RECONSTRUCTION OF POLICE BUREAUCRATIC REFORM REGULATIONS IN AN EFFORT TO REALIZE GOOD GOVERNANCE BASED ON THE VALUES OF JUSTICE

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ABSTRACT

Bureaucratic reform is a strategic instrument for realizing good governance based on transparency, accountability, effectiveness, and efficiency. The Indonesian National Police (Polri), as a law enforcement institution, plays a vital role in maintaining security, order, and just law enforcement. However, the complexity of the bureaucratic challenges faced by the Polri, such as overlapping regulations, unresponsive bureaucratic practices, and persistent gaps in integrity and accountability, demand the reconstruction of bureaucratic reform regulations that are adaptive to current developments and societal needs.This study aims to analyze the urgency of reconstructing Polri bureaucratic reform regulations to strengthen the implementation of good governance principles based on the value of justice. The method used is a normative juridical approach through analysis of existing regulations, combined with an empirical approach through a review of Polri bureaucratic practices, and a philosophical approach to explore the values of justice as the basis for regulatory transformation.The results of the analysis indicate that regulatory reconstruction is needed to: (1) align the regulations for Polri bureaucratic reform with the principles of good governance, (2) strengthen the internal and external monitoring system based on transparency and accountability, (3) integrate the value of substantive justice in every dimension of public service, and (4) create a Polri bureaucracy that is responsive, adaptive, and oriented towards the interests of the community. Thus, the reconstruction of Polri bureaucratic reform regulations does not only function as a legal instrument, but also as a means of institutional transformation towards the realization of good, clean, and just governance.

Keywords: *Regulatory Reconstruction, Bureaucratic Reform, Police, Good Governance, Justice Values*.

1. INTRODUCTION

Indonesia is a developed country according to the World Trade Organization (WTO), while according to the Human Development Index (HDI), it is a developing country. In a developed and developing nation, bureaucracy is increasingly becoming a central tool for meeting the needs of the people.

The reasons why the presence of bureaucracy is increasingly necessary are: First, political pluralism. Differentiation of social life patterns has resulted in the formation of political pluralism that has never existed before. To address the diverse aspirations of the people, the government must implement extensive departmentalization, and this can only be achieved through bureaucracy. Second, the process of concentration. This occurs because bureaucrats must carry out so many financial tasks that they inevitably must be able to maintain bureaucratic progress with a definite system of accountability. Third, the complexity of technology. This also requires the creation of rational patterns that have become a hallmark of bureaucracy. Furthermore, it's important to note that bureaucratic rationality

should be responsive to the will of the people, not simply prioritize rigid rationality.

Furthermore, Etzioni stated that:

Bureaucracy is considered the most effective tool in implementing any government policy. In developing countries, the bureaucracy's already crucial role is further enhanced by its role in other functions beyond policy implementation, such as articulating and aggregating interests, serving as a source of information on public issues and political events, thus influencing the government's policymaking process, conducting political socialization, acting as a political stabilizer, controlling development, providing services, and so on.

The role of bureaucracy is crucial and crucial in determining the "black and white" of state and society. This role can have dual, contradictory consequences for society. If the bureaucracy performs well, is innovative, creative, and productive, then the state and its people will prosper. Conversely, if the bureaucracy is not good and is not productive, it will also destroy the state. In carrying out government functions, it cannot be denied that the state requires a bureaucratic entity. The bureaucracy is the only institution with the most comprehensive network structure across the entire country or region.

Good governance is a central and prominent issue in public administration. Public demand for good governance is growing, driven by increasing levels of public knowledge and education, coupled with the impact of globalization. Old patterns of governance are no longer appropriate for a society that is slow to change. Therefore, these demands are natural and should be addressed by the government by implementing changes aimed at achieving good governance. This is the case with the Indonesian National Police (POLRI).

Bureaucratic reform in Indonesia, particularly within the context of the Indonesian National Police (POLRI), is a highly relevant and pressing issue. Over the past few decades, the POLRI has faced various challenges that have undermined its credibility and effectiveness as a law enforcement institution. The public has become increasingly critical of POLRI's performance, particularly regarding issues such as corruption, abuse of authority, and human rights violations. This creates a gap between public expectations for good public services and the reality.

Since the reform era in 1998, Indonesia has strived to make significant changes in various aspects of national and state life. One of the main focuses of these reforms is improving the bureaucratic system, which is considered corrupt, non-transparent, and unresponsive to public needs. In this context, the Indonesian National Police (POLRI), as an institution with the power to enforce the law, must conduct introspection and internal reform to meet public expectations for justice and good service. However, public expectations for improvements in the quality of Polri's public services often fall short. This is due to the negative stigma attached to government bureaucracy as a disease (bureau pathology) accompanied by convoluted, discriminatory services, and corruption in various forms. Furthermore, it is also due to the paradigm inherent in bureaucrats, which tends to view them as servants of the state rather than servants of the people.

As state administrators and public servants, bureaucrats must be able to meet the desires and needs of the community to achieve order and justice. Bureaucrats are also required to create a new climate and work structure for their staff to address future challenges. Public service is only one manifestation of the function of bureaucracy, but the most important thing is how to provide quality public service which is the main key in fulfilling the basic/constitutional rights of the people so that national development can be carried out sustainably. To achieve the state's goals, various supporting facilities are required, in this case one of which is legal facilities, especially state administrative law.

In a survey conducted by The Political and Economic Risk Consultancy Ltd. on the quality of bureaucratic services in Indonesia, Indonesia ranked second worst in Asia (see Table 1). The various public complaints and survey results regarding the quality of bureaucratic services in Indonesia are important topics to consider, following the issuance of Presidential Regulation No. 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025.

Bureaucratic Reform (RB) is a necessity for government agencies amidst the dynamics of increasing bureaucratic complexity and challenges. As public demand for government services increases, so too do public expectations for changes in governance. The President's directives on RB relate to three main aspects: creating a bureaucracy capable of producing results, a bureaucracy capable of ensuring that the benefits of policies are felt by the public, and a bureaucracy that is agile and fast. The goal of realizing quality Bureaucratic Reform is ultimately expected to lead to accelerated achievement of National Development.

Bureaucratic reform within the Indonesian National Police (POLRI) is inseparable from the socio-political dynamics occurring in Indonesia. The public is increasingly critical of the performance of law enforcement officers following numerous cases of human rights violations, corruption, and abuse of authority by certain police officers. This has led to growing public distrust of the police institution. According to surveys conducted by independent institutions such as the Indonesian Survey Institute (LSI), public trust in the POLRI has tended to decline along with the increase in negative cases involving police officers.

In realizing Excellent Service that meets the criteria of excellent public order and security service standards towards a professional Polri posture by the end of 2025, the indicators are: "Polri That Serves", "Polri That Is Proactive", "Polri That Is Transparent" and "Polri That Is Accountable". However, the reality shows that over the past 3 years the poor performance of Polri services has always been in the second largest number of all government institutions that have the task, function and responsibility to provide services, this is proven by the many public complaints, both through reports to SPKT, writings in the mass media and the giving of a red report on Polri service performance according to ombudsman data (submitted by the Indonesian ombudsman in November 2013) based on 129 reports submitted to the Indonesian Ombudsman from January 2013 to September 2013 from 23 provinces in Indonesia regarding the poor performance of Polri services in statistics.

Thus, the aim of Polri bureaucratic reform is not only focused on improving internal performance but also on

creating better relations between the police and the community as part of efforts to realize good governance that values justice. One of the primary goals of bureaucratic reform, as outlined above, is to create good governance, characterized by transparency, accountability, public participation, and justice. The Indonesian National Police (POLRI), as an institution with significant responsibility for maintaining public order and security, must adapt to these demands. Bureaucratic reform within the POLRI encompasses not only structural changes but also changes in organizational culture and the attitudes of police officers toward the public.

In this context, the values of justice are crucial. Justice is not merely a moral principle but also the foundation for the legitimacy of law enforcement institutions. Injustice in law enforcement can lead to a loss of public trust in the Indonesian National Police (POLRI). Therefore, implementing the values of justice in every aspect of bureaucratic reform is crucial for rebuilding the relationship between the POLRI and the public.

Another challenge faced in this reform process is resistance from within the Indonesian National Police (POLRI) itself. Organizational cultures that have developed over many years are often difficult to change. Some members may feel threatened by proposed changes or even maintain old practices that are inconsistent with the principles of good governance. Therefore, an effective change management strategy is needed to overcome these obstacles. Evaluation of implemented reform programs is also crucial to determine the extent to which the goals of justice-based good governance have been achieved. Research on the impact of reforms on public perception of the Indonesian National Police (POLRI) should be conducted periodically to provide feedback for future policy improvements.

Against this backdrop, this study aims to delve deeper into the reconstruction of the Indonesian National Police (POLRI) bureaucratic reform to realize good governance based on the value of justice. It is hoped that the results of this study will provide strategic recommendations for policymakers and contribute significantly to improving the quality of public services provided by the POLRI.

Based on the description above, the author is interested in making a dissertation research proposal with the title "Reconstruction of Police Bureaucratic Reform in Realizing Good Governance with Justice Values."

2. RESEARCH METHOD

The paradigm in this dissertation research is constructivism where the research is not only on the textual legislation but also includes field research with informants in a hermeneutic manner so that holistic data is found, in addition, this paradigm is used considering that the approach in this research is not only doctrinal but also philosophical, sociological, and normative.

The data analysis method used in this study is qualitative descriptive analysis, which requires the researcher to present data in a structured, logical, and clear manner, thereby facilitating comprehension of the analytical results. This analysis is conducted thoroughly, taking into account various relevant aspects within the scope of the research by examining both primary and secondary data sources obtained through literature review and field studies. These studies

focus on the management of village funds with the aim of linking theory to practice, by comparing applicable laws and regulations with expert opinions and the realities observed in the field.

The nature of the research in this dissertation is prescriptive, namely reexamining legal theories regarding norms that are considered unclear (age of norms). This research seeks to provide a solution to the normative problem of reconstructing regulations for terminating investigations in corruption crimes based on the value of justice.

The type of research in writing the dissertation is about the ambiguity of norms contained in Government Regulation Number 23 of 2007 Article 4 concerning the Legal Area of the Republic of Indonesia National Police.

3. RESULT AND DISCUSSION

a. Reconstruction of Police Bureaucratic Reform Regulations in an Effort to Realize Good Governance Based on the Value of Justice

During the first wave of reforms, bureaucratic reform lagged behind political, economic, and legal reforms. Therefore, in 2004, the government reaffirmed the importance of implementing the principles of clean government and good governance, which are universally believed to be essential for providing excellent public services. In this regard, the government's primary program was to develop the state apparatus through the implementation of bureaucratic reform. Thus, the first wave of bureaucratic reform was essentially implemented in stages, beginning in 2004. By 2011, All ministries and institutions (K/L) and regional governments (Pemda) are targeted to be committed to implementing the bureaucratic reform process. In 2014, K/L and Pemda will have the power to initiate this process in a gradual and sustainable manner, so that by 2025, a professional and highly integrated government bureaucracy can be realized.

The vision of bureaucratic reform is "Achieving a World-Class Government." This vision serves as a benchmark for realizing a world-class government, namely a government with professionalism and high integrity capable of providing excellent public services and democratic governance, enabling it to face the challenges of the 21st century through good governance by 2025.

Each change is expected to have an impact on reducing corruption, collusion, and nepotism, improving budget implementation, increasing the benefits of development programs for the community, improving the quality of policy management and public services, increasing apparatus productivity, improving employee welfare, and significantly impacting the development outcomes for the entire community. Gradually, these efforts are expected to continue to increase public trust society to the government. This condition will become the expected bureaucratic profile.

The aim of Bureaucratic Reform is to create a professional government bureaucracy with adaptive characteristics, integrity, high performance, clean and free from corruption, collusion and nepotism, capable of serving the public, neutral, prosperous, dedicated, and upholding the basic values and code of ethics of state apparatus. The areas of change that are the goal of bureaucratic reform include all aspects of government management, as stated in the section below.

The focus of the integrity-related reconstruction is listed in the appendix:

1) Establishing a performance- and integrity-based reward and punishment system.

2) Improving the quality of internal and external oversight.

3) Implementing a code of ethics and conduct, as well as a responsive public complaints system.

Reconstructing bureaucratic reform regulations in the context of areas of change and expected outcomes requires that each point be achieved and the objectives to be clarified to avoid any ambiguity.

In the context of the National Police bureaucratic reform which refers to Presidential Regulation (Perpres) No. 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010–2025, the integrity aspect is closely related to the main pillars that are being reconstructed, especially in the area of changing mindsets and work culture, as well as structuring the human resource management system of the apparatus.

The National Police Bureaucratic Reform is an effort to perfect and improve the bureaucratic system in force within the National Police organization which is considered no longer appropriate to the dynamics of community development as the object of National Police services due to the influence of local, global and regional environments linked to the current level of public satisfaction which expects transparency, legal certainty, convenience, and justice in accordance with the main tasks, functions and roles of the National Police.

Bureaucratic reform is carried out to realize a clean, effective, and competitive government capable of driving national development achievements, global competitiveness, and improving public services, thereby providing the best service to the public quickly, accurately, professionally, and free from corruption, collusion, and nepotism (KKN). Considering that bureaucratic reform is included in the national priority agenda, through the sharpening of bureaucratic reform, it can support the acceleration of national development. Therefore, the new bureaucratic reform strategy is expected to also accelerate the achievement of strategic bureaucratic reform targets and have a direct impact on the community.

The implementation of RBP has general and specific objectives, namely to build and shape the profile and behavior of Polri apparatus that is clean, professional, responsible and has high integrity, productive, and able to provide excellent service to the public or to the community. High integrity regarding the behavior and mindset as

well as the work culture of Polri apparatus who in their work always maintain a professional attitude and uphold the moral values of honesty, loyalty and commitment as well as maintaining personal integrity.

Bureaucratic reform evaluation is an integral part of the bureaucratic reform management cycle. This evaluation will complement the planning and implementation of bureaucratic reform policies in ministries/institutions/regional governments, driving continuous improvement. To ensure the evaluation's quality and effectiveness, evaluators need to continually improve their capacity and consistently stay abreast of evolving issues in the bureaucratic reform sector. This ensures that evaluators can contribute more effectively to improving the implementation of bureaucratic reform in the ministries/institutions/regional governments that serve as their primary stakeholders.

High productivity and responsibility are the optimal results that must be achieved by the Indonesian National Police apparatus from a series of innovative, effective and efficient activity programs in managing existing resources and supported by dedication and a high work ethic. The ability to provide excellent service is the satisfaction felt by the public as a result of the work results of a bureaucracy that is professional, dedicated and has high moral standards in carrying out its duties as a state servant and public servant, especially in providing excellent service to the public with all its heart and sense of responsibility and building an effective, efficient, transparent and accountable bureaucracy in serving and empowering the community.

b. Regulatory Weaknesses Of Police Bureaucratic Reform Regulations In An Effort To Realize Good Governance Based On The Values Of Justice

Bureaucratic reform within the Indonesian National Police (POLRI) is a crucial effort to achieve good governance based on the value of justice. However, the regulatory reconstruction process within this reform framework faces various obstacles. These obstacles need to be identified and analyzed to understand the challenges faced in efforts to improve the quality of public services and the professionalism of the POLRI.

Bureaucratic reform in Indonesia, particularly within the Indonesian National Police (POLRI), faces various legal obstacles in its efforts to reconstruct regulations to realize good governance based on the values of justice.

One of the main obstacles is the complexity of existing laws and regulations, which often overlap and are out of sync with the needs of reform. Overlapping laws and regulations are a significant obstacle in the process of reforming the Indonesian National Police bureaucracy. Many regulations remain in effect but are out of touch with current needs and developments, thus hampering efforts to organize regulations effectively.

Overlapping laws and regulations in the context of the Indonesian National Police bureaucratic reform is a complex and multifaceted issue. This is due to the numerous laws and regulations issued by various state institutions, such as laws, government regulations, and regulations of the Chief of the Indonesian National Police.

These regulations often overlap and are not synchronized, creating difficulties in their implementation. The main causes of overlapping laws and regulations are several factors, including:

a) Overlapping authority between different state institutions. Overlapping regulations: Regulations with overlapping substance can lead to overlap.

b) Asynchronous regulations: Regulations created at different times can have different provisions, leading to overlap.

c) Unclear regulations: Unclear or ambiguous regulations can lead to overlap with other regulations.

An example of overlapping regulations in the reconstruction of the Indonesian National Police bureaucratic reform regulations is the existence of several regulations governing job promotions within the Indonesian National Police. For example, National Police Chief Regulation Number 3 of 2018 concerning Job Promotions within the Indonesian National Police.

Government Regulation Number 2 of 2003 concerning Civil Servant (PNS) Discipline within the Indonesian National Police. Then there's Law Number 2 of 2002 concerning the Indonesian National Police. These three regulations have different provisions regarding job promotions, which can lead to overlap.

To overcome overlapping laws and regulations, several steps need to be taken, including:

a) Harmonization of laws and regulations: Harmonization of existing laws and regulations is necessary to eliminate overlap and inconsistencies.

b) Establishing a hierarchy of laws and regulations: A clear hierarchy of laws and regulations is necessary to determine which regulations are higher and which are lower.

c) Strengthening coordination between state institutions: Coordination between state institutions is necessary to ensure that the laws and regulations issued are not overlapping and inconsistent.

Thus, overlapping laws and regulations in the context of POLRI bureaucratic reform can be overcome by carrying out harmonization, establishing hierarchies, and strengthening coordination between state institutions.

c. Reconstruction Of Police Bureaucratic Reform Regulations In Realizing Justice-Based Good Governance

To realize good governance based on the values of justice, the Indonesian National Police (POLRI) needs to undertake several strategic efforts. First, implement comprehensive and systematic regulatory arrangements to create a legal framework that supports bureaucratic reform. Second, increasing transparency and accountability in every aspect of organizational performance. Third, strengthening public participation in the decision-making process through complaint and oversight mechanisms.

The focus of the integrity-related reconstruction is listed in the appendix:

1) Establishing a performance- and integrity-based reward and punishment system.

2) Improving the quality of internal and external oversight.

3) Implementing a code of ethics and conduct, as well as a responsive public complaints system.

To achieve the goals of Bureaucratic Reform, the author proposes the following additional recommendations for the Reconstruction of Police Bureaucratic Reform Regulations:

1) Establishing Character Education in Educational Institutions
2) Strengthening the organizational oversight system and implementing Rewards and Punishments
3) Creating a transparent cross-sectoral oversight system, including budgeting, involving various parties, including the general public
4) Joint commitment at all levels, from the highest to the lowest levels of leadership.
5) Utilizing technology to provide information and transparency in all areas.

The National Police Bureaucratic Reform is an effort to perfect and improve the bureaucratic system in force within the National Police organization which is considered no longer appropriate to the dynamics of community development as the object of National Police services due to the influence of local, global and regional environments linked to the current level of public satisfaction which expects transparency, legal certainty, convenience, and justice in accordance with the main tasks, functions and roles of the National Police.

Bureaucratic Reform is implemented to realize a clean, effective, and competitive government capable of driving national development achievements, global competitiveness, and improving public services, thus providing the best possible service to the public in a fast, accurate, professional manner, and free from corruption, collusion, and nepotism (KKN). Given that Bureaucratic Reform (RB) is a national priority agenda, sharpening Bureaucratic Reform (RB) can support the acceleration of national development. Therefore, the new Bureaucratic Reform (RB) strategy is expected to accelerate the achievement of Bureaucratic Reform (RB) strategic targets and have a direct impact on the community.

The implementation of Bureaucratic Reform (RB) has both general and specific objectives: to develop and shape the profile and behavior of Polri (National Police) personnel who are clean, professional, responsible, possess high integrity, are productive, and capable of providing excellent service to the public. This high level of integrity encompasses the behavior, mindset, and work culture of Polri personnel, who consistently maintain a professional attitude and uphold the moral values of honesty, loyalty, commitment, and personal integrity.

Evaluation of bureaucratic reform is an integral part of the bureaucratic reform management cycle. This evaluation will complement the planning and implementation of bureaucratic reform policies in ministries/agencies/regional governments, encouraging a continuous improvement process. To ensure the evaluation's quality and effectiveness, evaluators need to continuously improve their capacity and consistently stay abreast of evolving issues in the bureaucratic reform sector. This aims to enable evaluators to contribute more effectively to improving the implementation of bureaucratic reform in the ministries/agencies/regional governments that are their primary stakeholders.

High productivity and responsibility are the optimal results that must be achieved by the Indonesian National Police apparatus from a series of innovative, effective and efficient activity programs in managing existing resources and supported by dedication and a high work ethic. The ability to provide excellent service is the satisfaction felt by the public as a result of the work results of a bureaucracy that is professional, dedicated and has high moral standards in carrying out its duties as a state servant and public servant, especially in providing excellent service to the public with all its heart and sense of responsibility and building an effective, efficient, transparent and accountable bureaucracy in serving and empowering the community.

4. CONCLUSION

Based on the results of field research (research objects) and discussions regarding the implementation of the National Police Bureaucratic Reform Program to improve the quality of public services, the following conclusions can be drawn:

1) The implementation of National Police Bureaucratic Reform to improve the quality of public services has not yet achieved the target "outcome indicators," namely:

a) The realization of good, clean, and corruption-free governance.

b) Improved quality of public services.

c) Increased capacity and accountability of bureaucratic performance.

This is due to various inhibiting factors/constraints, both internal and external, for which solutions must be found. The recommended solutions can be seen in the suggestions submitted.

2) Quality of National Police Services

The quality of National Police Services at the West Java Regional Police (Polda Jabar) is still below optimal, as indicated by various indicators, namely the institution's ability to provide excellent service. Accountable, responsive, efficient, and service-oriented police officers are still very few.This is due to various inhibiting factors/constraints, both internal and external, for which solutions must be found. The recommended solutions can

be seen in the suggestions submitted.

3) National Police Performance Capacity and Accountability

The National Police's performance capacity and accountability remain low, not meeting the outcome indicators, namely the realization of a professional, modern, and trustworthy police force. This is due to various inhibiting factors/obstacles, both internal and external, that must be addressed. The recommended solutions can be seen in the suggestions submitted.

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