

THE IMPACT OF POLICE BUREAUCRATIC REFORM ON IMPROVING THE QUALITY OF HUMAN RESOURCES (STUDY IN BATTALION A PIONEER OF THE DIY REGIONAL POLICE BRIMOB SAT)

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Abstract

Bureaucratic reform within the Indonesian National Police (Polri) is a strategic step in building professional, transparent, and public service-oriented organizational governance. This study aims to analyze the dynamics of bureaucratic reform of Polri human resources (HR) through three main phases, namely Trust Building (2004–2009), Partnership Building (2010–2014), and Strive for Excellence (2015–2025), with a focus on the study of Battalion A Pelopor Mobile Brigade Unit (Satbrimob) Polda Istimewa Yogyakarta. This study uses a descriptive qualitative approach with data collection techniques through interviews, observations, and documentation studies. The results show that in the Trust Building phase (2004–2009), bureaucratic reform focused on internal organizational improvements through increasing discipline, professionalism, and establishing a work culture with integrity to rebuild public trust. In the Partnership Building phase (2010–2014), Polri strengthened institutional synergy and strategic partnerships with the community and government institutions to improve the effectiveness of task implementation. Meanwhile, in the Strive for Excellence phase (2015–2025), reforms are directed at improving the quality of competency-based human resources, digitizing performance management systems, and strengthening organizational governance toward a superior, adaptive, and sustainable institution. This research confirms that the success of Polri's human resource bureaucratic reform is largely determined by continuity between phases and institutional commitment to upholding professionalism, integrity, and a work culture that is responsive to change.

Keywords: *Bureaucratic reform, Police, human resources, Brimob, professionalism.*

INTRODUCTION

Bureaucratic reform is a national strategic agenda aimed at realizing effective, transparent, and accountable governance. In the context of law enforcement agencies, particularly the Indonesian National Police (Polri), bureaucratic reform is a fundamental step towards building a professional, modern, and trustworthy organization (Promoter) (Situmorang & Hidayat, 2020). Public demands for fast, clean, and responsive public services have prompted the Polri to undertake a comprehensive institutional transformation, particularly in the aspect of human resource (HR) management, which is the core of organizational performance (Kurniawan, 2021).

Since the separation of the Indonesian National Police (Polri) from the Indonesian National Armed Forces (TNI) through MPR Decree No. VI and VII of 2000 and the ratification of Law Number 2 of 2002 concerning the Indonesian National Police, the Indonesian National Police (Polri) was officially established as an independent law enforcement agency under the President. This momentum became the initial stepping stone for the Polri in building an organizational system oriented towards public service and the rule of law (Fauzan & Suryani, 2023). Polri bureaucratic reform was then formulated in the Polri Bureaucratic Reform Road Map which includes three main transformation phases, namely Trust Building (2004–2009), Partnership Building (2010–2014), and Strive for Excellence (2015–2025) (Polri, 2022).

During the Trust Building phase (2004–2009), the Indonesian National Police (Polri) attempted to rebuild public trust in the institution, which had declined following political reforms. The primary focus was on improving the integrity, discipline, and professionalism of its members through increased internal oversight and enforcement of the code of ethics (Raharjo, 2020). These efforts were realized through moral education programs and character-based service training, which served as the initial foundation for establishing a culture of public service with integrity (Siregar, 2021).

Entering the Partnership Building phase (2010–2014), the direction of Polri reform shifted toward strengthening partnerships with the community and other stakeholders. Community policing strategies were strengthened to increase public participation in maintaining security and order (Yusuf & Prawira, 2022). Polri began developing a collaborative public service model and restructuring its career development and human resource competency systems to align with the principles of transparency and accountability (Pratama, 2021). These strategic partnerships are key to building a Polri that is adaptive to social and technological change.

Furthermore, the Strive for Excellence phase (2015–2025) marked a period of consolidation of reforms towards a superior institution. The Indonesian National Police (Polri) is committed to strengthening organizational governance based on innovation, digitalization, and a merit system in human resource management (Ardiyanto, 2023). The Presisi (Predictive, Responsible, and Fair Transparency) Polri Program symbolizes institutional transformation towards technology-based services and public accountability (Polri, 2023). The implementation of e-performance and e-learning systems is part of the effort to improve member professionalism so they are able to face security challenges in the digital era (Santoso & Damanik, 2024).

In the local context, the A Pioneer Battalion of the Mobile Brigade Corps (Satbrimob) of the Yogyakarta Special Region (DIY) Regional Police plays a crucial role in supporting the success of the National Police's human resource bureaucratic reform at the executive level. This unit is the operational spearhead, demanding discipline, integrity, and high readiness. The implementation of bureaucratic reform within the A Pioneer Battalion includes character development, technical competency development, and the implementation of merit-based performance evaluations (Wijayanti, 2022). However, various challenges such as limited training facilities, high operational workloads, and resistance to change remain obstacles to the human resource reform process (Saputra & Nugroho, 2023).

Therefore, this study focuses on analyzing the implementation of bureaucratic reform of Polri human resources through three main phases (Trust Building, Partnership Building, and Strive for Excellence) within the Pioneer Battalion A of the Mobile Brigade Corps of the Yogyakarta Regional Police. This study is expected to provide an empirical overview of the effectiveness of bureaucratic reform in improving the quality of Polri human resources and identify inhibiting factors in realizing superior, professional, and integrity-based institutional performance.

LITERATURE REVIEW

1. The Concept of Bureaucratic Reform

Bureaucratic reform is a planned and ongoing process of change in government governance, aimed at increasing the efficiency, effectiveness, transparency, and accountability of public service delivery. According to Osborne and Gaebler (1992), bureaucratic reform arose from the Reinventing Government paradigm, which emphasizes the importance of results-oriented government, rather than merely procedural. Bureaucratic reform aims to build a system capable of adaptively responding to social, economic, and technological changes. In the Indonesian context, bureaucratic reform has been stipulated in the Grand Design for National Bureaucratic Reform 2010–2025, which emphasizes nine areas of change, including human resource management, strengthening accountability, and improving the quality of public services (Ministry of Administrative and Bureaucratic Reform, 2010). The reform process in the Indonesian National Police (Polri) refers to similar principles, namely structural, procedural, and cultural improvements to ensure the organization becomes professional and trustworthy. As Situmorang and Hidayat (2020) state, Polri bureaucratic reform involves not only changes in structure and work mechanisms but also a transformation of organizational values and culture toward professionalism with integrity.

2. Police Bureaucratic Reform

Bureaucratic reform within the Indonesian National Police (Polri) is a continuation of the post-1998 national reform process that demanded fundamental changes in the law enforcement and public service systems. After being separated from the Indonesian National Armed Forces (TNI) through MPR Decree No. VI and VII of 2000, the Indonesian National Police (Polri) implemented institutional reforms to strengthen its role as protector, guardian, and servant of the public (Raharjo, 2020). The Indonesian National Police (Polri) then formulated a Road Map for Police Bureaucratic Reform, which divided the transformation process into three main phases: Trust Building (2004–2009), Partnership Building (2010–2014), and Strive for Excellence (2015–2025) (Polri, 2022). The first phase emphasized building integrity and public trust; the second phase emphasized collaboration between the Indonesian National Police (Polri) and the community through community policing; while the third phase aimed to strengthen professionalism based on digitalization and a merit system.

According to Siregar (2021), the success of the National Police bureaucratic reform is highly dependent on a shift in work culture from a power-oriented approach to public service. This reform is also influenced by a transformative leadership model capable of fostering ethical awareness and social responsibility among police officers. In Ardiyanto's (2023) research, the Strive for Excellence phase is characterized by the strengthening of the Polri Precision (Predictive, Responsible, and Transparency with Justice) program, which integrates technological innovation and increased performance accountability.

3. Human Resource Management Theory for Civil Servants

Human resources (HR) are a strategic asset that determines the success of public organizations. According to Mathis and Jackson (2011), HR management encompasses the entire process of planning, recruitment, development, and performance evaluation, aimed at optimizing individual potential to achieve organizational goals. In public bureaucracy, HR management is directed toward creating a professional, integrity-driven, and service-oriented apparatus. Hasibuan (2019) added that human resource development in the public sector requires a balance between hard competencies (technical and managerial competencies) and soft competencies (ethics, integrity, and moral responsibility). This principle is relevant to the direction of Polri reform, where personnel capacity building is not only technical-operational but also encompasses moral and social dimensions. The Human Capital Theory proposed by Becker (1993) also explains that investment in education, training, and development of personnel will result in increased organizational productivity. In the context of Polri, human resource capacity development through tactical training, character education, and e-learning programs is a concrete form of human resource investment to strengthen institutional performance.

4. The Relationship between Bureaucratic Reform and the Quality of Police Human Resources

Bureaucratic reform is directly linked to improving human resource quality, as changes to management systems and organizational culture directly impact the motivation, discipline, and competence of civil servants. Kurniawan (2021) stated that increasing public trust in law enforcement agencies like the Indonesian National Police (Polri) can only be achieved if reform begins with improving human resources through strengthening internal integrity and professionalism. In Pratama's (2021) research, human resource reform in the Indonesian National Police (Polri) focused on three main aspects: (1) restructuring the performance-based career system; (2) developing competencies based on job requirements; and (3) establishing an adaptive and collaborative work culture. Yusuf and Prawira's (2022) research also showed that the community policing strategy in the Partnership Building phase successfully increased member participation in social activities, which resulted in an improved image and legitimacy of the institution in the eyes of the public. Meanwhile, research by Santoso and Damanik (2024) highlights that the Strive for Excellence phase is a crucial milestone in the digital transformation of the Indonesian National Police (Polri). Through the implementation of an e-performance system and digital training platform, the quality of personnel performance and competency can be measured objectively and transparently. This demonstrates that improving the quality of Polri human resources depends not only on training but also on innovation in information technology-based management systems.

5. Relevant Previous Research

Several previous studies support these findings. Adhalia Septia Saputra (2022) found that the National Police bureaucratic reform at the regional police level resulted in increased professionalism and discipline among its members, despite still facing challenges of long-standing cultural resistance. Research by Sari and Nugroho (2020) shows that the success of National Police reform is measured not only by institutional performance but also by increased synergy between personnel and the community. Meanwhile, research by Fauzan and Suryani (2023) confirms that the implementation of the Precision Police (Polri Precision) has brought significant changes to work patterns, career systems, and transparency of public services in regional police forces. These three studies confirm that the success of bureaucratic reform within the Polri is greatly influenced by effective human resource management and the organization's ability to adapt to technology and social dynamics. The correlation between the two studies above and this study is perpendicular to the qualitative research method, in substance the reform of the National Police bureaucracy shows the National Police's awareness of its weaknesses, to restore public trust, efforts are made to build healthy relations between the National Police and the community with professional services based on morals for the protection of the community in accordance with the National Police's vision and mission.

METHOD

This study uses a descriptive qualitative approach to describe and analyze in depth how the National Police bureaucratic reforms have impacted the quality of human resources in Battalion A Pelopor Satbrimob Polda Yogyakarta (DIY). This approach was chosen because it allows researchers to understand social realities based on the experiences and perspectives of informants (Creswell & Poth, 2021). The research was conducted from July to October 2025 at the Pioneer Battalion A of the Mobile Brigade Corps (Satbrimob) of the Yogyakarta Regional Police. This location was selected purposively because it is a pioneering unit in the implementation of Polri bureaucratic reforms in the human resource development aspect. Informants were selected using a purposive sampling technique, namely those who understand and are directly involved in the implementation of bureaucratic reform (Sugiyono, 2022).

The informants consisted of the Commander of Battalion A Pelopor, the Officer of the Personnel Administration and Development Section (Pasi Minpers), and several field officers. Data were collected through in-depth interviews, observations, and documentation studies to obtain information on the implementation of bureaucratic reform and its impact on personnel professionalism. Data analysis used the interactive model of Miles, Huberman, and Saldaña (2020), which includes data reduction, data presentation, and conclusion drawing. Data validity was maintained through triangulation of sources and methods (Denzin & Lincoln, 2020) to ensure the validity of the research findings. Through this approach, the research is expected to clearly illustrate how Polri bureaucratic reform contributes to improving the competence, discipline, and professionalism of human resources at the Yogyakarta Regional Police Mobile Brigade Unit.

RESULTS AND DISCUSSION

1. Trust Building (2004–2009)

The initial phase of the National Police bureaucratic reform in the Yogyakarta Regional Police Mobile Brigade Corps (Satbrimob) Pioneer Battalion A focused on rebuilding public trust and strengthening the organization's internal integrity. During this phase, research shows that unit leaders strived to instill the core values of discipline, professionalism, and individual responsibility in carrying out operational tasks. These changes began with enforcing discipline, increasing awareness of work ethics, and improving the oversight and command systems to make them more transparent. From a discussion perspective, the trust-building phase mirrors the unfreezing phase in Kurt Lewin's (1951) theory of organizational change, which involves freezing old, bureaucratic values and replacing them with new, more adaptive and professional ones. In this phase, the Indonesian National Police (Polri) seeks to re-establish moral legitimacy in the eyes of the public through a work culture reform that emphasizes discipline and exemplary leadership. The initial success of the reform is measured not only by adherence to regulations but also by the emergence of individual awareness of the importance of ethics and social responsibility as state officials.

Furthermore, the trust-building phase is also relevant to the integrity-building principle within the New Public Management (NPM) paradigm, where public bureaucracies are required to prioritize efficiency and professionalism without compromising moral values. In line with Kurniawan's (2021) view, public trust in law enforcement agencies cannot be built through technical policies alone, but through consistent and sustainable character development of their officers. Thus, the initial reform phase in Battalion A Pelopor succeeded in instilling a new moral foundation and work culture that will serve as the foundation for subsequent reform phases. Furthermore, the formation of trust also has a socio-psychological dimension. When officers demonstrate consistency in professional behavior and integrity, public trust gradually increases. This aligns with Fukuyama's (1995) theory of social trust, which posits that social capital in the form of trust is a key factor in strengthening the effectiveness of public organizations. Thus, the trust-building phase not only strengthens the internal structure of the Indonesian National Police but also paves the way for healthy social relationships between officers and the community.

2. Partnership Building (2010–2014)

The second phase of the National Police bureaucratic reform in Battalion A Pelopor focused on strengthening partnerships and synergies, both internally between units and externally with the community and other institutions. Research shows that the implementation of this phase is evident in increased social activities, cross-agency training, and strengthened communication between leaders and members. The involvement of personnel in community policing programs demonstrates the transformation of Brimob's role from a tactical force to a humanistic, responsive part of society.

Theoretically, the partnership-building phase reflects the implementation of the New Public Service paradigm (Denhardt & Denhardt, 2003), which emphasizes the importance of citizen participation and collaboration between stakeholders. Reforms at this stage seek to strengthen the reciprocal relationship between the state and society, rather than a one-way command relationship. The Indonesian National Police (Polri) is beginning to view the community as a strategic partner, not simply an object of security. This approach strengthens the institutional legitimacy of the Polri and fosters a sense of ownership among the public regarding the security apparatus. From an organizational perspective, partnership building also reinforces the principle of collaborative governance (Ansell & Gash, 2008), which demands open communication, mutual trust, and shared decision-making. Within the internal environment of Battalion A Pelopor, the formation of cross-functional work teams demonstrated a shift in the coordination culture from a hierarchical model to a collaborative one. Members began to actively participate in the development and implementation of unit programs, while leaders acted as facilitators and mentors.

In addition to building internal partnerships, this phase of reform also expanded the National Police's external network. The Pioneer Battalion A increased collaboration with local government agencies, community organizations, and academics to strengthen social and public security functions. Social activities such as blood drives, disaster relief, and public education are part of the strategy to build an empathetic and service-oriented image of the National Police. This aligns with the concept of social capital theory, which argues that trust and social networks are crucial factors in increasing the effectiveness of public institutions. However, the partnership-building phase also faced challenges, such as resistance from some members still accustomed to a command-based work pattern. Nevertheless, research shows that the consistent collaborative process successfully fostered solidarity, loyalty, and a strong sense of togetherness among members. Therefore, this phase represents a crucial momentum in strengthening the foundation of bureaucratic reform oriented toward synergy and participation.

3. Strive for Excellent (2015–2025)

The final phase of the National Police bureaucratic reform in Battalion A Pelopor focuses on achieving organizational excellence (strive for excellence). Research indicates that this phase is characterized by digital transformation, the implementation of a competency-based assessment system, and improvements in the quality of professional training. This reform emphasizes not only technical aspects but also fosters a work culture based on innovation and individual responsibility. In the context of performance management theory, this phase reflects the application of performance-based management principles, where each individual is assessed based on measurable output and competency. The Indonesian National Police (Polri) strives to build a modern bureaucracy that is not only responsive but also results-oriented. This aligns with the Polri Precision (Predictive, Responsible, and Fair Transparency) vision, which emphasizes the importance of excellent service, information transparency, and public accountability.

From the perspective of organizational excellence theory (Oakland, 2003), efforts to achieve excellence in public institutions must be supported by continuous innovation, organizational learning, and a commitment to quality. At Battalion A Pelopor, this is reflected in the implementation of needs-based technical and non-technical training, a digital assessment system, and increased adaptability to information technology. The Indonesian National Police (Polri) has begun to prioritize innovation and learning as key elements in maintaining institutional relevance and competitiveness. Culturally, this phase marks the refreezing stage in Lewin's (1951) theory of organizational change, namely the consolidation of new values formed in the previous two phases. The values of discipline and partnership are now internalized in a work culture based on excellence and excellent service. Personnel are required not only to be loyal but also to be creative, innovative, and adaptive to social and technological changes. The research also found that the biggest challenge during this phase was the gap in human resource capabilities and supporting facilities. Nevertheless, the leadership's commitment to building a meritocracy-based development system has been a driving factor in the sustainability of reforms. Thus, the strive for excellence phase represents the maturity of the Indonesian National Police bureaucracy, which is modern, transparent, and performance-oriented.

4. Synthesis of Police Bureaucratic Reform in Pioneer Battalion A

Overall, the National Police bureaucratic reform in Battalion A Pelopor illustrates a systematic institutional transformation process, from trust building and strengthening partnerships to striving for excellence. This process reflects the application of a comprehensive theory of organizational change, where structural and cultural aspects work hand in hand. The success of this reform can be seen in the increased discipline, professionalism, and participation of members in social activities, which strengthens public trust in the Indonesian National Police (Polri). However, challenges such as resistance to change and limited resources remain important. Therefore, the

sustainability of this reform requires long-term commitment, strengthening human resource capacity, and bureaucratic innovation oriented towards public service. Therefore, the Polri bureaucratic reform in Battalion A Pelopor is not merely an administrative adjustment, but a transformation of institutional culture and values. It has shifted the perspective and behavior of officers towards professionalism and accountability, which are the foundation for realizing a modern and trusted Polri.

CONCLUSION

Based on the results of research on the reform of the Indonesian National Police bureaucracy in improving the quality of human resources in the Pioneer Battalion A of the Mobile Brigade Corps of the Yogyakarta Regional Police, it can be concluded that the reform process has taken place gradually and continuously through three main phases, namely Trust Building (2004–2009), Partnership Building (2010–2014), and Strive for Excellent (2015–2025). In the Trust Building phase, bureaucratic reform is aimed at rebuilding public trust and strengthening personnel discipline and integrity. Improving governance and enforcing work ethics are the initial foundation for creating a professional and integrity-based organizational culture. Next, in the Partnership Building phase, reforms focused on strengthening internal and external collaboration, particularly in building synergy between unit members, the community, and relevant agencies. This phase has successfully increased a sense of ownership and shared responsibility, and expanded the role of the National Police as a strategic partner to the community in maintaining security and order. Meanwhile, the Strive for Excellence phase marks the culmination of the bureaucratic reform process, with a focus on managerial excellence and public service. The implementation of administrative digitization, a competency-based performance assessment system, and improvements in the quality of training and education for members are concrete steps toward a professional, modern, and trustworthy police force, in keeping with the spirit of Precision Police. Overall, these three phases of reform demonstrate that the bureaucratic transformation within the Yogyakarta Regional Police Mobile Brigade Corps' Pioneer Battalion A has had a positive impact on improving the competence, discipline, and professionalism of its human resources. While still facing challenges such as limited facilities and resistance to change, the success in building an adaptive and collaborative work culture demonstrates that the National Police's bureaucratic reform is progressing in a more mature and sustainable direction.

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