

The Formation of Neighborhood Police and Its Impact on the Maintenance of Security and Public Order (Harkamtibmas) at Surabaya Metropolitan Police

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ABSTRACT

This study aims to analyze the implementation of the Neighborhood Police (Polisi RW) policy in efforts to improve public security and order. The research method employed is descriptive analysis with a qualitative approach, involving data collection through interviews, observations, and document review. The findings show that the implementation stages, including planning, socialization, execution, monitoring, evaluation, and development, have had a positive impact, such as increased public awareness, active participation, and more efficient coordination in handling security issues. Another finding reveals that the Prototype model is more relevant than the Incremental model for the Neighborhood Police program, as it allows for rapid feedback and continuous improvement. This study recommends that Regional and City or Regency Police Departments adopt a Prototype-based approach and enhance community involvement in the program to achieve more effective security objectives.

INTRODUCTION

The Neighborhood Police (Polisi RW), also known as Community Watch Police, is a new policy that began to emerge in mid-2023. This initiative was introduced by the Indonesian National Police (Polri) with the aim of strengthening community policing efforts at the neighborhood level (RW) and similar areas. According to the official site, as stated by Saputra et al. (2023), the Neighborhood Police are tasked with building communication and cooperation with local residents to anticipate and eliminate potential security threats, while supporting the creation of public order within the community. Hasibuan, Melisa, and Novel (2021) explain that the Neighborhood Police play a crucial role in enhancing the interaction between the police and the public, fostering a safe and harmonious social environment.

The background to the challenges in implementing the Neighborhood Police (RW) policy in the Surabaya Metropolitan Police can be understood by highlighting the difficulties faced in creating and maintaining harmony, in terms of Security and Public Order Maintenance (Harkamtibmas), and the efforts of Community Development in preserving public safety and order in a dynamic urban environment like Surabaya. As one of Indonesia's largest cities, Surabaya has a diverse population, rapid economic growth, and high community mobility. This leads to complexities in addressing various social problems, crime, and security disturbances. Therefore, the police, as the law enforcement institution, play a vital role in maintaining community security stability. However, with a limited number of police personnel compared to the large population and vast area that needs supervision, the need arises to involve the community in safeguarding Harkamtibmas. This is where the role of Neighborhood Police (RW) becomes relevant.

The policy of establishing the Neighborhood Police aims to strengthen the relationship between the police and the public through a community-based security approach. Research on the implementation of the Neighborhood Police was first introduced in several regions (Alam & Kusumah, 2021), including East Java Regional Police (East Java Polda), with a focus on major cities like Surabaya. Big cities face unique challenges in Harkamtibmas (Setya, 2021), thus requiring a more personal and close approach to the community. The Neighborhood Police are expected to bridge the relationship between security officers and residents (Wahyurudhanto, 2018), while also acting as mediators in resolving conflicts between citizens and monitoring neighborhood activities. The research by Hasibuan, Melisa, & Novel (2021) highlights the importance of a comprehensive policing approach at the community level to maintain the stability of public security, which aligns with the role of the Neighborhood Police (RW) in creating safety in urban areas.

In carrying out their duties, the Neighborhood Police do not work alone, but also coordinate with Bhabinkamtibmas (Thoha, 2018), Babinsa, and local community leaders such as the neighborhood heads (RW), community unit heads (RT), and religious figures (Mustofa & Sutrisno, 2019). This role is further strengthened by existing regulations, such as Government Regulation No. 47 of 1997 concerning Rukun Warga, which governs the function of RW as a

coordination platform for residents in maintaining environmental security and order. In line with Mustalih's (2019) research on the Neighborhood Police Partnership program, it has the potential to build strong synergy between the community and security forces, increase public trust in the police, and create a more conducive environment. This research is important because the policy of establishing Neighborhood Police (RW) is a strategic breakthrough in strengthening community-based security systems at the grassroots level. In the context of a major city like Surabaya, with its complex social dynamics and crime issues, the role of the Neighborhood Police (RW) becomes crucial in bridging the relationship between the police and the community. The Neighborhood Police are expected to address various security issues more effectively through a more personal and proactive approach, such as early identification of potential security threats, resolving conflicts between residents through mediation, and increasing community participation in maintaining neighborhood order. Additionally, this research will provide insights into the effectiveness of this policy's implementation, particularly in maintaining Harkamtibmas (public safety and order) in the jurisdiction of Surabaya Metropolitan Police. With empirical evidence supporting or critiquing the policy, this research could also help the police in evaluating and optimizing the role of Neighborhood Police (RW). The study is also important to determine whether the presence of the Neighborhood Police (RW) has succeeded in building public trust in the police, as anticipated in the concept of community policing (Polmas).

Although various previous studies have discussed the role of community policing (Polmas) in maintaining security and order, such as the study by Aswin and Jumadi (2020), which emphasized the importance of public participation in supporting the police, and Saputra et al. (2023) on strengthening Polmas for Kamtibmas stability, there has been little research specifically analyzing the effectiveness of the Neighborhood Police (RW) policy in the context of large urban areas like Surabaya. Studies like Mustalih's (2019), which examined the Neighborhood Police Partnership program in Malang, and Rifai's (2019), which focused on the implementation of Polmas by FKPM in Bandar Lampung, provide a general view of community policing but do not focus on the new policy related to the Neighborhood Police (RW). Furthermore, these studies do not deeply explore how this policy can be adapted to areas with high crime rates and complex social dynamics, like Surabaya. The research gap in this study, compared to previous research, lies in the lack of in-depth analysis of the Neighborhood Police (RW) policy implementation in large urban areas like Surabaya, particularly in examining how this policy impacts security and order in heterogeneous RW neighborhoods. Most prior studies have focused on general Polmas programs or rural areas, with little emphasis on the more complex and challenging urban context. Moreover, the novelty of this research is the specific exploration of the impact of the Neighborhood Police (RW) implementation on Harkamtibmas in Surabaya Metropolitan Police, a major city with significantly different social dynamics compared to other regions previously studied. This study will also offer new perspectives on the

effectiveness of the Neighborhood Police (RW) in bridging the relationship between the police and the community, while exploring the resistance or challenges that arise from implementing this policy in urban areas.

Furthermore, the results of this study will contribute to the development of a community policing model that is more adaptive and responsive to the social dynamics in urban environments. This research aims to develop an effective policy implementation model for the establishment of RW Police in maintaining public security and order (Harkamtibmas), particularly in the Polrestabes Surabaya jurisdiction. By examining the effectiveness, challenges, and impact of this policy's implementation, the study is expected to provide recommendations for optimizing the role of RW Police in creating a safe and orderly environment. Additionally, the research seeks to identify key factors that support the successful implementation of this policy, which can serve as a reference for its application in other regions with similar characteristics. Ultimately, this study aims to create a policy implementation model that is not only suited to local needs but also sustainable in fostering security stability within communities.

THEORETICAL REVIEW

Implementation of the Policy for Establishing RW Police

Bakry (Hayat, 2018) states that public policy is a decision or choice that directly regulates the management and distribution of natural, financial, and human resources for the benefit of the community and the people. The planning and management of these aspects are directed towards public interest to achieve common goals. Political agreements will serve as guidelines for all political actors, both subjects and objects. Additionally, policies have a high level of legitimacy in their implementation to achieve the desired objectives. Meanwhile, Anderson (Agustino, 2012) defines public policy as a series of activities with specific intentions/purposes, followed and executed by an actor or group of actors in relation to a particular issue or matter of concern.

Van Meter and Van Horn (Silalahi, 2018) explain the implementation of public policy as a form of action from a previous decision. This action includes efforts to translate decisions into operational measures over a set period, as well as efforts to achieve major or minor changes established by the policy decision carried out by public organizations aimed at reaching the predetermined goals. Harsono (Agustino, 2012) further elaborates that implementation is the process of turning policy into action, moving from political decision-making into administration, focusing on policy development in order to refine a program. Fischer, Miller, and Sidney (2014) describe policy implementation as a complex and interactive process that requires coordination between actors and a strong awareness of policy objectives. Synthesizing previous theories, policy implementation models can be seen as a complex and interactive process involving several stages and internal and external factors. The policy implementation process must be conducted in an adaptive and flexible manner, taking into account factors that influence the implementation process. Policy implementation is the process of executing governmental decisions or policies to achieve predetermined goals, involving various actors and mechanisms,

including regulation, coordination, and supervision. In the context of public security and order (Kamtibmas), this implementation not only involves law enforcement officials such as the police but also requires active participation from the community, as regulated by various laws such as the Indonesian Law No. 21 of 1999 on Public Security and Order, and Police Regulation No. 1 of 2021 on Community Policing (Polmas). Security and order are defined as situations where the public feels protected from threats and can live in stable conditions. The implementation of this policy necessitates collaboration between the police, military (TNI), local governments, and community elements, as emphasized in Law No. 2 of 2002 on the Indonesian National Police. This implementation is exemplified in programs such as the Environmental Security System (Siskamling), regulated by the Minister of Home Affairs Regulation No. 12 of 2006, where the community plays an active role in maintaining the security of their environment.

The existence of the RW Police program, as exemplified in Surabaya, makes the implementation of this policy more specific and structured to encourage synergy between the police and the community. The RW Police are responsible for maintaining security at the smallest community level, namely the Rukun Warga (RW), and work in collaboration with the head of the RW, the head of the RT (Rukun Tetangga), and community leaders (Mustofa, 2020). This aligns with the functions of the police according to Law No. 2 of 2002, which includes maintaining security and order, law enforcement, and public service. The RW Police serve as a tangible example of how security policies are applied at the grassroots level, in accordance with the spirit of community policing as outlined in Police Regulation No. 1 of 2021, focusing on early detection of issues and joint resolution between the police and residents.

Maintenance of Public Security and Order as a Service Model

According to Osborn and Plasterik (Nugroho, 2017), the services provided by the government are obligations, not rights. Therefore, bureaucrats must have a strong commitment to serving the community so that services can be responsive to the needs of the public and design more creative and efficient service models. Service involves providing the necessary assistance to the community in various fields. Providing services to the community is one of the important tasks and functions of state administration. In the Law of the Republic of Indonesia No. 25 of 2009 concerning public services, public service is defined as activities or a series of activities aimed at fulfilling service needs in accordance with regulations for every citizen and resident regarding goods, services, and/or administrative services provided by public service organizers. Furthermore, according to Ministerial Decree No. 63/KEP/M.PAN/7/2003, public service is all service activities carried out by public service organizers and efforts to fulfill the needs of service recipients as well as the implementation of regulatory provisions (Nugroho, 2017). Public service types related to supervision, according to Mulyadi (2015), include services related to the supervision and protection of security, safety, and public order, as well as legal protection. In this case, the police, as law enforcement agencies, have the

responsibility to provide services for the protection of security and order, as well as legal protection to the community. Thus, police services can be categorized as Public Service Supervision due to their function as supervisors and protectors of security, safety, and public order, along with legal protection.

The theory of Kamtibmas service (Corps of Civil Servants, Military, and Mosques) states that public service is an effort to achieve the common welfare through the management and development of available resources, both material and immaterial. The theory proposed by Notosusanto (Kurniawan, 2020), an expert in Indonesian state administration, argues that public service should be carried out in a professional, efficient, and effective manner, and oriented towards the interests of the community (Bungsadewo, Chairunnisa, & Farhana, 2021). This theory also emphasizes the importance of cooperation between the government, the civil service corps, the military, and mosques in managing and developing public resources to enhance common welfare. In this theory, public service encompasses not only the process of delivering services but also the processes of planning, implementation, and supervision to achieve the established goals (Setya, 2021). In the context of public service, the implementation of policies for maintaining public security and order (Kamtibmas) is closely related to efforts to improve the quality of services to the community. Optimal public service includes providing a sense of security and comfort for the community in carrying out daily activities, whether in social, economic, or cultural fields. Policies that support environmental security, such as those regulated in the Minister of Home Affairs Regulation No. 12 of 2006 concerning Environmental Security Systems (Siskamling), emphasize the importance of community participation in maintaining public order in their environment. The synergy between law enforcement agencies and the community in community policing, as explained in Police Regulation No. 1 of 2021 concerning Community Policing, functions to ensure that every individual receives appropriate security services, thereby creating a conducive condition for other public services. In this case, the RW Police program serves as a concrete example of how this policy is applied to improve the quality of public services at the local level, focusing on preventive and collaborative solutions to security issues.

METHODOLOGY

This research approach employs a descriptive qualitative approach, aiming to gain understanding and insight into events or behaviors of the community within an organization or institution. This approach does not aim to test hypotheses but rather to express meanings and understandings about a phenomenon from the participants' perspectives. Creswell (2014) also explains that the descriptive qualitative research approach is a robust and flexible research method that can be used to deeply and thoroughly understand various social phenomena. The focus of this research is the Governance of the Establishment of RW Police, examined through the Implementation of Police Regulation No. 1 of 2021 concerning Community Policing and Its Impact on Harkamtibmas at Polrestabes Surabaya. The type of data used in this research is

qualitative data (in descriptive or verbal form), which is inherently obtained by interacting with individuals in their environment. In these interactions, the researcher attempts to understand the language and interpretations of the participants regarding the surrounding environment or world (Rukajat, 2018). Data were collected from various sources, including books, scholarly works, articles, or relevant media news; as well as through observations and in-depth interviews with credible parties providing information.

In this research, the data analysis technique employed is interpretive analysis, which, according to Creswell (2014) and Meleong (2018), is a qualitative research approach that focuses on understanding and interpreting the meanings contained within the data. According to Meleong (2018), this interpretive analysis emphasizes understanding the meanings contained in the data from the participants' perspectives. The credibility of the data in this study refers to the trustworthiness and validity of the information obtained as well as the interpretations produced. To achieve high credibility, the researcher employs several techniques, including triangulation, member checking, and critical reflection (Strauss & Corbin, 2016).

RESULTS AND DISCUSSION

Description of the Implementation of the RW Police Policy

The implementation of the RW Police program in Surabaya, which involves the assignment of 1,440 personnel to oversee each neighborhood association (RW), is a concrete example of applying public service policies in the field of public safety and order. Based on the concept of implementing security policies that involve the active participation of the community, this program demonstrates that a community policing approach can enhance the effectiveness of public services at the grassroots level. The presence of police in the RW area not only serves as a preventive measure against crime but also as a responsive service to the community's need for safety and protection. As stipulated in Police Regulation No. 1 of 2021 regarding Community Policing, the RW Police program utilizes partnerships between the police and the community to detect and identify problems in the local environment. Through activities such as task socialization, Jumat Curhat (Friday dialogue), monitoring through RW groups, and dialogical patrols, this program strengthens communication between law enforcement and the community (Yoslan, 2019). The result is an improvement in the quality of security services, where the community feels safer, protected, and cared for—consistent with the principles of public service that emphasize community involvement and transparency in addressing security issues (Sitompu, Marpaung, & Erlina, 2019).

The RW Police program is indeed an innovative step worthy of appreciation, especially in the context of enhancing public safety and order (kamtibmas) at the grassroots level. According to Sugistiyoko (2021), by placing police personnel directly within the RW environment, the program allows for a closer and more personal approach to addressing security issues. This aligns with the principles of community policing, where the direct involvement of police in the community can accelerate the detection and response to security problems.

Additionally, this program also has the potential to strengthen the synergy between the police and the community. When police become part of the daily lives of residents, mutual trust and open communication can be better established. This not only accelerates the handling of issues but also enhances the sense of safety and protection among the community, thereby creating a more conducive environment for public welfare. This innovation reflects the implementation of policies that are responsive and adaptive to community needs while strengthening collective efforts to create security stability at the local level.

Table 1. Implementation Stages and Impact on Public Safety and Order (Harkamtibmas)

Implementation Stage	Main Activities	Expected Impact
Planning	<ul style="list-style-type: none"> a. Determination of program goals and targets b. Identification of priority areas c. Formation of work teams 	<ul style="list-style-type: none"> a. Increasing public awareness of the importance of security and order b. Focus on areas that require special attention c. Efficiency in program coordination and implementation
Socialization	<ul style="list-style-type: none"> a. Dissemination of information to the community b. Training for prospective RW Police 	<ul style="list-style-type: none"> a. Increasing community participation b. Increasing human resource capacity
Implementation	<ul style="list-style-type: none"> a. Appointment of RW Police b. Establishment of security posts or posts c. Implementation of joint patrols 	<ul style="list-style-type: none"> a. The presence of community figures who serve as security references b. Coordination and information points for the community c. Increased police presence in the community
Monitoring and Evaluation	<ul style="list-style-type: none"> a. Data and information collection b. Evaluation of RW Police performance 	<ul style="list-style-type: none"> a. Identification of problems and constraints b. Continuous program improvement
Development	<ul style="list-style-type: none"> a. Rewarding and incentives b. Development of online reporting system 	<ul style="list-style-type: none"> a. Improving the motivation and performance of RW Police b. Facilitating access to information and reporting of incidents

The table shows that the impact of each stage of the implementation of the RW Police program is very important to ensure the success of the initiative in improving public security and order. At the planning stage, setting program goals and targets, and identifying priority areas, it is expected to increase public awareness of the importance of security and order. Focusing on areas that require special attention allows the program to be more effective, while the formation of an efficient work team facilitates program coordination and implementation. The socialization stage, which includes disseminating information to the community and training for prospective RW Police, has the potential to increase community participation and human resource capacity. Furthermore, at the implementation

stage, the appointment of RW Police, the establishment of security posts, and joint patrols will create community figures who become security references, information coordination points for the community, and increase police presence in the environment. Monitoring and evaluation carried out by collecting data and evaluating the performance of RW Police allows for the identification of problems and obstacles, as well as continuous program improvement. Finally, at the development stage, the provision of awards and incentives is expected to increase the motivation and performance of RW Police, while the development of an online reporting system facilitates access to information and reporting of incidents, thus creating a safer and more responsive environment to community needs.

In the implementation of the RW Police policy, as stipulated in the Surabaya City Police Order Letter Number Sprin/900/IV/HUK 63/2023, there are still several obstacles that can affect the effectiveness of the program:

- a. Limited resources, that by involving 1,442 personnel to assist each RW, the need for human resources becomes high. This can be a challenge, especially in areas with a large number of RW and limited availability of police personnel. If there is no proper balance between the number of personnel and the area to be guarded, the police workload can increase, which can ultimately reduce their effectiveness.
- b. Communication and coordination. Although the goal of this program is to strengthen the synergy between the police and the community, not all RW may have the same awareness or desire to collaborate with the police. Differences in culture, social dynamics, and political interests at the local level can be obstacles in building effective communication and trust between residents and the RW police.
- c. Lack of training and understanding of Polmas. The RW Police program requires a deep understanding of the concept of community policing (Polmas). If police personnel are not given sufficient training on how to build strong relationships with the community, or do not understand preventive and dialogical approaches, the goals of this program can be deviated, and the approach taken becomes more repressive than collaborative.
- d. High community expectations, that with the presence of RW police, the community may have too high expectations for the resolution of all security problems in their environment. This can create great pressure on police personnel, especially if the problems faced by residents are structural or require handling by other agencies.
- e. Differences in regional characteristics. Each RW has different characteristics, both in terms of social, economic, and geographical. Implementing a uniform approach for all RWs can be a challenge, because RW police need to adjust their work methods according to the needs and conditions of each region. For example, RWs in dense urban areas may have different security challenges than RWs in suburban or rural areas.

The implementation of the RW Police establishment policy in Surabaya is an innovative step to improve security and order at the community level,

accelerate problem handling, and strengthen synergy between the police and the community. However, obstacles in its implementation include limited human resources, challenges in communication and coordination with residents, lack of in-depth understanding of community policing, high community expectations, and differences in regional characteristics. To overcome these obstacles, adaptive strategies, appropriate training, and strong collaboration between the police and the community are needed. The implementation of the RW Police establishment policy is a strategic step taken to improve security and order in the community at the Rukun Warga (RW) level. This process begins with careful planning, where program goals and objectives are set, and priority areas are identified. The formation of a work team involving community members and the police is an integral part of this stage (Siregar, Sudirman, & Halimah, 2022). Disseminating the program to the community is important to build awareness of the importance of the role of the RW Police in maintaining security, while also providing training for prospective RW Police to increase their capacity in facing various challenges in the field.

The implementation reflects efforts to improve public services in the security sector (Ramadhani & Marzuki, 2021), the existence of the RW Police can be considered as a form of service that is closer and more responsive to the needs of the community. With the police being more integrated into the community, the community can feel safer and more comfortable. In addition, the RW Police act as a liaison between the police and the community, allowing for a better flow of information on security issues. This is in line with the principle of public service which emphasizes active community participation in creating a safe and orderly environment (Thoha, 2018). Research shows that community involvement in security management can increase program effectiveness, as well as create a greater sense of ownership of the results achieved (Meyer, in Thoha, 2018).

Impact on Public Order Maintenance in Surabaya. The establishment of the RW Police program in Surabaya has had a significant impact on efforts to maintain public security and order (Harkamtibmas). This program focuses on preventing and resolving problems at the grassroots level by placing police personnel directly in the community environment. One of the impacts that can be directly observed is an increased sense of security. The results of the interview obtained information that the presence of police at the RW level creates a higher sense of security for residents, especially because the community feels directly supervised by officers who are ready to respond to every situation. For example, in RW 09, Rangkah Village, residents who were previously worried about criminal acts, such as theft or juvenile delinquency, now feel calmer. The police on duty carry out routine patrols and interact with residents, so that the potential for security disturbances can be suppressed before they develop into bigger problems. This shows that the presence of police in the RW environment increases the community's sense of security. When residents feel that the police are present and active in their environment, they are more comfortable and confident in carrying out their daily activities. It can be said that the presence of security forces who are close to the community can increase the perception of security and order (Miller, in Ramadhan, 2022).

In Surabaya, residents expressed that the presence of the RW Police provides peace of mind because they can immediately report potential disturbances or threats in their area, so that the sense of security increases significantly. Another known impact is increased responsiveness. The presence of the RW police allows for faster and more targeted handling of problems. For example, when there is a dispute between residents or reports of unknown guests in the neighborhood, the RW police can immediately intervene to calm the situation before it triggers a more serious conflict. Through active communication with residents via the RW group, they can monitor developments in the field in real time and take the necessary actions, such as handling disturbances or other social problems. With the presence of the RW Police, problems that arise in the community can be handled more quickly. This is because the police who are placed at the RW level are closer to residents and are directly involved in the existing social dynamics. For example, complaints related to security or order that usually have to go through a formal reporting process can now be handled directly and quickly by the RW police. With easier access, responsiveness to Kamtibmas problems is better. This is in line with the opinion of Denhardt & Denhardt (2015), that the presence of services that are closer to the community can increase the efficiency and effectiveness of government responses.

Strengthening police and community relations organized by the Surabaya City Police also has an impact on strengthening relations between the police and the community. The RW Police do not only focus on aspects of law enforcement, but also build good relations with residents through activities such as Friday Curhat or open dialogue. For example, in the Friday Curhat session, residents can convey complaints, problems, or suggestions directly to the police. With a more personal and open approach, mutual trust between the police and the community increases, creating a more harmonious and conducive environment for mutual security. It can be said that the RW Police program creates synergy between the police and the community. In this program, the RW Police not only maintain security, but also actively communicate with the community. With intensive communication, residents are more open to reporting potential problems, and the police find it easier to understand the situation on the ground. Studies on community policing state that when relations between the police and the community are close, public trust in law enforcement increases, which ultimately improves the quality of Harkamtibmas (Ramadhani & Marzuki, 2021). RW police who are often involved in activities such as "Friday Curhat" and dialogic patrols are able to listen to the aspirations and complaints of the community directly, strengthening the relationship between the police and residents. Furthermore, it can also be seen that the implementation of the RW Police policy in the Surabaya Police environment which routinely presents RW Police in the community, is an early prevention effort against potential crimes to be more effective. Police who often interact with residents can observe environmental conditions, identify suspicious behavior, and detect social symptoms that have the potential to trigger criminal acts, such as teenage fights, drug abuse, or theft. For example, in RW 4, Kapasan sub-district, Surabaya, RW police succeeded in reducing the number of motorbike thefts by increasing

vigilance and involving residents in the environmental monitoring system. This early detection allows the police to take preventive measures, such as providing counseling, inviting the community to participate in environmental security, and conducting dialogic patrols. This means that RW Police who actively interact with residents have the capacity to detect potential crimes early on. The routine presence of the police makes it easier for them to identify suspicious behavior or conditions that can trigger criminal acts. For example, potential crimes such as theft or brawls can be prevented because the police can monitor the social situation directly. This is relevant to the literature which states that preventive efforts are an effective strategy in community policing to maintain public order and security (Nurany, et., al, 2023).

The implementation of the RW Police establishment policy indirectly rekindles the culture of deliberation, especially the involvement of the RW Police in resolving problems by consensus. Many public security and order (Kamtibmas) problems can be resolved through dialogue and deliberation involving all relevant parties. The RW Police often act as neutral mediators in resolving conflicts between residents. With a more humane and consensus-based approach, various social problems such as land disputes, boundary issues, or family conflicts can be resolved peacefully (Yushantini, 2020). For example, in RW 2, Gunung Anyar Village, Surabaya, a dispute between two families regarding land boundaries was successfully resolved by the RW Police through a dialogue approach involving community leaders and local officials. This process prevented the dispute from developing into a physical conflict and created a more harmonious atmosphere in the environment. The RW Police also act as mediators in resolving conflicts that occur in the community. With a deliberation approach, many problems such as disputes between residents can be resolved peacefully without having to go through formal legal channels. This strengthens social stability and reduces the potential for conflict escalation. Literature related to community mediation states that the dialogue and consensus approach is effective in maintaining social security and minimizing conflict at the community level (Mustofa & Sutrisno, 2019; Hasibuan, Melisa, & Novel, 2021).

Referring to the impact and study of the formation of the RW Police with Harkamtibmas, it can be said that the implementation of the RW Police formation policy also has a positive impact on the quality of public services, especially in the context of security and order services. The RW Police as "frontline service providers" play an important role in providing closer, faster, and more responsive public services. This program creates more decentralized and personal services, in accordance with the principles of modern public services that are oriented towards community needs (Hasibuan, Melisa, & Novel, 2021). The presence of the RW Police increases public access to security services. Previously, the public may have been reluctant to report or felt that the process of reporting problems to the police was time-consuming and bureaucratic. With this program, the police are present directly in their environment, so that the public can convey their complaints or problems more easily and get a response quickly. This reflects the principles of good governance which emphasize transparency, accountability, and community participation in public services (Alam &

Kusumah, 2021; Suharso & Dewi, 2020). In addition, this program increases active community participation in maintaining the security of their own environment. The RW Police not only act as law enforcers, but also as facilitators who empower residents to participate in maintaining security in their area. This is in accordance with the concept of co-production in public services, where the community participates in the creation of the services they receive (Sugistiyoko, 2021). It can be said that the RW Police program is a concrete example of the implementation of policies that support improving the quality of public services in the security and order sector. This program brings services closer to the community, accelerates response, and increases public trust in the police, which ultimately strengthens Harkamtibmas as a whole.

Ideal Model Implementation and Development Model

Considering the complexity of the RW Police program, the most relevant model is a combination of the bottom-up and incremental models. This is because the program involves active community participation (bottom-up) in maintaining the security of their environment while also requiring support and guidance from the government (top-down). Additionally, this program is developed incrementally, involving various stakeholders. The incremental model in public policy implementation theory emphasizes gradual change and slow policy adjustment. Instead of making large-scale and comprehensive changes, this model prefers small, continuous steps that allow the government to react to changing situations or feedback from previous policy implementations. Charles E. Lindblom, who introduced this theory in his work "The Science of Muddling Through" (Mulyadi, 2015), argued that policymakers often lack complete information or sufficient resources to formulate large-scale policies. Instead, they tend to make decisions gradually, considering the most practical and realistic steps based on prior experiences. In the context of public policy implementation, the incremental approach can help minimize the risks of major failures and allow for directional corrections if inefficiencies or obstacles arise during the policy implementation (Gierszewski & Pieczywok, 2021).

This model emphasizes flexibility and adaptability in the decision-making and policy execution processes (Fischer, Miller, & Sidney, 2014). This model is currently applied in the implementation of the RW Police formation policy, which is carried out in a phased manner, as illustrated in the following scheme.



Figure 1. Incremental Life Cycle Existing Model

Source: Compiled by Researchers (According to Police Regulation Number 1 of 2021)

The incremental model in public policy implementation, particularly in the context of the RW Police program, demonstrates several weaknesses that need to be addressed. First, although this model strives to enhance community participation, the level of involvement is often suboptimal. Community members may not fully understand their roles or feel a sense of responsibility for maintaining the security of their environment, leading to a lack of active support from residents despite the presence of police. Additionally, inconsistent government support can be a significant weakness. If the central or local government fails to provide adequate funding or supportive policies, the implementation of the RW Police program may be hindered, and reliance on limited resources can result in the program not proceeding as planned.

Coordination among various agencies, such as the police, local government, and community, is often still weak. Without effective communication and cooperation, the program cannot be implemented optimally, which can lead to duplication of efforts or conflicts among parties, hindering the achievement of program goals. Another major weakness is the unclear or irregular evaluation mechanisms. Without a good evaluation system, it is difficult to measure the success of the program and identify areas for improvement, which can result in the same mistakes being repeated in program implementation and lead to community dissatisfaction. Additionally, various obstacles, such as negative stigma towards the police or conflicts among residents, can also disrupt program execution. These challenges often lie beyond the control of the incremental model, thereby reducing the effectiveness of implementation. According to Gierszewski and Pieczywok (2021), while the incremental model offers a safer and more realistic approach to policy implementation, these weaknesses indicate that the approach requires improvements and strong support from all parties involved to achieve the desired outcomes. The incremental model in public policy implementation, while providing a safe and measured approach, has significant weaknesses that need to be considered, especially in addressing public security and order issues (Kamtibmas). One of the main weaknesses is the slow process of change (Mustalih, 2019). This gradual approach, which focuses on small improvements, often takes a considerable amount of time to achieve meaningful results. In the face of dynamic and often rapidly changing Kamtibmas issues, such as rising crime rates or shifts in social behavior, this delay can diminish the program's effectiveness (Mustofa, 2020). Communities expecting a swift response from security personnel may feel disappointed and lose trust if the anticipated changes do not materialize promptly.

In addition, the model (Figure 1) tends to result in a lack of innovation; by focusing on gradual improvements, the implemented policies often fail to adapt to emerging new challenges. In the context of public security and order (Kamtibmas), where threats and security issues continuously evolve, innovation becomes crucial. The incremental approach may struggle to introduce the radical solutions or more creative strategies needed to effectively tackle these challenges. Without innovation, programs can stagnate, and communities may feel that security personnel are incapable of addressing complex issues and require new

approaches. Therefore, according to Gierszewski and Pieczywok (2021), to enhance the success of policy implementation in the context of Kamtibmas, there needs to be a balance between incremental approaches and the impetus for rapid innovation and adaptation to changes. Regarding the shortcomings of the incremental model, the researchers believe it is necessary to propose the use of a prototype model to replace the incremental model in public policy development, as it has several important advantages. First, the prototype model allows for direct community involvement at every stage of development (Hasibuan, Melisa, & Novel, 2021), making it easier to accommodate their needs and expectations. Additionally, this model encourages greater innovation as it can explore various new ideas. Prototyping also helps identify problems earlier, enabling improvements to be made before large-scale implementation (Fischer, Miller, & Sidney, 2014). With a flexible approach, each version of the prototype can be quickly updated based on feedback. This enhances community engagement and a sense of ownership over the implemented policies, while also reducing the risk of failure by identifying and correcting errors early on. Overall, the prototype model offers a more responsive and effective way to address public policy challenges.

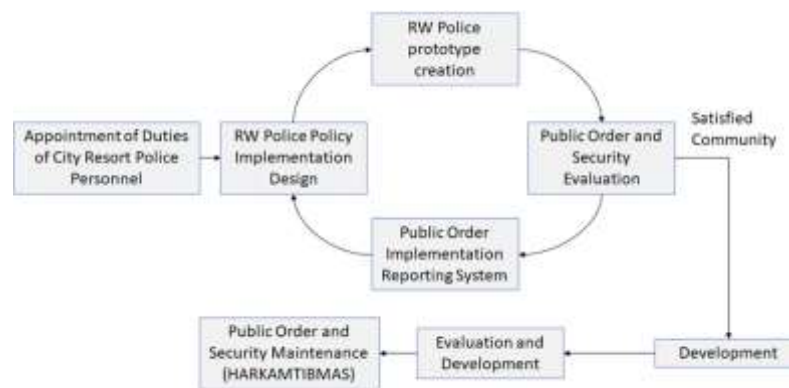


Figure 2. Public Order Maintenance Prototype Model

Source: Adapted from Eleanor Rosch (Gierszewski & Pieczywok, 2021)

The prototype model represents an iterative approach in service development. In this model, services are developed progressively, with active community involvement at each stage of development. The program lifecycle model for the RW Police illustrates how this program is designed, implemented, evaluated, and continually refined. The first stage involves the appointment of police personnel, where police officers from the resort level are assigned to serve as RW Police, forming a team to carry out the program. Next, during the policy design and implementation phase, policies are crafted as guidelines for the RW Police and are then applied in the field. Following this, a prototype of the RW Police is created to serve as a trial to assess its effectiveness and gather feedback from the community. Once the prototype is operational, an evaluation is conducted to measure the order and security in the areas targeted by the program and to identify areas needing improvement. Based on the evaluation, a reporting system is developed to allow the community to report issues related to order and security, facilitating better monitoring of the situation on the ground.

After the reporting system is implemented, the next focus is on maintaining and continuously developing public order and security through activities such as patrols and socialization. The evaluation process is conducted regularly to assess the program's achievements, and the results are used for improvements. The ultimate goal of all these efforts is to achieve community satisfaction; when the community feels safe and protected, the program can be considered successful. This can be examined in comparison as shown in the following table.

Table 2. Prototype Model Approach in the Implementation of RW Police

Aspects	Prototype Model	RW Police Program
Purpose	Developing the quality of services or public order systems that meet the needs of the community	Improving public security and order at the RW level
Iteration	The development process is carried out iteratively, involving users in each stage	The RW Police Program can be considered an experiment or prototype that is continuously evaluated and improved
Evaluation	Evaluation is carried out periodically to ensure that public order maintenance meets the needs of the community	Evaluation is carried out to see the effectiveness of the program in improving security and order
Community Role	The community plays an active role in providing feedback and evaluation of HARKAMTIBMAS	The community plays an active role in providing information and input to the police

The prototype model and the RW Police program share similarities in their development methods, despite differing contexts. Both employ user-focused and gradual approaches. The prototype model is typically used to create products or systems, while the RW Police program aims to enhance security and order in community environments. In both approaches, continuous evaluation processes are carried out to ensure that the resulting solutions align with the desired objectives. The community plays an active role in providing feedback, as seen in prototype development, leading to better outcomes. Both also emphasize the importance of flexibility and the ability to adapt to changing needs. In this way, the RW Police program can be seen as a large-scale experiment that applies the principles of the prototype model to create a safer and more comfortable environment for the community. The use of the prototype model in implementing Harkamtibmas (Public Security and Order) policies is highly relevant because this approach allows for adaptive and responsive development to community needs. One primary reason is that the prototype model encourages community involvement at every stage of the process, from needs identification and design to policy evaluation (Mustofa, 2020; Rifai, 2019). By engaging the community in this way, the police can better understand the dynamics occurring at the local level and develop more appropriate and effective solutions. For example, in the RW Police program, the prototype model enables the police to test policy initiatives in specific areas before broad implementation. This provides an opportunity to gather direct feedback from the community and make necessary adjustments. This approach aligns with the idea that public

policies should be inclusive and involve community participation to be accepted and effectively implemented (Alam & Kusumah, 2021). In light of this description, it is necessary to re-evaluate the use of the prototype model and the incremental model in policy development and systems, requiring a deep understanding of the differences between the two. This examination is important because each model has distinct characteristics, advantages, and challenges that can affect the success of policy implementation, especially in the context of public security and order (Harkamtibmas).

Table 3. Comparison of Prototype and Incremental Models

Aspects	Incremental Model (Real Model)	Prototype Model
Focus	Incremental and continuous change	Developing early versions for evaluation
Implementation in RW Police	Gradual expansion of the program, periodic evaluation, and adjustment	Trying out programs on a small scale, evaluating, and refining
Advantages	More stable, lower risk, allows flexibility in adjustment	Getting quick feedback, allowing for early improvements
Disadvantages	Change may be too slow, less innovative	Early results may not be representative of larger scale

The comparison between the incremental model and the prototype model in developing the RW Police program shows significant differences in each approach and focus. The incremental model emphasizes gradual and continuous changes, with regular evaluations that allow adjustments based on previous experiences. Its advantages include stability and lower risks, although changes may feel slow and less innovative. In contrast, the prototype model offers a faster and more responsive approach by developing initial versions for testing. This allows for direct feedback collection from the community and earlier improvements, although initial results may not fully represent large-scale implementation. Both models have their strengths and weaknesses that need to be considered in the context of Harkamtibmas policy implementation. Kurniawan (2020) explains that the incremental model is suitable for situations requiring stability and caution, while Mustofa (2020) states that the prototype model is more appropriate for innovation and responsiveness to community needs. Therefore, selecting the right model is crucial to ensure the success of the RW Police program in enhancing community security and order. Through the examination of these two models, researchers believe that policymakers should choose the approach most suitable for the context and objectives of the program they aim to achieve. For instance, for programs requiring rapid innovation and high community involvement, the prototype model may be more effective. Meanwhile, in situations where risks need to be minimized and changes can be made gradually, the incremental model may be a better choice. The table has also explained that the prototype model emphasizes an iterative and participatory approach. In this model, users or the community are actively involved in every stage of development, from needs identification to evaluating the resulting solutions. Community involvement provides valuable feedback, enabling more responsive improvements to changing needs and conditions in the field. This

model is more suitable for situations that require rapid innovation and adaptation. In contrast, the incremental model focuses on gradual development, where changes are made slowly with an emphasis on minor improvements. Although this approach can reduce risks because changes are implemented incrementally, it tends to be less flexible and may be slow to respond to urgent changing needs. In the context of Harkamtibmas, this could result in inefficient handling of issues if security situations change rapidly. The prototype model can be considered more ideal and effective for implementing the RW Police policy because this approach allows for a more iterative and participatory development process. Through this model, the program can be tested on a small scale first, directly involving the community to provide relevant feedback at each stage. This helps identify problems and make improvements before the program is widely implemented, thereby minimizing the risk of failure. The effectiveness of the prototype model also lies in its ability to adapt to dynamic field conditions, especially in the security sector. By developing initial versions and involving the community in evaluations, the RW Police can more quickly adjust strategies and approaches to meet the needs in each area. Furthermore, according to Mustofa (2020), this model allows for early improvements, accelerating the process of enhancing public service quality in the field of security, making it more responsive and relevant.

CONCLUSIONS AND RECOMMENDATIONS

The conclusion of this discussion emphasizes the importance of implementing the RW Police formation policy as an effort to enhance community security and order. Through the stages of planning, socialization, implementation, monitoring and evaluation, as well as development, this program is expected to increase community awareness, active participation, and the presence of police in their neighborhoods. The anticipated impacts of this policy implementation include increased community participation, the establishment of security coordination points, and the development of a reporting system that facilitates community members in reporting incidents or security issues. Additionally, the analysis of existing models indicates that the Prototype Model is more relevant than the Incremental Model, as this approach allows for flexibility, innovation, and quick feedback from the community. Therefore, it is recommended that the Prototype Model be adopted as the ideal approach in developing Harkamtibmas policies, enabling the RW Police program to better adapt to existing security needs and dynamics.

Recommendations for regional and city resort police include the implementation of the Prototype Model in forming the RW Police program to be responsive to community needs, enhancing training for personnel to perform their duties effectively, developing an easily accessible online reporting system, and strengthening cross-sector coordination. Meanwhile, the community is encouraged to actively participate in the RW Police program by providing feedback, raising awareness of the importance of security, attending socialization events, and collaborating with the RW Police in maintaining neighborhood

security. Through these steps, it is hoped that the RW Police program can operate effectively and have a positive impact on community security and order.

FURTHER STUDY

Investigate methods for empowering communities to take an active role in neighborhood security beyond the RW Police program. Research could focus on educational campaigns, community-led security initiatives, and capacity-building efforts

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