Implementation of Community Policing Program using Problem-Solving Approach by Bhabinkamtibmas

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ABSTRACT

Bhayangkara Trustees of Community Security and Order (in Indonesia called Bhabinkamtibmas) is the front line or spearhead of police services in the Community Police Program which mingles and interacts with the surrounding community on a daily basis. This research used normative-empirical research. The results of this study was to find out whether there was an application of the Community Police Program with a social conflict resolution mechanism based on consensus. The results of research at the Sukoharjo Police found that there were inhibiting factors such as human resources, facilities and infrastructure that needed to be repaired immediately. The challenges faced by the Sukoharjo Police in the success of the Community Police Program need to be overcome in order to create a stable and continuously adaptable Police with social, cultural, economic and political developments. The National Police must be able to protect the community, considering that partnership is a pillar of the success of the Community Police Program.

1. Introduction

Community Policing or Polmas is the grand strategy of the National Police in order to carry out the main tasks of the National Police as the keeper of community security and order (in Indonesia called Kamtibmas. In addition, also run law enforcement, protectors, protectors and public servants. Fostering forms of self-defense through programs of Polmas function that are in accordance with conditions in Indonesia both in the past and in the Reformation Era (democracy and protection of human rights). That in order to provide understanding for all ranks of the National Police so that Polmas can be carried out effectively then there needs to be a basic guideline for the strategy and implementation of a comprehensive Polmas to serve as a clear guideline for Polmas implementers.

Government is defined as the highest body or apparatus that has the power of government of a country or territory of the country, while government is an action or method

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or government affairs. The legal basis for the administration of regional government is contained in the Article 1 Paragraph 2, Law Number 23 of 2014 concerning Regional Government Law, it is stated that regional government is the administration of government affairs by the regional government and regional people’s representative assembly according to the principle of autonomy and co-administration with the principle of autonomy as wide as possible in the system and principles of the State. Unity of the Republic of Indonesia as referred to in the 1945 Constitution.

According to Inu Kencana Syafie, government comes from the word “command”. Regional autonomy is literally interpreted, autonomy is “government itself”, by meaning autonomy contains the notion of independence and freedom or the power to regulate and take care of oneself. Based on the teachings of C. van Vollenhoven, autonomy includes the following activities:

1) Forming their own laws (zelfwetgeving);
2) Carry out self-government (zelfuitvoering);
3) Implementing the judiciary itself (zelfrechtspraak); and
4) Carry out the duties of the police themselves (zelf-politie).

As a knife of analysis in the correctional system for the implementation of the Polmas Program using a problem-solving approach in fostering public security and order as an early warning of social conflict carried out by Bhayangkara Trustees of Community Security and Order (in Indonesia called Bhabinkamtibmas) which the author formulated in a concept that will be used to support the discussion, where security and order the community as an early warning of social conflict is the most important part in the implementation of the Polmas Program carried out by every member of the National Police. Furthermore, Article 5 of the Law Number 2 of 2002 concerning Police of Republic Indonesia states that:

1) The National Police of the Republic of Indonesia is a state instrument that plays a role in maintaining public security and order, enforcing the law, and providing protection, services to the community in the context of maintaining domestic security.
2) The National Police of the Republic of Indonesia is the National Police which is a unit in carrying out the roles as referred to in Paragraph 1.

Based on the provisions of Article 5 of the Law Number 2 of 2002 concerning Police of Republic Indonesia act above, according to Sadjijono, the police are seen from their duties and functions and their roles, various police supervision actions have also been affirmed. Police supervision can be carried out in the following forms: preventive supervision and repressive supervision. Preventive supervision means that previous supervision is carried out to prevent deviations from the implementation of the duties and authorities given and repressive supervision means that supervision is carried out later because there have been indications of irregularities in the implementation of tasks and authority.

Bhabinkamtibmas in solving social problems that occur in the village or sub-district that is its target area positions itself as a mediator or facilitator. This can be seen from the initial offer given to the parties, namely whether they want to be processed according to legal

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provisions or resolved by deliberation in order to reach a good and beneficial agreement for all parties. Bhabinkamtibmas does not impose its will and is ready to take victims or reporters to submit police reports at the Sector Police, technological advances and the availability of communication facilities make it easy for the public to get in touch with Bhabinkamtibmas. People no longer have to report their problems to the police station or call the police station, but simply by sending a short message service or calling Bhabinkamtibmas.

The State of Indonesia is a unitary state in the form of a republic, which consists of several islands. So that it is called the archipelago which has extraordinary cultural wealth and is not owned by other countries, one of the prides of the Indonesian nation by having ethnic diversity, cultural tribes/customs that have noble values inherited by their ancestors to be preserved and have high values. high enough as a tool to build the nation’s character and is a capital as local wisdom that each region is very proud of through provinces and regencies/cities throughout the archipelago as long as it is still recognized and does not conflict with the values of national wisdom, namely the values of Pancasila.8

The conception of the rule of law according to L.J. van Apeldoorn always develops along with the development of society. Likewise, legal problems will also develop along with the development of problems that occur in society. Indeed, one of the characteristics of law is dynamic. In the sociological school, pioneered by Max Weber, law is the result of social interaction with people’s lives. Law is a symptom of society, therefore the development of law (arising, changing, disappearing) is in accordance with the development of society. The development of law is a mirror of community development.9

The rule of law is a concept of the existence of a state. According to L.A. Marpaung, explaining that the state is an organization that is the product of politics, which in this case can also be interpreted as a policy, strategy, steps, tips or policies, to achieve the desired goals.10 Law has a goal to be achieved, namely to create an orderly social order, create order, balance and justice. Mochtar Kusumaatmadja said that by achieving order in society, it is hoped that human interests will be protected.11 The presence of law, among others, is to integrate and coordinate interests that may conflict with one another.

Regarding the function of law in national development which is described by the expression “as a means of community renewal” or “as a means of development” the following points can be briefly stated:12

1) That law is a means of community renewal based on the assumption that there is order or order in business. The development or renewal is something that is desired or even deemed (absolute) necessary.

2) That law in the sense of legal rules or regulations can indeed function as a tool (regulator) or a means of development in the sense of channeling the direction of human activity in the direction desired by development or renewal. Both functions are expected to be carried out by law in addition to their traditional functions, namely to ensure certainty and order.

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In a country in terms of legal changes, there are two kinds of laws, namely laws that tend to be changed and laws that tend to be conservative. Family law or individual property laws are everywhere conservative and rarely changed. On the other hand, many areas of business law, state administration, and state administration are laws that tend to change according to the wishes and developments in society.13

Law in general is a collection of rules or rules in a common life; the overall rules of behavior that apply in a common life, which can be enforced with a sanction. Law regulates legal relations which are reflected in the rights and obligations given by law. Thus, in relation to the function of law as regulations or rules, the law must adapt individual interests to the interests of the community as well as possible.14 According to Ludwig von Bertalanffy in his book Baharudin explains that law as a system in carrying out its functions to achieve the desired goals effectively, law must be seen as a sub-system of a large system, namely society and its environment.15

The purpose of the law is something that the law wants to achieve, namely justice and legal certainty (legal protection). The goal of maintaining public order is achieved by protecting the interests that exist in society in a balanced way. The implementation of these legal objectives can be carried out in a country based on law.16 In achieving its goals, the law must be enforced. In this case the law is assumed to be a good law (despite the fact that there are also bad laws). If we talk about law enforcement, it means we have to discuss the legal system. Lawrence M. Friedman stated that there are three related elements in the legal system, namely structure, substance and legal culture.17

The theories used in this research are theories to support the discussion in writing a scientific thesis. The first, Roscoe Pound states the function of law as a means of social change, or a means of engineering society. So, law is a tool of social engineering has an opinion about law that focuses on law on discipline with his theory. Pound then makes a classification of the interests that must be protected by the law itself, namely as follows:18

1) Public Interest, that is the interest of the state as a legal entity and the interest of the state as the guardian of the public interest.
2) Community Interest (Social Interest), consist of: the interests of peace and order, protection of social institutions, prevention of moral decline, prevention of rights violations, and social welfare.
3) Personal Interest (Private Interest), that is individual interests, family interests, and property interests.

Second, the legal theory of sociological jurisprudence (the concept of Roscoe Pound and Eugen Ehrlich) which was reviewed above was later developed in Indonesia by Mochtar Kusumaatmadja into a legal theory of development which in essence the law is used as a means to manipulate the community for development in order to achieve the ideals A welfare state based on Pancasila and the 1945 Constitution of Republic Indonesia.19

Third, according to Thomas R. Dye, public policy is whatever the government chooses to do or not to do. The understanding and substance of public policy directly or indirectly has been widely known in the community, along with various phenomena and activities that occur within the government. There are many opinions expressed by experts with various definitions. According to Dye, public policy is defined as whatever governments choose to do or not to do.\(^{20}\) According to Mochtar Kusumaatmadja, an adequate understanding of law must not only view the law as a set of rules and principles that regulate human life in society, but must also include institutions or institutions in the process needed to realize the law in reality.\(^{21}\)

Legal changes that can affect social change are in line with one of the functions of law, namely the function of law as a means of social change or a means of community engineering. According to Roscoe Pound, legal changes that can affect social change are in line with one to the functions of law, namely the function of law as a means of social change, or a means of engineering society. So, law is a tool of social engineering. Law is basically a public will, so it is not just law in the sense of law in books. Sociological Jurisprudence shows a careful compromise between written law as the needs of the legal community for the creation of legal certainty (positivism law) and living law as a form of appreciation for the important role of society in law formation and legal orientation.\(^{22}\) Based on the description of the background above, the author is interested in conducting research on these problems.

2. Method

The problem approach that used in this research was a normative juridical approach and an empirical approach. Normative juridical approach by looking at legal issues as a rule that is considered in accordance with normative juridical research. This normative juridical research is carried out by library research on theoretical matters, namely an approach that is carried out by studying legal principles in theory/scholar opinions and applicable laws and regulations.

Empirical approach was carried out by observing and observing directly the object of research regarding the implementation of the Community Policing Program using the problem-solving approach in the development of community security and order as an early warning for the occurrence of social conflict at Sukoharjo Police.

3. Results of Research and Discussion

3.1. Implementation of the Community Policing Program using the Problem-Solving Approach by Bhabinkamtibmas in Sukoharjo Police

Polmas is a model of a policing strategy that emphasizes an equal or equal partnership between the police and the government and the community, in resolving and overcoming any social problems that threaten security and order that serves to improve the quality of life of the local community. In this case, the community is also empowered so that there are no longer opinions that are merely citizens as objects in carrying out police functions, but the community as a subject that determines efforts to create and manage a safe and orderly environment facilitated by police officers.

Based on Article 1 Paragraph 6 Law Number 2 of 2002 concerning Police of Republic Indonesia, it is explained that a Polmas Officer is every member of the National Police who is prepared and assigned in an area/region to organize, build a community that can cooperate

with the community in eliminating disturbance to security and order, creating peace and supporting the realization of the quality of life of the community. Where the Polmas strategy is a way to involve the community, government and other stakeholders in preventing, preventing, and overcoming threats, disturbances to security and public order in an equal partnership with the National Police, starting from policy determination to implementation.

The Polmas concept organized by the National Police is a manifestation of the concept of the development of a state of law, where law is a means of community renewal based on the assumption that the existence of order or order in the development or renewal effort is something that is desired or even deemed (absolute) necessary. Law functions as a tool (regulator) or means of development in the sense of channeling the direction of human activities in the direction desired by development or renewal to ensure certainty and order in society. National Police is an extension of the government in carrying out government duties both at the central and regional levels in realizing the success of regional autonomy. Regional autonomy is the granting of freedom to manage one’s own household, without neglecting the position of the local government as a central government apparatus to carry out the affairs assigned to it.

One of the tasks of the National Police in assisting the implementation of regional autonomy in the field of police in order to create security and order in the community is to implement the Polmas concept with the Law Number 2 of 2002 concerning Police of Republic Indonesia as a legal umbrella for the police in preventing disturbances of security and order and improving police services and orientation to problem-solving. The together with the community to identify and analyze problems, set priorities and responses to the source/roots of the problem as well as intensive communication, namely two-way communication that is carried out continuously with the community through face-to-face meetings or indirectly in order to discuss security and order issues adjusted to the conditions of the local community as an autonomous region.

Based on the results of research at the Sukoharjo Police, Pringsewu Regency, data was obtained that in carrying out the Polmas activities in the jurisdiction of the Sukoharjo Police, Bhabinkamtibmas officers carried out their duties with a community approach by building good relationships and partnerships that were sincere and mutually beneficial in creating a sense of security for residents and local environmental safety. In the jurisdiction of the Sukoharjo Police, there are many violations of the law, what often happens is light persecution, fights and others. Violations of these laws can cause conflicts and disturbances for others and can lead to clashes between groups.

One of the roles of Bhabinkamtibmas is as a mediator. The mediator in carrying out his role only has the authority to provide advice or determine the mediation process in seeking dispute resolution. The mediator does not have the authority and decisive role in relation to the content of the dispute. Bhabinkamtibmas only maintains how the mediation process can run, resulting in an agreement from the parties and the facilitator in resolving social problems that occur in the community within the jurisdiction of the Sukoharjo Police.

Through the problem-solving approach applied by Bhabinkamtibmas in solving every social problem, especially in Pekon Sukoharjo II, Sukoharjo District, Pringsewu Regency, and which is the target area. Where Bhabinkamtibmas positions itself as a mediator or facilitator, this can be seen from the initial offer given to the parties, namely whether they want to be processed according to legal provisions or resolved by deliberation in order to reach a good and beneficial agreement for all parties.
The neighborhood of Pekon Sukoharjo II, Sukoharjo District, Pringsewu Regency is an area where a diverse group of people live and interact with one another. A healthy, clean, safe, and orderly environment is what its citizens desire. It is necessary to support the awareness of each of its citizens to condition themselves to be orderly which can be done by being conducive, cooperative in maintaining the security and order of the environment, or can also protect the environment by establishing an environmental security system or public order security.

The use of law must also be linked to aspects of sociology, anthropology, and culture. The role of law in development is to ensure that changes occur in an orderly manner, the law plays a role through statutory assistance and court decisions or a combination of both. Indonesia as a country based on law, the Indonesian state must uphold the rule of law, both in the administration of government and in the midst of society. This is possible if the existing legal system is well organized and can be applied optimally.

As Roscoe Pounds opinion states that the function of law is as a means of social change, or a means of engineering society. So, law is a means of community engineering, law as a means of public interest and private interest. Where the role of law in development is to provide a means of community renewal based on the assumption that the existence of order in the development or renewal effort is something that is desired or even considered (absolute) necessary and law in the sense of legal rules or regulations can indeed function as a tool (regulator) or means of development in the sense of channeling the direction of human activities to direction desired by development or renewal.

The law guarantees that changes occur for the good of the community in order to achieve justice, legal certainty, order, benefit in society, the use of law in every form of legal problems in society. According to Mochtar Kusumaatmadja, law is a tool (not a tool) that cannot be ignored in the development process. Good law is law that is in accordance with the living law in society, which of course is also appropriate or is a reflection of the values that apply in that society. In this case, the implementation of the Polmas is a means and is a good law because the settlement of cases as legal sanctions comes from, by and is followed up by mutual agreement of all parties in the community who are dealing with the legal actors themselves. Then according to Satjipto Rahardjo, the most important form of controlling social conflict is conciliation.

Based on the description above, it can be analyzed that the implementation of the community policing program in the Sukoharjo Police is using a social conflict resolution mechanism based on restorative justice based on consensus deliberation where the parties are asked to compromise to reach an agreement. Each individual is asked to give in and put the interests of the community above personal interests in order to maintain mutual harmony. The resolution of social conflicts with a restorative justice approach focuses on the direct participation of both parties who are detrimental (perpetrators) and those who are harmed (victims) and the community in the process of resolving cases. Besides, the concept of restorative justice emphasizes the value of balance, harmony, harmonization, peace, tranquility, equality, brotherhood and kinship in society rather than punishment or imprisonment.

3.2. Inhibiting Factors in the Implementation of the Community Policing Program (Polmas) Using the Problem-Solving Approach by Bhabinkamtibmas in Sukoharjo Police

The implementation of Polmas is related to efforts to build police-community cooperation to tackle crime and social disorder in the context of creating Kamtibmas, not only preventing
the emergence but also finding solutions to solve the problem. In this context, a conducive condition of public trust is needed as a strategy to build a police-community partnership. For this reason, supporting elements are needed, namely professionalism, proportional implementation of the community partner police paradigm. The strategy includes fostering relevant internal and external aspects in realizing partnerships.

The role of Bhabinkamtibmas is as a community guide for the realization of legal awareness and Kamtibmas as well as increasing community participation in each Sukoharjo Police. Bhabinkamtibmas as a protector, is protector and public servant for the realization of a sense of security and peace in the Sukoharjo community as a mediator and facilitator in solving social problems that occur in the village community and as a dynamist and motivator of positive community activities in order to create and maintain Kamtibmas.

In the implementation of Kamtibmas management activities, each member of Bhabinkamtibmas encounters many obstacles that hinder its implementation. Even though the implementation of the Polmas concept in the jurisdiction of the Sukoharjo Police has been running well and effectively, it does not mean that in its implementation it does not face obstacles. Inhibiting Factors in the implementation of the Polmas Program using the problem-solving approach in guiding community security and order as an early warning of social conflict carried out by Bhabinkamtibmas in the Sukoharjo Police are as follows: human resource factor and facilities infrastructure.

Polmas officers deployed in the community are still not able to understand the philosophy, strategy, goals, targets, and technical implementation of community policing so that they are not optimal in working in the community. Polmas officers often just sit in the sub-district and sub-district/village offices without any clear and detailed activities. Polmas officers still display an attitude that is impolite, less polite, and seems rude and haunted so that people actually feel afraid if they are visited by Polmas officers. The Polmas officers are less able to develop social communication, negotiation and lobbying techniques so they are less able to assure their presence in the community to related parties. The availability of human resources is not only limited to quantity but also quality. It must be admitted that the ratio of National Police officers in the Sukoharjo Police area to the number of residents they must serve is still far from ideal, namely 1: 3,312, meaning that every 1 Sukoharjo Police personnel must provide protection, protection and service to 3,312 people. Then with dual duties carried out by Bhabinkamtibmas as officers of other functions such as Criminal Investigation, Intel, Samapta and administrative police at the Sukoharjo Police. The community still does not understand comprehensively about community policing. People still perceive Polmas as a reflection of the National Police, who when they come to the village usually catch criminals, and others. People still perceive that if their house is visited and visited by Polmas officers.

The same thing is also faced in terms of supporting facilities. The implementation of Polmas it’s hoped that the intensity of meetings between the police and the community will be more frequent. Even though the scope of Polmas is very broad. The unavailability of facilities infrastructure such as operational vehicles, communication tools such as walky talkies, and adequate security tools also affects the effectiveness of Polmas. There are no contact facilities infrastructure between Polmas officers and the community, even using private property, such as private vehicles, props, and communication tools that should be provided from the budget. Lack of understanding and development of online-based complaint application facilities. Allowances for the performance of community policing officers are also still less intensive, and the mechanism of rewards and punishments is still unfair and less firm. Therefore, in overcoming this problem, the Police at the Sukoharjo
Police have never stopped urging the community and the Sukoharjo Government to support the implementation of Polmas programs. After all, the success of this program will have a positive impact on regional development.

4. Conclusion

Implementation of the Community Policing Program using a problem-solving approach by Bhabinkamtibmas in the Sukoharjo Police area is to use a conflict resolution mechanism social justice based on restorative justice. Material requirements for the implementation of restorative justice include: does not cause unrest and/or use by the community, does not result in social conflict, not dividing the nation, not radicalism and separatism, does not the perpetrator of a criminal act based on a court decision, does not a criminal crime. Crimes against state security, criminal acts of corruption, and crimes against people’s lives. Where the formal requirements for the letter of reconciliation between the complainant and the reported party must have been signed by both parties, otherwise the application of restorative justice may fail and the criminal case may continue.

Inhibiting factors in the implementation of the Community Policing Program using the problem-solving approach by Bhabinkamtibmas in Sukoharjo Police area includes factors human resources and facilities infrastructure. Where the presence of the National Police must be able to bring a sense of security to the community while at the same time being able to prioritize crime prevention measures. Polmas officers are still very limited in terms of quantity. The education level of Polmas officers is on average high school, and this becomes a burden when Polmas officers have to dialogue with people who are more educated. The scope of work for community policing is very wide. There are no contact facilities infrastructure between Polmas officers and the community, even using private property, such as private vehicles, props, and communication tools that should be provided from the budget. Lack of understanding and development of online-based complaint application facilities. The system for evaluating and assessing the performance of Polmas officers is not standardized, and guidelines for awarding the performance of Polmas officers do not exist, so that Polmas positions are not attractive.

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**Conflict of Interest Statement:**
The author declares that the research was conducted in the absence of any commercial or financial relationships that could be construed as a potential conflict of interest.

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