

Optimizing the Role of Bhabinkamtibmas as an Extension of the Intelligence Function in the Prevention and Eradication of Terrorism

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Abstract

Terrorism is a complex problem that requires serious handling from the security forces. In relation to this statement, lately acts of terrorism have become more and more common because they are caused by the subtle notions that develop in the midst of society so that they are not detected by the security forces, in this case members of the Police. In order to anticipate acts of terrorism as early as possible, the Indonesian National Police actually has officers who can be empowered, namely Bhayangkara for Community Security and Order or Bhabinkamtibmas. This Bhabinkamtibmas officer can maximize his function in preventing and eradicating terrorism. Therefore, in this study, the process of appointing Bhabinkamtibmas officers and also maximizing their role in the prevention and eradication of terrorism will be analyzed further in order to provide an overview of alternatives for preventing and eradicating terrorism in the community.

Keywords

bhabinkamtibmas; intelligence; terrorism; early detection and early prevention



I. Introduction

Terrorism has become a serious problem for Indonesia. In relation to this statement, in the period 2000 to 2021, there have been 553 terrorist acts in total (Tim Analisis LAB 45, 2021). Inevitably, this problem has also become one of the many homeworks that must be completed by President Joko Widodo, especially in the second period of administration. In relation to this act of terrorism, President Jokowi is of the opinion that the root of this series of acts of terrorism is radicalism (Satriawan, 2018). Radicalism, especially those related to certain religions, is indeed a scourge in itself because this understanding of radicalism opposes, shifts, and even wants to replace Pancasila as the ideology of the Indonesian nation. Exclusive religious radicalism is of course a challenge for Pancasila which is inclusive because this radicalism rejects differences of opinion.

Of the 553 acts of terror previously mentioned, the largest percentage of targets for attacks was found on individuals or personal assets (Tim Analisis LAB 45, 2021). Referring to individuals as targets of terrorist attacks, this is a clear indication that all individuals who differ, or reject, the ideas brought by a terrorist group will be removed. This is of course very vulnerable for the Indonesian people, especially those in remote areas. This pattern of terrorist attacks targeting individuals has been demonstrated by the East Indonesia Mujahidin (MIT) group which is now under Ali Kalora's control. About a year ago, on Friday, November 27, 2020, one of the houses of residents in Lemban Tongoa Village, Sigi Regency, Central Sulawesi Province, was visited by eight unknown people and these eight people took

40 kg of rice and killed four people. people who are in the resident's house (Hidayat & Wibowo, 2020).

In relation to terrorism radicalism, there are three factors that cause the process of radicalism to occur, namely domestic factors, international factors, and cultural factors (Tahir, Malik, & Novrika, 2020). These domestic factors relate to domestic conditions such as poverty, injustice, or disappointment with the government. Then, this international factor is related to the influence of the foreign environment which provides the impetus for the growth of religious sentiments such as global injustice, arrogant foreign policy, and modern imperialism of superpowers. Furthermore, this cultural factor is closely related to shallow religious understanding and narrow and lexical (interpretation of the scriptures literal). These three factors make the problem of terrorism in Indonesia very complex because this domestic factor itself is the cause of the emergence of radicalism in the family circle, which of course is also influenced by international factors and cultural factors. This is of course a tough task considering the family is the most basic element in society. At the same time, the family is included in the realm of privacy and this causes the security forces to work hard in dismantling family-based terrorist networks (Dewi, 2021).

The emergence of the phenomenon of family terrorism, of course, complicates the efforts of the government, especially the police, to carry out early detection and prevention as part of efforts to prevent and eradicate terrorism. The reason is that the family is a private sphere so that what happens in the family should not be made public. This is precisely what makes the movement of radicalism well-facilitated so that many families, regardless of their level of education and establishment, are exposed to radicalism so that they change direction and even voluntarily become perpetrators of acts of terrorism. Such dynamics clearly complicate efforts to eradicate terrorism because even though the security forces have tried their best to stem the movement of terrorism, this notion of radicalism can still spread through family cells. This kind of situation clearly requires careful attention and handling with attention focused on the field. To fulfill the supervisory function in this field, actually the security forces, in this case, the Police, have a unit that can be maximized, namely Bhayangkara Pembina Keamanan dan Ketertiban Masyarakat (Bhabinkamtibmas).

The function of Bhabinkamtibmas can be optimized in dealing with terrorism because Bhabinkamtibmas already has a strong track record in partnership with the community. For example, in the jurisdiction of the Central Jakarta Metro Police, the Bhabinkamtibmas unit has succeeded in building synergy and partnerships with all components of society (Ginting, 2019). Furthermore, Bhabinkamtibmas in the jurisdiction of the Ciputat Police has also succeeded in maintaining national security stability through the implementation of restorative justice by involving all parties, restoring social damage, eliminating stigmatization, showing an admission of guilt, and requiring an apology from the perpetrator to the victim (Siregar, 2013). In other words, Bhabinkamtibmas can function as part of security intelligence to prevent and eradicate terrorism. Issues around terrorism become one of the interesting things for the media (Priadi, 2018). Terrorism being a reality everywhere in the world, focusing on a historical and sociological approach (Dione, 2018). Thus terrorism can be an ideology that likes intimidation such as acts of violence against innocent people in a country with certain motives (S, Zaini 2020).

However, the optimization of the Bhabinkamtibmas function itself has a number of obstacles in relation to the phenomenon of terrorism. As an illustration, the implementation of Polmas in Gorontalo Province is still weak due to a lack of understanding of Polmas itself and the relatively low salaries/benefits of Polmas (Koni, 2019). Nevertheless, there are efforts to improve the implementation of Polmas and also improve the performance of Bhabinkamtibmas through the design of E-Polmas (Suseno, 2016), but the main obstacle in

the field, namely the shortage of personnel and also active community participation, is still the biggest challenge for Bhabinkamtibmas, especially in prevention efforts and combating terrorism. In addition, there are several occasions where the position of Bhabinkamtibmas is actually held by members who do not have competence in the relevant field so that efforts to maintain public order and security experience obstacles in their implementation, there are even Bhabinkamtibmas officers who hold concurrent positions which of course will affect the implementation of duties as Bhabinkamtibmas.

Through this research, the researcher wants to discuss efforts to optimize the role of Bhabinkamtibmas as an extension of the intelligence function in terms of preventing and eradicating terrorism. There are two important things to be discussed in this research. First, how is the mechanism for appointing a member of the National Police to become a Bhabinkamtibmas officer. The second is how to maximize the role of Bhabinkamtibmas as part of the intelligence function related to the prevention and eradication of terrorism.

II. Review of Literature

2.1 Intelligence

In simple terms, intelligence can be defined as the activity of gathering information to be provided to stakeholders in order to make decisions effectively and efficiently. However, some experts have provided more specific definitions to better describe intelligence. Sherman Kent, an expert on structured intelligence analysis from the Central Intelligence Agency, for example, defines intelligence in general as potential information that the enemy should not know (Richards, 2018). This is reinforced by Sims who stated that intelligence contains potential information that is actually useful for planning or strategizing in a certain form (Richards, 2018).

When it comes to preventing and combating terrorism, intelligence clearly plays a very vital role. The reason is that intelligence can help map the patterns of movement of terrorism so that stakeholders can take appropriate decisions effectively and efficiently (Richards, 2018). In line with this definition, intelligence is related to early sensing (early warning) where it allows decision makers to have early awareness (Sumarjiyo, 2018). However, when intelligence is implemented, complex issues can come to the fore as stakeholders have to decide whether this piece of intelligence should be included as evidence and if this piece of intelligence is included as evidence, then stakeholders must also consider the risks and implications of including this piece of intelligence as evidence. to the operations being carried out (Clutterbuck, 2018). As a result, efforts to prevent and eradicate terrorism at the national level, in particular, can become ineffective (Jensen, 2016). From the several definitions of intelligence mentioned above, a common thread can be drawn that intelligence plays a very vital role because their task is to carry out early detection and prevention so as to create the desired situation.

2.2 Early Detection and Early Prevention

Early detection and early prevention are two complementary aspects in the prevention and eradication of terrorism. Early detection is needed to map the movement of terrorist groups so that early prevention can be done to anticipate terrorist acts that will be carried out. Then, in the context of preventing and combating terrorism, early detection itself can be defined as an effort to obtain information about an attack through the tendency of the perpetrator to ignore the security aspect of an act of terrorism or the desire to share information about an attack designed to fellow terrorists (Bouhana, Corner, Gill, & Schuurman, 2018). The idea that underlies this detection principle is the fact that any place in

this world will not escape the action of infiltration (Prunckun, 2019). As a result, to avoid a situation like this, an early warning must be given to the officer concerned, in this case, Bhabinkamtibmas, so that the intruder's time to act is reduced and eventually the intruder makes a mistake and leaves the place concerned.

Then, when this early warning has been activated, the next action that must be taken is early prevention. In relation to the prevention and eradication of terrorism, early prevention can be defined as a follow-up to early prevention in order to anticipate acts of terrorism that will occur. The basic idea of early prevention is to prevent perpetrators from carrying out their actions, make perpetrators realize their mistakes, and return perpetrators to society after realizing their mistakes (Dodsworth, 2007). In other words, when these terrorists are prevented from carrying out their actions, many innocent lives can be saved. However, in the context of terrorism, especially terrorism driven by extremism and radicalism, making perpetrators admit their mistakes and then return them to society is something that still requires further consideration given that terrorism is a complex problem that is influenced by various factors such as changes in the economic environment and social (Sonta, 2017).

2.3 Terrorism

In simple terms, terrorism can be defined as a tactic used by many different groups in different regions of the world to achieve various goals (Schmid, 2011). Then, terrorism can also be defined as the use of violence or intimidation to cause fear and feelings of insecurity to people or groups of citizens through the essence (violence or threat of use of violence), targets (civilians or people who do not participate in war operations), and goals (winning or controlling some kind of political power by using fear or imposing some kind of social and political change using violence) (Mensur, 2019).

Terrorism is a complex problem because it is influenced by several factors and one of them is poverty. Poverty, in this case, can be related to acts of extremism as well as to sudden economic and social declines so that these acts of extremism can eventually encourage people to commit acts of terrorism (Newman 2006). A similar situation is also found in Indonesia. In Indonesia itself, poverty is closely related to extremism because poor people tend to be more easily indoctrinated into extremism. At the same time, the notion of extremism in Indonesia itself has a very close relationship with religious arguments that are used as justification for carrying out terrorist attacks. On the other hand, grassroots groups also have low literacy levels so that they are vulnerable to being indoctrinated and incited to carry out acts of terrorism because they do not have the ability to digest the information, they receive (Koroyatev, Vaskin, & Tsirel, 2019; Malik, Sandholzer, Khan, & Akbar, 2015). This low literacy level also occurs because they are not able to seek adequate education so that they tend to be easily fooled by terrorists, especially when terrorists use religious arguments.

2.4 Human Resource Management

An organization consists of several resources that function as inputs, and these inputs will be converted into outputs in the form of goods or services. The owned resources consist of capital, technology, operating methods or strategies, humans, and others. In this statement, it is clear that humans are the most important element because humans are the only element that is able to regulate the traffic of all other elements. In connection with this statement, human resource management functions as a managerial tool that plans manages and controls human resources (Priyono, 2010). In general, human resources management has five basic functions: planning, organizing, personnel (staffing), leadership (leading) and controlling (Dessler, 2017).

In its description, each of these basic functions has a specific activity. Planning, for example, involves the determination of goals and standards, the development of rules and

procedures, as well as the development of plans and forecasts. Then, organizing involves the administration of a specific task to each subordinate, the establishment of departments, delegating authority to subordinates, the establishment of channels of authority and communication, and coordination of the work of subordinates. Furthermore, staffing involves determining the type of workforce that must be recruited, prospective workforce recruitment, workforce selection, determining performance standards, employee compensation, performance evaluation, workforce counseling, and employee training and development. Then, leadership (leading) involves efforts to get the workforce to complete their tasks, maintenance of workforce morale, and employee motivation. Finally, controlling involves setting standards such as sales quotas, quality standards, or production levels along with checking actual performance against predetermined standards and taking corrective action when necessary.

In relation to the explanation above, the National Police as an institution that also has its own organizational system has implemented a management process similar to the Career Development System. The Career Development System, known as Sisbinkar, is an effort to improve the professionalism, performance, expertise, skills, and motivation of human resources in each work unit in accordance with the needs of the organization. The main objectives of implementing the Sisbinkar are: (1) the implementation of the Sisbinkar for Polri members in a planned, directed, procedural, consistent, and accountable manner according to the needs of the organization; (2) fulfillment of organizational interests in the field of professional, moral, and modern Polri human resources; (3) the implementation of an administrative order in the information system of Polri personnel; and (4) the realization of the career development of Polri members in a transparent, objective, accountable, and fair manner (Kementerian Hukum dan Hak Asasi Manusia Republik Indonesia, 2016).

In order to support good performance within the framework of this Sisbinkar, the National Police has also established rules for the provision of performance allowances as stated in Peraturan Kepala Kepolisian Negara Republik Indonesia No. 7 Year 2020 concerning Procedures for Providing Performance Allowances for Employees within the Indonesian National Police. This allowance is given as an appreciation for the achievements that have been achieved by employees within the Polri environment in carrying out their duties for the realization of bureaucratic reform. In connection with the statement, this Perkap defines that Performance as an achievement/workability shown by an employee within the Polri environment in supporting and carrying out its main duties and functions (Kepala Kepolisian Negara Republik Indonesia, 2020). The amount of this allowance is determined to take into account the employee's performance based on the results of the performance appraisal. The results of this work assessment consist of three parts, namely: (1) Performance Management System for Polri members; (2) Work Performance Assessment (PPK) for civil servants; and (3) Kasatker Users for other employees.

In relation to the explanation above, the Work Management System is defined as a performance appraisal which is a systematic assessment process carried out by an appraiser on the performance of the members being assessed (Kementerian Hukum dan Hak Asasi Manusia Republik Indonesia, 2018). The purpose of this performance appraisal is to ensure objectivity in career development, development education, promotion, and provision of performance allowances. Then, there are five principles used in the implementation of performance appraisal which can be described as follows: (1) objective, ie performance appraisal is based on facts and performance achievements; (2) transparent, namely the performance appraisal is conducted openly on the generic and specific performance factors that have been agreed upon by the Appraisal Officer and the Assessed Member and the results of the appraisal are submitted directly; (3) accountable, namely the results of the performance appraisal can be accounted for; (4) proportional, ie performance appraisal is

based on the workload for which it is responsible; and (5) fair, i.e. performance appraisal is given based on performance achievements carried out in accordance with the main tasks and functions carried out without distinguishing between members of the National Police with one another. Implementation of Performance Assessment through the Performance Management System includes (1) performance planning; (2) performance monitoring; (3) implementation of performance appraisal; and (4) performance evaluation. Taking into account that the performance assessment for Polri members uses the Performance Management System, Polri members who serve as Bhabinkamtibmas, especially in the context of this research, are required to have adequate career planning and development so that the performance achieved can be maximized and in accordance with the vision and mission of the Polri as an organization.

2.5 Bhabinkamtibmas

Bhabinkamtibmas is an abbreviation of Bhayangkara Pembina Keamanan dan Ketertiban Masyarakat. According to the Kepala Kepolisian Negara Republik Indonesia No. 7 Year 2021 concerning Bhayangkara for the Trustees of Community Security and Order, Bhabinkamtibmas is the bearer of Polmas at the village/kelurahan level (Kepala Kepolisian Negara Republik Indonesia, 2021). Polmas itself is an extension of Pemolisian Masyarakat and is an activity to invite the community through partnerships with the National Police to detect and identify problems of Keamanan dan Ketertiban Masyarakat (Kamtibmas) in the environment and find solutions to the problem (Polda NTB, 2017).

In connection with the above explanation, Bhabinkamtibmas itself was formed through a series of processes consisting of appointment, education, training, and capacity building of Bhabinkamtibmas and the appointment of Bhabinkamtibmas is based on the Decree of the Head of the Regional Police and the guidance of Bhabinkamtibmas is under the Head of the Resort Police (Kepala Kepolisian Negara Republik Indonesia, 2021). In view of its very crucial function in the prevention and eradication of terrorism, the appointed Bhabinkamtibmas should meet a number of criteria that have been stated in the relevant regulations. Thus, the Bhabinkamtibmas officers who are recruited are certainly qualified officers in their fields. Starting from this, the researcher wants to try to find ways to implement the function of human resource management in the process of appointing Bhabinkamtibmas in this study so that the function of Bhabinkamtibmas in the prevention and eradication of terrorism can be maximized in order to maintain national unity and integrity. In turn, maximizing the function of Bhabinkamtibmas is able to support national unity and prevent national disintegrity.

In order to support performance in the field, Bhabinkamtibmas officers must have competencies that are in accordance with their assignments in the field. In the context of Bhabinkamtibmas and Sisbinkar within the framework of the Work Management System, competence can be defined as the abilities and characteristics possessed by individual Polri personnel in the form of knowledge, skills, and behavioral attitudes obtained in carrying out their duties in a professional, effective and efficient manner (Kementerian Hukum dan Hak Asasi Manusia Republik Indonesia, 2016). Starting from this definition, it is clear that Bhabinkamtibmas officers must have a number of competencies as part of their assignments in the field. When linked to the community policing framework or polmas, the competencies that a Bhabinkamtibmas officer must possess include intelligence competence, community development competence, competence, samapta bhayangkara, and criminal detective competence (Polda NTB, 2017).

More specifically, in carrying out its function in the field of intelligence, based on the framework of Polmas, Bhabinkamtibmas officers have three main tasks, namely: (1) identifying and documenting community data and activities related to conditions of security

and public order; (2) create, study and master: (a) maps of public order and security; (b) topographic maps; (c) crime map; (d) traffic maps; and (e) patrol route maps; and (c) make an information report. These three functions clearly have a very significant weight in preventing and eradicating terrorism, so it is very important that Bhabinkamtibmas must be involved and even empowered in efforts to prevent and eradicate terrorism. This statement is also in accordance with the two main objectives of the appointment of Bhabinkamtibmas officers, namely: (1) increasing community participation, legal awareness of the community, and obedience of community members to laws and statutory regulations; and (2) ensure the maintenance of Kamtibmas in the village/kelurahan environment and other names of the same level. At the same time, this statement is also in accordance with the two important tasks of Bhabinkamtibmas officers in carrying out the intelligence function, namely: (1) collecting information and public opinion to obtain input on various issues regarding the implementation of the functions and duties of the police service as well as problems developing in the community; and (2) perform early detection of potential disturbances to Kamtibmas (Polda NTB, 2017).

III. Research Methods

The research that will be conducted is qualitative research, namely research in which various methods are used to explore and understand the meaning ascribed to social or humanitarian problems according to a number of individuals or groups of people (Creswell, 2002). Furthermore, the variety of research chosen to carry out this research is a case study. A case study is an exploration of “abound system” or “a case/various cases” from time to time through in-depth data collection and involving various sources of “rich” information in a context (Wahyuningsih, 2013).

Then, the social phenomenon to be studied in the prevention and eradication of terrorism in the community. More specifically, the topic that will be raised based on this social phenomenon is the role of Bhabinkamtibmas as part of the intelligence function to maximize the prevention and eradication of terrorism in the community. This topic was chosen because recently terrorism cases are increasingly spreading among the community, especially among the grassroots, almost without being detected by the security forces, especially the police.

In this study, the necessary data were collected through a documentation study. Documentation study or literature study is a technique of gathering information through readily available sources such as news, government publications, journals, articles, magazines, and others (Creswell, 2002). The data collected through this documentation study will be used as a guide so that researchers can find a more complete picture of maximizing the role of Bhabinkamtibmas as an intelligence function in efforts to prevent and eradicate terrorism. Next, after the necessary data is collected, the data will be analyzed qualitatively in order to get a complete picture of efforts to maximize the role of Bhabinkamtibmas as part of the prevention and eradication of terrorism in Indonesia.

IV. Discussion

4.1 The Process of Appointing Police Members to Become Bhabinkamtibmas Officers

To be appointed as *Bhabinkamtibmas*, a member of the National Police must first go through a series of processes, namely appointment, education, training, and capacity building. This process can be regarded as a forging or gemblengan to assess whether the selected *Polri* members will have adequate performance in carrying out the function of *Bhabinkamtibmas* or

not. This should be considered carefully considering that the workload of *Bhabinkamtibmas* covers at least one *kelurahan*. In other words, a *Bhabinkamtibmas* is responsible for the security and order and safety of the many people under his supervision. Thus, it can be imagined that the workload of *Bhabinkamtibmas* is very heavy.

On the other hand, *Bhabinkamtibmas* also has extraordinary challenges in carrying out its duties in the field. One of these challenges relates to establishing effective and efficient communication with community members in the assigned area. The establishment of effective and efficient communication is at the core of the Polmas or Community Policing program because through this Polmas the Police invites the community through partnerships with the National Police to detect and identify problems in *Keamanan dan Ketertiban Masyarakat (Kamtibmas)* in the environment and find solutions to problems. Therefore, the process of being appointed as *Bhabinkamtibmas* through the mechanism of appointment, education, training, and capacity building will be the benchmark in the performance assessment and evaluation of *Bhabinkamtibmas* officers when on duty in the field. As previously stated, the performance appraisal of *Polri* members is based on competence through a mechanism known as Performance Assessment and Performance Assessment is carried out through the Performance Management System.

Furthermore, the total number of *Bhabinkamtibmas* in Indonesia can be described in Table 1 as follows:

Table 1. Number of *Bhabinkamtibmas* throughout Indonesia from 2015 to 2021

No	Description	Amount						
		2015	2016	2017	2018	2019	2020	2021
1	Definitive	38.560	22.455	36.605	34.830	37.452	35.937	38.995
2	Duplicate	20.904	12.649	10.621	11.978	5.938	3.623	0
Amount		59.464	35.104	47.226	46.808	43.390	39.560	38.995

Source: (Direktorat Pembinaan Ketertiban Masyarakat Subditbhabinkamtibmas, 2022)

The data regarding the number of *Bhabinkamtibmas* personnel in Table 1 clearly shows that in the 2015-2020 period the recruitment was not carried out effectively. This happened because of the dual position in the recruitment of *Bhabinkamtibmas*. As a result, the main tasks and functions (tupoksi) of *Bhabinkamtibmas* personnel cannot be carried out effectively and efficiently in the field because *Bhabinkamtibmas* personnel who have multiple positions of course have other administrative burdens that can interfere with the focus of the implementation of *Bhabinkamtibmas* main functions. This is in accordance with the results of a research on *Bhabinkamtibmas* which shows that there are still many *Bhabinkamtibmas* who carry out dual duties and are involved in routine *Polri* tasks such as guarding, securing demonstrations and others, so that members of *Bhabinkamtibmas* do not focus on providing services and protection to the public communities in the villages (Simanjuntak, Raja, & Lubis, 2018). In line with this study, the results of other studies related to the performance of *Bhabinkamtibmas* explained that the obstacles for *Bhabinkamtibmas* officers in carrying out their duties were the limited technical ability to communicate with the community, the absence of continuous socialization of other police functions (Intel, Investigation, Traffic, Sabhara) other than the Binmas function, and task complexity due to multiple positions (Sumarji, Hartiwiningsih, & Purwadi, 2019).

This clearly interferes with the performance of *Bhabinkamtibmas* personnel with concurrent positions so that the handling of cases in the *Bhabinkamtibmas* realm is hampered. When related to the context of preventing and combating terrorism, this dual position is

clearly dangerous considering the nature of acts of terrorism that can occur in a matter of seconds. In addition, the handling of acts of terrorism requires quick decision making and of course the existence of this dual position situation can become a kind of "burden" for the implementation of the main tasks of Bhabinkamtibmas, especially in the prevention and eradication of terrorism. The rate of concurrent positions in the same period of time can be illustrated as follows:



Figure 1. Rate of Concurrent Positions of Bhabinkamtibmas at the National Level for the 2015-2021 Period

Source: (Direktorat Pembinaan Ketertiban Masyarakat Subditbhabinkamtibmas, 2022)

As previously stated, this dual position situation clearly becomes a "burden" for the implementation of the main tasks of *Bhabinkamtibmas*. However, what should be appreciated is that the Indonesian National Police has begun to show professionalism in the recruitment of *Bhabinkamtibmas* personnel as indicated by a decrease in the number of cases of concurrent positions of *Bhabinkamtibmas* although there was a slight increase from 2017 to 2018..

Back to the situation of concurrent positions, the main reason is related to the existence of multiple positions in the recruitment of *Bhabinkamtibmas* personnel is the lack of personnel in the field and the wide scope of assignment of *Bhabinkamtibmas* personnel. This is closely related to the Indonesian National Police program itself in relation to community policing or POLMAS, namely one village one policeman or, more specifically, one village one Bhabin (Felisiani & Agustina, 2016; N., 2018). This is also confirmed by the data on the number of *Bhabinkamtibmas* personnel of the East Java Regional Police in 2020 in Figure 2 below:

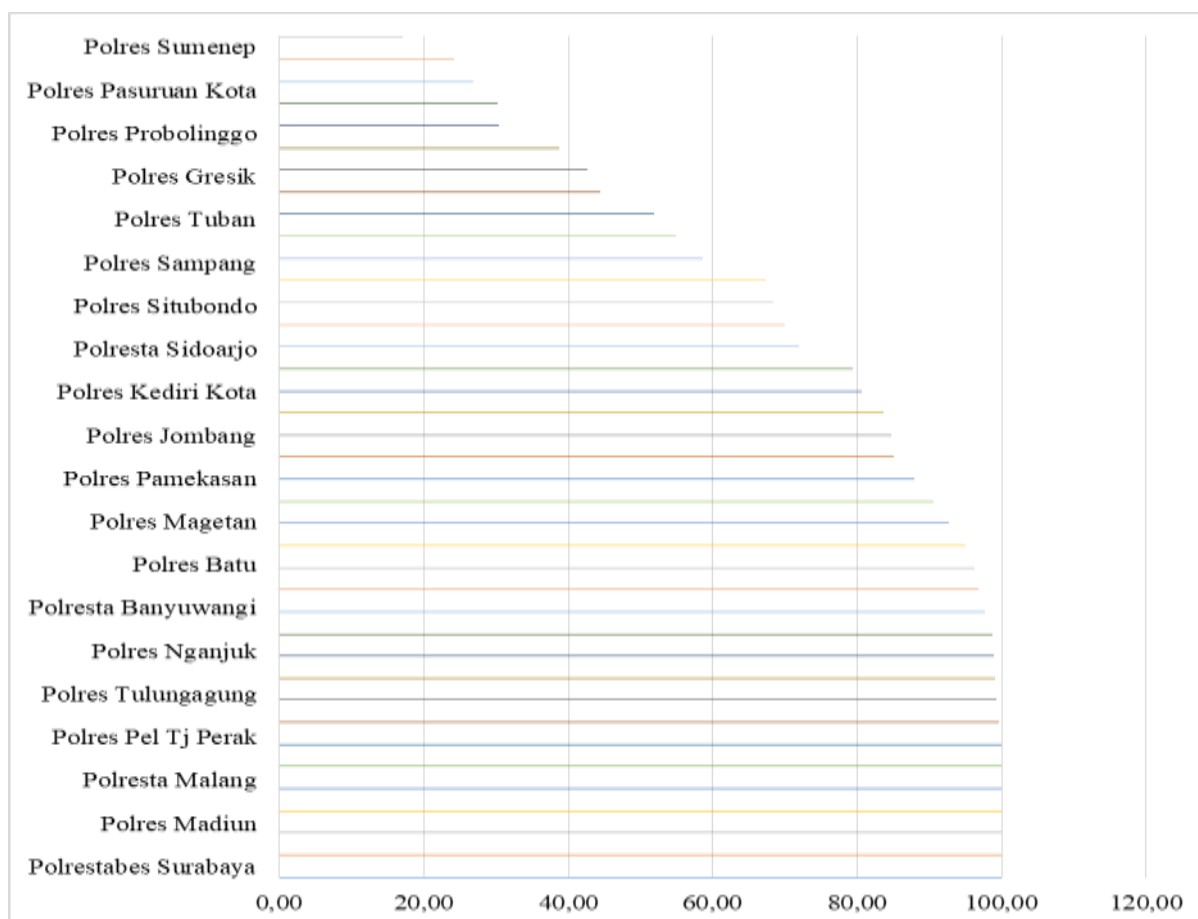


Figure 2. *Percentage of Bhabinkamtibmas Polda Jatim*

Source: (Kepolisian Negara Republik Indonesia Direktorat Pembinaan Masyarakat, 2020)

In general, the percentage of achievement of 1 Village 1 Police or 1 Village 1 Bhabinkamtibmas can be said to be still far from adequate. This is because of the 39 Polres that are under the jurisdiction of the Polda Jatim, there are only 7 Polres that are able to reach 100% while the other Polres are still below this standard. The seven Polres are: (1) Polrestabes Surabaya; (2) Kediri City Police Station; (3) Madiun Police; (4) Madiun City Police Station; (5) Malang Police Station; (6) Mojokerto City Police Station; and (7) Tanjung Perak Harbor Police Station. Overall, this achievement can be illustrated in Figure 3.

Then, related to this dual position situation, as previously stated, two reasons were found in the field. The first reason is the inadequate number of personnel to be placed in the field, especially in the sector police (Mustakim, 2022). It is undeniable that the work area of *Bhabinkamtibmas* is very wide while the number of personnel required is very less. As a result, in order to fulfill administrative needs, a National Police officer inevitably has to carry out concurrent positions, namely as a structural officer and an officer of *Bhabinkamtibmas*. On the other hand, in relation to the broad scope of *Bhabinkamtibmas*' work area, sometimes what is found in the field is that one *Bhabinkamtibmas* personnel can oversee up to two villages at once (Anggraini, 2022). These two situations clearly make the implementation of the main tasks of *Bhabinkamtibmas* personnel far from efficient due to: (1) administrative burdens caused by structural positions; (2) the size of the work area that must be covered by *Bhabinkamtibmas* personnel. Once again, this situation is clearly very dangerous for the prosecution of criminal acts, especially in relation to the prevention and eradication of terrorism, which requires decision-making in a very short time. Decision making in a very short time is absolutely necessary because this is related to the safety of Indonesian citizens.



Figure 3. Achievement Level 1 Village 1 Bhabinkamtibmas (in Percentage)
Source: East Java Regional Police HR (Reprocessed)

Remarks: The above categories are determined as follows: (1) Very Poor (1 – 20%); (2) Less (21 – 40%); (3) Medium (41 – 60%); (4) Good (61 – 80%); and (5) Good (81 – 100%)

Looking back at the achievement in Figure 3, it can be said that the Achievement Level of 1 Desa 1 Bhabinkamtibmas is already above 50% even though this figure is actually less than adequate. When this figure is explored further, it can be found that this range is only found in urban areas while in rural areas this figure is still far from satisfactory, especially in the Medium, Poor, and Very Poor categories. This clearly shows that the Bhabinkamtibmas recruitment process must be improved from the start so that the implementation of Bhabinkamtibmas tupoksi in the field can run effectively and efficiently. Apart from the dynamics above, as a comparison, the researcher took data from Bhabinkamtibmas personnel from the Banyuwangi Police which is presented in Table 2 below.

Table 2. Number of Bhabinkamtibmas in Banyuwangi Police from 2015 to 2021

No	Description	Amount						
		2015	2016	2017	2018	2019	2020	2021
1	Definitive	18	14	11	12	12	10	10
2	Duplicate	199	203	206	205	205	207	207
Amount		217	217	217	217	217	217	217

Source: (Kepolisian Negara Republik Indonesia Daerah Jawa Timur Resor Kota Banyuwangi, 2022)

The findings above actually show the trend of concurrent positions which contradicts the trend of concurrent positions at the national level. The trend of concurrent positions in the Banyuwangi Police shows a significant increase in the last six years. The graph of the increase can be illustrated as follows:



Figure 4. The Rate of Concurrent Positions at the Banyuwangi Police for the Period 2015 to 2021

Source: (Kepolisian Negara Republik Indonesia Daerah Jawa Timur Resor Kota Banyuwangi, 2022)

This dual position situation clearly hinders the implementation of the main tasks of *Bhabinkamtibmas* effectively and efficiently so that the recruitment process for *Bhabinkamtibmas* personnel must be evaluated thoroughly in order to achieve the objectives of 1 village 1 *Bhabinkamtibmas*. Therefore, the appointment process *Bhabinkamtibmas* through the appointment procedure, education, training, and capacity building is supposed to be adjusted to the five basic principles of human resource management: planning, organizing, personnel (staffing), leadership (leading), and controlling. In the Performance Management System, it can be found between the appointment procedure of *Bhabinkamtibmas* and the five basic principles of human resource management. First, in the appointment procedure of planning functions can be applied with regard to individuals who are estimated to have sufficient capacity to carry out duties as *Bhabinkamtibmas* based on the determination of goals and standards, the development of rules and procedures, as well as the development of plans and forecasts. This can be carried out by the Head of the Community Development Unit under the supervision of the Sector Police Head because based on the Regulation of the Head of the State Police of the Republic of Indonesia Number 7 of 2021 concerning the Bhayangkara Guidance for Community Security and Order, *Bhabinkamtibmas* officers are under the guidance of the Head of the Community Development Unit who is responsible for the Police Chief. Sector even though the Decree on the Appointment of *Bhabinkamtibmas* is ratified by the Head of the Regional Police.

Furthermore, in educational procedures, the basic principles of Human Resource Management can be implemented in organizing. In this organization, *Bhabinkamtibmas* officers who have been appointed are given specific tasks based on the task of community development as part of the provision for assignments in the field. In relation to educational procedures, this function requires appointed *Bhabinkamtibmas* officers to receive education whose materials have been prepared based on the characteristics of community development assignments considering that *Bhabinkamtibmas* will later be deployed in the midst of the community. The material on community development can be adapted to the objectives of community policing based on the Regulation of the Indonesian National Police Number 1 of 2021 concerning Community Policing, namely: (a) realizing a partnership between the Police and the community based on a mutual agreement to handle and solve problems that cause potential problems. disturbance of public security and order in order to create security and order; and (b) increasing legal awareness and public/community concern for potential disturbances to security and public order in their environment.

Next, in the training procedure, the principles of Human Resource Management that can be implemented are staffing and leadership (leading). When linked to *Bhabinkamtibmas* under the Performance Management System, the staffing aspect determines clarity in setting performance standards. Determining these performance standards is very important considering that *Bhabinkamtibmas* is required to be at the forefront together with the community in order to maintain public security and order. In addition, the determination of this performance standard can also be used to access or assess whether the performance of *Bhabinkamtibmas* in its assigned area has met the target, has not met the target or even exceeded the target. This performance standard is also an important aspect that deserves attention, especially in the Performance Assessment under the Performance Management System which is used to develop the capabilities and professionalism of *Polri* members under the Performance Coaching System. Therefore, through training procedures, *Bhabinkamtibmas* officers must be equipped with a number of competencies that can support their performance in the assigned area so that the implementation of the *Polmas* concept can run effectively and efficiently for the sake of creating security and public order.

In addition, the leadership aspect also supports the implementation of effective and efficient training procedures. Through this leadership aspect, *Bhabinkamtibmas* officers can be equipped with the capacity to complete their duties properly through maintaining morale and motivation in assignments. The understanding of the implementation of this task must be maintained continuously so that the main goal of community policing can be achieved to the maximum and in turn, solid cooperation between *Bhabinkamtibmas* as representatives of the security forces and the community as parties who must be protected and protected can be well developed. Indeed, the duty of members of the Police is to protect and protect the citizens of the community. However, this task can be carried out better if community members are involved so that there is a common understanding of each other's duties and responsibilities. Thus, public security and order can be well maintained and all security disturbances can be detected as early as possible considering that the community is the "eye" that participates in monitoring the environment. In addition, this leadership aspect also has an important influence in maintaining the implementation of *Bhabinkamtibmas*' duties so that it does not go out of its way considering that *Bhabinkamtibmas* faces complex societal situations, especially with the diverse backgrounds of citizens of the Republic of Indonesia.

Last, but not least, the upgrade procedure, control aspects (controlling) can also be implemented with due regard to performance standards *Bhabinkamtibmas* officers who have been appointed. Furthermore, *Bhabinkamtibmas* performance standards can be maintained on an ongoing basis through inspection of actual performance compared to predetermined performance standards. This goal can clearly be achieved through the Performance Appraisal mechanism which is a continuation of the implementation of the staffing aspect in educational procedures. In other words, after *Bhabinkamtibmas* officers are equipped with competencies that must be mastered in their assigned area, Performance Assessment becomes a tool used to see whether *Bhabinkamtibmas*' performance has met the specified standards or not. This Performance Assessment is a very important tool in maintaining the continuity of the performance of *Bhabinkamtibmas* officers so that complex problems faced in the context of community policing can be handled properly. On the other hand, this Performance Assessment can also be used to see the strengths and weaknesses of *Bhabinkamtibmas* officers in their respective assigned areas so that improvements that need to be made can be immediately mapped and the necessary follow-up actions can be taken immediately.

By paying attention to the procedures for the appointment of *Bhabinkamtibmas* and the implementation of the five basic principles of Human Resource Management, the researchers can ensure that the five functions of Human Resource Management have a very vital role in the appointment of *Bhabinkamtibmas* officers. Through the implementation of these five

basic functions, it can be ensured that Bhabinkamtibmas officers have adequate performance in dealing with complex situations in their assigned areas. However, in the context of preventing and eradicating criminal acts of terrorism, the performance of Bhabinkamtibmas needs to be maximized through the provision of certain competencies that will assist Bhabinkamtibmas in carrying out the function of early detection and early prevention of terrorism in the community. Therefore, in the next section, the researcher tries to map out certain competencies that can be provided to Bhabinkamtibmas so that early detection and prevention efforts, especially in relation to the prevention and eradication of terrorism, can be carried out principle much as possible.

4.2 Maximizing the role of the Bhabinkamtibmas as Part of the Intelligence Function Regarding the Efforts of Prevention and Eradication of Terrorism

As well as known from the first part of this discussion, the implementation of tupoksi bhabinkamtibmas effectively and efficiently has two main obstacles: (1) lack of several personnel; and (2) the breadth of the work area coverage. This is clearly shown by the achievement level of 1 Desa 1 Bhabinkamtibmas which shows that: (1) the level of achievement is already above 50% but the distribution of this figure is only found in large urban areas; (2) remote areas have a wide area coverage with less number of personnel. With the prevention and eradication of terrorism, this level of achievement is far from adequate, especially when the Bhabinkamtibmas needed to oversee the situation and conditions in remote areas are experiencing a significant shortage. As a result, certainly, many areas are not monitored effectively and efficiently so there is a possibility that terrorist actors are hiding in these areas because they are not monitored by Bhabinkamtibmas. This is clearly shown by the number of brides found in the Banyuwangi Police itself (Fanani, 2018; Rachmawati & Ika, 2018). In addition, this trend of concurrent positions appears to be closely correlated with the trend in the number of terrorism cases in Indonesia. In other words, the recruitment of Bhabinkamtibmas personnel has not been able to significantly reduce the number of terrorist acts. In more detail, several terrorism cases that occurred from 2015 to 2021 can be described in Table 3 as follows.

Table 3. List of Terrorist Actions During 2015 to 2021

No	Date	Location	Type Terrorism	Number of Casualties
1	29 October 2015	Mall Alam Sutera	Bombing	None (bomb was not detonated)
2	14 January 2016	Thamrin	Bombing and Shooting	<ul style="list-style-type: none"> • Four perpetrators killed • Four civilians killed • 24 people injured
	5 July 2016	Mapolresta Solo, Jawa Tengah	Suicide	1 police officer suffered minor injuries
4	13 November 2016	Gereja Oikumene, Jalan Cipto Mangunkusumo, Kota Samarinda, Kalimantan Timur	Bombing	<ul style="list-style-type: none"> - 1 person died - 4 children had burns all over their bodies
5	14 November 2016	Vihara Budi Dharma, Kota Singkawan, Kalimantan Barat	Bombing	None
6	27 February 2017	Taman Pandawa, Jalan Arjuna, Kelurahan Arjuna, Kecamatan Cicendo, Kota Bandung, Jawa Barat	Bombing	- 1 person (perpetrator)
7	24 May 2017	Terminal Bus Kampung Melayu	Bombing of	<ul style="list-style-type: none"> - 5 people killed - 10 people injured

8	8 May 2018	Mako Brimob	riots and hostage	- 5 Brimob members killed - 1 inmate died
9	13 May 2018	- Gereja Santa Maria Tak Bercela Jalan Ngagel Utara - GKI Diponegoro Surabaya - GPPS Sawahan Jalan Arjuno	Suicide Bombing	- 13 people killed - 43 people injured
10	13 May 2018	Rusunawa Wonocolo Sidoarjo	Suicide	- Three people died (perpetrator and family)
11	14 May 2018	Mapolresta Surabaya	Suicide	- Four policemen injured - Six civilians injured
12	13 March 2019	Sibolga	Suicide	- 3 perpetrators killed - 2 Police members are involved - 1 civilian was injured
13	3 June 2019	Pos Polisi Kartasura	Suicide	None
14	17 August 2019	Polsek Wonokromo, Surabaya	Attack guise of reporting	- 1 Police member injured
15	10 October 2019	Alun-Alun Menes, Kabupaten Pandeglang	Stabbing	- 1 Minister injured - 1 Police member injured
16	13 November 2019	Polrestabes Medan, Sumatera Utara	BombingSuicideReporting Impersonate	- 4 Police members injured - 1 casual daily worker injured - 1 civilian was injured
17	28 March 2021	Gereja Katedral Makassar	Suicide Bombing	- Two people died (perpetrators, husband, and wife) - 20 people injured
18	32 March 2021	Mabes Polri	Impersonate Assault Reporting	- 1 person killed (perpetrator)

Source: (Admin, 2021; Badriyanto, 2018; Detikcom, 2021; Haryanto, 2018; Kompas.com, 2015; Kompas.com, 2019; Nufus, 2021; Tempo.co, 2017)

The trend of acts of terrorism in the last five years can be illustrated in Figure 5. Furthermore, when looking at the data above, there is one interesting thing, namely that during 2020 there were no acts of terrorism. This happened because 2020 was the beginning of the Covid-19 pandemic in Indonesia, so the attention of all parties was focused on mitigating the pandemic. As a result, the two main terrorism organizations in Indonesia, namely JI and JAD, which are affiliated with Al-Qaeda and ISIS respectively, are encouraging their members and sympathizers to use this virus as a weapon against the government and all that is against the will of Allah because of the virus. These are sent by Allah as “soldiers” who punish His enemies and all those who do not believe in Him (PTI, 2020).

Seeing the urgent situation of terrorism disturbances, it is appropriate that the role of Bhabinkamtibmas can be maximized as an extension of intelligence, especially in relation to the prevention and eradication of terrorism. The reason for this maximization is that Bhabinkamtibmas is in the midst of society so that Bhabinkamtibmas is obliged to have

"eyes" that must monitor public security and order, especially in relation to the movement of terrorist groups. Furthermore, as stated in the first part of this discussion, to be appointed as Bhabinkamtibmas officer there are a number of procedures that must be followed, namely: (a) appointment; (b) education; (c) training; and (d) capacity building. Fourth these procedures can be strengthened by implementing the five basic principles of Human Resource Management, namely: (a) planning; (b) organizing; (c) staffing; (d) leadership (leading); and (e) controlling. In turn, the performance of Bhabinkamtibmas officers can meet predetermined standards and provide results that meet the objectives of community policing, namely: (a) realizing a partnership between the Police and the community based on a mutual agreement to handle and solve problems that cause potential disturbances to public security and order in order to create security and order; and (b) increasing legal awareness and public/community concern for potential disturbances to security and public order in their environment.



Figure 5. Trends in Terrorism Actions during 2015 to 2021

Source: (Admin, 2021; Badriyanto, 2018; Detikcom, 2021; Haryanto, 2018; Kompas.com, 2015; Kompas.com, 2019; Nufus, 2021; Tempo.co, 2017)

Even though they already have a kind of adequate concept map to maintain and improve the performance of Bhabinkamtibmas officers, in the context of preventing and eradicating terrorism, the above procedures must still be strengthened with certain competencies. This particular competence must have a correlation with the prevention and eradication of terrorism. Referring to the Performance Management System, competence can be defined as the abilities and characteristics possessed by individual Polri personnel in the form of knowledge, skills, and behavioral attitudes obtained in carrying out their duties in a professional, effective and efficient manner. For Bhabinkamtibmas officers, the competencies that must be possessed are of course related to efforts to create and maintain security and order in society, such as: (a) intelligence competence; (b) community development competence; (c) samapta bhayangkara competence; and (d) criminal detective competence. From these competencies, there is a clear cut or link between Bhabinkamtibmas officers and the prevention and eradication of terrorism, namely intelligence competence.

Intelligence is one of the competencies that must be possessed by *Bhabinkamtibmas* officers. In simple terms, intelligence can be defined as the activity of collecting information to be provided to stakeholders in order to make decisions effectively and efficiently. When linked to the context of preventing and combating terrorism, this intelligence serves as a means to gather information related to the movement of terrorist groups in society. This statement underscores the importance of creating and maintaining community policing given that the community is at the forefront of efforts to prevent and eradicate terrorism. This is corroborated by the results of one of the studies in this field which explains that the factors that cause the rise of terrorism cases include the weak level of ability to prevent radicalism

possessed by members of the National Police, low early detection, and low levels of community mobilization (Respati, Wahyurudhanto, & Dharma, 2020). In other words, Bhabinkamtibmas officers must have intelligence competence and must be able to build solid cooperation and partnerships with the community so that both parties can work hand in hand in the prevention and eradication of terrorism because the community is the "eye" that always monitors every movement that occurs in the country the midst of their surroundings.

To strengthen intelligence competence in preventing and eradicating terrorism, Bhabinkamtibmas officers also need to be equipped with terrorism competencies. Terrorism itself can be defined as a tactic used by many different groups in different regions of the world to achieve various goals. In relation to the prevention and eradication of terrorism, this definition of terrorism plays a very important role because this definition provides clear boundaries for gathering information for decision making regarding the prevention and eradication of terrorism. Terrorism itself is a complex problem caused by two factors found in society, namely poverty and low literacy levels. These two factors are interrelated with each other because poverty itself causes a poor or even inadequate livelihood so that people who experience poverty are unable to access higher education. As a result, these community members have low literacy levels so they are unable to digest and filter the information circulating. As Bhabinkamtibmas officers, members of the National Police must be aware of this situation in their assigned area so that they can observe the movement of ideas that lead to acts of terrorism, especially the notion of radicalism, with the help of community members through a network of solid cooperation and partnerships.

Last but not least, the competencies that Bhabinkamtibmas officers also need to have been early detection and early prevention competencies. In the context of preventing and eradicating terrorism, early detection can be defined as an effort to obtain information about an attack through the tendency of the perpetrator to ignore the security aspects of an act of terrorism or the desire to provide information about attacks designed to fellow terrorists while early prevention can be defined as a follow-up action against terrorism prevent early in order to anticipate acts of terrorism that will occur. Early detection and early prevention are two complementary aspects in the prevention and eradication of terrorism and therefore Bhabinkamtibmas officers are obliged to understand both in order to be able to carry out surveillance of security and public order within the framework of community policing. In addition, more specifically, this competency should be mastered by Bhabinkamtibmas officers so that Bhabinkamtibmas officers can take action if necessary for the maintenance of security and public order.

These three competencies should be mastered by Bhabinkamtibmas officers and can be pursued from the beginning of the procedure for appointing Bhabinkamtibmas officers, namely appointment, education, training, and capacity building. Before being appointed as a Bhabinkamtibmas officer, a member of the National Police can be assessed by the Head of the Community Development Unit in coordination with the Head of the Sector Police as the supervisor of the Bhabinkamtibmas officer based on these three competencies. Then, these three competencies, namely intelligence, terrorism, and early detection and early prevention, can be used as the main material in education, training, and strength building procedures to complement other competencies, namely community development competence, samapta Bhayangkara competence, and criminal investigator competence. . All of these competencies will clearly complement the implementation of Bhabinkamtibmas' duties which consist of: (a) identifying and documenting community data and activities related to conditions of security and public order; (b) making, studying and mastering: (1) maps of public order and security; (2) topographic maps; (3) crime map; (4) traffic maps; and (5) patrol route maps; and (c) make an information report. At the same time, these three competencies can also be used as part of the Performance Assessment within the framework of the Performance Management

System under the Career Development System. These three competencies will clearly help Bhabinkamtibmas officers as members of the National Police in preventing and eradicating terrorism.

Another thing that is no less important to pay attention to in maximizing the role of Bhabinkamtibmas as part of efforts to prevent and eradicate terrorism is to pay attention to the provision of performance allowances. The provision of performance allowances is intended to maintain and even improve the performance of Bhabinkamtibmas officers in preventing and eradicating terrorism in their assigned areas. In addition, the provision of performance allowances can also be a separate motivation for Bhabinkamtibmas officers in carrying out their duties in their respective regions. Of course, the provision of performance allowances is based on the results of the Performance Assessment by taking into account the two main objectives of the appointment of Bhabinkamtibmas officers, namely: (a) increasing community participation, community legal awareness, and obedience of community members to laws and regulations; and (b) ensure the maintenance of Kamtibmas in the village/kelurahan and other similar names. At the same time, these three competencies can also be used as standard references in the Bhabinkamtibmas Performance Assessment mechanism related to the prevention and eradication of terrorism so that the performance of Bhabinkamtibmas officers can be well maintained in carrying out their duties in their respective regions.

V. Conclusion

Starting from the discussion above, there are several conclusions that can be drawn regarding the role of Bhabinkamtibmas in the prevention and eradication of terrorism in the assigned area. First, the five basic functions of Human Resource Management can be implemented into the procedures for appointing Bhabinkamtibmas officers. This is absolute and must be carried out in order to avoid the occurrence of multiple positions so that the implementation of the main tasks of Bhabinkamtibmas can be carried out effectively and efficiently. This is very important to do considering that the act of terrorism must be carried out in a very short time because it is related to the safety of the lives of citizens. The functions of planning can be implemented in the appointment procedure with regard to individuals who are estimated to have sufficient capacity to carry out duties as Bhabinkamtibmas based on the determination of goals and standards, the development of rules and procedures, as well as the development of plans and forecasts. Then, the organizing principle can be implemented into educational procedures by providing specific tasks based on the task of community development as part of the preparation for the assignment in the field. Simultaneously, the principles of staffing and leadership (leading) can be implemented into the respective training procedures by determining clarity in setting performance standards and equipping the capacity to complete tasks well through maintaining morale and motivation in assignments. Next, the principle of control can be implemented in the procedure with regard to capacity-building performance standards Bhabinkamtibmas officers who have been appointed.

Second, additional competencies that are specifically needed in relation to maximizing the role of Bhabinkamtibmas as part of the prevention and eradication of terrorism are intelligence, terrorism, and early detection and prevention. Intelligence relates to activities to collect information to be provided to stakeholders in order to make decisions effectively and efficiently. Then, terrorism relates to the tactics used by many different groups in different regions of the world to achieve diverse goals and has a strong correlation with poverty and low literacy levels. Then, early detection and early prevention are related to efforts to obtain information about an attack through the tendency of perpetrators to ignore the security

aspects of an act of terrorism or the desire to share information about attacks designed to fellow terrorists and follow-up actions from early prevention in order to anticipate future acts of terrorism occur. In the context of preventing and eradicating terrorism, these three competencies must be mastered by Bhabinkamtibmas officers to support their performance in their respective assigned areas and at the same time, these three competencies serve as benchmarks for the achievement of Bhabinkamtibmas' performance in preventing and eradicating terrorism in their assigned areas.

Although this research has succeeded in finding a formula that can maximize the role of Bhabinkamtibmas officers in the framework of preventing and eradicating terrorism, this research still has several shortcomings. One of these shortcomings is related to empirical data that can be found in the field. Therefore, the researcher hopes that other researchers in similar fields in the future can use a framework that can complement their research with empirical data, such as case studies so that the research results obtained are able to provide an appropriate picture in relation to the role of Bhabinkamtibmas officers in prevention and treatment efforts eradication of terrorism. In turn, Bhabinkamtibmas officers in particular and members of the public, in general, are able to obtain a clearer picture of the role of Bhabinkamtibmas officers in the prevention and eradication of terrorism.

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