UDC 364

PUBLIC TRUST ON POLICE BUREAUCRACY: CASE STUDY AT INDONESIAN MARITIME AND AIR POLICE FORCE DIRECTORATE OF NTT REGIONAL POLICE

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ABSTRACT

This study had the main purpose of explaining public trust in the bureaucracy of *Ditpolairud Polda NTT* (Indonesian Maritime and Air Police Force Directorate of NTT Regional Police) in the settlement of reported community issues. The trust on *Ditpolairud Polda NTT* was further described in more detail with five indicators, namely: Public Perception towards (1) commitment; (2) sincerity; (3) honesty; (4) competence; (5) justice of *Ditpolairud Polda NTT* in the settlement of reported community issues. The focus of this research was public trust on the bureaucracy of *Ditpolairud Polda NTT*. The trust was related to (1) Credible Commitment, (2) Sincerity, (3) Honesty, (4) Competence (5) Justice. This research used a qualitative approach, and used a case study as the type of research. This research was conducted in *Ditpolairud Polda NTT.* The results showed that there were various views and perceptions of fishermen community towards sincerity, honesty, competence and justice of *Polairud* (Indonesian Maritime and Air Police Force). There were some fishermen who had low trust, but there were also some fishermen who had high trust on *Polairud.* It had been mentioned that there were various level of trust shown by the public. The variations of public trust as stated above were based on the explanation of informants in the study, and the researcher identified a number of affecting factors. The factors affecting the various level of public trust consisted of; experience, hope, time, working conditions, social circumstances, background, and proximity.

KEY WORDS

Public trust, bureaucracy, police.

The fourth paragraph of the Preamble of the 1945 Constitution of the Republic of Indonesia stated that one of the objectives of forming the Unitary State of the Republic of Indonesia was to protect the entire Indonesian nation and the entire Indonesian native land. The Indonesian National Police (*POLRI)* in Law Number 2 Year 2002 regarding Indonesian National Police was a state instrument that played a role in maintaining public security and order, enforcing the law, and providing protection, guardianship and service to the community in the objective of maintaining internal security.

As one of the part of the state bureaucracy, their main task was to provide services to the citizen, in which in this paper was referred as 'public'. The success of *POLRI* can be measured from the extent to which the Police performed their functions as mentioned above. The number of cases received by *Polairud* starting from 2014 until 2017 can be seen on *DITPOLAIRUD* data. It can be seen from the data that there was a tendency of a decrease in cases received by *Polairud* in every year. The occurence of the decrease could be due to the higher level of public awareness which resulted in the decrease of crime rate in the sea, or it could be due to the lower level of public trust in *Polairud,* which caused the public did not report every cases that happened and known by them. Public trust will also affect the level of community participation in its duty to help the authorities in monitoring the crimes that occurred around them.

If the dimension considered as the worst dimension in some previous studies was the moral of *POLRI*, then how about the five trust indicators put forward by Kim (in Dwiyanto, 2011: 153), namely (1) Credible Commitment, (2) Sincerity, (3) Honesty, 4) Competence (5) Justice which was entirely related to the mentioned bad morals. In the previous studies, the

moral issues studied were only related to corruption, collusion and nepotism (*KKN*) as well as receiving a tip. The researcher considered that KKN and receiving tip were the examples of deviant behavior of the government officials because they indicated a low level of honesty, low level of commitment, lack of sincerity in serving, lack of fairness, and lack of competence. Therefore, this study was directed at measuring the level of citizen or public trust on *POLRI* by using these five indicators of trust.

LITERATURE REVIEW

Bureaucracy. In public administration science, bureaucracy had a number of meanings, among which were: government run by a bureau which was usually called as *officialism* (Hill in Albrow, 1989; p.16-17); the executive organs of government; and the entire public officials, be it high or low-level officials (Albrow, 1989; p.116-117). However, the common characteristic inherent in the bureaucracy of these three meanings was its existence as a government institution arosed because the government institution in general was always in the form of bureaucracy. The scale of large and wide-ranging government organizations encouraged them to have a bureaucracy that had characteristics as a Weberian bureaucracy.

In the context of the public bureaucracy, Randall B Ripley and Grace A Franklin in their book entitled *Policy Implementation and Bureaucracy* (1982, in Ningtyas, 2013:268), stated that public bureaucracy dealt with public affairs. On the other hand, the goal of establishing a public bureaucracy was to provide a number of services as the essence of government responsibility, to promote the economic sector, to regulate private sector activities, and to distribute a number of benefits.

The theory of state administration science taught that the state government essentially operated two main functions, namely: regulating function and servicing function. Regulating function was usually associated with the nature of the modern state as a legal state, while the servicing function was associated with the nature of the state as a welfare state. Both regulating and servicing functions comprised all live and livelihood aspects of the people, nation and state and their implementation was entrusted to certain governmental officials which functionally responsible for certain areas of both functions (Siagian, 2001:128-129).

Islamy (1998 in Usman, 2011:104) mentioned that the condition of public bureaucracy in the government, education and health sectors and so forth was in a condition known as *organizational slack* characterized by the declining quality of the provided services. The community of service users complained about the slow handling of the government over the occured problems and they even have provided a kind of public alarm for the government as the most authorized institution, that the government officials were to be responsive to the declining quality of service to the community and to immediately take the quick and appropriate initiative to overcome the problem.

Public Trust. Trust is often interpreted as a condition in which citizens can submit their fate to the government and public officials because they are considered to always take care of citizen's affairs well. Public trust to the government showed the positive feelings of citizens towards government institutions and their officials. The level of public trust can be an indicator of the spiritualism atmosphere of citizens against the government and its policies. The high level of public trust showed that the citizens felt happy, comfortable, and support the government and its policies (Dwiyanto, 2011: 355). The concept of trust can generally be divided into two types, namely: political trust and social trust.

Montgomery, Jordens, & Little (2008, in Dwiyanto, 2011) and Major, Davis & Schoorman (1995, in Dwiyanto, 2011) measured public trust from citizens' assessment of three things, namely: competence, integrity, and sincerity (*benevolence*). Other researchers such as Kass (1990, in Dwiyanto, 2011), Cernevelle (1995, in Dwiyanto, 2011), and Jennings (1998, in Dwiyanto, 2011) used different variables to measure public trust, but they actually referred to the same phenomenon.

Kim (2005, in Dwiyanto 2011) had reviewed the variables that had been used by previous researchers in measuring public trust. More than thirty models of public trust

measurement were studied to identify the important variables in measuring public trust. Kim came to the conclusion that public trust can at least be measured from five variables, namely; (1) Credible commitment; (2) Sincerity; (3) Honesty; (4) Competence; (5) Justice.

METHODS OF RESEARCH

This research used a qualitative approach, and used a case study as the type of research. This research was conducted in *Ditpolairud Polda NTT*. In addition, based on the distribution of reported cases, the research can also be done at several people's ports according to the scene. The focus of this research was public trust on the bureaucracy of *Ditpolairud Polda NTT.* The trust was related to (1) Credible Commitment, (2) Sincerity, (3) Honesty, (4) Competence, (5) Justice.

Informants in this study were determined purposively. The researcher used interview, document review and observation in collecting the data in the field. Data analysis used in this research was data analysis proposed by Miles and Huberman. According to them, the analysis of qualitative data consisted of three flow of activities that occurred simultaneously namely; data reduction, data presentation, conclusion drawing/verification (Miles and Huberman, 1992).

RESULTS AND DISCUSSION

This research focused on public trust on police bureaucracy. Locus taken was on *DITPOLAIRUD POLDA NTT*. Therefore, this research will look at public trust on police bureaucracy with case study on the handling of illegal fishing conducted by *Ditpolairud Polda NTT.* Maritime and Air Police, or commonly abbreviated as *Polairud*, was a unit within Indonesian National Police which supported the duties of the police through the water (rivers/ seas) and air. Because the case study conducted was related to illegal fishing, this study will be more likely to see police tasks through water (especially the sea).

In the research results section, there has been presented about the various experiences experienced by the fishermen community which then formed their perception about *Polairud.* From the research result data that have been presented, the perception of fishing communities was categorized into five sub-focus, namely the perception about; (1) Credible Commitment, (2) Sincerity, (3) Honesty, (4) Competence (5) Justice.

There were some fishermen who had a poor or an unpleasant perception of *Polairud.* Such perceptions arose from what they had experienced in the past when dealing with *Polairud.* But there were also fishermen who had a good perception or a pleasant perception of *Polairud,* it was also based on what they had experienced in the past when dealing with *Polairud.*

For some cases, *Polairud* gave their confirmation regarding the case submitted by the fishermen community. Regardless of what *Polairud* has explained about their clarification on the statement of cases described by previous fishermen, the clarification statement submitted by *Polairud* was incapable of changing the public's perception about their trust on *Polairud.* Dwiyanto (2011: p.355) said that public trust was formed because of one's perception of bureaucracy itself. The high or low public trust was often influenced by the person's perception of the government that runs the bureaucracy. In accordance with Dwiyanto's explanation, public trust, in this sense was that of fishermen community, had been formed by their perception when they dealt with *Polairud* which carried out their duties and functions. When it was said by *Polairud* that everything they had done was in accordance with the standard of procedure, but on the other hand, the community judged it as an imbalance in terms of their own perceptions. It was what Dwiyanto said later that a public trust was formed by the perception of the person (fisherman) to the officials or government he faced.

A number of factors operated to shape and sometimes change perceptions. These factors may lied within the perception-maker, within the object or the target being defined, or in the context of the situation in which the perception was made. According to Robins-Judge

(2008), there were several factors that may affect a person's perception which in this study were mentioned as factors influencing public trust in police bureaucracy *(Polairud).* These factors covered the factors in the situation, the factors within the the meaning of the perceptors, and the factors within the target. The components of the determinants of these perceptions were divided again into several elements, namely; (1) the factors in the situation, namely; time, working conditions, and social circumstances; (2) the factors within the the meaning of the perceptors, namely; experiences and expectations; and (3) the factors within the target, namely; background and proximity.

These three determinants then shaped one's perception about the perceptors' target. In this research, the perceptors were the public, or in this case was the fisherman community, and the target of perception was the police, which in this case was *Polairud.* The perception of the fishermen community was what will also determine their trust on the police bureaucracy *(Polairud).* Such trust comprised the trust in: (1) Credible Commitment; (2) Sincerity; (3) Honesty; (4) Competence; (5) Justice.

CONCLUSION AND SUGGESTIONS

Based on the results and discussion of the research that had been described in the previous chapter, there were some conclusions that can be drawn from the research, namely; there were various views and perceptions of fisherman communities towards sincerity, honesty, competence and justice of *Polairud* (Indonesian Maritime and Air Police Force). There were some fishermen who had low trust, but there were also some fishermen who had high trust on *Polairud.* The tendency was more in a favor of low public trust. However, it was recognized at this time that there was a better change in the satisfaction level of the fishermen community towards *Polairud*'s commitment.

Based on a number of conclusions presented above, the following was several suggestions from this research; *Polairud* must be able to conduct internal evaluation and improvement of the institution in advance to make bureaucratic reform really work, and make the bureaucratic pathologies that exist within the *Polairud* institution in general, and within POLRI in particular, can be addressed and overcome. Good communication must also be established between police officers and the community. Communication will then equate perceptions of the authorities and the community. *Polairud* can be more transparent in every activities performed so that people can also more closely supervise the activities together.

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