision or guarding and actions to provide legal sanctions or threats. As an institution, the police is a system of inter-relations of various norms and roles that function in societies that need it. According to Reksodiputro (2002), Policing is an initiative of prevention and control of crime and criminal justice from almost the entire socio-cultural context (Reksodiputro, 2002).

In the 1980s and 1990s, many innovative forms of policing emerged as a response to studies that challenged traditional policing's effectiveness. Policing innovation focuses on a proactive approach to the problem of crime. In earlier policing, most of the practical standards used were based on reactions to crimes' emergence. This is part of the police's role as responders and as an agent responsible for upholding justice and bringing perpetrators into the criminal justice process (Weisburd & Majmundar, 2018).

The new strategy in policing proposed by the police and scholars is to be proactive by focusing on a policing approach that can successfully prevent crime from occurring so that this goes beyond the obligation of the police to initially only respond to crimes, investigate and bring perpetrators to justice (Weisburd & Majmundar, 2018). The term "proactive policing" was coined by Albert J. Reiss Jr and David Bordua as part of a general examination of police organization (Bordua and Reiss, 1966; Reiss and Bordua, 1967). They argue that different types of police organizations will be needed to deal with different policing activities.

In combating organized crime, proper strategic planning is needed. Strategic planning represents the extent to which the decision-maker looks to the future and uses a formal planning methodology. Planning is something we do before we take action. Quoting Mintzberg (1994), Gottschalk explains that planning is future thinking about controlling the future, which is related to decision making and is a formal procedure to produce results articulated in the form of an integrated decision system.

Furthermore, Zhao et al. in Gottschalk (2010) emphasize that strategic planning in the police department shows a significant change from a traditional reactive orientation to a more proactive orientation.

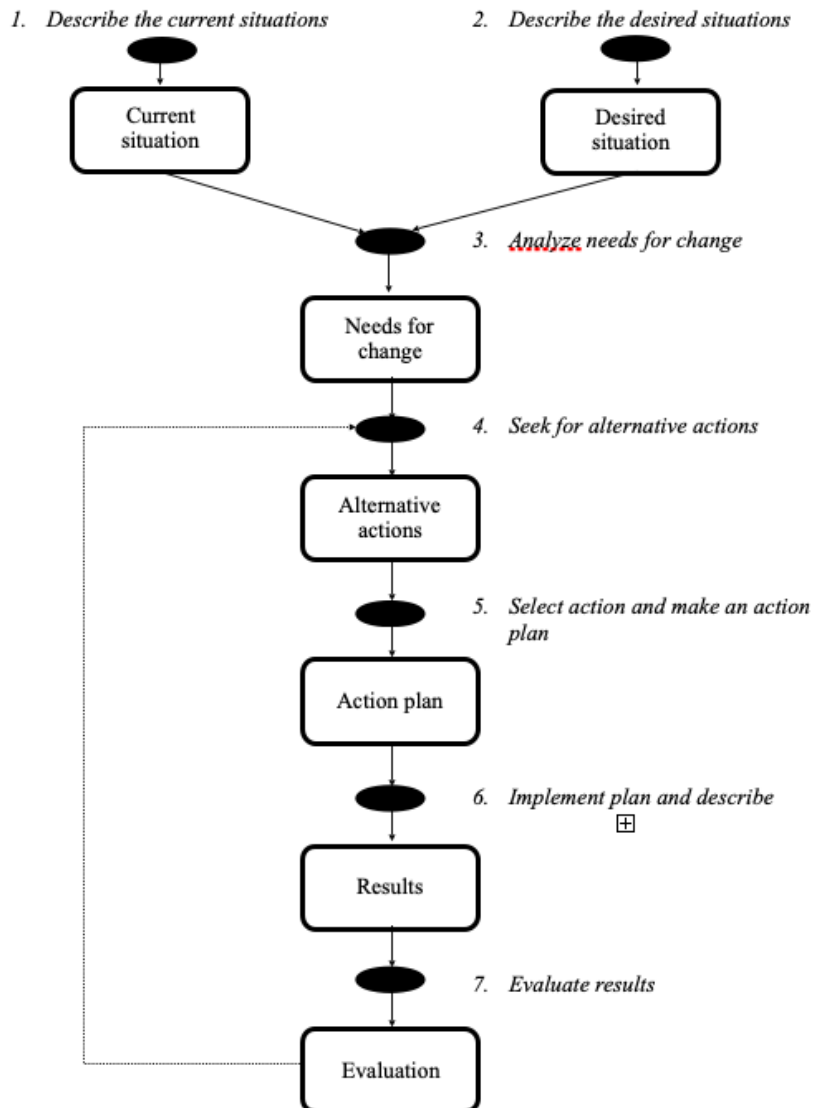
This form of strategic planning that moves more proactively is reflected in the police's implementation of intelligence strategies. Intelligence has traditionally been understood as limited information from criminals about certain criminal activities by secret sources. Today, intelligence is understood more broadly as a systematic approach to gathering information to track and predict crime to improve law enforcement. Gottschalk reveals that intelligence strategy provides a framework for a structured problem-solving approach and an enhanced partnership approach (Gottschalk, 2010).

Gottschalk (2010) states that there are generally three steps in all types of strategic work: the first relates to analysis, the second relates to choices (selection and decision), and the last step relates to implementation. Gottschalk then introduced a new model in strategy work, called the "Y Model." This strategy work model is so-called because the process visualization is shaped like the letter Y. The Y Model strategy work has seven stages, among others (Gottschalk, 2010):

- Describe the current situation.
- Describe the desired situation.
- Analyze and prioritize the needs for the desired change. The gap between the desired and current situation is called the "need to change." The analysis will provide details of the needs, what changes are needed, and how the changes can occur.
- Look for alternative actions. New intelligence approaches can be developed, acquired and implemented through alternative means.
- Choose actions and create action plans. Key issues at this stage include the development process, user engagement, timeframe, and financial planning for the intelligence project.
- Implement the plan and describe the results. This is the implementation stage.

- Evaluating results. The results of the implementation will be compared with the requirements that have been previously mapped. This will determine the extent to which the gap between the desired and current situation has been resolved.

**Image 2. Y Model Strategy Work Flow**



Based on the Y stages of the Work Strategy Model, there are several policies carried out by the Bali Regional Police in the context of policing the Transnational Organized Crime in Bali as a response to the stages in the model. The process of the Bali Regional Police in implementing the Y Model Strategy Work can be seen in the following policies:

### **Establishment of the Counter-Transnational Organized Crime Task Force**

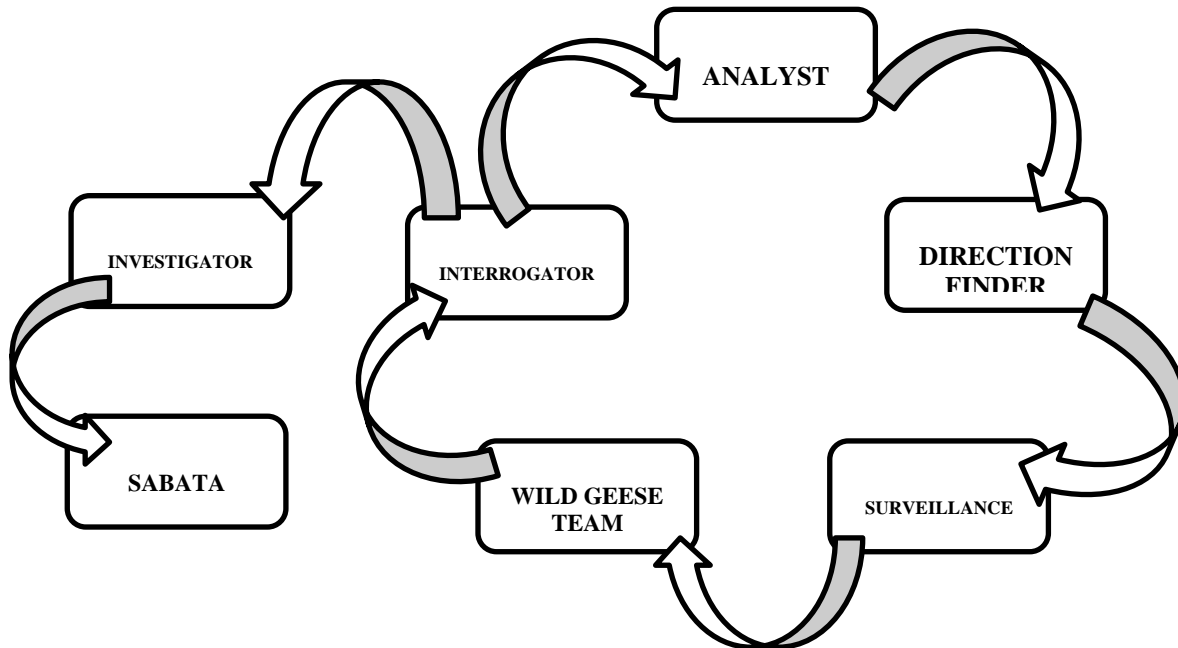
As one of the popular tourist destinations among foreign tourists, Bali has a high international level in and out of the activity. This fact is like a double-edged knife to the Balinese Government; on the one hand, it can increase regional income from the existing tourism potential. On the other hand, it makes Bali also a potential transit destination for transnational criminals. Referring to the Y Model Strategy Work, the high level of international activity in and out and Bali's vulnerability to becoming a wetland for perpetrators of transnational organized crime (TNOG) is a current situation that must be addressed. Meanwhile, Bali, as a tourist destination that is safe from various forms of TNOG, wants to be realized (desired situation).

Bali has a high vulnerability to be targeted by TNOG actors, but previously no structure within the Bali Regional Police focused on handling TNOG in Bali. This resulted in ineffective policing efforts. There is a need for a change in the police's efforts to be more proactive in responding to TNOG in Bali to realize the elements of the desired situation that have been determined. Therefore, the Bali Regional Police formed a Counter Transnational Organized Crime (CTOG) Task Force to address the problems that have been mapped.

The CTOG Task Force was formed in 2017 and currently has 126 personnel. In policing, the formation of this task force is typical, as expressed in the police's perspective. According to Berg (1999) in *Policing in Modern Society*, "Task forces, by definition, are usually established as temporary squads of detectives to accomplish a specific, limited task" (Berg, 1999). The formation of the CTOG Task Force began with the issuance of a Letter of Order (Sprint) for the Bali Police Chief Number: Sprint / 559 / III / 2017 dated March 9, 2017, concerning the Order for the Establishment of a Counter Transnational Organized Crime Squad. The warrant became the legal basis for the formation of the CTOG Task Force at the Bali Police. On January 14, 2017, the CTOG Task Force was formed, starting with the recruitment and training process for personnel manning the CTOG Task Force.

The CTOG Task Force is directly under the Kapolda. The CTOG Task Force consists of 7 teams, namely; a team of analysts, a team of direction finders, a team of surveillance, a team of action (wild geese), a team of interrogators, a team of investigators, and finally, the anti-bandit-street crime-anarchist unit (Sabata). The entire team within the CTOG task force works according to the procedure described below;

**Image 3. Counter-Transnational Organized Crime Task Force Work Procedures**



The CTOC task force's work procedure begins with a team of analysts who identifies problems in the area, which then will determine specific targets. The analysts' team will also collect data and analyze personal data and documents relating to the operational targets. Furthermore, the analysis team will compile and present a progress report to the leadership and provide recommendations for further actions related to targets. The analysts' team will then continue to monitor the target's progress even though other teams have followed up the report.

After getting reports and data from the analyst team, the direction finder team then hunted or chased the target. Furthermore, the direction finder team conducted a location area-code cell id for the suspected area and then made a regional database transceiver station (BTS) so that it could then find the target position.

After the target position is found, the surveillance team will collect material and target information in the field using the undercover agent technique and carry out an uncertain buy. In collecting data, the surveillance team also observes the location, situation, and the target's interactions with other people. The surveillance team also conducts surveillance and prosecution of targets suspected of being involved in transnational organized crime.

After the data collected is complete enough, it will then be submitted to the action team or wild geese. The action team will then carry out security and take action against the target suspected of being involved. in transnational organized crime. There are three processes carried out by the enforcement team, namely planning, executing, and raiding if there are indications that the target is dangerous or has a firearm.

After capturing the target, the interrogator team will then carry out the interrogation of the target. After obtaining the required amount of information, the target will be submitted to the investigating team. Meanwhile, the information collected by the interrogator team will be submitted to the analyst team for the development of the target organization's network.

The investigation team will then advise the team to proceed with the prosecution process. If it is deemed that additional information is still needed to support the prosecution, the investigation team will collect additional information. In addition, the investigating team

can also initiate a joint discussion forum attended by all CTOC task force teams to discuss further steps and also evaluate the process that has been carried out against the target.

The last team is the anti-bandit-street crime-anarchist (Sabata) unit of Bhayangkara, which will guard the target's security when the target is undergoing the criminal justice process. Besides, if there are no secured targets, the Sabata team will conduct patrols to areas where crime is suspected.

### **National and International Cooperation in Combating Transnational Organized Crime**

In tackling transnational crimes in the Bali region, the Bali Regional Police also establish and strengthen international cooperation as an alternative form other than forming the CTOC Task Force. In the 2017-2018 period, at least five international collaborations were carried out by the Bali Police as a commitment to eradicating various forms of transnational crime in Bali. In tackling transnational crime in the Bali area, the Bali Police establish international cooperation. In 2017, the Bali Police collaborated with the Australian Federal Police (AFP), Australia, in handling transnational crime, airport interdiction, outlaw gang motorcycle, narcotics, and terrorism and collaborated in the field of personnel building.

In the success of the 2018 Annual Meetings of the International Monetary Fund and the World Bank Group (IMF-WBG) held on the island of Bali. The Bali Police collaborates with the IMF-WBG security forces in the United States. Several meetings were held to discuss security guarding during the 2018 IMF-WBG Annual Meetings in Bali regarding evacuation in disruption due to human-made disasters and natural disasters. In this security, the Bali Regional Police deployed 19,234 personnel consisting of Bali Police personnel, regional unit personnel, and backup personnel.

In 2018 the Bali Regional Police collaborated with the People's Republic of China (PRC) police in handling transnational crime, especially in disclosing red notice cases that could endanger state security. In addition, the Bali Police also collaborated with the Chinese Consulate General in Denpasar, even at the Chinese Consulate General's initiative, Polda personnel have attended Mandarin language training to facilitate communication in providing information and services to tourists from China and handling transnational criminals from China.

In 2018, the Bali Police collaborated with the Istanbul Police to combat transnational crime and exchange personnel, especially police officers, in the context of countering terrorism-related to FTF (Foreign Terrorist Fighter) and Cybercrime.

In 2018, the Bali Police collaborated with the Bareskrim of the Indonesian National Police and the Police in Raja Malaysia to secure the "Equanimity" cruise ship. The ship is suspected of being the result of a money laundering crime. There are two last steps Y the work strategy model, namely results and evaluation. The results of this model's application as a policing model in Bali in dealing with a transnational organized crime can be seen from the achievement and disclosure of transnational organized crime cases.

Total drug crime cases in Bali in 2017 were 872 cases, of which 865 cases were successfully resolved (crime clearance). In 2018, drug crime cases increased dramatically, with 1,048 cases, and 903 cases were successfully resolved. In the drug case, it was found that six foreign nationals were involved. In addition, in December 2018, 5 foreign nationals were arrested at Ngurah Rai airport, Bali, for their drug smuggling (Muhajir, 2018). Meanwhile, the most recent arrests occurred in September 2020, where two foreign nationals who acted as drug dealers and couriers were arrested in Bali (Rosidin, 2020).

In 2017 there was one criminal case of illegal access committed by two Bulgarian citizens. In 2018 there were four cybercrime cases, namely: first, cyber fraud cases committed by 55 Chinese citizens and 8 Taiwanese citizens. Second, cyber fraud cases committed by 105 Chinese citizens. Third, the skimming crime by 1 Bulgarian citizen. Fourth, the illegal access by 4 Indonesian citizens. In 2019 there were two cybercrime cases. The first was a criminal case of illegal access by 4 Romanian citizens. Second, the skimming crime by 3 Bulgarian citizens. Meanwhile, in 2020, the Bali Regional Police arrested one of the Interpol fugitives, who produced pornographic videos and committed investment fraud (tribunnews.com, 2020).

Furthermore, after getting an overview of the results of the performance of the CTOC task force, each year, a total evaluation is carried out on the performance of the task force. So that it can be found weaknesses of the CTOC task force in a year, improvements and solutions can be made to the obstacles that have been found so far.

### **Conclusion**

The formation of the CTOC Task Force and international cooperation carried out by the regional police to strengthen information exchange and support information gathering before making arrests of targets. Implementing the Y Model Strategy Work as a form of policing for transnational organized crime in the Bali region can increase the effectiveness of disclosing and arresting perpetrators of transnational crimes.

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