Reforming Polri's community policing: A procedural justice and human resource approach to building police legitimacy

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Abstract: This study aims to analyze the challenges of implementing community policing (Polmas) in Indonesia by integrating Procedural Justice Theory and Human Resource Theory. It focuses on how the competencies, leadership, and incentive systems within the Indonesian National Police (Polri) foster police legitimacy and public trust. A literature review was conducted by analyzing peer-reviewed articles from reputable databases such as Scopus and Web of Science. Thematic analysis was employed to identify patterns, research gaps, and opportunities to strengthen community policing practices in Indonesia, particularly within the organizational structure of Polri. The study reveals that procedural justice remains underutilized within Polri, which relies on repressive approaches. Human resource factors, including inadequate training, hierarchical leadership, and ineffective incentive structures, hinder the success of community policing. Additionally, police legitimacy requires a holistic strategy that integrates procedural fairness, distributive justice, lawfulness, and service effectiveness to rebuild public trust. This research contributes to the limited knowledge of community policing in developing countries by linking Procedural Justice Theory and Human Resource Theory within the context of Polri. It provides practical insights for policymakers by recommending reforms in police training, performance evaluations, and community engagement strategies to establish sustainable, trust-based policing models in Indonesia.

Keywords: Community policing, Human resource theory, Polri, Procedural justice, Public trust.

1. Introduction

Community Policing (Polmas) has emerged as a strategic approach globally to foster active community participation in maintaining public safety and order. In Indonesia, however, implementing community policing continues to encounter persistent challenges, including limited police legitimacy, resource constraints, and low levels of community engagement [1, 2]. Public skepticism towards law enforcement remains high due to experiences of unfair treatment, a lack of transparency, and a prevailing reliance on repressive rather than trust-based and partnership-oriented policing models [3].

Despite substantial reforms supported by significant foreign funding from the United States, Australia, Japan, the European Union, and New Zealand—particularly for community policing initiatives—the Indonesian National Police (Polri) remains constrained by a militaristic and hierarchical structure that impedes the effectiveness of community policing [1]. The coexistence of state police with various civilian policing groups, who often dominate everyday order-making, further complicates the realization of procedural justice [4]. Policing in modern society demands the distribution of security responsibilities between formal institutions and non-state actors, so that the success of community policing is determined by the extent to which the police are able to build effective coordination with local communities. The multilateral model in providing security as outlined by Bayley [5] is relevant in

the Indonesian context, given the existence of various civil groups that play a role in maintaining social. Additionally, a considerable gap persists between the entrenched preference for conventional policing within police institutions and the growing public demand for community-oriented policing, suggesting the need for a balanced and integrative approach [6].

In response to these challenges, Procedural Justice Theory [7] offers a conceptual framework positing that police legitimacy is not solely determined by crime control effectiveness but also by the fairness, neutrality, and transparency demonstrated in police interactions with the public. When procedural justice is effectively applied, public compliance with the law and support for police initiatives are strengthened, serving as a foundation for the success of community policing [8].

Despite the extensive discourse on the effectiveness of community policing and institutional reforms within the Indonesian police (Polri), notable research gaps persist. First, investigations into applying procedural justice within the context of community policing in Indonesia remain limited. Existing studies predominantly focus on law enforcement and crime control rather than on the social interactions between police and communities that are essential for cultivating public trust [1]. Moreover, procedural justice research has primarily centered on Western contexts [8], which exhibit distinct social and institutional characteristics from Indonesia, particularly as a Muslim-majority country—a context that remains underexplored in global literature [9].

Second, much of the existing research on community policing in Indonesia emphasizes institutional and policy dimensions without adequately considering how human resource (HR) factors influence the success or failure of community policing initiatives. Drawing from Human Resource Theory, the effectiveness of community policing is closely linked to the competencies, leadership, and incentive structures of police personnel, as well as the institution's capacity to build collaborative relationships with the community [10, 11]. Integrity and trust, critical to effective community policing, are significantly associated with community well-being, underscoring the centrality of HR factors in supporting successful community policing [12].

The urgency of this research is further reinforced by the ongoing challenges of police reform in Indonesia, particularly concerning the need to restore public trust. Previous studies have shown that Indonesian citizens assess police legitimacy more on procedural justice than crime control outcomes [3, 7, 13, 14]. The increasing prevalence of corruption-related offenses has also exacerbated public distrust in law enforcement institutions, highlighting the urgent need for comprehensive policing reforms [2].

Accordingly, this study adopts Human Resource Theory to explore how police competencies, training systems, and incentive mechanisms can enhance the effectiveness of community policing through the application of procedural justice [11]. Theoretically, this research aims to contribute to the literature by expanding the application of procedural justice within the context of community policing while practically offering policy recommendations for fostering a more participatory and trust-oriented police force [8].

This study employs a literature review to synthesize empirical findings from prior research on community policing in Indonesia. Articles were sourced from reputable academic databases, including Scopus and Web of Science, selected based on academic rigor and relevance to the Indonesian community policing context [8, 15]. Procedural Justice Theory is the analytical framework to examine how police-community interactions influence police legitimacy. At the same time, Human Resource Theory [11] is employed to assess how HR dimensions reinforce procedural justice in community policing.

Overall, this research provides a theoretical contribution by integrating Human Resource Theory into the study of community policing, a field traditionally dominated by legal and institutional perspectives [8]. Doing so enriches the discourse on how police competencies and leadership facilitate the implementation of procedural justice. From a managerial standpoint, this study offers practical recommendations for the Indonesian police (Polri) to enhance procedural justice-based training, develop transparent performance evaluation systems, and design community engagement policies grounded in

public trust [10]. Through such participatory reforms, it is anticipated that community policing in Indonesia can operate more effectively and secure more excellent public support.

2. Literature Review

Community policing (Polmas) has emerged as a strategy emphasizing community involvement to create sustainable security. This model is grounded in trust-based interactions between police and citizens, aiming to enhance law enforcement effectiveness through active community partnerships [7]. Core principles of community policing include community-based crime prevention, participatory decision-making, and increased transparency and accountability within the police force [3]. Despite the formal adoption of community policing strategies, the Indonesian National Police often rely on coercive measures, creating a gap between policy and practice [16]. This gap is further exacerbated by the continued dominance of conventional policing approaches over community-oriented strategies, indicating the need for a balanced model [6].

International experiences demonstrate diverse community policing models. Japan's Koban system integrates police presence through small posts serving community interaction hubs [17]. Similarly, Singapore's Community Policing Unit (CPU) leverages technology for data-driven patrols and rapid incident responses [8]. The United States implements Neighborhood Policing, emphasizing localized patrols and informal engagement, which has been empirically linked to increased public trust [18]. In Timor-Leste, community-based policing has evolved through local adaptations and external influences from international bodies [17].

In Indonesia, community policing faces challenges, including low community participation, hierarchical police structures, and insufficient procedural justice training [1]. Public skepticism towards the police persists due to unfair interactions, lack of transparency, and the predominance of repressive methods [3]. This environment has led to public fear and reluctance to cooperate with law enforcement [6]. Neighborhood leaders, crucial intermediaries between law enforcement and communities, often hesitate to assume intelligence-gathering roles, fearing social repercussions [9].

The effectiveness of procedural justice in fostering police legitimacy may encounter limitations among minority communities with historical experiences of injustice, necessitating culturally sensitive approaches in the implementation of community policing. Murphy and Cherney [19] emphasize that social diversity presents a unique challenge for procedural justice, as minority groups often exhibit lower levels of trust in the police compared to majority populations. These dilemmas reflect barriers common in other contexts, where privacy concerns and lack of definitive evidence hinder the reporting of extremist activities [9].

Procedural justice theory posits that police legitimacy is shaped more by fair procedures than by crime control effectiveness [7]. Public perceptions of police legitimacy are strongly influenced by the quality of interactions, particularly in terms of decision-making processes and the treatment citizens receive during police services. Reisig, et al. [20] found that procedural justice has a significant impact on legitimacy, which in turn promotes higher levels of legal compliance and public cooperation. In community policing, adherence to procedural justice ensuring citizen participation, neutrality, respectful treatment, and institutional trustworthiness encourages legal compliance and support for police initiatives [3, 8]. However, Indonesian policing continues to rely heavily on repressive strategies, which undermines public trust and cooperation [16]. In response, restorative justice has gained prominence within Polri as a humane alternative, emphasizing recovery for both victims and offenders to prevent crime and resolve conflicts [14].

Trust and integrity in law enforcement are vital for fostering public satisfaction and participation in security measures [12]. Empowering community policing requires enhancing police professionalism, as competent human resources are crucial in crime prevention and order maintenance [21]. Nevertheless, the implementation of Peraturan Kapolri No. 3 Tahun 2015 tentang Pemolisian Masyarakat remains inconsistent, particularly in drug crime prevention [21].

From a Human Resource Theory perspective, community policing's effectiveness depends on police competencies, incentive systems, and leadership that fosters cultural change [11]. Adaptive human resource management is essential to prepare officers to apply procedural justice in community interactions. Training focused on Communication, conflict resolution, and justice-based interactions improves police-community relations and reduces conflict escalation [10]. Reforming incentive systems is equally important, as current performance evaluations prioritize case resolutions over fair community interactions [22]. Incentives should encourage procedural justice application, supported by inclusive community-based performance assessments.

Leadership plays a pivotal role in promoting procedural justice within community policing. Collaborative and transparent leadership enhances the effectiveness of community policing and public trust [8]. Reforming police training, incentives, and leadership models are strategic steps toward successful community policing in Indonesia. Moreover, police discretion must avoid repressive and militaristic tendencies, which risk human rights violations [23]. Building resilient communities involves fostering adaptability to technological, economic, social, cultural, and political changes [2]. Addressing research gaps, this study contributes by exploring the intersection of procedural justice and Human Resource Theory in strengthening community policing.

3. Research Method

This study employs a Literature Review approach to examine the implementation of community policing (Polmas) in Indonesia by analyzing the role of procedural justice and the perspective of Human Resource Theory. This method was selected as it enables critical analysis of prior research to identify patterns, research gaps, and opportunities for further theoretical development [24, 25]. The strategy applied in this literature review follows three key criteria: scope, search method, and search string [26].

The literature analyzed was sourced from reputable academic databases such as Scopus and Web of Science [27]. The articles on these databases were accessed through the author's university learning resource center [26]. The initial search utilized keywords including "community policing," "community-oriented policing," "Polmas," and "polisi masyarakat" within titles, abstracts, and keywords, focusing specifically on the context of Indonesia.

Article selection was carried out based on strict inclusion and exclusion criteria. The inclusion criteria encompassed articles explicitly discussing community policing, procedural justice, and Human Resource Theory within law enforcement, whether through empirical or theoretical studies using quantitative, qualitative, or mixed methods approaches. Studies focusing on police institutions in developing countries were also prioritized to allow comparative insights into the Indonesian context. Conversely, articles irrelevant to community policing and those lacking empirical data or focusing solely on developed countries without applicability to Indonesia were excluded from the analysis.

After the selection stage, data were analyzed using thematic analysis, as Braun and Clarke [28] recommended. This analysis involved three main stages. First, data coding was conducted to identify key themes emerging from each study. Second, pattern and relationship identification linked research findings across studies. Third, interpretation and synthesis were performed to conclude research gaps and opportunities for future studies [29]. Through this method, the study provides a deeper understanding of how procedural justice can be applied in community policing in Indonesia and how human resource aspects contribute to its effectiveness.

Several strategies were implemented to ensure the validity and reliability of this study. Source triangulation was conducted using various journals from reputable publishers to ensure more comprehensive results [30]. Additionally, all analyzed articles were sourced from peer-reviewed journals, ensuring the credibility of the findings. Data replication was also performed by comparing results from several studies in different contexts to assess consistency. These steps aim to provide accurate synthesis and contribute to developing theory and policy in community policing.

The Literature Review approach was chosen for this study due to its multiple advantages. First, this method enables an in-depth analysis of prior research, identifying recurring findings and existing

research gaps [24]. Second, the Literature Review provides a strong theoretical foundation for understanding how procedural justice and human resource aspects contribute to the effectiveness of community policing. Third, using studies from various credible academic sources minimizes individual bias in data interpretation [25]. Therefore, this methodology offers comprehensive insights into the relationship between procedural justice, community policing, and human resource management in the context of policing in Indonesia (Polri). With this approach, the study aims to provide a deeper understanding of the role of procedural justice in building public trust in community policing and how human resource aspects can support its practical implementation in Indonesia.

4. Result and Discussion

4.1. Evaluation of Community Policing Implementation in Indonesia

Community policing (Polmas) in Indonesia has been adopted as a strategy to enhance public participation in maintaining security and order. However, various challenges continue to hinder the effectiveness of this approach. Unlike models implemented in other countries, such as Japan's Koban System, which emphasizes police presence through local posts [17], or Singapore's Community Policing Unit (CPU), which utilizes technology-driven patrols [8], Indonesia faces unique structural and cultural barriers. These obstacles include low levels of public involvement, a persistent view of the police as a repressive institution, and limited human resource capacity [1].

The legitimacy of policing actors is deeply intertwined with their alignment to the socio-political dynamics of urban spaces [4], further complicating Polmas implementation. Moreover, the approach inconsistency among police jurisdictions has led to varied effectiveness across regions [16]. While some local initiatives have demonstrated success through community leader engagement [21], these efforts are often fragmented and depend heavily on individual leadership.

4.2. The Role of Procedural Justice in Enhancing Polmas Effectiveness

Procedural justice theory states that public trust in law enforcement depends not only on crime prevention outcomes but also on the fairness and transparency of police practices [7]. In Indonesia, public skepticism of the police is reinforced by experiences of unfair treatment and reliance on coercive tactics rather than community-oriented strategies [3, 8].

Jaffrey, et al. [9] highlights that restoring public trust is critical to effective community policing with trust and integrity in law enforcement agencies being fundamental to fostering public satisfaction and participation [12]. However, despite the formal adoption of community policing, Indonesian police (Polri) continue to favor punitive measures, which undermine efforts to build lasting community cooperation [16]. Therefore, procedural justice must be an integral part of the Polmas strategy, supported by specific training to improve communication and conflict resolution skills. The success of police reform in strengthening community policing is greatly influenced by the ability of institutions to build public trust through sustainable accountability mechanisms. As emphasized by Goldsmith [31], building trust is not only a matter of increasing transparency, but also requires the institutionalization of internal oversight to mitigate potential abuse of authority.

4.3. Human Resource Theory Perspective on Strengthening Polmas

From the lens of Human Resource Theory, the success of community policing relies heavily on the competencies, incentives, and leadership within the police force [11]. The professionalism of police personnel is crucial for crime prevention and maintaining public order [21]. Unfortunately, communication apprehension among personnel can hinder performance, necessitating targeted training programs [32].

Leadership plays a pivotal role in shifting from a militaristic culture towards a more collaborative and restorative approach. The police's transition from punitive methods to restorative justice principles has been vital in rebuilding public trust and fostering cooperation between law enforcement and

communities [14]. However, cohesion within police units does not automatically translate to productivity, as cohesion can develop even when low performance norms are present [32].

Furthermore, corruption-related offenses have severely damaged public trust in law enforcement, highlighting the urgent need for strategic reforms [2]. These reforms must prioritize procedural fairness and actively involve communities to bridge the gap between law enforcement and society. In this regard, social differences between majority and minority groups create varying levels of trust in the police, necessitating community policing strategies that are tailored to the demographic characteristics of each region. Van Craen [33] found that trust in the police is not built through a single factor but rather through the interaction of social capital, police performance, and the application of procedural justice, underscoring the need for a context-sensitive approach in strengthening community policing.

4.4. Integrative Insights

In practice, community policing in Indonesia struggles with balancing preventive engagement and state control over security [16]. Neighborhood leaders, while critical in facilitating cooperation, are often hesitant to act as informal intelligence agents, fearing social repercussions [9]. This dynamic underscores the necessity for Polmas to build authentic partnerships rooted in mutual respect rather than surveillance.

Overall, advancing Polmas requires a dual focus: strengthening the internal capacity of police forces through human resource development and fostering external trust through procedural justice. These elements are mutually reinforcing, creating a foundation for sustainable community policing that aligns with public expectations and modern policing standards. However, as Tankebe [34] emphasizes, police legitimacy is not solely based on procedural justice but also encompasses distributive fairness, lawfulness, and service effectiveness. Therefore, in the context of Polmas, adopting a comprehensive approach that integrates these dimensions is essential to achieving holistic police legitimacy and fostering lasting community cooperation.

5. Conclusion

This study highlights the challenges and solutions associated with implementing community policing (Polmas) in Indonesia, utilizing both Procedural Justice Theory and Human Resource Theory. Based on the literature review, the success of community policing depends not only on the police force's ability to reduce crime rates but also on how law enforcement treats the public during law enforcement processes. Procedural justice is essential in building police legitimacy, fostering public trust, and enhancing community engagement in community-based security systems. However, in Indonesia, the application of procedural justice continues to face obstacles, such as low transparency, limited public participation in security decision-making, and a predominant reliance on repressive policing strategies. For community policing to be effective, law enforcement agencies must institutionalize trust-building mechanisms alongside operational strategies [16] while strengthening collaboration with civil society groups, improving transparency, and investing in comprehensive training programs [21].

From the Human Resource Theory perspective, the success of community policing is significantly influenced by the competence of police personnel, incentive systems that promote procedural justice practices, and leadership that drives cultural change within law enforcement institutions. Empowering local communities through participatory policing can significantly improve crime prevention strategies and enhance public confidence in law enforcement institutions [2]. Moreover, a shift towards procedural justice-based policing is essential for ensuring sustainable trust and cooperation between police and communities [16]. Nevertheless, a lack of procedural justice training for officers remains a primary barrier to effective community policing. This is compounded by evaluation systems focused on case closure statistics rather than the quality of police-community interactions. Therefore, training, incentives, and leadership reforms are crucial to embedding procedural justice as an integral part of community policing strategies.

Integrating restorative justice into community policing programs is also necessary to shift law enforcement paradigms and foster public trust [14]. As Firmansyah, et al. [23] emphasized, police investigators must deepen their understanding of discretion, as discretion not grounded in legal provisions constitutes unlawful discretion. Although regulations govern investigations, practical implementation still faces challenges, requiring proportional application [23].

This research contributes to expanding studies on the relationship between community policing, procedural justice, and Human Resource Theory within developing countries. It fills a gap in the literature by showing that police reforms rooted in procedural justice require policy changes and a comprehensive human resource management approach. Community policing, when supported by appropriate institutional frameworks, has the potential to strengthen law enforcement through local engagement and collaboration [35].

From a managerial perspective, this research provides recommendations for policymakers and police leadership to enhance the effectiveness of community policing in Indonesia. This includes strengthening procedural justice-based training, reforming incentive systems to encourage trust-based interactions, and developing performance evaluation systems focused on crime reduction and the quality of public service.

Despite offering comprehensive insights into implementing community policing in Indonesia, this study has limitations. As it relies on a Literature Review approach analyzing previous studies, further empirical research is needed to test the effectiveness of procedural justice reforms within the context of community policing in Indonesia. Both quantitative and qualitative studies are required to explore how social, cultural, and political factors influence the success of procedural justice-based community policing. By implementing the recommendations derived from this study, it is hoped that community policing in Indonesia can become more effective in fostering positive relationships between police and communities, thereby enhancing the overall legitimacy of the police institution.

Transparency:
The authors confirm that the manuscript is an honest, accurate, and transparent account of the study; that no vital features of the study have been omitted; and that any discrepancies from the study as planned have been explained. This study followed all ethical practices during writing.

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