



## **Bureaucratic Reform of the National Police Agency Through Improving the Quality of Human Resources to Realize Excellent Public Services**

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### **Abstract**

*The Indonesian National Police (Polri) is a law enforcement agency that is also tasked with maintaining security and protecting the community through public services within the National Police. However, the fact is that the quality of public services in the contemporary era, especially in the National Police Institution, is still relatively low because it is not in accordance with public service standards. Attitudes that tend to be reactive, rigid, and prone to corruption, collusion, and nepotism (KKN) are obstacles and challenges behind the low public trust in the services of the National Police so far. These various factors then became the government's attention to focus on improving the quality of its services through reform of the National Police bureaucracy. This study uses normative-empirical legal research by analyzing and comparing a regulation as a guideline with its implementation based on data on public service standards in the National Police institution. The research aims to obtain results in the form of identifying obstacles and challenges of the National Police in public services to determine the ideal solution through a strategy to strengthen human resources in reforming the National Police bureaucracy to provide excellent public services as one of the implementations of good government to realize professional services and integrity. Human resources are the most important factor; as an apparatus that will execute state administration, it is necessary to strengthen the quality of human resources as an answer to obstacles and challenges in public services in the National Police institution.*

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## A. Introduction

The Indonesian National Police Agency, often called the National Police, is one of the law enforcement apparatuses in the form of institutions tasked with maintaining security and protecting the community. The formation of the National Police began in the reform era, when there was a separation of ABRI (Armed Forces of the Republic of Indonesia) into Polri and TNI (Indonesian National Army) with the task of the National Police to maintain security, while the task of the TNI to maintain state defense, as stipulated in MPR Tap No. VI / MPR / 2000 concerning the separation of the National Police and TNI dated August 18, 2000. In addition to the separation of ABRI, in the reform era, there were also demands regarding the separation of the dual function of ABRI over civil and socio-political affairs aimed at allowing these law

enforcement officers to work more professionally. Such changes identify the transformation of defense systems in organizational change.<sup>1</sup> The word transformation (/trans·for·ma·si/n), as contained in the Big Indonesian Dictionary (KBBI), means to change the form; divert; or rearrange the elements/structure.<sup>2</sup> Nurgiyantoro, in his book entitled "Theory of Fiction Studies," expresses the meaning of the word transformation as a change in everything called culture, then the culture changes.<sup>3</sup> In the discipline of administrative law, an institution and bureaucracy will always change/transform according to the circumstances and needs of the community to achieve better public services.

Service to the community is essential and worthy of attention because the reflection of good governance can be seen in good public services as well. Good public

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<sup>1</sup> Clara Veraditha and Impiani, "Transformasi Pertahanan Indonesia Di Era Reformasi (1998-2018): Perspektif Revolution in Military Affairs (RMA)," *Jurnal Defendonesia* 5, no. 1 (2021): 63-73.

<sup>2</sup> KBBI, "Arti Kata Transformasi," last modified 2023, accessed January 5, 2023, <https://kbbi.web.id/transformati>.

<sup>3</sup> Burhan Nurgiyantoro, *Teori Pengkajian Fiksi* (Yogyakarta: Gadjah Mada University Press, 2010).

service is a manifestation of the nation's goal to improve the welfare of its people, as contained in the Preamble to the Constitution of the Republic of Indonesia in 1945. Although in Indonesia there have been regulations regarding public services and their implementation, as in Law Number 25 of 2009 concerning Public Services and Law Number 14 of 2014 concerning Government Administration, the fact is that the implementation of public services has not been fully implemented properly. This can be seen from the many complaints and protests from the public over poor public services that are not in line with expectations. Community Satisfaction (IKM) for the 2021 period showed a decrease in public satisfaction with public services, with the lowest satisfaction interval value at 65.95 compared to the previous year (2020) at 67.01.<sup>4</sup> This value is included in the Level C Service Quality category, meaning that the service is said to

be not good. Value acquisition is influenced by public dissatisfaction with public services caused by discriminatory service practices, payment of service rewards, and illegal levies. Low public satisfaction with public services from various agencies, including the National Police.

The National Police Agency, as one of the law enforcers who protect and protect the community, is present with a vision, mission, and program of activities that are sustainable and structured so that it should provide a sense of security and order through protection, patrol, law enforcement, and service to the community. This fact is an essential reference that the government and state administration tools are always required to provide excellent services that are transparent, credible, fair, efficient, and effective so that public expectations can be realized in good governance.<sup>5</sup>

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<sup>4</sup> Pelayanan Terpadu Satu Pintu, *Indeks Kepuasan Masyarakat Semester II 2021* (Jakarta, 2021), <http://pelayananterpadu.menlhk.go.id/i>

[images/dokumen/pengumuman/LAPORAN\\_IKM\\_SMT2\\_TAHUN\\_2021.pdf](https://dokumen/pengumuman/LAPORAN_IKM_SMT2_TAHUN_2021.pdf).

<sup>5</sup> Agus Dwiyanto, *Mewujudkan Good Governance Melalui Pelayanan Publik*

These demands come from people's motivations and expectations during poor public services, so it is not surprising that people demand better public services through bureaucratic reform. Currently, the public continues to criticize the poor public services, especially in the police agency, resulting in low public trust as a reaction to disappointment with services that tend to be reactive and less effective. Moreover, various unpleasant events are increasingly rife, ranging from the problem of brokers, illegal levies (pungutan liar/pungli), KKN (Corruption Collusion Nepotism), unprocessed reports, convoluted procedures, bribes to crimes committed by some members of the National Police themselves. A previous study conducted by Muhammad Yunus Idy entitled "Law Enforcement Against Members of The Indonesian National Police Commit

Crimes" identified several crimes committed by police officers getting a lot of negative responses from the community so that not only the integrity of the perpetrators doubted, but the name of the agency also became involved because it was considered unable to enforce the professional code of ethics of the National Police.<sup>6</sup> But what is concerning is when the public is no longer surprised when they know information about violations committed by police officers, such as abuse of power, unfairness, or unprofessional behavior that violates the code of ethics, because these actions have often occurred.<sup>7</sup> It is not feasible if those who are supposed to protect and protect instead still have a myriad of problems that gnaw from within, which have an impact on decreasing integrity and quality.<sup>8</sup>

Efforts are needed to provide directed and significant changes to

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(Yogyakarta: Gadjah Mada University Press, 2008).

<sup>6</sup> Muhammad Yunus Idy, "Law Enforcement Against Members of The Indonesian National Police Commit Crimes," *Substantive Justice International Journal of Law* 5, no. 2 (2022): 143.

<sup>7</sup> Adhalia Septia Saputri, "Bureaucracy Reform In The Body of The Indonesian

National Police (Applying The Principle of Professionalism)," *Devotion Journal of Community Service* 3, no. 12 (2022): 1914–1921.

<sup>8</sup> M Horhoruw, *Transforming the Public Sector in Indonesia: Delivering Total Reformasi* (World Bank Publication, 2012).

achieve excellent service quality in the National Police Institution. One of the efforts to improve the quality of excellent public service is through bureaucratic reform. Law Number 17 of 2007 concerning the National Long-Term Development Plan for 2005-2025 and Regulation of the Minister of State Apparatus Empowerment Number 25 of 2020 concerning the Road Map for Bureaucratic Reform 2020-2024 contain bureaucratic reform for state apparatuses, institutions, and/or institutions to realize the ideals of the nation. Improving the quality of public services is a manifestation of the principles of good governance, so it is necessary to make improvements and more optimal management of the aspirations and complaints of the public regarding the inability of the National Police to provide excellent service, as a form of breakthrough

to compensate for the improvement of people's lives in the modern era today.<sup>9</sup> Police bureaucratic reform is expected to meet public expectations, especially in providing good services, because the proper orientation of good public services is services that can provide satisfaction for the community.<sup>10</sup> Improving service quality influenced by several factors, such as environment, politics, individuals, economy, and socio-culture, can be used as a reference in the implementation of police bureaucratic reform.<sup>11</sup> The National Police institution must immediately adjust and develop services to achieve the role of the National Police as law enforcement, maintain public security and order (kamtibmas), and provide protection and services to the community in accordance with what is mandated in the provisions

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<sup>9</sup> Mohammad Supriyadi, "Revolusi Mental Dalam Perspektif Kepolisian: Menghadirkan Negara Di Tengah-Tengah Masyarakat," *Jurnal Keamanan Nasional* 1, no. 1 (2015): 127–144.

<sup>10</sup> Rustandi, Thamrin Abduh, and Seri Suriani, "Reformasi Birokrasi Polri Terhadap Pelayanan Publik Dalam Rangka Meningkatkan Kualitas Sumber Daya Manusia Kepolisian Pada Kepolisian

Daerah Sulawesi Selatan," *Jurnal Paradigma Administrasi Negara* 4, no. 2 (2022): 134–142, <https://journal.unibos.ac.id/paradigma/article/view/1491>.

<sup>11</sup> Awaloedin Jamin, *Pola Pengembangan Polri Mandiri* (Jakarta: YBB Polri Pusat dan Karya Jaya, 2000).

of Article 7 paragraph (1) Tap MPR No. VI / MPR / 2000. One of the state's commitments to realizing good governance is evidenced by the success or failure of bureaucratic reform, especially for the National Police as an institution that serves the community, which has implications for the public's view of the government. That is, if the National Police institution is corrupt and reactive, then it means that the public also views this government as a corrupt and reactive government. Therefore, there must be fundamental and comprehensive changes in the internal police.

## **B. Method**

The research was conducted using the literature method, where the author collects information through research and review of written reading sources in the form of books, journals, previous research results, and news from sources that have been validated

for truth to provide appropriate information accuracy. The author also compared it with previous research to test its recentness. The novelty of this study is that the author focuses on the reform of the National Police bureaucracy, focusing on human resource factors and strategic plans. Because some studies have not tested the focus of human resources, they only make human resources one of the factors, so they do not discuss these factors in detail and do not have solutions to them.

In this article, the author uses normative-empirical legal research, which is research that examines the implementation of favorable legal provisions with real/factual circumstances that occur in a society.<sup>12</sup> That is, testing whether a law has been carried out as it should be or not.<sup>13</sup> As well as identifying whether each party has achieved its interests or not. This research prioritizes valid data obtained from official institutions,

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<sup>12</sup> Muhaimin, *Metode Penelitian Hukum*, 1st ed. (Mataram: Mataram University Press, 2020).

<sup>13</sup> Abdulkadir Muhammad, *Hukum Dan Penelitian Hukum* (Bandung: Citra Aditya Bakti, 2004).

such as the Central Bureau of Statistics of the Republic of Indonesia or the One-Stop Integrated Service. The results obtained are then essential to look deeply at the inhibiting factors and challenges to find the ideal solution to answer the problems raised.

### **C. Results and Discussion**

Bureaucratic reform is a continuous improvement in creating a clean *government* to optimize the quality and quantity of public services, as well as control over bureaucratic performance.<sup>14</sup> The principle of *clean government* always involves one another's state equipment, as well as one another's institutions, to create a positive environment and active participation.<sup>15</sup> The Bureaucratic Reform Process is one of the efforts to realize excellent service and improvements to good governance. This is in line with the Regulation

of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 25 of 2020 concerning the Road Map for Bureaucratic Reform 2020-2024, which targets continuous improvement to realize world-class government. *The Roadmap* as a National Medium-Term Development Plan (RPJMN) is implemented to create efficiency, effectiveness, results-oriented, and *New Public Service (Governance)* that produces clean government so that it is expected to be able to provide appropriate, fast, and complimentary services from KKN (corruption, collusion, nepotism) as the main objectives of the Bureaucratic Reform process. One of the goals in creating a bureaucracy free from KKN is the application of *clean government* as one of the pillars that must be upheld for the realization of *good governance*.

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<sup>14</sup> Kemenkuham, "Reformasi Birokrasi," *Kementerian Hukum Dan Hak Asasi Manusia*, last modified 2019, accessed January 1, 2023, <https://www.kemendukham.go.id/com-manage-files->

[menu/informasipublik/reformasi-birokrasi.](https://www.kemendukham.go.id/com-manage-files-)

<sup>15</sup> Yahya Ahmad Zein, Ristina Yudhanti, and Yassert Arafat, *Buku Ajar Hukum Administrasi Negara*, ed. 1 (Yogyakarta: Penerbit Thafa Media, 2020).

## 1. Factors Behind Bureaucratic Reform in the National Police

The efforts of the government and institutions to implement new values or paradigms into the government bureaucracy to improve performance in public services are called administrative reform.<sup>16</sup> The use of term *The New Public Service* (NPS) is a development of various terms and was only used in the early 2000s. Other terms, such as *The New Public Management* (NPM), were used in the 1990s, as well as *The Old Public Administration* (OPA). The implementation of NPS is based on several principles as proposed by Denhard in 2003, including:<sup>17</sup>

1. All citizens have the same position (rights and obligations). Citizens have the right to be able to obtain and use good public services and must comply with all

applicable laws and regulations. This is intended to achieve harmony with the trust of citizens.

2. Put the public interest first. The role and duties of a public administrator are to take care of all public interests and are oriented towards honest, fair, benefit, and humanitarian values.
3. Attaches importance to citizenship over entrepreneurship. Signaling that commitment to the nation and homeland is higher with the spirit of nationalism and patriotism, compared to the spirit of entrepreneurship, which is always oriented toward competition and wealth.
4. Think strategically and act democratically. Demand the government and state institutions always provide optimizing public services

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<sup>16</sup> Mohammad Thahir Haning, "Reformasi Birokrasi Di Indonesia: Tinjauan Dari Perspektif Administrasi Publik," *Jurnal Analisis Kebijakan dan Pelayanan Publik* 4, no. 1 (2018): 25–37, <https://journal.unhas.ac.id/index.php/jakpp/article/view/5902>.

<sup>17</sup> Nanang Bagus Srihardjono and Ryka Puspitasari Restyaningrum, "Reformasi Birokrasi Yang Terintegrasi Dalam New Public Service (NPS) Guna Mewujudkan Pemerintahan Yang Kuat Dan Bersih," *REFORMASI* 7, no. 2 (2017).



oriented to the public interest while maintaining democratic values.

5. Accountability is a virtue in the constitution.

6. Nurture rather than direct. It was emphasized that the government and state institutions must serve to meet the public interest, not just tell/control the public or citizens to do something.

These principles apply not only to the National Police Agency but also to all state equipment, especially in the administrative sector. Police bureaucratic reform is needed as an effort to improve transparent police services and provide justice, legal certainty, and benefits in accordance with the duties and functions of the National Police. The presence of police bureaucratic reform is, in fact, motivated by several factors, such as external and internal factors, which are also obstacles and challenges in the

implementation of police bureaucratic reform. External factors can be described in the following, including:<sup>18</sup>

1. The high expectations of the community in conveying their aspirations require the National Police always to be ready to solve existing problems. The nature of society is constantly moving dynamically, resulting in the complexity of community needs, so inevitably, the National Police must constantly develop themselves and the quality of service in accordance with the times. As a result, in the perspective of state administrative law, a public policy must be flexible so that changes can be made in accordance with social dynamics and community needs.<sup>19</sup> This is a driving factor for the reform of the National Police bureaucracy

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<sup>18</sup> Tim Pokja Lemdiklat Polri, *Reformasi Birokrasi Polri* (Jakarta, 2019).

<sup>19</sup> Ardiansyah, *Hukum Administrasi Negara: Fenomena Hukum Di Ruang*

*Publik*, ed. Pahmi Amri (Yogyakarta: Deepublish, 2022).

as well as the biggest challenge for the National Police in building public trust in the National Police institution that can provide responsive and efficient services.<sup>20</sup>

2. Changes in economic and political conditions also affect the administration of the state. Politics as a forum and place for channeling aspirations for the implementation of good services. The National Police, as law enforcement officers, should be free from interference from any party, including political interests, so it is expected that the National Police will become an independent institution and not be ridden by any political interests. Likewise, economic factors as a supporter and raw material driving the implementation of public services from the budget it disburses. Funding

for the implementation of the National Police program only comes from the state, and no party may receive funding from any party as stipulated in Article 23 of Law Number 2 of 2002 concerning the Indonesian National Police. This provision is not without cause but is an effort to limit the National Police from actions that lead to forms of corruption and partiality to certain parties that have the potential to harm the community. The country's economic and financial conditions will affect the financial plan so that it can affect the size of the budget given to specific agencies, including the National Police.

3. Technological advances encourage its use in government administration, especially in the field of public services. Modernization changes the pattern of life that uses

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<sup>20</sup> Accenture, *Talent Manajement: Accenture Point of View* (Florida: Human Performance Roundtable, 2007).

technology to help human work to be more efficient and effective. In addition to improvements in the technology used, it must also be balanced with the ability of human resources in its operation. Special training is needed so that members of the National Police can improve their abilities and expertise in using the technology applied because, until now, the implementation of the system in the National Police institution has not taken advantage of many technological advances that have a significant impact on the community. So, it needs adaptation through increasing compatible competencies for the use of appropriate technology.

4. Overlapping regulations. Government Regulation Number 2 of 2003 concerning

Disciplinary Regulations for Members of the National Police of the Republic of Indonesia with Regulation of the Chief of Police of the Republic of Indonesia (Kapolri) Police Number 7 of 2006 concerning the Code of Professional Ethics of the National Police of the Republic of Indonesia, in handling cases of criminal acts of persecution committed by one member of the National Police, it is only considered as a deviation from the code of ethics, So that only disciplinary action is imposed which tends to have punitive sanctions limited to disciplinary punishment and administrative sanctions, even the flow of law enforcement often has obstacles in its implementation.<sup>21</sup>

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<sup>21</sup> Adik Listiyono, Saipuddin Zahri, and Erli Salia, "Penegakan Hukum Terhadap Oknum Anggota Polri Yang Melakukan Pungutan Liar Dalam Pengurusan Surat Izin Mengemudi (SIM) Di Wilayah Hukum

Kepolisian Daerah Sumatera Selatan," *Jurnal Hukum Doctrinal* 7, no. 1 (2022): 25–36.

The influencing internal factors are outlined in the following:

1. The low quality of human resources and organizations hinders the quality of service itself, so a more selective and fair re-screening is needed to select quality members by looking at their commitment, innovation, and ability to realize innovative, collaborative, and professional services. Currently, there are still many KKN practices in the National Police, so people are no longer surprised if these practices are found in everyday life.
2. Changes in the vision and mission of leadership affect the formation of values applied in the implementation of this institution because it will be the central pillar in determining the strategy used.<sup>22</sup> The strategy chosen

will determine the level and quality of productivity, professionalism, accountability, transparency, discipline, work culture, work ethic, etc.

Such factors can affect the sound and impaired quality of public service implementation, so it is essential to pay attention to what factors have the potential to hinder the improvement of the quality of public services for later correction to improve quality. Among the factors mentioned above, one of the most critical factors in improving public services is the quality of human resources, namely by changing the *mindset* and work culture. Therefore, it is necessary to make improvements through the enforcement of discipline and work ethic of the National Police to suppress problems that often occur within the internal scope of the Police. In addition to enforcing discipline, it is also necessary to reconstruct regulations regarding sanctions given if there are

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<sup>22</sup> Rudy Cahya Kurniawan, *Pelaksanaan Tugas Polri Di Era Perubahan* (Yogyakarta: Deepublish, 2020).

members who commit a deviation, misappropriation, or criminal act.

In addition, problems regarding the practice of KKN (Corruption, Collusion, and Nepotism) in the Indonesian Police are also the impact of the low quality of human resources that uphold honesty. Many of the few police officers entered the academy or passed the test through dishonest means, such as bribes or insider lines. In addition to KKN, the dishonest attitude of the authorities also resulted in the practice of illegal levies carried out by some police officers when they wanted to receive and process reports. This is certainly not in accordance with the principle of clean government, so reforms are needed to the work system and work culture in the National Police agency itself to produce an honest generation and clean government to create an improvement in the quality of competent, responsive, and fair public services.

## **2. Policy Direction of Police Bureaucratic Reform**

The quality of public services is one of the factors affecting the level of confidence of citizens in their welfare because it is an obligation of the state.<sup>23</sup> In addition to maintaining security, the National Police also provides public services in the field of administration based on the principle of providing public services with a scope on public goods and services, as well as administrative services. These services include procurement and distribution, provision, and administrative actions, both of which are financed by government agencies (for the personal protection of citizens), business entities, and state missions stipulated in laws and regulations. Police bureaucratic reform is directed to achieve progress in public services that are oriented to public opinions, satisfaction, and

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<sup>23</sup> Jamiat Akadol, "Budaya Hukum Sebagai Faktor Pendorong Terwujudnya Reformasi Birokrasi Daerah Di Indonesia," *Jurnal Magister Hukum Udayana (Udayana Master Law Journal)*

7, no. 1 (2018): 12–23, <https://ojs.unud.ac.id/index.php/jmhu/article/view/38094>.

trust through *feedback* provided on the services obtained, whether they are in accordance with the role and function of the bureaucracy (Polri) as mandated in laws and regulations. Police bureaucratic reform is substantive, with an orientation to security and humanity embodied in the concept of community policing (Polmas). Polmas objectively focuses on community-based services that protect the interests of community groups by collaborating with community agencies or organizations, both at the regional level and the national level, to develop solutions to various problems present. Polmas because of collaboration between the police and the community to protect security and order within the community without neglecting the duties and functions of the police, which aim to improve the quality of service and public trust.<sup>24</sup>

The implementation of Polmas can run well if there is a harmonious relationship between the National Police institution and

the community, where there is a relationship that understands each other's interests. In fact, this is also the biggest challenge in the implementation of Polmas, considering that currently, the image of the National Police is considered not very good due to the low quality of service and deviant treatment of all individuals, which has implications for the image of the National Police institution because of generalization of public thinking. Various problems that arise can be said to be due to the poor services provided, such as not processing reports, slow and convoluted handling of cases, not being friendly to the community, less bureaucratic, unwillingness to absorb aspirations, lack of coordination, to attitudes that are too covering up cases carried out by members themselves so that they are not honest and transparent making a decrease in public trust in such bureaucracy. This fact shows that bureaucratic reform is not as easy as "*turning the palm*" because there are challenges

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<sup>24</sup> Tantya Sudhirajati, *Polmas Sebagai Paradigma Baru* (Jakarta: Pensil, 2007).

that hinder it, so determination and the right strategy are needed. Police sensitivity is needed in responding to challenges and capturing community aspirations in order to realize effective and proactive services that are in accordance with the expectations of the Indonesian people.

To answer these increasingly complex challenges, the National Police is always required to carry out self-development through change. Changes in the National Police generally consist of changes in organizational systems/ structures, operations, public services, and supervision.<sup>25</sup> There are achievement targets in the implementation of police bureaucratic reform, which include:

- a. The realization of a clean and free government of Corruption, Collusion, and Nepotism;

- b. The realization of improving the quality of public services to the community; and
- c. Increased capacity and accountability of bureaucratic performance.<sup>26</sup>

The orientation of police bureaucratic reform is based on the principles of transparency, effectiveness, efficiency, polite behavior, and optimal service provided to the public in accordance with standard procedures from applicable laws and regulations.

### **3. Strengthening Human Resources in the Implementation of Police Bureaucratic Reform**

In bureaucratic reform, the main supporting factor of human resource development is needed, which plays a vital role because it is the controller or executor of the target achievement of the implementation of bureaucratic

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<sup>25</sup> Ghalih Widyo Nugroho, Chairul Muriman Setyabudi, and Muhamad Erza Aminanto, "Transformasi Organisasi Polri Di Era Industri 4.0," *LITERATUS* 4, no. 3 (2022): 1052–1064.

<sup>26</sup> Rustandi, Abduh, and Suriani, "Reformasi Birokrasi Polri Terhadap Pelayanan Publik Dalam Rangka Meningkatkan Kualitas Sumber Daya Manusia Kepolisian Pada Kepolisian Daerah Sulawesi Selatan."

reform itself. Competent human resources also produce quality execution to run in a balanced manner. Therefore, it is essential to improve the quality of human resources. The primary way to realize a quality organization is to develop capacity comprehensively, especially in developing the quality of apparatus resources.<sup>27</sup> The opinions of *Brown, LaFond, and Macintyre* (2001: 11) also support this statement, and they affirm that the central pillar in increasing the capacity of an organization is the ability of its members to achieve predetermined goals and objectives.<sup>28</sup> The achievement of an organization's goals and objectives indicates good performance. Therefore, strategies are needed to improve the quality of human resources in the National Police institution, including:

**a. Increased Recruitment Standards and Selection of Qualified Police Candidates**

The recruitment process of Polri members is an essential stage because it determines the quality of members in the National Police institution, which will later play a role in implementing the goals and objectives of the National Police institution. Recruitment must consider individual qualities that align with the qualifications required by the institution to produce professional services. The institution expects good screening of Polri members to be able to find seeds of Polri members who are likely to become *future leaders of the National Police* and reduce the presence of individuals in the National Police because the actions of unscrupulous individuals can harm the image of the National Police in the eyes of the public.<sup>29</sup> For example, if there are police officers who are immersed in greed, they will always feel dissatisfied and always try to take advantage of all opportunities to benefit

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<sup>27</sup> Choirul Saleh et al., *Pengembangan Kompetensi Sumber Daya Aparatur* (Malang: Universitas Brawijaya Press, 2013).

<sup>28</sup> Brown Lissane, Anne Laflond, and Kate Marcintyre, *Measuring Capacity Building*

(Chapel Hill: University of North Carolina, 2001), [www.cpc.unc.edu/measure](http://www.cpc.unc.edu/measure).

<sup>29</sup> A. Darmin Pella and Afifah Inayanti, *Talent Management Mengembangkan SDM Untuk Mencapai Pertumbuhan Dan Kinerja Prima* (Jakarta: Gramedia, 2011).



themselves. Such corruption needs to be eradicated to realize a clean government. Acts of corruption do not reflect a *clean* government or anti-corruption government or anti-corruption transformation. The government must respect the rights of civil society and uphold the law without political intervention to enforce compliance with the law to suppress crimes such as corruption. Through an honest and clean bureaucracy, a clean government can be created.

**b. Management of Human Resource Development in the National Police Institute**

Improving the quality of human resources includes character/moral qualities, knowledge, expertise, skills, innovation, and social. A police apparatus must fulfill these qualities because being a public servant requires not only intelligence on paper but also creative and innovative abilities in determining *problem-solving* and responding to increasingly complex problems in today's development. Increasing the expertise and skills of Polri members aims to increase

productivity, effectiveness, and bureaucratic efficiency, such as the use of technology in the era of the industrial revolution 4.0 also requires Polri members to have expertise in technology in operating systems integrated into Big Data.

Currently, the public's assessment of the quality of service at the National Police is still considered poor. This classic problem has also begun to be addressed by the National Police by implementing the motto value "*Good service not only satisfies customers but makes customers smile at you.*" Unfortunately, the motto is not implemented thoughtfully, so it needs to be instilled in the heart, interpreted, and carried out in everyday life by members of the National Police. If it has been done/implemented correctly, the motto in life will gradually form excellent service and make the community satisfied

to increase public trust and participation.<sup>30</sup>

Police Work Culture. After the National Police was separated from ABRI (Armed Forces of the Republic of Indonesia), the duties and roles of the National Police shifted to an institution that maintains security and protects the community. However, in fact, the National Police institution still applies military culture as when it was still incorporated with ABRI, so such a culture is not in accordance with the duties and roles of the National Police today. The thick military culture in the National Police often causes violence to civilians due to the arrogance and conservative behavior of the military.<sup>31</sup> Violence is not a solution, so there needs to be an appeal to all members of the National Police to change the work culture and militaristic mindset to be oriented towards community service. Therefore, the Community Police strategy is an innovative

breakthrough that brings the National Police closer to the community while building a good image of the National Police to increase public trust.

Leadership culture also does not escape being an aspect that needs to be addressed because, in fact, the leader reflects the quality of the institution. That is, a quality leader means reflecting a quality institution as well. This means that the National Police must identify professional leaders who can improve the National Police institution. The seniority culture that leaders have owned must be an essential point that needs to be considered, considering that seniority culture is an old culture and only has a negative impact. Therefore, the chosen leader is a person who has qualifications and competencies and can provide innovations that can create change. This is intended to change the current form of leadership that tends to think of itself as a

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<sup>30</sup> Tim Pokja Lemdiklat Polri, *Reformasi Birokrasi Polri*.

<sup>31</sup> Eko Indra Heri, "Tantangan Pengembangan SDM Polri Di Era Revolusi Industri 4.0," *Jurnal Ilmu Kepolisian* 13,

no. 2 (2019): 90-105, <http://www.jurnalptik.id/index.php/JIK/article/view/159>.

"followed person" rather than a "leader" so that such an attitude has a high potential for the arbitrariness of power that results in slavery. The mindset of the "ruler" was changed to "servant" because the National Police was tasked with serving the community, not controlling the community.

**c. Monitoring and Evaluation of Member Performance.**

Monitoring, evaluation, and reporting. Increasing the effectiveness of institutional performance can be done through monitoring, evaluation, and reporting as an inseparable strategy from institutional management so that performance can be maximized. The assessment of the work of the National Police has provisions that are regulated in the National Police Regulation Number 5 of 2018 concerning the Measurement of the Governance of the Chief of the National Police.

However, the implementation of these provisions has not run optimally, so it is necessary to reconstruct regulations that regulate stricter provisions and contain sanctions for violations of monitoring, evaluation, and reporting.<sup>32</sup> It is also aimed at increasing supervision of the performance of the National Police. If violations are identified, law enforcement can be directly carried out to create a safe and orderly environment. Violations that are acted upon are also not limited to written regulations but also to unwritten regulations such as customs and customs that apply to be norms that must be respected and obeyed.

Monitoring is the process of unifying information on the implementation of activities. Evaluation is the process of assessing/correcting the results achieved from the implementation of activities. While reporting is a

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<sup>32</sup> Iwan Setiyadi and Sri Kusriyah Kusriyah, "Law Enforcement Process Analysis By Agencies Of Provos Indonesian National Police (Inp) On Discipline Violation In The Form Of Crime By Police Members (Case Study In

National Police Headquarter)," *Jurnal Daulat Hukum* 2, no. 2 (2019): 203–208, <http://jurnal.unissula.ac.id/index.php/RH/article/view/5424>.

minute or output of monitoring and evaluating results. The purpose of monitoring, evaluation, and reporting is to identify whether the implementation of activities is in accordance with the goals and objectives or not, as well as to compare material for the results of achievements in previous or future activities and whether there is an improvement or decrease in performance, as well as material for making improvements to problems arising from the implementation of activities.<sup>33</sup> The measurement of the quality of the performance of the National Police is based on the principles of independence, competence, accountability, transparency, and integrity. Based on Perkapolri No.5/2018 Article 7, the quality standards of Polri services must include several things, including:

- a) Competence, based on the quality of human resources, infrastructure, and software;
- b) Responsive in carrying out tasks, which are assessed based on aspects of initiative, innovation, creativity, and speed of service;
- c) Behavior that is in accordance with the values and norms prevailing in the social reality of society;
- d) Transparency/openness;
- e) Equality and impartial justice;
- f) Effectiveness; and
- g) Accountability for the quality of performance and budget funds spent.

#### **4. Police Bureaucratic Reform in Clean Government Commitment**

The National Police of the Republic of Indonesia needs to develop a specific strategy to improve the quality of performance, especially in providing effective and efficient public services. The strategy must

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<sup>33</sup> Michael Howlett, "Moving Policy Implementation Theory Forward: A Multiple Streams/Critical Juncture Approach," *SAGE Journal* 34, no. 4 (2019):

405–430, [journals.sagepub.com/home/ppa](https://journals.sagepub.com/home/ppa).

pay attention to aspects of renewal, principles, and standards of service quality, public satisfaction window, Standard Operational Procedure (SOP), code of ethics, and supervision to create clean, integrated, and directed services.<sup>34</sup> Bureaucratic reform is a strategic step to form an effective state apparatus in carrying out tasks and contributions in the administration of government.<sup>35</sup> Bureaucratic reform is aimed at improving the professionalism of the State Civil Apparatus (ASN) and building public trust based on the concept of good governance, namely a clean, transparent, and accountable government.<sup>36</sup> The state's commitment to realizing clean government through bureaucratic reform in practice often encounters various challenges, such as regulations that weaken the legal base of the authority of corruption eradication

agencies by changing the substance of particular laws and regulations. This phenomenon shows that individuals and prospective individuals (corruptors) seek various ways to freely commit fraudulent acts aimed at interests and benefits, both for themselves and their groups. Unfortunately, the people in question are still considered the majority group in the government, so there are significant forces that must be resisted.

A bad bureaucracy encourages its members and stakeholders to be wasteful of the opportunities it provides.<sup>37</sup> Almost every bureaucracy has a circle of corruption in it, both from the lowest to the highest levels, such as ministries. Therefore, it is necessary to carry out the structure and perspective of the bureaucracy that has always considered itself as a ruler to be a

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<sup>34</sup> Juniarso Ridwan and Achmad Sodik Sudrajad, *Hukum Administrasi Negara Dan Kebijakan Pelayanan Publik*, ed. Agus Salim and Mathori A Elwa, 6th ed. (Bandung: Nuansa Cendekia, 2019).

<sup>35</sup> Tomo, *Reformasi Birokrasi Menuju Good Governance*, ed. Tim Indocamp, 1st ed. (Jakarta: Indocamp, 2019).

<sup>36</sup> Ridwan and Sudrajad, *Hukum Administrasi Negara Dan Kebijakan Pelayanan Publik*.

<sup>37</sup> Agus Dwiyanto and Bevaola Kusumasari, *Rente Dalam Reformasi Pelayanan Publik* (Yogyakarta: Gadjah Mada University Press, 2001).

servant. It is tricky considering that the journey of leadership in Indonesia is a derivative of colonialism, so from the beginning, it was not oriented toward service to the community. That is, public service is a new concept in government, so various adjustments are needed to the mindset and work culture of the bureaucracy. The state must meet the needs of its citizens, which is something fundamental from the point of view of state administrative law to realize *good governance*.

Changing the mindset of public officials from the hierarchy of positions to public services oriented towards the development of security and service control to provide convenience and comfort for the community. A transparent service system is needed to suppress corruptive practices and bureaucratic reactive attitudes so that public services become more interactive and more straightforward.<sup>38</sup> In a bureaucratic performance, an

accountability process and performance appraisal by the central agency that oversees it is also needed, which is referred to as the concept of accountability. A bureaucracy is seen from its performance and contribution, whether it has fulfilled the duties and mission of the organization. The development of the concept of accountability in Indonesia currently needs to apply the concept of open supervision, meaning that there is active participation and aspiration of the community in assessing the performance of a bureaucracy based on local values and norms so that the assessment of service quality is everyone's right.<sup>39</sup>

In an era of progress like today, the use of technology in human life can provide convenience. Likewise, in government administration, there is the potential for the use of technology to provide faster, better, easier, and cheaper services. In addition, the delivery of public

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<sup>38</sup> Agus Dwiyanto, *Mengembalikan Kepercayaan Publik Melalui Reformasi Birokrasi* (Jakarta: Gramedia, 2011).

<sup>39</sup> Ibid.

information through the internet, which is open access, can expand public reach to create transparent services. Public services are packaged in *online* form as an electronic government innovation (*e-government*) as a tangible manifestation of the government's openness to technological advances and the times. Innovation in public policy must be in line with applicable values, norms, laws, and regulations.<sup>40</sup>

Public service initiatives through the Internet network are aimed at bringing the bureaucracy closer to the community.<sup>41</sup> The National Police have also pursued the use of technology as a first step to improve services as directed by the government in Presidential Regulation No. 9 of 2018 concerning Electronic-Based Government Systems (SPBE). The concept of modernization in the National Police institution aims to face the progress of the times in the

era of the Industrial Revolution 4.0 by increasing the reach and convenience for the community. For example, at the National Police level, the National Police Personnel Information System (SIPP) system has been used as data management that contains complete and real-time information (24/7) intended for auxiliary data in making a decision/policy. SIPP is integrated with other systems, such as the Performance Management System (SMK), which can be accessed through the Internet network to build an accountable, transparent, effective, and efficient digital information ecosystem.

Currently, special regulations that regulate bureaucratic reform that require a bureaucracy to be oriented towards public services are still needed because, in today's empirical reality, there are still many complaints and public

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<sup>40</sup> Jumria Mansur, "Implementasi Konsep Pelaksanaan Kebijakan Dalam Publik," *AT-TAWASSUTH: Jurnal Ekonomi Islam* VI, no. II (2021): 324–334, <http://www.ufrgs.br/actavet/31-1/artigo552.pdf>.

<sup>41</sup> Agus Dwiyanto et al., *Reformasi Birokrasi Publik Di Indonesia*, ed. Tim UGM Press (Yogyakarta: Gadjah Mada University Press, 2018).

dissatisfaction with the quality of public services. That is, the concept of bureaucratic reform is still limited to rhetoric, which shows that there are still many officials who have not provided services wholeheartedly and still find KKN practices to meet personal interests and group interests. Thus, it is necessary to strengthen the quality of human resources as the first step of a long process to improve the quality of public services, especially in the National Police institution.

#### **D. Conclusion**

Bureaucratic reform is a continuous improvement of the quality and integrity of public services in creating a clean *government as part of good governance*. The implementation of principles in modern government that prioritize the value of transparency and professionalism in providing public services is a must in a bureaucracy. The Indonesian National Police Agency (Polri) needs to improve itself in terms of public services because it still has a myriad of internal

problems. This problem is caused by the low quality of human resources about awareness and work culture, which also has an impact on the low level of public trust. Therefore, it is necessary to strengthen the quality of human resources in the National Police institution, which includes character/moral qualities, knowledge, expertise, skills, innovation, and social. This strengthening is divided into several stages, including the selection stage for the acceptance of police candidates, coaching management, monitoring, and evaluation. By implementing the three stages of human resource management, it is expected to be more selective in determining superior and quality human resources as needed. This is undoubtedly the main foundation in realizing the National Police Bureaucratic Reform, exceptionally professional values, and integrity in providing excellent service, namely transparent, fair, efficient, fast, cheap, and friendly service.



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