



Bureaucratic Reform in the Context of Policies in the Establishment of Regulations of the Indonesian National Police

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Abstract. Implementing bureaucratic reform is the right solution for the Indonesian people, especially the National Police, in facing global dynamics and the era of the industrial revolution 4.0 that is happening today. The importance of implementing bureaucratic reform is centred on the development of the quality of human resources. With Bureaucratic Reform in the Context of Policies, Instituting POLRI regulations will encourage effective and efficient governance so that they can serve the public quickly and dynamically in response to changes. This study aims to analyze the impact of Bureaucratic Reform on establishing POLRI regulations under the existing conditions. The study uses a qualitative method with a literature review approach based on secondary data, which is then analyzed in depth according to the research phenomenon. The results show that implementing Bureaucratic Reform in the context of policy focuses on strengthening and developing the rights and obligations of the Indonesian National Police to strengthen Bureaucratic Reform by referring to various POLRI Regulations. In addition, Bureaucratic Reform strengthens the performance of the Indonesian National Police to be more effective and accountable as a form of strengthening institutions to keep up with global developments that can adapt by improving the quality and professionalism of the organization.

Keywords: Role of Actors · Implementation · Policy · Spatial Planning

1 Introduction

The Police have the authority to make policies as regulated in Law number 2 of 2002 concerning the Indonesian National Police. Therefore, article 15, paragraph 1 letter e states that POLRI is generally authorized to issue police regulations within the scope of police administrative authority. In addition, as derivative regulations in making policies that apply internally and externally, POLRI makes these regulations referring to the regulation of the Head of the Indonesian National Police number 2 of 2018 concerning the formation of police regulations [1]. The police regulation regulates how POLRI makes and formulates policies to regulate the POLRI organization from the main level to the police level, which applies to all working areas. In contrast, for the outer side, the POLRI makes police regulations that maintain order and ensure public security following statutory regulations [2].

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F. Hidayati et al. (Eds.): ICoPAG 2022, ASSEHR 761, pp. 263–271, 2023.

https://doi.org/10.2991/978-2-38476-082-4_25

Within a year, POLRI has made various police regulations. Recorded in the POLRI Legal Division data, the POLRI institution has made 74 police regulations in the period 2018 to date during President Jokowi with 3 National Police Chiefs, Police General Tito Karnavian, Police General Idham Azis and Police General Listyo Sigit Prabowo. The police regulation is based on the regulations concerning the formation of police regulations, which initially began with the regulation of the Head of the Indonesian National Police Number 26 of 2010 concerning the procedures for the formation of police regulations. Then the rules were changed with the regulation of the Head of the National Police of the Republic of Indonesia number 11 of 2016 concerning the formation of police regulations, and the last one has changed again with the regulation of the Head of the National Police of the Republic of Indonesia number 2 of 2018 concerning the formation of police regulations (Table 1).

Initially, the police regulations were only intended for the internal Police. In contrast, in the last two regulations, the making of police regulations is also binding and applies to external POLRI institutions to create security and order in society. In the past, POLRI only made police regulations in the form of regulations for the Head of the Police, but now POLRI makes police regulations that apply outside the POLRI and KAPOLRI regulations that apply to the POLRI institution. With these developments, the police policy-making process should not be closed in the sense that it is not only produced by police institutions that are only in a closed circle that does not open up space for stakeholders. So the principle of transparency is not created in it. Whereas the principle of one-sided openness will lead to an increase in the quality of public trust in the POLRI, a sense of satisfaction and a form of excellent police service [3].

Following the explanation above, a policy context is important to accommodate all situations and conditions. Moreover, everyone will not be able to determine the future State. The implication is that everything will change according to the existing situation. Thus, the main tool of policy-making within the current POLRI must be reformed because the current policy-making facilities have not accommodated what was previously stated. In implementing the policy, the POLRI will not be able to act alone. A centralized police system that oversees regional Police throughout Indonesia is an inseparable part of determining a policy [4].

The policies formulated must be able to accommodate all problems that arise from this situation, ethnic differences that cause differences in customs and habits that have

Table 1. Regulation policy on police in the last five years.

Year	Police regulations	
	Regulations police	Regulations head police
2018	16	6
2019	9	10
2020	6	8
2021	15	14
2022	6	6

implications for public acceptance of the presence and implementation of police duties in the field as a form of implementation of POLRI policies [5]. Likewise, geographical location threatens the implementation of tasks in the field. The Police are responsible for carrying out their duties properly to create security and order in society. Instead of implementing the policy, the essence of the policy was not achieved, so public security and order did not materialize. The Police have the responsibility to formulate and plan their duties. Whatever the form of regulations or policies, the most important thing is that the organization's goals can be achieved properly [6].

People do not know about this; what people want is how they feel safe, can work well and earn enough money, children can go to school and play without the threat of crime. Meanwhile, in formulating a POLRI policy, it must refer to regulations regarding the formation of regulations within the police body, where these regulations must accommodate all existing conditions. So this is a research gap where the police institution stands between two different circumstances. On the one hand, the Police is a state institution that must create security and order in the community as mandated by law [7].

Meanwhile, in other respects, there are many policy variables that the POLRI will face. POLRI has a history of policy variations caused by the State of the social environment; POLRI has a variety of policies due to succession of leadership from time to time. The POLRI must also be responsive to conditions that change at any time, carry out difficult tasks and are required to work in support of the government in cooperation with stakeholders for the sake of the State and society.

POLRI has the challenge of creating future policies with policies that are right on target, made based on the rules for forming police regulations and made by involving components and all existing potential so that they can create security and public order. Moreover, these policy-making rules are the main basis for POLRI in making regulations which are the implementation of policies, especially with the coverage of policies that apply from the central to regional levels, from POLRI headquarters to Police Posts or Sub-Sectors, from Sabang to Merauke and even internationally.

In the end, POLRI must open access for parties to bring their interests when POLRI makes policies that apply to society in general. So, according to the explanation above, the correct formulation of the problem in this research is how is Bureaucratic Reform in the Policy Context for the Establishment of Police Regulations of the Republic of Indonesia?.

2 Literature Review

According to Ealau and Prewitt in Edi Suharto [8], a policy is an applicable provision characterized by consistent and repeated behaviour, both from those who make it and those who obey it. According to Titmuss in, Edi Suharto [8], defines policy as the principles that govern actions directed at certain goals; according to Timuss, policies are always problem-oriented and action-oriented. Thus it can be concluded that policy is a provision that contains principles to direct ways of acting that are planned and consistent in achieving certain goals. In contrast to Dewandaru Sigit [9], Bureaucratic reform is one of the government's efforts to achieve good governance. Seeing the experience of several countries shows that bureaucratic reform is the first step to achieving the progress of a country.

Through bureaucratic reform, a government administration system is organized that is not only effective and efficient but also bureaucratic reform becomes the backbone of the life of the nation and State. Bureaucratic reform will indeed be implemented in line with ministries and government agencies. It is time to reform the bureaucracy of ministries and institutions to follow the demands of the current situation and conditions. Where the bureaucracy is required to be able to serve the community quickly, precisely and professionally. To provide the same reference in the use of criteria and measures of success of bureaucratic reform, the Ministry of State Apparatus Empowerment and Bureaucratic Reform (PAN RB) issued Ministerial Regulation (PERMEN) PAN RB No. 11 of 2011, concerning indicators of the success of Bureaucratic Reform.

In the Ministerial Regulation, there are targets and indicators of the success of Bureaucratic Reform, where it is stated that organizational development or development is one of the indicators of the success of Bureaucratic Reform. In bureaucratic reform, there are policies including the development of the state apparatus through bureaucratic reform to improve the professionalism of the state apparatus and realize good governance, both at the centre and in the regions, in order to be able to support the success of development in other fields (Law No. 17 of 2007 concerning RPJPN 2005–2025).

Policies, in order to accelerate the achievement of the results of the area of bureaucratic reform, 9 Programs for the Acceleration of Bureaucratic Reform were established. All government agencies use the acceleration program to support the implementation of bureaucratic reform in their respective agencies, both Ministries, Institutions and Local Governments, as per presidential regulation number 80 of 2011 concerning the Grand Design of Indonesian bureaucratic reform 2010–2025;

- Outcomes Oriented; All programs and activities about bureaucratic reform must achieve results (outcomes) that improve the quality of institutions, management, laws and regulations, apparatus HR management, supervision, accountability, quality of public services, and changes in mindset and work culture (culture set) apparatus. This condition is expected to increase public trust and bring the Indonesian government to a world-class government.
- Measurable: Implementing bureaucratic reforms designed outcomes-oriented must be carried out measurably and clearly with targets and timing of achievement.
- Efficient; The implementation of bureaucratic reform designed outcomes-oriented must pay attention to the efficient and professional use of existing resources.
- Effective; Bureaucratic reform must be carried out effectively following the targets for achieving the targets of bureaucratic reform.
- Realistic Outputs and outcomes; activities and programs' implementation are determined realistically and can be achieved optimally.
- Consistent; Bureaucratic reform must be carried out consistently from time to time and covers all levels of government, including individual employees.
- Synergy; The implementation of programs and activities is carried out in synergy. One stage of activity must have a positive impact on other stages of activity, and one program must have a positive impact on other programs. Activities carried out by one government agency must pay attention to the relationship with activities carried out by other government agencies and must avoid overlapping activities in each agency.

- Innovative; Bureaucratic reform provides a wide range of motion for Ministries/Agencies and Local Governments to innovate in governance and exchange knowledge and best practices to produce better performance.
- Obedience; Bureaucratic reform must be carried out following statutory regulations.
- Monitored; The implementation of bureaucratic reform must be monitored institutionally to ensure all stages are passed well, targets are achieved according to plan, and deviations can be immediately identified and corrected.

3 Research Methods

Qualitative research is an investigative process to understand social problems by creating a complete, holistic picture formed in words, reporting detailed views of informants, and arranging in a background [10]. The data used in the study is secondary data that is relevant from within without a specified time limit. Secondary data in the form of reports, news, websites, journals and other documents deemed related to the establishment of POLRI regulations. Data analysis is done by organizing the data, breaking it down into units, synthesizing it, arranging it into a pattern, choosing what is important and what will be studied, and making conclusions that can be told to others. Activities in qualitative data analysis are carried out interactively and occur continuously until complete so that the data is saturated. The flow in data analysis is data reduction, data display and conclusion drawing/verification data [11].

4 Results and Discussion

4.1 Existing Condition of the POLRI Bureaucratic Reform

Efforts to improve and improve the bureaucratic system that applies within the Polri organization are considered no longer following the dynamics of community development as the object of Polri's services because the influence of the local, global and regional environment is associated with the current level of community satisfaction who expects transparency, legal certainty, convenience, justice following the main tasks, functions and roles of the National Police [12].

POLRI reform began with issuing Presidential Instruction No. 2 of 1999, dated April 1, 1999, which was later confirmed by the Decree of the People's Consultative Assembly of the Republic of Indonesia No. VI/MPR/2000 concerning the Separation of the TNI and Polri and the Decree of the People's Consultative Assembly of the Republic of Indonesia No. VII/MPR/2000 concerning the Role of the TNI and Polri. The separation is a good momentum for the National Police to change the situation in all aspects of an independent and professional Police [12].

In line with reforms, the National Police have made structural changes such as the status of the National Police under the President, validation of the organization: Small Headquarters, Regional Police Enough, Large Police, Strong Polsek and Satwil adjusted for regional expansion and the formation of a National Police Commission (KOMPOLNAS) following Law No. 2/2002. Meanwhile, from the instrumental aspect, namely the existence of Law no. 2 of 2002 and its elaboration, revision of task guidelines

such as the operational field according to democracy and human rights, the field of development covering recruitment, education, discipline and professional ethics and the field of planning and supervision.

Meanwhile, from the cultural aspect, there has been a paradigm shift in which the organizational culture is transparent and accountable, and the member culture includes attitudes and behaviour as well as internal and external supervision. Therefore, POLRI took the initiative to measure the performance of the implementation of Bureaucratic Reform in realizing clean government and good governance as the targets of the Bureaucratic Reform of the Police were to create a clean and free of KKN Polri apparatus, improve the quality of excellent police services and increase the capacity and accountability of Polri's performance [13].

For this purpose, the National Police cooperates with the Partnership (Partnership for Governance Reform) as an external party that has credibility and experience in measuring governance indices, including the Police Governance Index (PGI) at the Provincial and District levels, using an instrument called the Indonesian Police Governance Index (ITK). This collaboration is carried out based on the Memorandum of Understanding between the National Police and the Partnership for Governance Reform (Partnership) Number: B/55/XII/2014-Number: 005/MoU/Des/2014 dated December 16, 2014, concerning the Preparation of the Indonesian National Police Governance Index in the Context Performance Measurement of Bureaucratic Reform Implementation [14]. ITK is measured by seven principles of good policing governance: competence, responsiveness, manner, transparency, fairness, accountability and effectiveness.

These seven principles measure the performance of the Indonesian National Police from seven arenas/functions that are universally believed to be able to provide excellent service to the community and the internal Police that are integrated into the main work units in each Satker according to the functions of law enforcement, preventive, preemptive and public services as implemented. The main duties of the POLRI are following the mandate of Law Number 2 of 2002 as protectors, protectors, community services, harkamtibmas and law enforcement, namely the functions of Sabhara, Criminal Investigation, Traffic, Intelkam, Binmas, Polair and HR. Using these seven principles, data will be obtained from the community and members on the health of the Polri organization [15].

Based on six indicators, namely the field of human resources, infrastructure, budget, supervision, systems and methods and innovation. The principles of INP governance are different when compared to the governance principles of several countries, which are determined by the mandate of the Police's main tasks, outputs and outcomes, among others: The British Police establish five governance principles, namely Confidence and Satisfaction (Outcome); Local Crime and Policing (Officer Behavior); Protection from Serious Harm (Officer Behavior); Value for Money and Productivity (Officer Behavior); Managing the Organization (Policies and Practices) while New Zealand has set two principles as indicators of the success of police governance, namely Confident, Safe and Secure Communities; Less Actual Crime and Road Trauma, Fewer Victims.

The final expected result of bureaucratic reform is a complete and measurable POLRI profile as a reference in formulating recommendations and formulating strategies related

to the development and improvement of the National Police, with the following objectives: (1) compiling a governance and performance profile of Polri (2) compiling a performance profile governance and performance of the National Police at 32 Polda (3) compilation of governance and performance rankings at 32 Polda and identification of strengths and weaknesses of Polri's performance governance as well as recommendations at 32 Polda as a whole to optimize performance following the duties and functions possessed in increasing achievement the implementation of Polri bureaucratic reform which in turn has an impact on improving the welfare of members through compensation for the provision of performance allowances as a manifestation of the success of Polri bureaucratic reform.

4.2 Impact of Bureaucratic Reforms Formation of POLRI Regulations

The presence of the Police as law enforcement officials includes legal control, scenarios that tend to be repressive, based on positive legal theory, and are 'therapeutic'. In this classification, the Police want to strengthen themselves, both through strengthening personnel and equipment, to effectively control the community. The use of the law is highly prioritized, with the Police as the mobilizer. Second, the more modern theories and concepts, which are contradictory to the first group, where the Police want to share the burden of policing with the community members through partnerships with the following characteristics: control by citizens (self-help), humanistic policing scenarios, based on altruism theory, is conciliatory. In this case, the Police want to limit themselves in exercising control over the community and encourage community members to maintain and discipline themselves [16]. So the creation in the context of democratic policing consists of 5 (five) interdependent pillars, namely:

- Internal control of the security institution (Police) concerned
- Government/executive control;
- Parliamentary oversight;
- Judicial review
- Civil society oversight.

Democratic policing presupposes the existence of a layered police accountability system involving various actors (executive, legislative, judicial, independent formal commissions, media, and other civil society organizations) as a complement to the internal police mechanism. Democratic policing can be defined as the amalgamation of internal control, state control and social control. A democratic policing system is where the Police are elected by and accountable to the public/community.

4.3 Analysis of Bureaucratic Reform in Policy Context

The implementation of the Bureaucratic Reform of the National Police in general in the context of the policy for the formation of POLRI regulations, among others, by:

- Create and build a clean, professional, responsible and productive Polri apparatus, capable of providing excellent service to the public or the community, high integrity regarding the behaviour and mindset as well as the work culture of the Polri apparatus

who in their work always maintain an attitude professional and upholds moral values, namely honesty, loyalty and commitment as well as maintaining personal integrity.

- High productivity and responsibility, namely optimal results achieved by the police apparatus from innovative, effective and efficient program activities in managing existing resources, supported by dedication and high work ethic.
- The ability to provide excellent service, namely the satisfaction felt by the public as a result of the work of a professional, dedicated bureaucracy and having high standards of moral values in carrying out their duties as state servants and public servants, especially in providing excellent service to the public wholeheartedly and sense of responsibility and build an effective, efficient, transparent and accountable bureaucracy in serving and empowering the community.

5 Conclusions and Suggestions

One of the components of maintaining the balance of the rules of state life that exist in the community is the Indonesian National Police, a state institution in charge of maintaining the rights and obligations of every citizen so that they run well and in balance. This is stated in the article of Law number 2 of 2002 concerning the Indonesian National Police. Therefore, POLRI has the main task of maintaining public security and order; enforcing the law; and providing protection, protection and services to the community.

POLRI is in the ranks of non-ministerial institutions led by a police chief. In order to describe its duties, POLRI has a structure with the functions of a police organization and is equipped with a policy-making mechanism. Policies taken in the context of carrying out police duties must follow the prevailing conditions and pay attention to the effectiveness of the policy itself. An effective policy will make field officers not hesitate to take a stance. Otherwise, an ineffective policy will make field officers hesitate in taking action.

Based on the findings and discussion of bureaucratic reform in the context of policies in the formation of POLRI regulations, more emphasis is placed on activities and impacts on policy implementation in implementing these regulations, and it is necessary to make various efforts to strengthen the organizational capacity of the POLRI in carrying out their rights and obligations in the context of good bureaucratic reform. Sustainably in the future.

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