

# Public View Towards Civil Service Police Role Shifting in the Society Order and Security in East Java

Rr. Nanik Setyowati, Martinus Legowo, FX Sri Sadewo, Katon Galih Setyawan

## Abstract

P One element of the Regional Government Regulation enforcement is Civil Service Police Unit. Because of its function and how, Civil Service Police Unit is experiencing repudiation in public. On the other hand, government policies that remove Hansip may strengthen the position of Civil Service Police Unit. Civil Service Police Unit did not move for the success of the Regional Regulation only, but ensuring security and order in public. Such functional relationship will improve the image of the Civil Service police Unit. By using a mixture (mix method), this study examine the role of Civil Service police Unit post the policy. However, based on studies in five regencies in East Java, the regulations had not yet completely change the image of Civil Service police Unit.

**Keywords:** Role Shifting, Civil Service Police Unit, Society Order and Security.

## 1. Introduction

Civil Service Police Unit (abbreviated as Satpol PP) is the element of Regency/City government. In one of their duty, Civil Service Police Unit maintains the Regional Regulation (Regency/City). Regency/City Regulation is developed to build up public prosperity. During Independence era, this regulation born by the agreement between Regency/City Council which is now called Provincial Council & Municipal Council of Regency/City and Regional Leader. Those regulations can be suggested from two sides, which are: Regency/City Government or Provincial Council & Municipal Council of Regency/City. After being established, then that regulation unites to the whole citizens. After passing the socialization process in one year, Regency/City Government implements that regulation. In its implementation, it is not that easy, moreover if it has to deal with citizens. It can result in collision.

One last example is Monas incident in Jakarta 31st December 2014 ago. That incident could not be tolerated. General Chairman of DPP APKLI, Ali Mashun in Jakarta, Wednesday (8/1/2015) that incident was Humanity tragedy, inhumanly and uncivilized arbitrary action in the Capital city of Indonesian Republic, Jakarta. At that incident a clash occurred between Civil Service Police Unit with Street Vendors (PKL). Civil Service Police Unit did their duty to carry out Monas from Street Vendors by conducting Raid, on the other side Street Vendors found their everyday living by violating Regional Regulations applicable in Monas.

Historically, Civil Service Police originated from Dutch Colonial era. In the collection of the Dutch Colonial Government Regulation I (1800s) and Raffles notes,<sup>2</sup> the Dutch Colonial Government continued VOC policies developed and used Bailluw. Bailluw was an officer who served as prosecutor once Police to maintain public order and security. The officers carried out the functions to enforce regulations issued by the Government. This Bailluw then remain in use during Raffles Government and the Dutch colonial administration subsequently Bailluw be Bestuur Politie or the Civil Service Police<sup>3</sup>. This institution was actually the forerunner that is known now as Civil Service Police. During the colonial rule of Japan, it was not used. The Japanese colonial government established various institutions to maintain order and security, such as keiboddan and seinnendan. As the post-independence (1945), due to a crisis situation (chaos) and the war, the need for order and security of the civilian population was increasing. Therefore, Yogyakarta formed a Civil Service Police Detachment. For Indonesia, it was established in the new 1950 by the Decree of the Minister of Home Affairs Number 32/2/21 dated March, 1950 officially as "Civil Service Police Unit".

This long history has placed Civil Service Police Unit becomes an important part in the administration of Regency/City Government. They are in charge of maintaining public order and security, also implementing Regional Regulation of the Province to Regency/City. This role was strongly grounded by Article 148 Paragraph 1 of Act Number 32 of 2004 and implemented by Government Regulation Number 6 of 2010. This position was reinforced by Presidential Regulation Number 88 of 2014 concerning to the Revocation of Presidential Decree Number 55 of 1972 concerning to the completion of Civil Defense Organization and Organization of the Resistance and Security in the Context of Implementation control on Hankamrata System.

This regulation confirms the position of Civil Service Police Unit as an institution that guarantees order and security, as well as the protection of the public. This regulation also provides the consequences of the dissolution of Civil Defense (Hansip). Besides the police, now at the local level, particularly in the Village/Kelurahan no longer institutions that ensure order and security. Within this important role, seems to follow the course of its history, Civil Service Police Unit has experienced various conflicts which unfavorable its position. Clash of the first one is related to the use of violence in the enforcement of Regional Regulations. One of them is the case of the persecution of street vendors, who allegedly carried out by Civil Service Police Unit in Bandung.<sup>5</sup> In addition to violence, cases of authority abuse which resulting criminal offense, such as sexual

harassment cases by officers of Civil Service Police Unit in Bekasi.<sup>6</sup> The last was violent incidents of alleged human rights violations committed by the Civil Service Police Unit in Monas Jakarta.<sup>7</sup> The last incident had much seized public attention to the Civil Service Police Unit.

Collision between Civil Service Police Unit with street vendors because of the application rules in force in a Regency/City. One of the rules that often cause a conflict is the Regency/City rules of Regency/City spatial. Therefore, to perform its enforcement, Regency/City Government is completed by Civil Service Police Unit. Civil Service Police Unit is also aimed at addressing local security and public order. What is meant is the local community where Civil Service Police Unit on duty everyday. With the Presidential Regulation No. 88 of 2014, the Civil Service Police Unit has increased its role. If they had been identical to the curb of street vendors only, now they are expected to contribute more widely in the field of public security and order until the Kelurahan either the village level, not just up in the sub-district as long as this happens. So far, this role is performed by Hansip, but since the entry into force of Presidential Decree Number 88 of 2014, then there is a change.

Various forms of violations and such violence by naked eye can be extracted (searching) on the internet. It shows two contradictory things; on the one hand based on the law of Civil Service Police Unit is expected to play a role in maintaining peace and security, and to help the police in the drop in crime. On the other hand, the heavy load is not understood by some members of the Civil Service Police Unit to develop themselves as they are privilege in his position as Regional Regulations and ensure the order and security (see also Muradi, 2013).

Sociologically, the various actions that recently can affect to the public construction about the role of Civil Service Police Unit in ensuring security and order in local communities. This construction also in turn be related to the functions of public acceptance is increasing.

Another side note is how the understanding of construction and also the Civil Service Police Unit understanding their role of which is intensified based on Presidential Regulation Number 88 of 2014. Before going into the construction and understanding, it is also necessary to delve Civil Service Police Unit recruitment process and the process of internalization of basic capabilities on each individual.

The final thing that must be understood is the post of Presidential Regulation Number 88 of 2014, there was a vacancy occurs institutionally in ensuring order and security at the local level, ranging from the Village/Kelurahan to RT/RW. It was given the existence of Civil Service Police Unit confined until at the sub district level under PP Number 6 in 2010. Therefore, the strategy needs to be observed changes in imaging Civil Service Police Unit in ensuring security and order at the local level

#### **"Integration" Civil Service Police Unit and Civil Defense as the Implementation of Presidential Regulation Number 88 2014 in Weberian Perspective**

Before talking about the integration of Civil Service Police Unit and Civil Defense (Hansip) as a consequence of the implementation of PP Number 88 in 2014, it is good to have an understanding of the existence of Hansip. Civil Defense is a consequence of the Act Number 29 of 1954 on the Principles of National Defense and Act Number 24 Prp. 1959 State of Emergency, Act Number 14 of 1962 concerning the Mobilization of Citizens for Defense, National Security and the last Presidential Decree of Indonesian Republic Number 48 1962 jo Number 128 of 1962 on the Establishment of Civil Defense and Resistance Organization for Security and reinforced by Presidential Decree Number 79 of 1969 on the improvement of the Principles of organization and procedure of defense and security sector. The core of the product legislation in question is the development concept of Defense and Security Systems (Sishankamrata). In these systems, all the people on the basis of the obligations and honor, in accordance with his ability to get involved in the defense/security in addition to and together with ABRI. This is in accordance with Article 30 UUD 1945 (see Chapter I General Provisions, Article 1 of Presidential Decree No. 55 of 1972). Legal basis becomes stronger when it passed by Act Number 20 of 1982 on the Principles of Defense and State Security.

As a consequence of Presidential Decree Number 55 In 1972, the government established a civil defense organization (Hansip) and the security of resistance organization (Wankamra). The key task of Hansip is to plan, prepare and develop and mobilize the potential of the people in the field of protection of the public (Linmas) to reduce/minimize the consequences of the scourge of war/natural disasters and enhance the national defense in general, to assist and strengthen the implementation of the defense of all the security people of the universe. Meanwhile, Wankamra is responsible for planning, preparing and setting and mobilizing the potential of the people to strengthen national defense in the field of resistance and security in the Hankamnas implementation and is a principal source of combat support (see Article 6, Presidential Decree No. 55 of 1972). In short, Hansip to prevent disruption of security and order from within, while Wankamra to prevent and fight the security and public order disturbances from the outside. Hansip under the coordination of the Ministry of Home Affairs, while Wankamra or Wanra under military command and specifically address the external threats (Wikipedia, 2015).

Susilo Bambang Yudhoyono (SBY) regime seemed so strong following the principles of modern

bureaucracy which the task force was clear and no overlap between the organs in it. These principles actually followed the thinking of Max Weber (1864-1920) about the actions of a rational and bureaucratic. Bureaucracy is a community product developed effectively and efficiently to achieve its objectives. Bureaucracy is a form of instrumental rationality of thought. Instrumental rationality is a measure that takes into account the right way to achieve a common goal. In a modern state, Government is bureaucracy building. Within the bureaucracy, any person occupying a special role, recruited on the basis of competition, and has a pattern placement, promotion and transfer and so on until the politically neutral (Gerth and Mills, 1958).

Civil Service Police Unit used to function as the enforcement of Regional Regulation of Regency/City Government (see also Pertiwi, 2014), and at the same time maintaining security and order. Unlike Hansip, since as a civil servant, they are recruited through a detailed process and trained to achieve the purpose or function. If you follow the thinking of Max Weber, Civil Service Police Unit has also become one of the State instruments in the using of the authority in violence. However, its use must be ethical, guarantee freedom of the people. The use of excessive force will be eventually responded with violence anyway. Added by Mann, the use of violence is not as a destination, but a means to an end (Hall and Schroeder, 2005).

With functional status as grounded by the Regulation of the Minister of PAN and Bureaucracy Reform Number 4 2014 and the strengthening of the authority pursuant to Presidential Decree Number 88 In 2014, Civil Service Police Unit will inevitably have more professional and have more real performance. It can happen when a Civil Service Police Unit develops more specific training systems that are related to workload and motivation. Agus Sutyono trial (2010) in his dissertation research on the Civil Service Police Unit of Jakarta Regional Government show that there is an increase in the quality of performance and motivation when a competency-based training (Competence Base Education and Training) given. Providing motivation and performance training in turn can place Civil Service Police Unit not merely as an enforcement of Regional Regulation on one side. On the other hand, the training will also make Civil Service Police Unit more creative, so it can improve its image in the societies.

## 2. Research Methods

This study is an evaluative study on the performance of Civil Service Police Unit and public response. Performance begins from the Civil Service Police Unit recruitment patterns and motivation formation to experience the process of enforcement of regional regulation, once as awareness of each member of the Civil Service Police Unit will be the consequences of public image of what is done. For such things, one of the approaches is the mix method.

First step, the team conducted a survey in 5 Regencies/Cities, namely: Kab. Kediri, Kab. Tuban, Kab. Sampang, Pasuruan and Kab. Banyuwangi. Fifth Regency/City represents the area of culture (sub-cultures), namely: Pedalungan, Madura, Mataraman and Osing. Community support for this subculture has a different view of the role of security and order, as well as the role of the Government in this regard. The second step, in-depth interviews conducted on a number of the actors of Civil Service Police Unit, local elite and former Hansip. It becomes important to examine the agency's effort to change its image.

The analysis technique used is descriptive statistics with cross tabulations and develops domain analysis of qualitative data.

## 3. Data Findings and Data Analysis

### *Findings and Discussions*

Public Protection Function As Civil Service Police Unit Ideology for Strengthening the Role of the Public Order and Security

The development of Civil Defense/Civil Protection started in the days of the Dutch East Indies. In 1939 Lught Buscherming Dients (LBD) formed as a forum for the Indonesian participation in the disaster protection and rescue due to the war. In the Japanese colonial era, LBD refined into Gumi or Rukun Tetangga as an embryo of Civil Defense.

In the face of domestic uprisings have been formed Village Security Organization (OKD) and the Village Security Force (PKD), which is then integrated into the Popular Resistance Organization (Wanra) as the forerunner of the Civil Defense. On May 20, 1960, Indonesia was officially registered as a member of the International Civil Defense Organization (ICDO), which later inspired the establishment of civil defense organizations formally on April 19, 1962, subsequently used as the anniversary of the Civil Defense.

**Table 1**  
**Civil Service Police Unit and Linmas Condition in Regencies/Cities**

Regency/City	Civil Service Police Unit Condition	Linmas Condition
Kabupaten Kediri	- Not supervise the Linmas Sector	- Linmas Sector part of the Bakesbangpol Sector
Kabupaten Tuban	- Supervise the Linmas Sector	- Linmas Sector has not in Kesbangpol office - The Name Linmas in Kesbangpol office nomenclature
Kabupaten Banyuwangi	- Supervise the Linmas Sector	- Linmas Sector has not part of the Kesbangpol Institution
Kabupaten Sampang	- Supervise the Linmas Sector	- Linmas Sector has not part of the Kesbangpol Institution
Pasuruan City	- Supervise the Linmas Sector	- Linmas Sector has not part of the Kesbangpol Institution

The establishment of Act Number 32 of 2004 on Regional Government, particularly Article 13 which states that the obligatory functions under the authority of provincial government include the organization of public order and peace of the community including community protection, and Article 148 which states that the Civil Service Police Unit defined as the area, then Act Number 32 Year 2004 can be used as a strong foundation for the existence of the of Civil Service Police Unit existence and the Public Protection Unit.

Office of Civil Service Police Unit Kediri has not supervised the Linmas Sector. Linmas Sector is currently still under the auspices of the Kesbangpol Institution. As a result of all policies relates to the Linmas still be the responsibility of the Head of the Institution. Although the Linmas Sector remains under the Kesbangpol Institution, Nomenclature of the Institution already includes the Linmas, hence the nomenclature has been Kesbangpol Institution.

Office of Civil Service Police Unit Tuban already oversees the Linmas Sector. Because of the Linmas Sector has been moved from the Kesbangpol Office and Linmas Tuban. Linmas Sector is now transferred to the Office of the Civil Service Police Unit. It was initially Linmas Sector under the Kesbangpol and Linmas Office. So when this policy on the Linmas has become the responsibility of the Head Office of the Civil Service Police Unit. Kesbangpol echelon conditions and Linmas Tuban still in the form the Office hence Linmas Sector is only in the section level, so the mutation of Linmas Sector is quite easy as in the same echelon. Until now Kesbangpol office is still writing Linmas in its nomenclature.

Office of Civil Service Police Unit Banyuwangi already oversees the Linmas Sector. As Linmas has been moved from Kesbangpol institution of Kabupaten Banyuwangi. Linmas Sector is now transferred to the Office of the Civil Service Police Unit. It was initially subordinate to the Kesbangpol Institution and Linmas. So the policy about Linmas is on the responsibility of the Head Office of the Civil Service Police Unit. Kesbangpol echelon conditions and Linmas Kabupaten Banyuwangi has already been a level with Institution echelon so Linmas Sector has been into a Sector level. Thus, in the mutation of Linmas Sector was quite difficult at that time where there were echelon decreasing of Linmas Sector Chief became Head of Linmas Section. But all is resolved stipulated in the Regent decree. So that the Civil Service Police Unit office in Banyuwangi is set in the structure of the Linmas Sector of the Civil Service Police Unit Office. Currently Kesbangpol office has not written Linmas in its nomenclature.

Office of Civil Service Police Unit has supervised the Linmas Sector. Starting from the year 2011 this Sector had been under Civil Service Police Unit office of Sampang. Linmas Sector is currently located under the auspices of the Civil Service Police Unit. So that all policies relate to the Linmas has become the responsibility of the Head Office of the Civil Service Police Unit. With the Linmas Sector has been under Civil Service Police Unit office, then the nomenclature of Kesbangpol Institution already includes the Linmas, so its nomenclature becomes Kesbangpol Institution.

The situation in Pasuruan Civil Service Police Unit office has supervised Linmas Sector. Considering that Linmas Sector has not been under the auspices of the Kesbangpol, but has been under the Office of Civil Service Police Unit. Linmas Sector is now not under the auspices of the Kesbangpol. So that all policies relate to the Linmas has become the responsibility of the Head Office of the Civil Service Police Unit. Thus, the Linmas Field has not been under Kesbangpol Agency, nomenclature of the Agency already includes the Linmas, so its nomenclature becomes Kesbangpol Agency.

*Public Knowledge About Dissolution of Hansip*

One of the decisions by the Presidential Decree 88 of 2014 is no longer effective of Presidential Decree No. 55 of 1970. Decree that regulates the formation of the Hansip is now no longer valid so Hansip be outgoing. Hansip is on duty to assist and strengthen the implementation of Hankamnas in the field of Civil Protection.

Of the 100 respondents who attended showed that only 8 people or 8.0% who already knew about the enactment of Presidential Decree Number 88 of 2014. They knew nothing of the television broadcast and

socialization from the competent authority as Lurah. While 92 respondents or 92.0% of respondents did not know about the enactment of Presidential Decree Number 88 of 2014.

Nevertheless, all activities at the Village/Kelurahan for people still think that they are the responsibility of Hansip/Linmas. The society does not regard it as a duty of Civil Service Police Unit. Civil Service Police Unit for the society regarded as the representative of the Regional government.

Sanapi, one former of Hansip and Linmas, said that becoming Hansip at Kemiren Village Glagah Sub district only with the intention and sincerity. Sanapi explained to become a Hansip and Linmas did not need educational requirements. Sanapi claimed for Hansip and Linmas he had no certificate. Sanapi did not have a certificate because he did not finish primary school.

The same recognition expressed by Suradi and Samsuri. According Suradi for Hansip and Linmas did not require a college education, and even he was never asked about the educational background when the village government recruits him as Hansip and Linmas. Like the other residents in his village, Suradi classified as residents with low educational background. Suradi was a resident who just finished only in elementary school. Their parents' economic ability was low, which forced Suradi could not continue their education to a higher level. Suradi educational trip stopped at the primary school level. Suradi was never handed over to the elementary school certificate to village government as a conditional for Hansip and Linmas.

Samsuri, who had also been recruited for Hansip and Linmas in the Kemiren village, said, for Hansip and Linmas in the village was very easy. According to Samsuri, anyone can become Hansip and Linmas. For Hansip and Linmas, Samsuri had only educational graduation from Elementary School. Works as Hansip and Linmas, according to Samsuri, he did not need to be educated. For Hansip and Linmas in the village, it took courage and voluntary capital.

Although it does not require an education, but to work as Hansip and Linmas requires specialized knowledge and skills. As Hansip and Linmas, according to the Sanapi narrative, Suradi and Samsuri, must have the knowledge and mastery of the area that became their responsibility to keep peace and order. As Hansip and Linmas also must have knowledge of the applicable Act governing the peace and public order. Knowledge, according to the former of Hansip and Linmas, it is qualified to the continuity and success in carrying out its duties and functions. In addition, as Hansip and Linmas must also have specific skills related to self-defense and techniques to face the offender or other emergency situations.

The three formers of Hansip and Linmas admitted that they got training several time. They followed the basic training activities organized by the Police Sector Glagah Sub District. They claimed during the training they get a lot of knowledge, experience, and skills. After participating in training activities, they increasingly have confidence in maintaining and preserving peace and public order in the Kemiren village of the Glagah Sub District.

*The Acceptance of The Role of Civil Service Police Unit in the Order and Security*

Fifth Regencies/Cities of Research location never had a case study conducted by the arrogance of Civil Service Police Unit, so that the entire area welcomes the increased role of Civil Service Police Unit to the local level Village/Kelurahan. Lurah of Kemiren Banyuwangi, giving the message that institutionally they prepared to accept Civil Service Police Unit in maintaining peace and public order in the village. It is also willing to send their best Linmas members to be educated by the Civil Service Police Unit Banyuwangi.

The general public is also relatively receive Civil Service Police Unit and does not make the news about the arrogance of Civil Service Police Unit outside the area. Society does not see cases outside their area to justify the overall Civil Service Police Unit. Even in Kediri and Banyuwangi often do social service in the event of natural disasters in the area.

**Tabel 2**  
**Public Comprehension Level Regarding Security Responsible of the Community Action at the Local Level**

	Hansip/Linmas	Civil Service Police Unit	Police	Others
RT/RW	88 (88%)	0 (0%)	6 (6%)	6 (6%)
Village/Kelurahan	77 (77%)	2 (2%)	17 (17%)	4 (4%)
Subdistrict	25 (25%)	19 (19%)	48 (48%)	8 (8%)

People still perceive Hansip/Linmas as the responsible institution for the security of local community activities. Even for activities in the RT/RW perceives Civil Service Police Unit as never involves in security. Public perception is better of a relative to the Police who are considered by 6% of respondents attended to the event-based RT/RW. Police presence can be a member Babinkamtibmas which is responsible for security at the level of coaching Village/kelurahan as well as a police patrol car. Since 2000 when every police station in East Java by a patrol vehicle, then any specified time shall do car patrol throughout its jurisdiction.

Activity at the Village/Kelurahan is almost the same as the level of activity in the RT/RW. Only 2% of respondents perceive that Civil Service Police Unit is already present in the security of activities in the Village/Kelurahan level. However, people who perceive this can be ascertained as urban communities or

villages. In the village there is a governance structure that is not owned by the Head of the village administration, namely Kasie Trantib Kelurahan. Kasie Trantib Kelurahan is an arm of Kasie Trantib Subdistrict, which are members of the Civil Service Police Unit. Kasie Trantib Kelurahan in daily life also Civil Service Police Unit uniformed. It is also in charge of coordinating Hansip/Linmas.

Hansip/Linmas role at Subdistrict level is smaller when compared with the other territorial. But there is a function of the increase in other institutions. As Civil Service Police Unit is considered by 19% respondents in charge of security at the Subdistrict level. Organizational structure of the Civil Service Police Unit in the lowest position in the Sub district. Kasie Trantib Sub district is a member of Civil Service Police Unit with certain minimum rank. In Sub district Kasie Trantib also assisted by some members of other Civil Service Police Unit. The average member of the Civil Service Police Unit on duty in the sub district amount around 4 to 10 personnel, depending on the number of its human resources. While the role of the police is so enormous perceived by the public. There are three pillars of governance at sub district level which are considered responsible for security and order conditions are Camat, Kapolsek and Danramil. Each activity in RT/RW, Village/Kelurahan until at sub district level all require permission from the police.

### **3. Closing**

The issuance of Presidential Decree No. 88 2014 was actually only declare that Presidential Decree 55 of 1972 on the Improvement of Civil Defense Organization and Organization of the People's Resistance and Security were declared invalid. With this statement, automatically that Hansip and Kamra dissolved. However, the fact that Civil Service Police Unit should be able to take over the function of Hansip and Kamra turns constrained by an understanding and appreciation of the community.

Public appreciation towards the increasing role of Civil Service Police Unit is still lacking. Hansip/Linmas assigned to assist Civil Service Police Unit that in fact it is still and centered in the Sub district because of the number of members is limited and not likely to go down to every village in the sub district. With the number of Civil Service Police Unit in the Sub district of the average amount of 4 to 10 people and has included Civil Service Police Unit commander, of this amount is not balanced when the Civil Service Police Unit are responsible for security and order throughout the Village/Kelurahan in the Sub district.

In the case of acts of violence committed by members of the Civil Service Police Unit in some areas of the response or the public response to the diverse Civil Service Police Unit action. One group of people responded positively to the Civil Service Police Unit action, although it uses violence. They looked at the Civil Service Police Unit violence is appropriate in order to maintain peace and public order and to enforce regional regulations. While some people gave negative responses to acts of violence Civil Service Police Unit, even though the action was taken to preserve peace and public order and enforce local regulations. Another community thinks that there should be a change in the educational curriculum for candidates for the Civil Service Police Uni