

## Analysis of Harkamtibmas Policy Implementation at the Sector Police Level in Indonesia's Coastal Border Areas

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### ABSTRACT

*The maintenance of public security and order (Harkamtibmas) constitutes a core function of the Indonesian National Police, particularly at the sector police (Polsek) level as the frontline of preventive policing. However, the effectiveness of Harkamtibmas implementation faces increasing challenges following the restriction of investigative authority at the sector police level, especially in coastal border areas characterized by geographical vulnerability and transnational crime risks. This study aims to analyze the implementation of the Harkamtibmas policy at the Bantan Sector Police, Bengkalis Regency, by examining the factors that shape its effectiveness and identifying the institutional constraints encountered in practice. Employing a qualitative research design with a case study approach, data were collected through in-depth interviews, field observations, and document analysis, and analyzed using Edwards III's policy implementation framework, which emphasizes communication, resources, implementer disposition, and bureaucratic structure. The findings reveal that communication and community engagement—particularly through the role of Bhabinkamtibmas—have contributed positively to preventive security efforts and early detection of disturbances. However, limited resources, territorial challenges, and restricted investigative authority significantly hinder response capacity and coordination, thereby affecting public trust and perceived legal certainty. Despite these constraints, the commitment and professionalism of implementers remain strong, enabling partial mitigation of structural limitations. This study contributes to policy implementation and security governance literature by demonstrating how authority restriction operates as a critical structural variable influencing preventive policing effectiveness in decentralized and high-risk contexts. The findings underscore the need for proportional resource allocation, adaptive authority arrangements, and strengthened coordination mechanisms to enhance Harkamtibmas implementation at the local level.*

### ABSTRAK

Pemeliharaan keamanan dan ketertiban umum (Harkamtibmas) merupakan fungsi inti Kepolisian Nasional Indonesia, khususnya di tingkat kepolisian sektor (Polsek) sebagai garda terdepan kepolisian preventif. Namun, efektivitas implementasi Harkamtibmas menghadapi tantangan yang semakin meningkat menyusul pembatasan kewenangan investigasi di tingkat kepolisian sektor, terutama di daerah perbatasan pesisir yang bercirikan kerentanan geografis dan risiko kejahatan transnasional. Studi ini bertujuan untuk menganalisis implementasi kebijakan Harkamtibmas di Kepolisian Sektor Bantan, Kabupaten Bengkalis, dengan meneliti faktor-faktor yang membentuk efektivitasnya dan mengidentifikasi kendala kelembagaan yang dihadapi dalam praktik. Dengan menggunakan desain penelitian kualitatif dengan pendekatan studi kasus, data dikumpulkan melalui wawancara mendalam, observasi lapangan, dan analisis dokumen, dan dianalisis menggunakan kerangka implementasi kebijakan Edwards III, yang menekankan komunikasi, sumber daya, disposisi pelaksana, dan struktur birokrasi. Temuan menunjukkan bahwa komunikasi dan keterlibatan Masyarakat khususnya melalui peran Bhabinkamtibmas telah memberikan kontribusi positif terhadap upaya keamanan preventif dan deteksi dini gangguan. Namun, keterbatasan sumber daya, tantangan teritorial, dan kewenangan investigasi yang terbatas secara signifikan menghambat kapasitas dan koordinasi respons, sehingga memengaruhi kepercayaan publik dan kepastian hukum yang dirasakan. Terlepas dari kendala-kendala ini, komitmen dan profesionalisme para pelaksana tetap kuat, memungkinkan mitigasi sebagian dari keterbatasan struktural. Studi ini berkontribusi pada literatur implementasi kebijakan dan tata kelola keamanan dengan menunjukkan bagaimana pembatasan kewenangan beroperasi sebagai variabel struktural kritis yang memengaruhi efektivitas kepolisian preventif dalam konteks desentralisasi dan berisiko tinggi. Temuan ini menggarisbawahi perlunya alokasi sumber daya yang proporsional, pengaturan kewenangan yang adaptif, dan mekanisme koordinasi yang diperkuat untuk meningkatkan implementasi Harkamtibmas di tingkat lokal.

## 1. Introduction

The function of civilian policing has undergone a paradigm transformation in contemporary governance arrangements. Policing is now regarded as part of the government responsible for providing public services in the area of security and public order maintenance (Harkamtibmas), rather than merely as a law enforcement apparatus with military power. According to Hadjon (1994), the general principles of good governance (AUPB) include legal certainty, prudence, proportionality, and accountability. Every government institution performing public functions must comply with them. In contemporary police forces, these principles shape good governance.

As stated in Law Number 2 of 2002 concerning the State Police of the Republic of Indonesia, one of the state's governmental duties is to maintain security and public order, enforce the law, and provide protection, shelter, and service to the community. This indicates that the Police not only function as a repressive institution but also as an instrument for regulating Indonesia's constitutional structure. The strategic position of the National Police demands professionalism, transparency, and accountability in the implementation of every policy, including performing security maintenance duties at the local level through work units such as Sector Police (Polsek).

According to Kariyasa (2024) the police institution is a public organization with administrative duties according to constitutional law and state administration. Therefore, police professionalism can only be achieved if authority, responsibility, and oversight mechanisms are well-balanced. The concept of "Good Police for Good Governance" holds that good, clean, and integrity-based policing will help build good governance. In this context, Polri's internal policies, including those regulating Harkamtibmas functions, must prioritize transparent, accountable governance focused on public service.

Structurally, the Police consists of National Police Headquarters (Mabes Polri), Regional Police (Polda), Resort Police (Polres), and Sector Police (Polsek). The Police implements a functional decentralization system to apply policies through policy delegation mechanisms. This mechanism is designed to make police function implementation more adaptive to local conditions. However, Ridwan (2006) reminds us that public bureaucracy decentralization often faces problems such as overlapping authority, limited human resources, and a lack of inter-unit coordination. Moreover, this phenomenon is evident in the implementation of

police duty at the Polsek level, including Bantan Polsek in Bengkalis Regency.

One important policy affecting the implementation of police functions at the Polsek level is the National Police Chief's Decision Letter Number Kep/613/III/2021 on the Designation of Sector Police Only for Maintaining Security and Public Order in Certain Areas (Not Conducting Investigations). Based on administrative law studies, this decision is considered a *beleidsregel* or policy regulation. This is a type of internal administrative regulation not included in the hierarchy of laws and regulations governed by Law Number 12 of 2011 concerning Formation of Laws and Regulations, but is internally binding on the police force. According to Hadjon (2010), *beleidsregel* functions as operational guidance bridging normative policy and administrative practice. Additionally, it serves as a basis for regularly performing governmental functions.

This policy has significant consequences for Bantan Polsek. Unlike previously, the Police now concentrate on Harkamtibmas' duties, namely maintaining security and public order in their area without investigating criminal acts. In essence, this policy aims to enhance police capacity to undertake preventive actions, enabling them to focus more on preventing security disturbances and on community development. However, this authority restriction causes problems in the field. Bantan Police is located in the coastal area of Bengkalis Regency, known for having high potential security disturbances, especially smuggling illegal goods and drug trafficking from neighboring Malaysia through unofficial ports, also known as "rat ports."

The transfer of investigation functions from Polsek to Polres level can delay case handling and reduce law enforcement effectiveness due to limited personnel and facilities at Bengkalis Polres. In line with Soerjono Soekanto's (2011) view, successful law implementation depends not only on the legal rule's substance but also on the implementing apparatus, facilities, and infrastructure, as well as community social conditions. Thus, the investigation function restrictions at Bantan Polsek must be analyzed from the perspectives of policy effectiveness and normative goal conformity.

From a state administrative law perspective, this policy reflects forms of attribution and delegation of administrative authority in security governance. Attribution authority derives directly from Law Number 2 of 2002, while authority delegation through the National Police Chief's policy constitutes administrative delegation. However, the effectiveness of such delegation highly depends on the clarity of function division, coordination between police levels, and availability of adequate human resources and

information technology. Therefore, Harkamtibmas' policy at Bantan Polsek needs to be studied empirically to determine the extent to which its implementation supports professional, independent, and accountable modern police governance goals.

In this context, National Police Regulation Number 7 of 2009 concerning the Security and Public Order Disturbance Report System (Kamtibmas) plays an important role. This regulation establishes mechanisms for collecting, processing, and reporting security disturbance data in stages, from the Polsek level to the National Police Headquarters. This information system aims to enable predictive, data-driven policing, where strategic decision-making is based on situational analysis and trends in security disturbances. In the context of Bantan Polsek, implementing this system is key to maintaining Harkamtibmas' effectiveness, especially in high-vulnerability areas.

These policies demonstrate Polri's efforts to strengthen data-based and transparent internal governance, in accordance with Presisi Polri principles (Predictive, Responsibility, and Transparency with Justice). However, implementation at the Polsek level often faces obstacles, including limited personnel trained in information technology, uneven digital infrastructure, and a lack of coordination in processing security disturbance reports. These conditions hinder Harkamtibmas' ability to optimize its functions, creating gaps between normative policy and field implementation.

From this description, it can be seen that Harkamtibmas' policy implementation at Bantan Polsek, Bengkalis Regency, concerns not only police duty implementation in technical terms but also reflects the dynamics of administrative law in governance—namely, the interaction among authority decentralization, public service effectiveness, and accountability principles in security governance. Therefore, in-depth scientific studies are needed to assess the extent to which these policies are effectively implemented and to determine how Bantan Polsek's role in performing Harkamtibmas functions can be carried out without sacrificing law enforcement effectiveness in vulnerable areas like Bengkalis.

In the long term, study results are expected to provide conceptual and practical contributions to strengthening Polsek's institutional capacity as a governmental unit performing public security functions, and to serve as evaluation material for Polri in formulating policies more adaptive to local needs. Thus, research on Harkamtibmas Policy Implementation at the Bantan Sector Police, Bengkalis Regency, becomes important for understanding the relationships among police

decentralization policy, security maintenance effectiveness, and the application of Good Police for Good Governance principles at the regional level.

Previous research shows that Harkamtibmas' policy implementation across various regions continues to face communication, coordination, and resource limitations. Studies by Tahniah et al. (2024), Melisa (2021), and Saputra (2023) emphasize the importance of community participation and active Bhabinkamtibmas roles, while Arief (2011) highlights good governance principles, and Krisnawan (2024) emphasizes communication roles and public trust.

Despite the growing body of literature on Harkamtibmas policy implementation, most existing studies predominantly focus on general territorial settings and emphasize community participation, communication effectiveness, and the role of Bhabinkamtibmas. However, empirical research remains limited in examining Harkamtibmas implementation within police sectors that are institutionally restricted from conducting criminal investigations, particularly in coastal border areas with high exposure to transnational security threats.

Furthermore, previous studies rarely integrate policy implementation theory with state administrative law perspectives, especially regarding delegated authority within police governance. Consequently, the interaction between authority limitation, organizational capacity, and field-level implementation effectiveness remains underexplored.

Addressing this gap, this study analyzes the implementation of the Harkamtibmas policy at the Bantan Sector Police, Bengkalis Regency, using Edwards III's model within a coastal border context. The novelty of this research lies in its focus on preventive policing under institutional authority constraints, offering empirical insights into how security governance operates at the lowest operational level of the police organization.

Therefore, this study aims to analyze the implementation of the Harkamtibmas policy at the Bantan Sector Police by examining communication, resources, disposition, and bureaucratic structure, as well as identifying key constraints and formulating policy recommendations to strengthen preventive policing in coastal border areas.

## 1.2 Literature Review

### 1.2.1 Public Policy and Policy Implementation

Public policy is generally understood as a set of decisions and actions undertaken by government authorities to address public problems and achieve collective goals. Anderson (in Muchlis, 2014) defines public policy as purposive actions taken by governmental actors in dealing with public issues, emphasizing both decision-making and

implementation processes. Similarly, Dunn (2015) argues that public policy encompasses not only formal decisions but also patterns of action and inaction that shape social outcomes. Within this framework, policy effectiveness is not determined solely by policy formulation, but largely by how policies are implemented in practice.

Policy implementation constitutes a critical phase in the policy cycle, translating policy intentions into concrete actions and outcomes. Mazmanian and Sabatier (1983) emphasize that implementation success depends on the interaction between policy design, implementing institutions, target groups, and the broader socio-political environment. In line with this view, implementation should be understood as a dynamic and adaptive process rather than a linear administrative procedure. Consequently, weak implementation capacity may lead to policy failure even when policy objectives are normatively sound.

Among various implementation frameworks, Edwards III's model remains one of the most influential analytical tools for examining implementation performance. Edwards III identifies four interrelated factors that determine implementation effectiveness: communication, resources, disposition (attitudes and commitment of implementers), and bureaucratic structure. Communication ensures that policy directives are clearly transmitted and consistently understood; resources provide the material and human capacity to execute policy; disposition reflects the willingness and motivation of implementers; and bureaucratic structure shapes coordination, authority distribution, and procedural clarity. This model is particularly relevant for analyzing policies implemented at the street-level or frontline bureaucratic units, such as sector police institutions

### 1.2.2 Policing, Security Governance, and Harkamtibmas Policy

The Indonesian National Police (Polri) plays a central role in maintaining public security and order as part of the state's governance apparatus. Law Number 2 of 2002 mandates Polri to perform law enforcement, protection, and public service functions, positioning policing not merely as a coercive institution but as a public service provider accountable to democratic governance principles. Kariyasa (2024) conceptualizes the police as a public administrative organization whose effectiveness depends on the balance between authority, responsibility, and oversight mechanisms.

Within contemporary governance discourse, policing is increasingly framed within the concept of security governance, which emphasizes preventive strategies, community engagement, and multi-actor collaboration. Arief (2011) argues that "Good Police for Good

Governance" requires transparency, accountability, proportionality, and public participation in security provision. This paradigm shift aligns with the development of Harkamtibmas (Security and Public Order Maintenance) policies, which prioritize preventive policing, early detection of security disturbances, and community empowerment.

Harkamtibmas policy implementation at the local level relies heavily on Bhabinkamtibmas as frontline actors who bridge the police institution and the community. Previous studies demonstrate that effective communication, trust-building, and community participation are essential for maintaining public order (Tahnia et al., 2024; Melisa, 2021; Saputra, 2023). These studies highlight that community-based approaches enhance early reporting and reduce security disturbances. However, most existing research focuses on routine territorial contexts and does not sufficiently address structural constraints such as authority limitation or geographical vulnerability.

### 1.2.3 Previous Studies and Research Positioning

Previous empirical studies on Harkamtibmas implementation consistently identify communication, community participation, and the role of Bhabinkamtibmas as key success factors (Tahnia et al., 2024; Melisa, 2021; Krisnawan, 2024). Other studies emphasize the importance of good governance principles in policing reforms (Arief, 2019). However, these studies rarely examine how Harkamtibmas policies operate under conditions of restricted investigative authority or within coastal border contexts characterized by transnational crime risks.

Accordingly, this study positions itself by addressing these limitations. By applying Edwards III's implementation model within a coastal border police sector that lacks investigative authority, this research contributes to a more nuanced understanding of preventive policing implementation under institutional constraints. The literature reviewed thus provides the conceptual foundation for analyzing how communication, resources, disposition, and bureaucratic structure interact in shaping Harkamtibmas policy outcomes at the sector police level

## 2. Methods

This study was conducted at the Bantan Sector Police in Bantan Sub-district, Bengkalis Regency, Riau Province. The Security and Public Order Maintenance Policy (Harkamtibmas), as regulated in the National Police Chief's Decision Letter Number Kep/613/III/2021, can be studied in the context of this purposively chosen location. Using a qualitative descriptive approach, this research aims

to describe in depth how policies are applied in practice without altering natural field conditions. Sugiyono (2022) states that qualitative research is conducted in natural contexts and that researchers serve as the primary instruments for collecting, interpreting, and analyzing data through inductive approaches. Purposive sampling methods are used to select informants; research subjects considered most understanding of problems and directly involved in policy implementation are selected as informants. Primary informants include the Police Chief, Deputy Police Chief, Binmas Unit Head, Intelkam Unit Head, Sabhara Unit Head, and several Bhabinkamtibmas members, while supporting informants include community leaders, religious leaders, village heads, youth representatives, and people directly involved in Harkamtibmas activities within Bantan Polsek's jurisdiction.

Two types of data are used: primary and secondary data. Primary data comes from police activity documentation, in-depth interviews, and direct field observations. Secondary data comes from scientific literature, Polri internal reports, laws and regulations, and relevant Polsek and Bengkalis Polres administrative documents. Both types of data are used together to ensure the validity and accuracy of research result interpretations.

Three main steps in data collection are as follows: (1) observation, tracking police actions to maintain security and community participation in social activities; (2) semi-structured interviews, tracking informant perspectives, experiences, and perceptions about Harkamtibmas policy implementation; and (3) documentation, examining archives, activity reports, and official policy documents to support field findings. Miles, M. B., & Huberman, A. M. (1984) interactive analysis model is used to analyze collected data, consisting of three main stages: data reduction, meaning selecting and simplifying information relevant to the research focus; data presentation, meaning organizing information in descriptive narrative forms, tables, or matrices for easy understanding; and conclusion drawing and verification, conducted repeatedly throughout the process. This research aims to provide comprehensive descriptions of how Harkamtibmas' policies are applied at the Polsek level and to assess their effectiveness, difficulty, and impact on public security governance in Bantan Sub-district, Bengkalis Regency.

### **3. Findings and Discussion**

#### **Overview of the Research Area**

The Bantan Police Sector is a territorial unit of the Indonesian National Police under the command of the

Bengkalis Police Resort, with jurisdiction covering 23 villages in Bantan District, Bengkalis Regency, Riau Province. This area has unique geographical characteristics as a coastal region with high vulnerability to cross-border security disturbances, particularly illegal goods smuggling and narcotics trafficking through unofficial ports ("rat ports") from neighboring Malaysia. The diverse geographical conditions, comprising coastal areas, plantations, and scattered settlements, require adaptive Harkamtibmas (Community Security and Order Maintenance) implementation strategies that involve community participation.

Based on the National Police Chief's Decree Number Kep/613/III/2021, the Bantan Police Sector was designated as a police sector focused on maintaining community security and order without conducting investigations. This policy shifts the Police Sector's work paradigm from repressive, investigative functions to a more preventive, development-focused approach, emphasizing early detection, patrols, and community empowerment to maintain security and order.

#### **Results of Harkamtibmas Policy Implementation Based on Edwards III Model**

##### **1. Communication Factor**

Research findings show that Harkamtibmas' policy communication at Bantan Police Sector has been implemented through various channels, but still faces challenges in effectiveness and reach. The Deputy Chief of Bantan Police Sector explained that internal communication is conducted through morning roll calls, briefings, coordination meetings, and service groups to ensure that policy directives are delivered to all personnel across the hierarchy. Externally, coordination is conducted with the sub-district office, village governments, military community advisors (Babinsa), community leaders, and stakeholders through cross-sector meetings and direct communication during patrols and security operations.

The Head of Community Guidance Unit stated that socialization to the community is conducted persuasively and dialogically through household visits, counseling, village meetings, and social-religious activities. Community Police (Bhabinkamtibmas) serve as the spearhead of communication, receiving directives from leadership through roll calls, briefings, and daily task orders, then conveying them to the community through household visits, dialogue, village meetings, and communication groups. Coordination is also established with village officials, community leaders, religious leaders, Babinsa, and neighborhood security

groups to deliver security messages and implement prevention collectively.

In terms of effectiveness, the majority of informants assessed socialization as quite effective because it is conducted directly and continuously. Bhabinkamtibmas reported that regular presence makes residents more open, as evidenced by increased early reporting and greater awareness of environmental maintenance through night patrols and monitoring of youth activities. The Head of Public Order Unit added that dialogic patrols help deliver direct appeals to residents, traders, fishermen, and youth, thereby making the community closer and easier to reach, and facilitating the conveyance of complaints or information about security disturbances.

The Village Head of Bantan Tengah appreciated that Bhabinkamtibmas regularly goes to the field and delivers appeals at village deliberations, neighborhood meetings, and religious activities. Messages are more easily accepted when using simple language and concrete examples. Religious leaders also stated that religious approaches are very effective because the community better receives simple messages with real examples, especially when linked to moral values, social responsibility, and order as part of worship.

However, several communication constraints remained. Bhabinkamtibmas identified that some residents consider security only a police matter, lack confidence to report, and have differing understandings of regulations. The solutions applied are increasing visits and informal communication, building closeness, and involving community leaders to ensure appeals are better received. The Deputy Chief added geographical constraints, including extensive areas and remote access, differences in understanding regulations, and uneven resident participation. The solution is to increase visits, involve community leaders as information liaisons, and deliver messages in simple language.

The Head of the Intelligence Unit highlighted that information is sometimes received late, is not yet valid, or is conflicting, and is hindered by geographical factors. The solution is to strengthen informant and partner networks, conduct quick verification, and coordinate across units so responses can be made immediately. The Village Head conveyed that residents lack concern, that information is delayed at all levels, and that residents hesitate to report due to fear of conflict. Proposed solutions include strengthening the roles of neighborhood and community leaders, increasing informal communication, and building a culture of mutual reminders and clear, safe reporting channels.

General community members involved in Harkamtibmas also confirmed that not all residents are active in groups or meetings, that information is delayed, especially for distant residents, and that residents hesitate to report. The solution is to strengthen the roles of neighborhood and community leaders, increase visits, and ensure that reporting channels are clear and easily accessible. Local business actors added that disturbance information does not always arrive quickly, residents hesitate to report, and miscommunication occurs regarding minor incidents. Required solutions include strengthening direct communication between business actors and Bhabinkamtibmas, clarifying reporting channels, increasing dialogic patrols, and securing support from community and neighborhood leaders for information dissemination.

Overall, Harkamtibmas' policy communication at Bantan Police Sector has shown structured efforts through formal and informal channels. However, there are still constraints on cross-sector coordination, differences in stakeholder perceptions, and delays in information delivery due to the extensive geography. This causes environmental security programs to not yet run consistently throughout the Bantan Police Sector's jurisdiction.

## **2. Resources Factor**

The resource aspect is a dominant factor affecting the effectiveness of Harkamtibmas policy implementation at Bantan Police Sector. Personnel, infrastructure, and budget limitations are the main constraints in efforts to reach the entire jurisdiction.

### ***Human Resources***

The Deputy Chief of the Bantan Police Sector stated that personnel are sufficient for routine activities, but during major security operations or simultaneous incidents, they may be limited. The Head of the Community Guidance Unit added that Community Guidance personnel are limited, so they rely on Bhabinkamtibmas to implement field development. Bhabinkamtibmas themselves revealed that they supervise extensive areas requiring efficient time management. Ideally, each village should have one Bhabinkamtibmas, but in reality, one person must handle several villages simultaneously.

The Head of Public Order Unit stated that personnel are available but limited if activities coincide, such as major event security and routine patrols. This causes patrol intensity to decrease at certain times. The Head of the Intelligence Unit explained that personnel are available for early detection, but the extensive area requires an efficient human resource management strategy.

From the community perspective, the Village Head of Bantan Tengah stated that village human resources

include village officials, neighborhood leaders, security volunteers, and participants in the night patrol. Community leaders assessed that the Police Sector is performing at its best, despite the relatively few personnel given the area's extent. General community members also reported that human resources for patrols are available, but not all residents can participate due to work commitments.

#### **Facilities and Infrastructure**

Bhabinkamtibmas stated that official vehicles help mobility, but difficult road access becomes its own constraint. The Deputy Chief added that facilities and infrastructure are available but need adjustment to the area's geographical conditions. The Head of Community Guidance Unit mentioned that facilities, infrastructure, and vehicles are available but need optimization, especially to reach remote and coastal areas.

The Head of the Public Order Unit revealed that patrol vehicles and equipment exist but require additional, regular maintenance due to coastal conditions and certain access points. The condition of old vehicles that frequently break down adds an operational burden. The Head of the Intelligence Unit explained that facilities and infrastructure support monitoring and reporting, but need improvement in documentation and analysis.

On the community side, the Village Head conveyed that facilities and infrastructure, such as patrol posts and street lighting, need improvement at several points. General community members added that patrol posts, flashlights, communication tools, and lighting are still limited. Local business actors observed that patrol vehicles and communication tools are visibly used, but support is needed to make patrols more routine, especially during vulnerable hours. Youth representatives stated that facilities and infrastructure, such as patrol posts, street lights, and neighborhood watch equipment, are still limited.

#### **Budget**

Bhabinkamtibmas conveyed that the budget is maximized through existing programs and support for village cooperation in community activities. The Deputy Chief explained that the budget runs but needs to be more efficient due to dynamic field needs. The Head of Community Guidance Unit stated that the budget is sufficient for basic activities, but broader programs need additional support and cross-sector cooperation.

The Head of the Public Order Unit revealed that the budget is in place but must be managed efficiently to maintain patrol intensity in vulnerable areas. The Head of the Intelligence Unit added that the budget runs but requires careful management due to the high mobility of intelligence activities. The Village Head conveyed that the village budget is limited, so

activities rely on cross-sector collaboration, but the village still facilitates through relevant programs.

#### **Competency and Training**

Bhabinkamtibmas assessed that competency is generally adequate in social communication, development, and problem-solving. However, training remains important for conflict mediation, effective communication, social problem mapping, and digital-based security issues. Development is obtained through leadership directives and evaluations, as well as field experience.

The Deputy Chief stated that personnel competency is generally adequate for their duties and functions, but capacity-building is still needed. Training and development are conducted through Police Resort directives, internal development, and the evaluation of activities or cases as part of continuous learning. The Head of the Community Guidance Unit added that competency in social communication is generally adequate. However, improvement is needed in counseling techniques, social problem-solving, early conflict detection, and prevention strategies.

The Head of Public Order Unit conveyed that personnel competency is adequate in patrols, security, and rapid response. However, improvements are needed in dialogic patrol techniques, crowd management, and adherence to SOPs. The Head of Intelligence Unit explained that competency is adequate in information gathering, situation analysis, and intelligence reports, but training is needed for early detection, vulnerability mapping, and security coordination.

From the community perspective, the Village Head assessed that Police Sector and Bhabinkamtibmas personnel are competent, but that formal training is limited at the village level. Joint training, such as socialization and security disturbance-handling simulations, is needed more often. Community leaders, religious leaders, and business actors consistently assessed personnel competency as good in communication, politeness, firmness, and providing solutions.

#### **Efforts to Overcome Limitations**

Bhabinkamtibmas made efforts to overcome limitations by prioritizing vulnerable points, building partnerships with village officials and community leaders, encouraging residents to build neighborhood watch awareness, and coordinating with other units for personnel support when needed.

The Deputy Chief explained that optimization is achieved through scheduling, prioritizing vulnerable points, strengthening synergy with the community through patrols and security-conscious groups, and cross-sector coordination so that security does not depend solely on the Police. The Head of the Community Guidance Unit stated efforts to maximize

the role of Bhabinkamtibmas, combine integrated development activities, build partnerships for night patrols, and coordinate with village governments so programs align and increase resident participation.

The Head of Public Order Unit added efforts to optimize patrol schedules, prioritize vulnerable locations, combine patrols with situation monitoring, strengthen community cooperation through neighborhood watch, and coordinate with village governments so residents support patrols with quick information.

The Head of the Intelligence Unit conveyed efforts to maximize intelligence networks, prioritize vulnerable points, strengthen coordination with Bhabinkamtibmas and Community Guidance as initial information sources, quick reporting, and cross-sector cooperation. From the community side, the Village Head conveyed efforts to strengthen cooperation, activate night patrols, improve communication among neighborhood leaders, maintain routine cooperation with Bhabinkamtibmas, and encourage youth and community leader participation.

Overall, resource limitations reinforce the gap between security needs in vulnerable areas and available organizational capacity. Coastal areas and remote regions are most affected due to limited patrol coverage and limited development reach. This demands more efficient resource management strategies and advocacy efforts to secure additional personnel, budget, and facilities and infrastructure to support optimal Harkamtibmas implementation.

### 3. Disposition Factor (Implementer Attitude)

The disposition or policy implementer attitude is an important factor in determining the success of Harkamtibmas implementation at the Bantan Police Sector. In general, implementer disposition tends to be positive, especially regarding personnel involvement in preventive activities and community development.

#### *Commitment, Motivation, and Personnel Understanding*

Bhabinkamtibmas stated that commitment and understanding are very high because the duty is at the frontline of prevention. Motivation is strong because the impact of development is directly visible, but consistency and patience are needed because it is a long-term process.

The Deputy Chief explained that commitment is quite good with personnel understanding that prevention is more important than enforcement. Motivation is stable but needs strengthening through development and evaluation when workload increases. The Head of the Community Guidance Unit stated that commitment is high because community development is key to prevention. Personnel understand that early

prevention is important, but consistency is needed because results are not always quickly visible.

The Head of the Public Order Unit added that commitment and understanding are quite high because patrols are the main activity for maintaining stability, and police presence prevents disturbances. Motivation is good, but strengthening is needed because the weather and terrain vary. The Head of the Intelligence Unit emphasized that commitment and understanding are very high because Intelligence is the foundation for maintaining stability. Motivation is good, but confidential work demands high discipline, integrity, and consistency.

From the community perspective, the Village Head assessed the Police Sector's commitment as good because they are responsive to reports, active in patrols, and engaged in development with a humanistic approach. From the village side, they are also committed to supporting because security is important for economic and social activities. Community leaders stated that police commitment and motivation are assessed as good, with a strong presence in the community, patrols, and prompt response to reports.

Religious leaders added that commitment is assessed as good based on presence in the community, patrols, timely response, and a good approach to residents. General community members confirmed that Police Sector commitment is assessed as good because of routine patrols and reports are responded to, with a good officer approach to residents. Police presence makes residents motivated to participate in maintaining the environment.

Business actors assessed Police Sector personnel commitment as good due to routine patrols and quick response, with motivation evident in efforts to maintain security at markets, business premises, and crowded areas. Youth representatives also assessed police commitment and motivation as good, with adequate patrols and response.

#### *Reward and Punishment System*

Bhabinkamtibmas stated that the reward system comprises leadership appreciation, performance assessment, and career development support. Punishment is applied in accordance with disciplinary regulations for violations of SOPs, negligence, or failure to perform duties.

The Deputy Chief explained that rewards include appreciation during roll calls, performance assessments, and career development recommendations—while punishment is administered in accordance with disciplinary regulations for procedural violations, indiscipline, or failure to perform duties. The Head of the Community Guidance Unit stated that there is appreciation for active personnel capable of resolving social problems

peacefully. That punishment will be imposed in accordance with discipline if violations of SOPs, failure to perform duties, or inappropriate reports are found.

The Head of Public Order Unit added that there are rewards for disciplined personnel, active in patrols, and capable of maintaining conducive situations through performance assessment and leadership appreciation. Punishment according to regulations for violating discipline, not conducting patrols according to SOPs, or being negligent in reporting.

The Head of the Intelligence Unit explained that there are rewards for active, disciplined personnel who produce quality information on time. Punishment according to discipline if violating SOPs, misusing information, or being negligent. From the community perspective, the Village Head stated that they did not know the details of the internal police system. At the village level, appreciation is usually expressed through thanks, support for activities, and cooperation to make police duties easier.

Community and religious leaders also do not know the details of the internal system. However, they observe discipline and leadership directives, as well as information that members who work well receive appreciation.

#### ***Efforts to Increase Motivation and Handle Attitude Differences***

Bhabinkamtibmas stated that leadership conducts routine development and evaluation, provides clear directives, and ensures fair distribution of tasks. Leadership emphasizes solidarity and professionalism, which foster strong teamwork.

The Deputy Chief explained efforts through development, supervision, exemplary behavior, clear directives, and maintaining communication. Attitude differences are resolved through direct communication, internal counseling, and strengthening teamwork. The Head of the Community Guidance Unit stated that routine development, performance evaluation, and the affirmation of excellent service are consistently carried out. Attitude differences are resolved through internal communication, clear task distribution, and strengthening team cooperation.

The Head of the Public Order Unit added that routine development, patrol supervision, work discipline, exemplary behavior, fair task distribution, and performance appreciation are carried out in a structured manner. Attitude differences are resolved through direct communication and development to maintain team cohesiveness.

The Head of Intelligence Unit explained efforts through internal development, supervision, affirmation of loyalty and professionalism, performance evaluation, fair task distribution, and

team strengthening. Attitude differences are resolved through direct communication and development.

From the community perspective, the Village Head assessed that Police Sector leadership was actively engaged in development and coordination. During village activities, personnel are directed and cooperate. Attitude differences are resolved internally without disrupting service. The village supports this by maintaining communication and coordination.

Community leaders conveyed that Police Sector leadership actively conducts development and supervision with neat coordination during activities or incidents. Attitude differences are resolved internally through leadership directives, so service continues and officers are cohesive in the field.

Overall, the disposition of Harkamtibmas policy implementers at Bantan Police Sector shows positive tendencies, with most personnel demonstrating commitment and dedication. The reward-and-punishment system has been implemented to encourage performance, and leadership efforts in development and in handling attitude differences are assessed as quite effective. However, high workload, limited operational support, and differences in motivation and ability among personnel potentially reduce implementation consistency, especially in community-based activities such as neighborhood watch and resident partnerships. Therefore, efforts to strengthen personnel capacity through training, motivation, and improvements in internal support systems are needed to maintain this positive disposition and achieve an optimal impact on policy implementation.

#### **4. Bureaucratic Structure Factor**

The bureaucratic structure of Harkamtibmas implementation at the Bantan Police Sector follows Standard Operating Procedures (SOPs) established by the Indonesian National Police and tiered coordination mechanisms that connect various work units within the police organization.

#### ***Organizational Structure and Task Division***

The Deputy Chief of Bantan Police Sector explained that the Police Sector's structure is clear, with divisions for Community Guidance, Public Order, Intelligence, Criminal Investigation, and Bhabinkamtibmas. Task division according to duties and functions, and coordinated in patrols, visits, development, and security. Coordination is led by the Police Sector Chief, with the Deputy Chief assisting with daily operational control.

Bhabinkamtibmas stated that the Police Sector structure is clear, with Bhabinkamtibmas being in the Community Guidance function as a liaison between the Police Sector and the community, with tasks based on supervised areas. Coordination is done with the Head of the Community Guidance Unit or leadership,

as well as with the Public Order, Intelligence, and Criminal Investigation units as needed.

The Head of Community Guidance Unit added that Community Guidance focuses on preventive development, with the Unit Head arranging strategy and coordination, while Bhabinkamtibmas implements development in villages. Coordination with Public Order and Intelligence is conducted if there is potential for a disturbance.

The Head of the Public Order Unit explained that Public Order is involved in patrols, guard duty, escort services, and community event security. Task division according to the schedule and leadership orders. Coordination through the Police Sector Chief or Deputy Chief, as well as cooperation with Intelligence for information, Community Guidance for development, and Criminal Investigation for criminal indications.

The Head of Intelligence Unit conveyed that Intelligence plays a role in early detection, situation analysis, and information provision. Task division according to duties and functions, with coordination through the Police Sector Chief or Deputy Chief for preventive steps and quick response with Public Order, Community Guidance, and Criminal Investigation.

From the community perspective, the Village Head assessed the Police Sector structure as clear with patrols, community development, Intelligence, and Bhabinkamtibmas. Coordination through Bhabinkamtibmas as the main liaison, with the village coordinating directly with Bhabinkamtibmas or the Police Sector. Village task division among officials and neighborhood leaders to ensure information is delivered quickly.

Community leaders, general community members, business actors, and youth representatives consistently assessed that the Police Sector structure is clear, with divisions for patrol officers, community development, Intelligence, and Bhabinkamtibmas, and coordination through Bhabinkamtibmas as a liaison between residents and the Police Sector.

#### ***Monitoring, Evaluation, and SOP Compliance System***

Bhabinkamtibmas conveyed that monitoring is conducted through visit reports, development documentation, and area situation reports, and that these are submitted to the Head of the Community Guidance Unit or leadership for regular evaluation through meetings or briefings. SOPs serve as guidelines for professional and humanistic duties.

The Deputy Chief explained that monitoring is conducted through daily reports, patrols, documentation, and routine evaluation. Each unit reports on activities and constraints—evaluating

security strategy, ensuring quick response, and ensuring SOP compliance to be professional.

The Head of the Community Guidance Unit stated that monitoring is conducted through Bhabinkamtibmas activity reports and documentation, with routine evaluation of development reach and potential disturbance reduction. SOPs are the basis for professionalism and public trust.

The Head of Public Order Unit added that monitoring is conducted through patrol reports, activity documentation, and routine evaluation. Personnel are required to comply with patrol SOPs and police action procedures. The evaluation assesses patrol effectiveness, the distribution of covered area, and follow-up on field findings.

The Head of the Intelligence Unit explained that monitoring is conducted through situation reports and potential disturbance monitoring, with evaluation of the effectiveness of early detection. SOP compliance is maintained in information collection and management for accurate analysis.

From the community perspective, the Village Head observed that monitoring is visible from routine patrols, quick response, and coordination during community activities. SOP compliance is evident in orderly, well-organized duties. The village also conducts internal evaluations through official meetings to ensure a safe environment.

Community leaders, general community members, business actors, youth representatives, and religious leaders consistently conveyed observations that monitoring and evaluation are visible through routine patrols, police presence at community activities, and report follow-up, with SOPs reflected in orderly, persuasive actions.

#### ***Impact of the Investigation Authority Limitation***

Bhabinkamtibmas stated that the limitation does not significantly affect its duties, as its focus is on prevention. If it leads to criminal acts, reports and coordination with the Criminal Investigation or Police Resort are made immediately in accordance with legal procedures.

The Deputy Chief explained that the limitation can affect the speed of cases requiring further processing, but is overcome through quick coordination with the Police Resort. Bhabinkamtibmas' focus remains on prevention, early detection, and quick initial handling. The Head of Community Guidance Unit, Head of Public Order Unit, and Head of Intelligence Unit consistently conveyed that the limitation does not significantly impact, as each unit's focus is on prevention. If it develops into criminal acts, coordination and transfer are carried out in accordance with the Police Resort's mechanisms.

From the community perspective, the Village Head stated that some cases must be continued to the Police

Resort, so the community waits longer. At the same time, the Police Sector conducts initial handling quickly. The village hopes for quick, transparent coordination between the Police Sector and the Police Resort for certainty.

General community members, business actors, youth representatives, and religious leaders consistently stated that certain cases are handled by the Police Resort, which can delay the process. However, the Police Sector handles the initial stage, so the situation does not escalate or remain conducive. Hope that coordination between the Police Sector and Police Resort remains quick for legal certainty.

Community leaders added that some cases must be handled at the Police Resort, which delays the process, but the Police Sector responds quickly initially, so it does not develop. Hope that coordination between the Police Sector and the Police Resort remains quick so the community does not feel neglected.

Overall, the bureaucratic structure of Harkamtibmas implementation at Bantan Police Sector has followed established SOPs and tiered coordination mechanisms. Task division among units is clear, and internal coordination is assessed as quite good. The monitoring and evaluation system is supported by reporting, documentation, and regular meetings. However, constraints arise due to limitations on investigation authority at the Police Sector, as per the National Police Chief's policy, so case follow-up must be transferred to the Police Resort level. This transfer process can delay responses to certain cases and require more intensive coordination to ensure security disturbance handling is not hindered. Although Police Sector personnel state that the main focus is prevention, the impact is not expected to be large; the community expects quicker and more transparent coordination to provide legal certainty.

## Discussion

The findings of this study indicate that the implementation of the Harkamtibmas policy at the Bantan Sector Police reflects a preventive policing approach that is normatively well-designed but empirically constrained by institutional and contextual limitations. Consistent with Edwards III's policy implementation model, the effectiveness of Harkamtibmas is shaped by the interaction between communication, resources, implementer disposition, and bureaucratic structure (Edwards III, as cited in Setyawan et al., 2021). Empirical evidence from the field shows that communication between police personnel and the community—primarily conducted through Bhabinkamtibmas via household visits, dialogic patrols, and community and religious forums—has improved early detection and public

awareness of security issues. This finding supports previous studies which emphasize that trust-based and participatory communication enhances community willingness to cooperate in maintaining public order (Tahnna et al., 2024; Melisa, 2021).

However, the data also reveal that communication effectiveness is weakened when reports cannot be followed by immediate investigative action, a condition that reduces public confidence and aligns with Krisnawan (2024) argument that public trust mediates the relationship between communication and policy effectiveness. Resource constraints emerge as the most significant barrier to implementation, as evidenced by limited personnel, inadequate patrol facilities, and budgetary restrictions that reduce patrol intensity and coverage, particularly in geographically dispersed coastal villages. This finding reinforces Mazmanian and Sabatier's (1983) assertion that policy implementation success depends heavily on the availability of sufficient resources and organizational capacity, and corroborates Soerjono Soekanto's (2011) view that law enforcement effectiveness is determined not only by legal norms but also by institutional capability, infrastructure, and social conditions. Despite these structural constraints, the study finds that implementer disposition remains largely positive, with police personnel demonstrating strong commitment and motivation to carry out preventive duties, supporting Edwards III's proposition that favorable implementer attitudes can partially mitigate implementation barriers. Nevertheless, sustained workload pressures and limited institutional incentives pose risks to long-term motivation, echoing Judijanto (2025) argument regarding the importance of leadership and organizational support in maintaining implementer commitment. Furthermore, the bureaucratic structure of the Bantan Sector Police, while procedurally clear and compliant with standard operating procedures, is empirically shown to face coordination challenges due to the restriction of investigative authority mandated by the Indonesian National Police Chief's Decree No. Kep/613/III/2021. From an administrative law perspective, this policy functions as a *beleidsregel* intended to focus sector police units on preventive roles (Hadjon, 2008); however, in practice, it generates delays in case handling and affects perceived legal certainty among community members. Finally, the findings confirm that community participation—through neighborhood watch activities and informal reporting networks—plays a supportive role in maintaining security, consistent with Saputra (2023) research on border-area policing, yet remains conditional on adequate infrastructure and timely police response. Overall, this discussion demonstrates that the effectiveness of Harkamtibmas

implementation in coastal border areas is contingent upon the alignment between policy design, authority distribution, organizational capacity, and community trust, thereby strengthening the relevance of policy implementation theory in explaining security governance outcomes at the local level.

#### 4. Conclusion

This study examined the implementation of the Harkamtibmas (Security and Public Order Maintenance) policy at the Bantan Sector Police, Bengkalis Regency, using Edwards III's policy implementation model. The findings indicate that the policy has been implemented in a relatively structured manner through formal and informal communication mechanisms, particularly via the central role of Bhabinkamtibmas and community-based security initiatives such as neighborhood watch and night patrols.

However, the overall effectiveness of Harkamtibmas' implementation remains suboptimal. Major constraints include limited human resources, inadequate facilities and infrastructure, budget limitations, and geographical challenges inherent to coastal border areas. In addition, the restriction of investigative authority at the Sector Police level necessitates intensive coordination with the Police Resort (Polres), which in practice may delay case handling and affect public perceptions of responsiveness and legal certainty.

Despite these constraints, policy implementers generally have a positive disposition toward preventive policing, characterized by strong commitment, motivation, and a humanistic approach to community engagement. The bureaucratic structure, supported by clear task division and standard operating procedures, provides organizational clarity; nevertheless, authority limitations and resource constraints continue to create gaps between policy objectives and operational realities.

Overall, this study concludes that while the Harkamtibmas policy at the Bantan Sector Police reflects the principles of preventive policing and community participation, its effectiveness is highly contingent upon proportional resource allocation, strengthened inter-level coordination, and adaptive governance mechanisms tailored to the specific vulnerabilities of coastal border regions.

Based on the findings of this study, it is recommended that the Indonesian National Police strengthen the implementation of the Harkamtibmas policy at the Sector Police level by institutionalizing a faster and more transparent coordination mechanism between Sector Police and Police Resort units for cases requiring investigative follow-up, particularly in coastal border areas. Resource allocation should be

adjusted proportionally to territorial risk by increasing personnel, operational budgets, and patrol facilities in high-vulnerability regions, alongside strengthening the capacity of Bhabinkamtibmas through targeted training in preventive policing, conflict mediation, early detection of transnational crime, and community communication. In addition, community participation should be reinforced through formal security forums, revitalized neighborhood watch programs, and stronger collaboration with village governments and local leaders, supported by adequate security infrastructure such as patrol posts, communication tools, and public lighting. The integration of simple, technology-based reporting systems is also necessary to improve early reporting accuracy and response speed. At the strategic level, periodic evaluation of investigative authority restrictions at the Sector Police level is essential to ensure that preventive policing objectives remain aligned with law enforcement effectiveness and public trust

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