

The Essence of Implementing Bureaucratic Reform in Realizing the Professionalism of the State Police of the Republic of Indonesia in South Sulawesi

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Abstract: This study aims to analyze, explain, and discover the essence of Police bureaucratic reform in realizing the South Sulawesi Regional Police's professionalism. Also, to analyze and explain police bureaucratic reform's implementation in realizing the South Sulawesi Regional Police's professionalism and the factors that influence its implementation. This type of research is socio-legal research, which views law as a socio-empirical symptom of observed inexperience. Law is not conceived as a mere form of abstract and normative norms, but as an observable empirical symptom of its implementation, focusing on implementing the Police's bureaucratic reform in realizing a professional police force in South Sulawesi. Data analysis was performed using analytical descriptive.

Keywords: Bureaucratic Reform, Essence, Implementing, Professionalism, Regional Police.

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I. INTRODUCTION

Since the proclamation of Indonesia as one of the independent countries in the world on August 17, 1945, there have been several things related to the existence of the State Police of the Republic of Indonesia (Police) as one of the pillars of organizing security and public order in the country, which is the main requirement to support the realization of society. The civil society that is just, prosperous, and civilized based on Pancasila's values and the 1945 Constitution of the Republic of Indonesia (The 1945 Constitution) is the Indonesian nation's constitution.

Based on Article 1 point 5 of Law of the Republic of Indonesia Number 2 of 2002 on the State Police of the Republic of Indonesia (Law No. 2 of 2002), explains that

"Public orderliness and safety shall be a dynamic circumstance of society as one of the requirements for implementing national development process in the course of completing national goals marked by guarantees of safety, orderliness and law enforcement and peace that includes capabilities for educating and developing public potential and power in defending, preventing and handling any form of law violence and other barriers that may impose society."

From the above provisions, bureaucratic reform within the Police is carried out by (Umar, 2009:20):

1. The State Police of the Republic of Indonesia Reform Tool;
2. Institute for Defense, Security, and Peace Studies (ISPS);
3. Democratic Control of Armed Forces (DCAF).

Public attention has been given to the Police for several police officers' dishonourable behaviour related to abuse of power and position, corruption, violence, criminal violations, and even human rights. This reality impacts the Police's name, where the community ultimately gives a negative assessment and image of the Police. Also, Police are not friendly to the public, resulting in the Police's public trust loss (Muchtari, 2009:22). Based on the description above, it can be seen that there are legal phenomena that impact the police's negative image. Therefore, an in-depth study is needed to implement the police's bureaucratic reform in carrying out its function as protection, safeguard, and services to the public.

II. STATEMENT OF THE PROBLEM

1. What is the essence of Police bureaucratic reform in realizing the South Sulawesi Regional Police's professionalism?
2. How is police bureaucratic reform's implementation in realizing the South Sulawesi Regional Police's professionalism?
3. What factors influence police bureaucratic reform's implementation in realizing the South Sulawesi Regional Police's professionalism?

III. THEORETICAL FRAMEWORK

A. Rule of Law Theory

1. Some Definition of the Rule of Law

a. Anglo-Saxon Rule of Law

The concept of the Anglo-Saxon rule of law, or the rule of law, cannot possibly be understood without referring to Dicey's approach to discuss the rule of law in England. Over the centuries, the history of absolute British rule has provided Dicey invaluable inspiration in understanding the Anglo-Saxon rule of law. Plato's idea of the rule of law has been put forward in his writings on "*nomoi*". Further developments, the *rechtsstaat* concept in Continental Europe, the rule of law in Anglo-Saxon, and other concepts (Husen, 2019:8).

b. State of Continental European Law

The concept of the rule of law of the 19th century in Continental Europe was a liberal law state. Its liberal character is based on liberty (*vrijheid*), and the principle of democracy is based on equality (*gelijkheid*). According to Kant, liberty is "*the free self-assertion of each-limited only by the like liberty of air*". From this liberty principle, then the next principle is born, namely "*freedom from the arbitrary and unreasonable exercise of the power and authority*" (Pound, 1957:1-2; Hadjon, 2007:74-75).

c. Socialist Rule of Law

The concept of a socialist legal state (Socialist legality) adopted in communist countries is a concept that wants to balance the concept of the rule of law applied in Anglo-Saxon countries. This concept first developed in the Soviet Union during the New Economic Policy (1921-1928), whereas during the era of revolutionary communism, it was not recognized (David & Brierley, 1985:184). The recognition of legality in the Soviets, out of fear of the capitalist elements existing in society, attempted to use laws for individual or group purposes, thereby harming socialism (Husen, 2005:57).

d. Indonesian Rule of Law

Padmo Wahyono stated the provision of meaning and content of the rule of law with Indonesian characteristics. Various opinions can be put forward about the rule of law, but what is essential is the same points of the various opinions that exist. Based on the existing formulations, then Padmo Wahyono, Padmo (1979:2) describes the rule of law by suggesting a pattern that is the result of thoughts adapted to the conditions in Indonesia, namely the constitutional system, the Mandatory system (which is not entirely the same as the presidential system), the human rights system, the state institutional system, the power system of the head of state which has limited time, and the system of State Policy Guidelines. All of this, not in crystallized form.

In a modern legal state, citizens' rights must be realized through the law, namely in the formation of laws and in law enforcement. According to Bagir Manan (1999:2), the rule of law contains three essential dimensions: political, legal, and socio-economic. In the political dimension, the rule of law contains the principle of limiting power, manifested in the necessity of understanding a constitutional state, division (separation) of power, independence of judicial power, and the guarantee of respect for human rights. In a constitutional state, the legal dimension must create a legal order and protect the nation's law for everyone without discrimination. The rule of law's socio-economic dimension is the state's obligation to the government to create and guarantee social welfare.

B. Legal Purposes and Functions

1. Purpose of Law Theory

Legal experts view that the problem of legal objectives can be studied through three points of view, namely: (1) From the point of view of legal philosophy, the objective of the law is emphasized on the aspect of justice, (2) From normative law, the objective of the law is emphasized on the aspect of certainty law, (3) From the perspective of the sociology of law, the objective of the law is emphasized on the benefit.

Meanwhile, Gustav Radbruch in Achmad Ali (1996:95), in his term three basic ideas of law or three fundamental values of law, namely justice, benefit, and legal certainty. This explanation is also the purpose of law in another sense.

2. Theory of Legal Functions

According to Soetandyo Wignjosobroto (1994:230), the law is often treated as a means and must serve the development's objectives. Instead of functioning as an objective, the law is used to rationalize government policies, particularly the executive's policies, even once or twice.

C. Law Enforcement Theory

Lawrence Friedman in Aswanto (2010:3), in his law enforcement theory, states that three things are very influential in law enforcement, namely: a substance (legal substance), legal structure (legal structure), and culture (legal culture). These three things must be addressed if you want or are committed to enforcing legal supremacy. Baharuddin Lopa (1987:136-137) stated that the three things mentioned above really determine law enforcement and determine the legal structure, especially the law enforcement officers' mentality.

Satjipto Rahardjo (2009:28) stated that the elements involved in law enforcement are divided into two major groups, namely: elements that have a far level of involvement, namely law-making bodies, and those that have close involvement, namely legal institutions such as Judges, Prosecutors, Advocates, and Police as law enforcers amid society. It can be said that without these institutions or organizations, the law cannot be enforced.

D. Bureaucratic Reform

As in the Big Indonesian Dictionary, the definition of reform is a drastic change for improvement (social, political, or religious) in a society or country.

Based on Law of the Republic of Indonesia Number 17 of 2007 on National Long-Term Development Plan 2005-2025, it has mandated that the state apparatus's development is carried out through bureaucratic reform support the success of development in other institutions. In realizing this, a national commitment was born to carry out bureaucratic reform so that the government prioritized the realization of bureaucratic reform and governance. Furthermore, these priorities are manifested in the Presidential Regulation of the Republic of Indonesia Number 5 of 2010 on the National Medium Term Development Plan 2010-2014, which defines bureaucratic reform as a significant change in Indonesia's paradigm and governance.

The history of the Police today is a result of past developments, and the Police's work today will significantly determine the future of the Police in the future. This is the hope of repositioning the Police from a military-style police force to become an independent and professional police officer to protect, safeguard and services to the public. The Police must make changes that cover three aspects, namely instrumental, structural and cultural aspects. These are the factors that are very important regarding how the "colour" of the Police further affects the community as its workspace.

E. Changes in Mindset and Behavior of Police Members

In the internal Police, there are three aspects in the effort to make the police autonomy to make changes, Changes in behaviour patterns within the Police are carried out based on the development and spirit of bureaucratic reform to make Police independent in changing the behaviour and thinking patterns of members of the Police in the reform era. Three aspects are taken in the effort to make the Police independent in making changes, namely:

1. Structural Aspects: covering changes in the police institution in the state administration, organization, composition, and position.
2. Instrumental aspects: covering philosophy (vision, mission, and goals), doctrine, authority, competence, functional ability, and science and technology.
3. Cultural aspects: covering managerial changes, recruitment systems, education systems, material facilities and services systems, budget systems, and operational systems.

The essence of police bureaucratic reform is directed at changing selfish behaviour to become protect and provide. The specific goal of reform within the Police is to form a clean, effective, efficient, and productive police bureaucracy. The policing paradigm has a dimension of universality from the modern policing approach, namely respect for human rights. In connection with that, E. Hochstedler in ProPatria (2005:9-10) compile the police paradigm in four models, namely:

1. Avider Police, a policing paradigm that prioritizes power, ignores services, is less rational, and is a ghost of society.
2. Supercop Police, a policing paradigm that prioritizes prosecution rather than prevention.
3. Service Ori Police, a policing paradigm that prioritizes protection, a dialogical approach, being persuasive towards the community, and
4. Professional Police, a policing paradigm that emphasizes skills, rational action, and process orientation.

F. Realization, Target, and the Goals of Police Bureaucratic Reform

It cannot be denied that there are many practices of corruption, collusion, and nepotism within the Police, where the level of service to the community has not met the community’s expectations. The level of service based on extortion or the like is a common disease since the New Order. Complimentary services and convoluted administrative lines are old faces that need to be reformed by implementing bureaucratic reform within the Police.

1. Realization and Target of Police Bureaucratic Reform

To implement the Police’s Bureaucratic Reform is carried out in three aspects, namely structural, instrumental and cultural.

Whether the Indonesian Police Bureaucracy Reform target is realized or not is also determined by the community. The community plays a vital role in supporting the Police institution in carrying out bureaucratic reform movements within the Indonesian Police. The police apparatus’s proportionality is also the community’s desire so that the services of the Indonesian Police can increase and be following community satisfaction. One form of community participation is by taking part in maintaining order and security and participating in efforts to eradicate crime and violence.

2. Goals of Police Bureaucratic Reform

The Police Bureaucratic Reform aims to achieve Indonesian Police officers who behave following the spirit of reform—having human resources and a service attitude.

IV. DISCUSSION

A. The Essence of Police Bureaucratic Reform Against South Sulawesi Regional Police

Based on Article 5 section (1) of Law No. 2 of 2002, explains that:

“Public orderliness and safety shall be a dynamic circumstance of society as one of the requirements for implementing national development process in the course of completing national goals marked by guarantees of safety, orderliness and law enforcement and peace that includes capabilities for educating and developing public potential and power in defending, preventing and handling any form of law violence and other barriers that may impose society.”

From the above rules, the Police are required to continue to develop to be more professional and at the same time, closer to the community. In other words, the Police are required to develop themselves into civilian Police. As civilian Police, the Police position in state organizations has a dominant influence in the Police’s implementation proportionally and professionally, which is a requirement to support the realization of good governance (Sadjijono, 2008:22). In other words, development is a change or ‘reform’. In this regard, the Police reform is part of security sector reform, which also has interdependence with reforms in other sectors at the national level (Nasution, 2010:69).

Various important issues relating to policing problems, such as limited resources, weak professionalism, abuse of authority, discriminatory law enforcement, and inappropriate use of police discretion, are not easy tasks to be resolved in the context of reforming the Police. However, the awareness that policing in democratic societies is essentially an attempt to manage conflict needs to be further developed through enhanced police-community relations programs. This can only be done, of course, with the support of the community and all related parties. This support is very influential, especially in the police’s function and role in the criminal justice system. According to J. W. LaPatra (1978:97-99), the crime rate is influenced simultaneously as affecting the ecological environment. The criminal justice system, as a form of public service, will also be affected.

Normatively, the Police have attempted to carry out the Police’s Bureaucratic Reform with various activities and actions. However, the fact shows that the problem of investigation has not fully worked out; this can be seen in the table below:

Table 1. Data on General Crimes of South Sulawesi Regional Police, 2013-2016

No	Year	Report	Completed		Arrears
			P-21	SP-3	
1	2013	8,079	4,003	14	2,928
2	2014	14,190	7,718	0	5,368
3	2015	16,644	9,420	0	6,353
4	2016	7,713	4,489	0	2,953

Total	46,626	25,630	14	17,602
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Source: Primary Data, South Sulawesi Regional Police, 2017

Based on the data in table 1 above shows that from the last five years, the number of cases reported in the jurisdiction of the South Sulawesi Regional Police was 46,626 cases; as many as 25,630 cases have been declared complete by the prosecutor (P21); as many as 14 investigators had their investigations stopped (SP3); and as many as 17,602 who are in arrears. This means that there are still arrears cases that must be resolved by investigators, both in the process of preliminary investigation and investigation.

This reality, of course, will have an impact on the lack of public trust in providing an assessment of services in the field of investigations carried out by the Police. Also, there is no guarantee of legal certainty for cases or public reports on allegations, provisional, and criminal acts. Meanwhile, the investigation process has been going on for quite a long time, so it is a significant problem for the criminal investigation unit.

The Republic of Indonesia's Police has made efforts to reform the bureaucracy to see the results it will take a long time. Furthermore, the success or failure of the Police Bureaucratic Reform is also determined by the community. According to E Adlow in Mas (2012), the Police are only a mirror of the society that reflects the community's face. If the people are right, then the Police are adequate. Meanwhile, according to Sir Robert Peel in Wahyono, Ari (2009), the community is the Police and the Police are the community, and both have the same responsibility for community safety.

In order to realize the Police Bureaucratic Reform, the Police must uphold nine principles as stated by Sir Robert Peel in Senna & Siegel (2010:202), namely:

1. The fundamental mission of the Police is to prevent crime and disorder;
2. The ability of the Police to carry out their duties depends on the public's acceptance of police actions;
3. There must be a willingness and cooperation from the community to obey the law so that the Police can maintain the respect that is earned from the community;
4. The degree of cooperation obtained from society may decrease with the degree to which physical force is applied;
5. In order to obtain and foster public approval, the Police do not have to comply with public opinion, but by consistently providing absolute and impartial legal services;
6. The use of physical force by the Police to the extent necessary to secure the rule of law or to maintain order if persuasive measures, advice, and warnings are found to be inadequate;
7. The Police must always maintain a relationship with the community as a manifestation of the historical background that the Police are part of society and society is part of the Police; the Police are only part of the community members who are paid to pay full attention to the obligations imposed on each citizen for the sake of the welfare and existence of the community;
8. Police actions must always be following their function and not attempt to take over judicial authority;
9. Police efficiency is tested/measured by the absence of crime and disorder, not by police action evidence.

The principles above will realize the professionalism of the Police as expected by the whole community.

B. Implementation of Police Bureaucratic Reform in Realizing the Professionalism of the South Sulawesi Regional Police

Police Bureaucratic Reform is very much needed, not only in order to realize the challenges of good and clean governance but what is no less important is how to make the Police more professional in order to create public trust, as based on Point 4 letter a Chapter II Strategic Plan of the State Police of the Republic of Indonesia (Renstra Polri 2010-2014), it is stated that:

"The achievement of public trust in the police in the form of community satisfaction with protection, safeguard and services to the public."

Therefore, along with the public's various demands on the Police for the police to present a professional figure, the Police's bureaucratic reform should be seen as a bridge towards realising these lofty ideals.

Police Bureaucratic Reform aims at the realization of good governance. Therefore, several principles must be applied as indicators of the implementation of good governance, namely:

1. Transparency

Through this Police Bureaucratic Reform, the Police have a particular program called the Police Quick Wins Program. This program's existence to achieve immediate success is quick, transparent, accountable, and professional to increase trust and partnership with the community to the police quickly. The goals to be achieved from this program are to change the patterns and behaviour and work culture of the members of the Police, and

at the same time to improve the quality and professionalism of the Police in providing services to the community, including at the same time optimizing the effectiveness of management patterns within the Police.

As for the implementation of the principle of transparency in the investigation process; this can be seen in the table below:

Table 2. Implementation of the Principle of Transparency in Law Enforcement in the South Sulawesi Regional Police

No	Indicator	Respondents						Total	
		Investigators		Advocates		Publics		F	%
		F	%	F	%	F	%		
1	Implemented	57	88	5	50	12	48	74	74
2	Less Implemented	8	12	4	40	8	32	20	20
3	Not Implemented	0	0	1	10	5	20	6	6
Total		65	100	10	100	25	100	100	100

Source: Primary Data, South Sulawesi Regional Police, 2017

Based on the data above, 74% of respondents answered that the principles of transparency had been implemented, 20% of respondents answered less implemented, and 6% of respondents answered not implemented. It can be judged that the principle of transparency in the investigation process in the South Sulawesi Regional Police has been implemented.

According to Fritjof Capra in Indah (2010) that in order to build transparency in accountable investigations, it is necessary to adopt an ecological paradigm that the Police are required to be proportional to maintain the continuity of the legal network, which includes law, individual human beings, society, and the state in a partnership and flexibility. Police bureaucratic structure does not have a paramilitary paradigm but is civil service. The culture is built through character building that internalizes moral values and enhances scientific insights. The community must also have legal awareness by not demanding transparency without accountability. The transparency parameter with accountability will encourage a climate of openness and integrity of investigations that support each other. There is police responsiveness to demands for public justice while maintaining the integrity of the investigation.

2. Accountability

Accountability is a measure that shows whether the activities of the public bureaucracy or services performed by the government are following the norms and values held by the people and whether these public services can accommodate the real needs of the people. Thus, accountability is related to the philosophy that the executive branch of government, whose main task is to serve the people, must be directly or indirectly responsible to the people.

In this connection, accountability is the willingness to answer general questions, as stated by Starling in Kumorotomo (2005:29), that:

“A good synonym for the term accountability is answerability. An organization must be answerable to someone or something outside itself. When things go wrong, someone must be held responsible. Unfortunately, a frequently heard charge is that the government is faceless and that, consequently, affixing blame is difficult.”

As for the implementation of the principle of accountability in the investigation process; this can be seen in the table below:

Table 3. Implementation of the Principle of Accountability in Law Enforcement in the South Sulawesi Regional Police

No	Indicator	Respondents						Total	
		Investigators		Advocates		Publics		F	%
		F	%	F	%	F	%		
1	Implemented	43	66	0	0	5	20	48	48
2	Less Implemented	8	12	2	20	11	44	21	21
3	Not Implemented	14	22	8	80	9	36	31	31

Total	65	100	10	100	25	100	100	100
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Source: Primary Data, South Sulawesi Regional Police, 2017

Based on the data above, 48% of respondents answered that the principles of accountability had been implemented, 21% of respondents answered less implemented, and 31% of respondents answered not implemented. It can be judged that the principle of accountability in the investigation process in the South Sulawesi Regional Police has been implemented. However, the investigation process is still a problem that should receive serious attention. Therefore, in carrying out law enforcement duties, the Police must implement accountability in the criminal investigation field, in line with developing a dynamic situation marked by increasing public demands for public services accountability by state administrators.

3. Respect Human Rights

As law enforcement officials and as a state institution, the Police have the duty to protect the public from all kinds of interests contrary to the law that can cause security disturbances and disorder. However, sometimes in the realization of law enforcement in the context of public order, human rights violations occur. On the one hand, this reality is because the order must be enforced to provide a sense of security to the community. On the other hand, the community (criminals) continue to commit acts against the law and create disorder. If committing violence as part of law enforcement efforts, the Police for maintaining security and order have violated human rights. In reality, this has caused reactions and criticism from various circles of society. For this reason, to realize and create a Police that protects human rights in the investigation process, laws are needed that guarantee the work activities of the Police and provide a clear concept in Police operational activities related to Human Rights.

Based on the description above, related to human rights has been regulated in Article 11 section (1) Regulation of the Head of the State Police of the Republic of Indonesia Number 8 of 2009 on Implementation of Human Rights Principles and Standards in the Implementation of Duties of the State Police of the Republic of Indonesia. This regulation becomes a guideline for members of the Police in carrying out their duties. As for the implementation of the principle of respect human rights in the investigation process; this can be seen in the table below:

Table 4. Implementation of the Principle of Respect Human Rights in Law Enforcement in the South Sulawesi Regional Police

No	Indicator	Respondents						Total	
		Investigators		Advocates		Publics		F	%
		F	%	F	%	F	%		
1	Implemented	35	54	4	40	14	56	53	53
2	Less Implemented	15	23	2	20	8	32	25	25
3	Not Implemented	15	23	4	40	3	12	22	22
Total		65	100	10	100	25	100	100	100

Source: Primary Data, South Sulawesi Regional Police, 2017

Based on the data above, 53% of respondents answered that the principles of respect human rights had been implemented, 25% of respondents answered less implemented, and 22% of respondents answered not implemented. It can be judged that the principle of transparency in the investigation process in the South Sulawesi Regional Police has been implemented. However, each group of respondents had a different percentage variation regarding implementing the principle of respect human rights in the investigation process.

C. Factors Influence the Implementation of Police Bureaucratic Reform in Realizing the Professionalism of the South Sulawesi Regional Police

Cohn and Vianoin in Hari Purwadi (2010) stated that social life norms correspond to community habits. These norms are habits and common ways of doing things (common ways of behaving). Community members demand themselves and other members to conform to cultural norms that live in society. Whyte's behaviours include time schedules, clothing styles, designations for friends, superiors, and subordinates; signs of loyalty, personal ambition, proper consumption, and approved forms of participation in social life. Evidence shows that when the norms are changed, the change must occur through society's socio-cultural system.

Changes that are better introduced through community decisions than individuals are expected to be pioneer practices not implemented by the community.

1. Legal Substances Factors

The legal substance factor in bureaucratic reform is known as instrumental change and has a very significant influence on the police's philosophy (vision, mission and goals). As for the changes in the behaviour of the Police apparatus based on the legal substance factor in bureaucratic reform; this can be seen in the table below:

Table 5. The Changes in the Behavior of the Police Apparatus based on the Legal Substance Factor in the South Sulawesi Regional Police

No	Indicator	Very Good (%)	Good (%)	Not Good (%)
1	Budget Planning	61	32	7
2	Human Resources	74	16	10
3	Facilities and Infrastructure	56	30	14
4	Professionalism	65	26	9
5	Independence	71	17	12
6	Use of Authority	75	16	9
7	Integrity Building	67	23	10
8	Providing Services	90	10	0
9	Fair Treatment	67	26	7
10	Implementation of Discretion	63	28	9

Source: Primary Data, South Sulawesi Regional Police, 2017

Based on the percentage of respondents' answers above, it can be judged that the legal substance factor in bureaucratic reform has a very significant influence on the philosophy (vision, mission and goals) of the Police. Also, there is a tendency for respondents' assessments that the legal material needs to be revised because it is no longer actual. In this regard, so far, the Police investigations have had a Standard Operational Procedure based on Regulation of the Head of the State Police of the Republic of Indonesia.

The problem is the substantial synchronization factor (laws and regulations), especially for investigating institutions. So far, there is no specific law regulating the organizational structure and working mechanism of an integrated investigative institution, in the other three sub-systems based on the criminal justice system. Namely, the sub-system of prosecutorial powers, the sub-system of judging power, and the sub-system of exercising power, where the three sub-systems have their respective laws and regulations.

2. Structural and Human Resource Factors

Police bureaucratic reform, which has been carried out in the Police since April 1, 1999, is a long process that the community aspires to realize a professional, independent Police by prioritizing its duties in protection, safeguard and services to public. After running for more than a decade, the police bureaucratic reform's implementation also received a separate assessment from the public, especially in the South Sulawesi Regional Police. The assessment in the form of perceptions or impressions of the Police bureaucratic reform is a qualitative research style with a constructivist paradigm.

Based on the description above, from the research findings on institutional changes in the Police on governance on the Police's potential, competence, and performance. This is consistent with the constructivism paradigm used in this study, which sees percentages as a pattern for seeing people's judgments about the matter under study.

a. Investigator Quantity

The investigators' quantity is the sufficient number of investigators tasked with carrying out investigations into criminal cases. This aspect is one of the factors that determine the success of law enforcement. Investigators are administratively and operationally in the field, which is the driving force for investigative action. Therefore, the investigative activities carried out can be useful if the investigator supports them. As for aspects of the Investigators quantity and criminal case reports as structural and human resource factors in bureaucratic reform; this can be seen in the table below:

Table 6. The Comparison of Investigators Quantity and Criminal Case Reports as Structural and Human Resource Factors in the South Sulawesi Regional Police

No	Indicator	Investigators		Cases	
		F	%	F	%
1	South Sulawesi Regional Police	187	47	1.143	25
2	Resort Police of the Big City of Makassar	101	25	2.048	45
3	Wajo Resort Police	73	18	1.013	22
4	Resort Police of the City of Parepare	40	10	361	8
Total		401	100	4.565	100

Source: Primary Data, South Sulawesi Regional Police, 2017

Based on the data above shows an imbalance between investigators' quantity and criminal case reports.

Therefore, it is not surprising that handling cases are prolonged due to the imbalance between the number of criminal case reports and the number of investigators handling cases.

One of the Police's efforts to anticipate investigators' shortages is by implementing policies to improve investigators' quality through activities to increase human resources, for example, by increasing educational activities and training to develop the police apparatus. Increasing human resources can overcome the shortage of investigators because to place police apparatus at distribution points of service to the public based on the number of cases handled by investigators.

b. Investigator Education

The level of education has an essential role in investigators' intellectual ability and is also an essential part of structural and human resource factors. The higher the investigator's education level, the sharper it is in analyzing the problem to present a solution. It can also speed up work activities, especially in completing the investigation process based on the number of criminal case reports.

According to one of the lawyers, investigative education is an obligation for the Police before being assigned to the Criminal Investigation Unit. Ideally, the Police must first attend investigative education and pass according to the established graduation standards. However, the fact is that it is often the case that members of the Police who do not serve in the Criminal Investigation function are sent by their units to attend investigative education, and after completion, are not appointed as investigators or assistant investigators to the Criminal Resort function but return to their units.

According to Sullivan & Rosen (2010:350-351), education is essential for developing a professional identity for police work and incidentally related to status and material rewards. Justification for higher education will improve the Police's performance, and the public will benefit from it. Proponents of higher education argue that this will improve thinking and communication skills, increase knowledge of what Police can use effectively, promote understanding of others, broaden horizons, make police officers more tolerant, and increase commitment to democratic values. This trait is beneficial when people expect police presence and solutions to problems.

c. Investigator Competence

Competence as a person can improve work performance (Mitrani, Dalziel, & Fitt, 1995:27). Also, competence is the ability to do something or for a task (Prihadi, 2004:84).

Several issues must be addressed by the Criminal Investigator, including there are still many investigators who do not meet the competence of investigators, and no professional technical guidance activities are seen. Besides that, case resolution is still low. An investigator in the detective function should be accountable for the results of his investigation based on the applicable law in the sense that it is truly professional in carrying out investigative activities. However, there are still many unprofessional activities and actions of investigators, so the investigation process does not run optimally., effective and efficient. An example is starting with the basis of providing an investigator before carrying out an investigation, where many investigators do not have an investigation warrant, which means that actually, the investigation files signed by the previous investigator are legally flawed or invalid because the investigator does not yet have the competence to carry out investigative activities.

V. CONCLUSION

1. Bureaucratic reform in realizing the police's professionalism is essentially intended to build the image of the State Police of the Republic of Indonesia to gain higher trust from the public.
2. The implementation of bureaucratic reform in realizing the police's professionalism is still less than optimal. The problem is the substantial synchronization factor (laws and regulations), especially for investigating institutions. So far, there is no specific law regulating the organizational structure and working mechanism of an integrated investigative institution, in the other three sub-systems based on the criminal justice system. Therefore, the three sub-systems have their respective laws and regulations to result in legal uncertainty which implies that bureaucratic reform has not been maximized.
3. Factors that influence the bureaucratic reform in realizing the police's professionalism are human resources for investigating the Police and investigators' low competence and integrity, thus affecting the implementation of bureaucratic reform for investigating the Police.

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