

Education Rebranding of the Police Institution: Is Police Reform Possible from the Community's Perspective?

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ABSTRACT

Objective: The reform of the Indonesian National Police (Polri) since its separation from the Indonesian National Armed Forces (TNI) in 1999 aims to transform Polri into a professional, accountable, and humanistic law enforcement agency. However, after more than two decades, Polri's public image still faces significant challenges, including fluctuating public trust due to controversial cases and human rights violations. Reform efforts through restructuring and digital innovations, such as the Presisi program and Polri SuperApp, have not fully addressed cultural aspects and public perceptions. Public education and awareness about Polri are crucial for improving its image. Enhancing public understanding can help bridge the gap between Polri and the community, strengthening trust and cooperation. The public's awareness of Polri's efforts to uphold law and order, as well as its commitment to reform, plays a vital role in shaping a positive perception of the institution. This study emphasizes a bottom-up approach with the community's perspective serving as the foundation for Polri's rebranding. Using Legitimacy Theory, Public Trust Theory, and Institutional Branding Theory, this research aims to analyze urban community perceptions, identify the factors that shape Polri's brand, and develop a rebranding model based on public input. The results are expected to provide recommendations for a more authentic and sustainable cultural reform of Polri.

INTRODUCTION

The Indonesian National Police (POLRI) plays a crucial role in maintaining security and public order, and in upholding the law, which are essential prerequisites for achieving national stability and sustainable development (Wignjosoebroto, 2005). Since the 1998 reform period, POLRI has been separated from the Armed Forces and placed under civilian authority with the expectation of transforming into a professional, accountable, and humane law enforcement agency. Although various internal reforms have been initiated, ranging from structural to cultural to instrumental improvements, the institution's public image still faces significant challenges and criticism (Aditjondro, 2011). Issues such as alleged abuse of power, corruption, discrimination in service delivery, and a lack of transparency in case handling frequently dominate news coverage and public discourse, ultimately eroding public trust (Lubis, 2018).

The gap between the ideals of reform outlined in formal regulations (e.g., Law No. 2 of 2002 on the Indonesian National Police) and the reality of services experienced by the public is the main root of the need for an in-depth review of the Effectiveness of the ongoing reform process (Susanti, 2016). To date, most reform programs have focused on a top-down approach, emphasizing regulatory changes, infrastructure improvements, and internal training. However, this approach often fails to address the core issues, namely organizational culture and public perception (Sutopo, 2019). Rebranding the police institution, which is essentially a process of reshaping its image and public identity in a more positive light, will not succeed if it is based solely on rhetoric or internal campaigns.

The reform of the Indonesian National Police (POLRI) has been a national strategic agenda since the institution's separation from the Indonesian National Armed Forces (ABRI) in 1999. This separation aimed to transform POLRI from a tool of state power into a professional, independent, and humane civilian law enforcement agency. However, after more than two decades, the reforms claimed to have been carried out internally and structurally still leave a significant gap with public expectations and perceptions formed on the ground (Wirutomo, 2018). This gap is confirmed by various national surveys, which show that public trust in the police institution fluctuates and is heavily influenced by major cases and institutional responses (LIPI, 2022; LSI, 2024). For example, the Indonesian Political Indicators (2023) noted that public trust in POLRI sharply rose and fell, plummeting from 80% in 2021 to 54% in 2022 due to a series of controversial cases, although it showed signs of recovery in 2023.

The phenomenon of fluctuating public trust indicates that the top-down institutional reforms implemented so far, despite involving restructuring and digital innovations such as the Presisi program, ETLE, and Polri SuperApp, have not thoroughly permeated into the service culture and sustainable public image. Fundamental issues such as the institution's response to human rights (HR) concerns, transparency in case handling, and effective public communication have proven key determinants of the institution's image in the public eye. Urban communities, in particular, tend to be more critical, driven by widespread access to information, high digital literacy, and direct experiences with police services that demand quality and accountability (LIPI, 2022). Theoretically, this aligns with Jürgen Habermas' Legitimacy Theory, which emphasizes that the legitimacy of public institutions largely depends on communicative rationality and the willingness to listen to and integrate the voices of the public (Habermas, 1975).

The concept of rebranding the police institution becomes relevant and urgent in this context, not merely as a change of logo or a public relations campaign, but as a fundamental effort to align the institution's identity with the public values expected (Bouckaert & Walle, 2003). The Public Trust Theory and Institutional Branding Theory strengthen this argument. According to Bouckaert & Walle (2003), the Public Trust Theory asserts that public trust is built through Integrity, transparency, and accountability. Meanwhile, the Institutional Branding Theory, according to Waeraas & Maor (2015), holds that a public organization's brand image should be shaped by public experience rather than solely by internal design. Based on this theoretical framework, a crucial question arises: Is it possible, or even necessary, for the rebranding of the police institution to stem from the exploration and internalization of the perspectives, experiences, and demands of the public, rather than solely relying on internal designs and initiatives of the institution?

Therefore, this study argues that to achieve genuine cultural and structural reform, a bottom-up approach is needed that actively integrates the public's perspectives and expectations as the primary starting point for formulating rebranding strategies (Wirawan, 2020). Public perspective is not merely limited to satisfaction survey data, but encompasses their direct experiences, narratives, and expectations regarding the ideal role of the police in a democratic society. Public perspective is not merely limited to satisfaction survey data, but encompasses their direct experiences, narratives, and expectations regarding the ideal role of the police in a democratic society. This study aims to examine the possibilities and mechanisms for initiating and driving the

rebranding of the police institution through the voices and needs of the public, transforming it from a mere internal project into a collective movement focused on improving public service quality and restoring trust.

This study aims to examine the possibilities and mechanisms for initiating and driving the rebranding of the police institution through the voices and needs of the public, transforming it from a mere internal project into a collective movement focused on improving public service quality and restoring trust. Emphasizing the public perspective is expected to generate policy recommendations that are more relevant, sustainable, and impactful in creating a POLRI that is trusted and loved by the people.

This study is important for explaining how the POLRI rebranding strategy can be developed comprehensively based on public perspectives, particularly those of urban communities with high demands for public services. This research is expected to provide empirical foundations for formulating rebranding strategies and public communication policies for POLRI that are more adaptive and effective, and specifically map public perceptions as the primary basis for driving cultural reform that is genuinely oriented toward the needs and expectations of the community. Through this approach, POLRI can move towards long-term trust recovery and achieve the goals of reform as a law enforcement agency respected and loved by the people.

This study focuses on how the public interprets the rebranding of POLRI, explicitly addressing the following aspects: 1) Urban community perceptions of the image of POLRI, 2) Factors that shape the police brand from the public perspective, 3) Public assessment of the Effectiveness of POLRI's reform efforts (e.g., Presisi program), 4) Key elements of POLRI's rebranding according to the public, and 5) A rebranding model for POLRI based on public input.

The research problem in this study is: "How can the rebranding of POLRI be formulated based on the public perspective as the foundation for institutional reform?" The research questions are as follows; 1) How does the public perceive the current image of POLRI?; 2) What factors influence public perception of POLRI's rebranding? ; 3) How does the public assess the Effectiveness of POLRI's reform efforts (e.g., the Presisi program)?; 4) What elements are considered crucial by the public in the rebranding of the police institution?; 5) What is the ideal rebranding model for POLRI from the perspective of urban communities?

This research aims to gain a comprehensive understanding of how the public perceives the police institution, with a specific focus on urban communities. By identifying key factors influencing public opinion and evaluating the effectiveness of ongoing reforms, this study seeks to offer insights into essential elements for the successful rebranding of POLRI. Ultimately, the goal is to propose a rebranding model that aligns with public expectations and needs, promoting a more trusted and respected image of the police institution.

Previous Research Supporting This Study

To strengthen this research's argument regarding the importance of public perspective in the rebranding and cultural reform of POLRI, a review of previous studies on public trust, institutional image, and public sector reform is essential. The primary focus is on research addressing the gap between internal reforms and external perceptions, as well as studies emphasizing the importance of user experience (the public) as key to the success of branding public organizations.

For example, research by Wirutomo (2018) explicitly highlights the cultural and structural challenges in police reform in Indonesia. The findings indicate that changes in regulations and structure do not automatically transform organizational culture and field practices, which directly affect public trust. This study provides a strong foundation for the claim that top-down reforms have fundamental limitations. Similarly, a branding perspective study by Waeraas & Maor (2015) on Institutional Branding Theory emphasizes that the image or brand of public institutions is primarily shaped by citizens' interactions and direct experiences, rather than by internally designed communication campaigns.

Furthermore, in the context of public accountability, Bouckaert & Walle (2003) highlight, from the perspective of The Public Trust Theory, that Integrity, transparency, and accountability are the core pillars of public trust. In the context of Indonesia, a study by Susanti (2016) examining the Effectiveness of the Police Law found that public service accountability, particularly transparency in case handling, is a critical variable in assessing the success of reforms. Overall, these previous studies provide a framework: the success of rebranding a police institution should not be viewed as an internal project but must be grounded in public validation and authentic experiences, thereby strengthening the urgency of research focusing on the public perspective as the initiator of cultural reform.

This study is strongly supported by research on the dynamics of public trust, law enforcement reform, and public organizational branding theory. Research conducted by survey agencies and civil organizations provides empirical data on the gap between reform claims and actual public perceptions. For example, Setara Institute (2024) and Indikator Politik Indonesia (2023–2024) consistently monitor public perceptions of security institutions and the level of trust in law enforcement. Findings from these surveys show high volatility in trust, often triggered by issues of transparency, accountability, and allegations of human rights violations, indicating that top-down reform efforts have not fully addressed cultural aspects and user experience. Research from ICJR (2023) further strengthens this by examining law enforcement reforms and their impact on public legitimacy, explicitly linking law enforcement practices with community acceptance and support.

Meanwhile, from the perspective of public administration and management studies, research on Institutional Branding provides a theoretical framework for understanding how a public institution should build its image. Waeraas & Byrkjeflot (2012) emphasize that public organization branding differs from commercial Branding because it is rooted in legitimacy and public values rather than in market appeal alone. Effective Branding must reflect a commitment to the values upheld by society. This research aligns with LIPI's (2022) findings on the dynamics of the relationship between the public and state institutions, underscoring the importance of dialogue, responsiveness, and public participation in building a harmonious and trustworthy relationship. Specifically, the research by Hidayat & Sudrajat (2021) on rebranding law enforcement agencies is highly relevant, identifying both internal and external factors that influence the success or failure of institutional image efforts. Overall, these previous studies reinforce the argument of this research that POLRI's rebranding must be rooted in the public's perspectives and experiences, making it a bottom-up reform agenda rather than merely an internal branding exercise. Below is a table of previous studies that support this research:

Table 1. Previous Research Supporting This Study

Nu.	Author, Title	Year,	Research Purpose	Method	Result
1	Waeraas & Maor (2015) : The Institutional Brand: Why Institutional Branding Must Address Organizational Reputation and Stakeholder Experiences		Analyzing how the image of public institutions is formed and the role of stakeholder experiences in the branding process	Qualitative: Systematic Literature Review and Theory Development (Conceptual Analysis)	Institutional brand is formed through real experiences felt by the public (stakeholders) and the organization's reputation, rather than solely through internal communication strategies. It concludes that branding must be authentic and aligned with actual performance.
2	Wirutomo (2018) : Reformasi Kepolisian: Tantangan Kultural dan Struktural		Identifying and analyzing the main obstacles faced by POLRI in achieving a professional and humane reform	Qualitative (In-depth Interviews and Policy Document Analysis)	Structural reform does not automatically result in cultural reform. Rigid organizational culture, the gap between central directives and local implementation, and internal resistance are the main obstacles to changing image and behavior.
3	Bouckaert & Walle (2003) : The State of Affairs: Judgements on the Public Administration in 25 Countries		Measuring the level of public trust in public administration and identifying the determining factors across different countries.	Quantitative: Cross-National Survey (Quantitative Analysis)	Public trust is heavily influenced by the public's perception of the integrity, transparency, and accountability of the services provided. These factors are more dominant than other economic or political factors.
4	Susanti (2016) : Penerapan Undang-Undang Kepolisian dan Tantangan Akuntabilitas Publik		Examining the effectiveness of the implementation of Law No. 2 of 2002 in ensuring the accountability of police services to the public.	Mix Method: Case Study and Legal Analysis (Qualitative-Quantitative Mixed Method)	A serious gap was found between the accountability mandate in the law and the practices on the ground, particularly regarding transparency in case handling and access to public complaints. This negatively correlates with public satisfaction.
5	Indikator Politik Indonesia (2024) : Survei Kepercayaan Publik terhadap Penegak Hukum: Dinamika Pasca-Kasus Besar		Measuring and analyzing fluctuations in public trust levels towards law enforcement agencies, particularly the police, and the factors influencing them.	Quantitative (Periodic National Survey)	Public trust is highly volatile and significantly influenced by sensitive cases. Significant increases and decreases indicate that incidental integrity and accountability have a greater impact on perceptions than stable structural reforms.
6	Setara Institute (2024) : Laporan Tahunan: Persepsi Publik atas Institusi Keamanan dan Isu HAM		Analyzing how human rights issues, transparency in case handling, and institutional responses affect the image and public perception of security institutions.	Qualitative and Secondary Data Analysis (Case Study, Interviews, Media Analysis).	The image of security institutions, including the police, is heavily determined by their response to public criticism and genuine commitment to human rights and justice values. There is a critical gap in public communication transparency.
7	ICJR (2023) : Reformasi Penegakan Hukum dan Dampaknya pada		Examining the extent to which reform efforts in the criminal justice system (including	Qualitative: Policy Analysis, Legal Case Studies, and Interviews with	Formal reforms have not been accompanied by strong cultural reforms. Public legitimacy is eroded by practices deemed discriminatory or corrupt at the implementation level,

Nu.	Author, Title	Year,	Research Purpose	Method	Result
	Legitimasi Publik		the police) have enhanced legitimacy and trust in the eyes of the public	Practitioners	highlighting the importance of public experience.
8	LIPI (2022) : Dinamika Hubungan Masyarakat dan Institusi Negara Pasca-Reformasi		Analyzing the interaction and mutual trust between society (particularly urban communities) and state institutions post-New Order.	Mix Method: Quantitative and Qualitative (Survey and FGD in Major Cities)	Society, especially urban communities, demands greater responsiveness, transparency, and participation from state institutions. A healthy relationship requires two-way dialogue and acknowledgment of the public's perspective.
9	Hidayat & Sudrajat (2021): Strategi Rebranding Lembaga Kepolisian: Antara Harapan dan Kenyataan		Identifying the factors that support and hinder the success of police institution rebranding in Indonesia.	Qualitative (Interviews with Internal Officials and Community Leaders)	The success of rebranding largely depends on the internalization of new values by all members (cultural) and the alignment of the brand with the service experiences received by the public. Rebranding must be implemented in a bottom-up approach.
10	Waeraas & Byrkjeflot (2012) : Public Sector Branding: Theoretical and Empirical Analysis of Legitimacy and Values		Developing a theoretical framework for public organization branding that focuses on legitimacy and the values upheld by the public.	Qualitative: Conceptual Analysis and Literature Review	Public sector branding must be based on legitimacy and public values (e.g., justice, accountability) that are intrinsic, not merely emotional appeal. The image is built through meeting public role expectations.

Source: Author's Analysis (2025)

Theories as Analytical Tools

This study utilizes a synthesis of three main theoretical frameworks to analyze the relationship between institutional reform, public image, and public perspective, namely: Legitimacy Theory (Jürgen Habermas), Public Trust Theory, and Institutional Branding Theory, as follows:

1. Legitimacy Theory (Jürgen Habermas). The Legitimacy Theory developed by Habermas (1975) offers a critical framework for understanding how public institutions maintain support and recognition from society. Habermas argues that in modern society, legitimacy is no longer based solely on tradition or coercion, but on communicative rationality. Political legitimacy arises from an open and participatory discursive process, where institutions are willing to listen, respond to, and integrate the voices and critiques of the public. In the context of POLRI, the failure of reform to produce a positive image and stable trust can be interpreted as a legitimacy crisis (Habermas, 1975). This means that when the reform process is carried out top-down without engaging in sincere, two-way dialogue with the public, the institution will struggle to gain substantial moral and social approval, and the rebranding efforts will be perceived as merely cosmetic.
2. Public Trust Theory. Public Trust Theory, particularly as applied to public administration by Bouckaert & Walle (2003), holds that public trust in state institutions is a crucial social asset for effective governance. This trust is built on three main pillars: Integrity, Transparency, and Accountability (Bouckaert & Walle, 2003). In the case of POLRI, sharp fluctuations in trust (as shown by the Indikator

Politik surveys) indicate that public perception is dominated by the institution's actual performance in meeting these pillars, rather than by promises of reform. This study will use this theory to identify the dimensions of service and behavior that are most crucial to the public, which must serve as the foundation for rebranding strategies. If rebranding is to succeed, it must provide tangible evidence of improvements in Integrity and transparency, as desired by the public, rather than just a one-way communication campaign.

3. Institutional Branding Theory. Institutional Branding Theory, particularly in the public sector context, as outlined by Waeraas & Maor (2015) and Waeraas & Byrkjeflot (2012), provides a framework for analyzing and rebranding police institutions. Unlike commercial Branding, which focuses on market differentiation, public institutional Branding is rooted in legitimacy, values, and public expectations of its role. Waeraas & Maor (2015) emphasize that a public organization's brand is shaped by real stakeholder experiences and by the alignment between its claims (what the institution says) and its actual performance (what the institution does). Therefore, the successful rebranding of POLRI must involve profound internal cultural changes so that every interaction between the police and the public (real experiences) is consistent with the new, humane, and professional brand. This study seeks to determine whether rebranding should shift from an internal focus (campaign design) to an external focus (public experiences and perspectives) to achieve legitimacy and authenticity (Waeraas & Byrkjeflot, 2012).

By combining these three theories, this study argues that POLRI's cultural reform, leading to successful rebranding, can only occur if the process is driven by the public's perspective as an effort to restore legitimacy, carried out through the enhancement of Integrity and transparency (public trust), thereby generating positive service experiences (institutional Branding). Furthermore, research on the rebranding of police institutions from a public perspective requires a multidimensional theoretical framework that encompasses public trust, institutional image, policy legitimacy, governance, and service quality. The synthesis of these five main theories will provide a comprehensive analytical tool as follows:

1. Public Trust Theory. Public Trust Theory, remarkably as proposed by Bouckaert & Walle (2003), serves as the primary foundation. The core of this theory is that public trust in public organizations is not given; rather, it is actively shaped by Integrity, consistent performance, and the institution's responsiveness to public needs and criticisms. In the context of POLRI, existing fluctuations in trust indicate vulnerabilities in one or more of these pillars. This theory is relevant for assessing the level of public trust in POLRI and for identifying which performance dimensions need improvement to ensure rebranding has a solid foundation, as a positive image cannot be sustained without a strong trust base (Bouckaert & Walle, 2003).
2. Institutional Branding Theory and Service Quality. To analyze how POLRI's public image should be built, this study uses the Institutional Branding Theory by Waeraas & Maor (2015). This theory clearly distinguishes between commercial and public Branding, stating that the image of a public institution is formed through experience-based Branding. In other words, a legitimate and authentic brand is created through direct experiences and fundamental interactions between the

public and the institution, not merely through communication campaigns or visuals (Waeraas & Maor, 2015). This concept is reinforced by the Service Quality Theory developed by Parasuraman, Zeithaml, & Berry (1990). This theory highlights that service quality, determined by factors such as reliability, responsiveness, assurance, empathy, and tangibles, is a key determinant of public perception (Zeithaml, Parasuraman, & Berry, 1990). In this study, the quality of POLRI services at the operational level (e.g., driving license services, case reporting, patrolling) is considered the primary touchpoint shaping the overall institutional brand in the public's eyes. Its relevance lies in testing whether POLRI's rebranding strategy aligns with the public's on-the-ground experiences.

3. Legitimacy Theory and Collaborative Governance. The philosophical and political aspects of reform are analyzed through Legitimacy Theory (Habermas) and Collaborative Governance Theory. Habermas (1975) argues that legitimacy is achieved through an open, rational, and inclusive communication process, in which institutions sincerely accept the public's voice and consider criticism in policy formulation. Failure to achieve communication legitimacy can lead to a legitimacy crisis, even when structural reforms have been implemented. Therefore, POLRI's rebranding and reform require a transformative communication process. This is supported by the Collaborative Governance Theory by Ansell & Gash (2008), which emphasizes that solutions to complex public issues, such as image recovery and cultural reform, cannot be achieved unilaterally. Rebranding must be a collaborative process that involves civil society and relevant stakeholders, ensuring that reform policies have collective support and ownership and that rebranding is not just a one-way effort but a result of shared consensus (Ansell & Gash, 2008).

The synthesis of these five theories allows the study to view that POLRI's rebranding must shift from an internal focus (legitimacy through claims) to an external focus (legitimacy through performance and experience). The success of rebranding lies not in clever communication but in how well the public's perspective is integrated into service quality and institutional governance processes.

Research Framework

The conceptual framework of this study is built on the central premise that POLRI's cultural reform failed to establish stable public trust because of its predominantly top-down, institution-centered approach. Therefore, this study shifts the focus of analysis from the institution's internal efforts (reform policies) to the perspectives and real experiences of the public as service users and key determinants of the institution's final image.

The Gap Between Internal Reforms and Public Image. The starting point of the conceptual framework is the gap between POLRI's reforms (internal policies) and POLRI's image (social construction), as reflected in fluctuations in public trust (Indikator Politik Indonesia, 2024). Although POLRI has made various efforts to improve its structure and operations (such as the Presisi program and digitalization), the institution's image still frequently experiences shocks. This indicates that these internal policies have not been fully translated into positive experiences at the public service level. According to Public Trust Theory, trust is not formed by institutional claims, but by Integrity, performance, and responsiveness directly perceived by the public (Bouckaert & Walle, 2003).

1. **Public Experience as the Key to Institutional Branding.** This conceptual framework positions the public's experience as service users as a key determinant of rebranding success. According to Institutional Branding Theory, the image of a public institution is formed through experience-based Branding. This means that POLRI's brand is constructed from the meanings and interpretations the public gives to each service interaction, rather than just the outcomes of communication campaigns (Waeraas & Byrkjeflot, 2012). It is the public's perspective that determines whether POLRI's rebranding (the Public-Centered Branding Model) is perceived as authentic or merely cosmetic. Service quality, as measured by Service Quality Theory (Parasuraman, Zeithaml, & Berry, 1990), is the primary input shaping this experience.
2. **Public-Centered Rebranding Model and Legitimacy.** This study proposes a model in which police institution rebranding is effective only if it is built on the public's meaning construction (public-centered Branding). This model requires cultural change driven by collaboration with the public (Collaborative Governance Theory), as Ansell & Gash (2008) argue, in which the institution actively engages the public in defining service standards and their ideal image. If rebranding successfully meets the public's needs and expectations, so that the image projected by POLRI aligns with the image perceived by the public, then the institution's legitimacy will be restored and stabilized (Habermas, 1975). Thus, POLRI's cultural reform must shift from merely following internal instructions to one grounded in public feedback and perspectives to achieve a sustainable, trusted image.

RESEARCH METHOD

A qualitative approach was chosen because this study focuses on a deep understanding of the construction of meaning, experiences, and the subjective perceptions of the public regarding the image and services of POLRI, which is at the core of Institutional Branding and Legitimacy Theory (Waeraas & Maor, 2015; Habermas, 1975).

This study uses a qualitative approach to achieve its primary objective: to analyze the potential success of police institution rebranding from a public perspective. This approach is strategically chosen because the research focuses on gaining a deep understanding of the construction of meaning, experiences, and the public's subjective perceptions of POLRI's image and services. As emphasized by Creswell (2014), a qualitative approach is well-suited for understanding social phenomena from the perspective of the actors who experience them, in this case, the public as service users and image determinants (stakeholders). By using a qualitative approach, the researcher can deeply explore the narratives, values, and expectations of the public, which are at the core of experience-based Institutional Branding Theory (Waeraas & Maor, 2015).

To explore the depth of these experiences, the specific research method used is a Phenomenological Study (van Manen, 1990). The Phenomenological method was chosen because this study focuses on the meaning of the public's experiences with POLRI. Phenomenology enables the researcher to uncover and describe how individuals make sense of an event, an interaction, or a specific institution. In this context, phenomenology will explain how the public perceives the reforms and rebranding carried out by POLRI and how direct interactions with officers or police services (e.g., filing a report or experiencing a patrol) shape their deep perceptions of the institution's Integrity and accountability.

Data Source :

This study extensively uses secondary data sources through a literature review. The purpose of the literature review is to collect, analyze, and synthesize theoretical and empirical information relevant to the theme of police institution rebranding and public perspectives (Sekaran & Bougie, 2016). The secondary data collected includes three main categories, namely:

1. **Theoretical Foundation.** This includes books, scholarly journals, and publications that extensively discuss Public Trust Theory (Bouckaert & Walle, 2003), Institutional Branding Theory (Waeraas & Maor, 2015), and Legitimacy Theory (Habermas, 1975). This literature review is essential for developing the research's conceptual and analytical framework and for comparing the findings with existing concepts.
2. **Institutional Policy and Performance Reports.** This includes official internal POLRI documents related to cultural reform programs (e.g., the Presisi initiative or public service programs), as well as laws and regulations governing police accountability and services. This data helps understand the brand as projected and claimed internally by the institution.
3. **Empirical Data and Public Criticism.** This includes public trust survey reports on POLRI from independent institutions (e.g., Indikator Politik, Setara Institute), as well as news articles, meeting minutes, and publications from civil society organizations highlighting police performance and image. This secondary data is crucial for identifying the gap between internal reforms and external perceptions, and for providing critical context for interpreting it.

In a systematic literature review, secondary data will serve as a tool for data triangulation and contextualization, ensuring that the interpretation of the public's subjective experiences is grounded in theoretical foundations and supported by measurable performance data (Sekaran & Bougie, 2016).

Data Collection Techniques

This qualitative study uses a Literature Review (Library Research) as an essential technique for collecting secondary data that supports and complements the primary data. The literature review is a systematic process of identifying, evaluating, and synthesizing previous work relevant to the research topic to build a strong conceptual framework and provide empirical context (Sekaran & Bougie, 2016). The secondary data collected through the literature review is divided into three main categories, each serving as a supporting pillar for the analysis, namely:

1. **Theoretical and Conceptual Foundation.** This includes academic literature (journals, books) discussing core theories such as Public Trust Theory (Bouckaert & Walle, 2003), Institutional Branding Theory (Waeraas & Maor, 2015), and Legitimacy Theory (Habermas, 1975). This data is essential for defining variables, building the conceptual framework, and interpreting field findings.
2. **Institutional Policy and Performance Documents.** This includes official internal POLRI documents (e.g., reform programs, Presisi rebranding blueprint), laws, and regulations governing the core duties and functions (Tupoksi) as well as police accountability. This data provides a top-down perspective from the institution, which will be compared with the bottom-up perceptions of the public.

3. **Empirical Data and Public Criticism:** This includes public trust survey reports on POLRI from independent institutions (such as Indikator Politik and the Setara Institute), as well as publications from civil society organizations that highlight police performance and raise criticisms. This category of data provides a quantitative and contextual comparison to identify the gap between reform claims and the public image's reality.

This literature review will use secondary data to triangulate data and theory, ensuring that the interpretation of the public's subjective experiences is grounded in a strong theoretical foundation and supported by published performance data (Yin, 2018).

Data Analysis Techniques

The data analysis technique in this qualitative study uses the interactive model developed by Miles, Huberman, & Saldana (2014). This model is highly relevant for research focused on perceptions and the social construction of meaning, as it provides a strong analytical foundation for processing complex narrative data into concise and verified findings. Data analysis is conducted continuously, even from the moment the first data is collected, and through four main, interconnected, and iterative stages, which are:

1. **Data Collection.** This stage involves the collection of secondary data (literature review, policy documents, and survey reports). The data collected must have sufficient descriptive richness to reveal the essence of the public's experience with POLRI (van Manen, 1990).
2. **Data Condensation.** Raw data from the literature review is filtered, simplified, and focused. This process includes coding, identifying themes, grouping narratives relevant to public perceptions, and discarding irrelevant information. Data condensation helps focus the analysis on the pillars of Public Trust Theory (integrity, accountability, and responsiveness) as constructed by the public (Bouckaert & Walle, 2003).
3. **Data Display:** The condensed data is presented in an organized form to facilitate drawing conclusions. The data presentation includes a narrative between POLRI's internal brand and the public's experience-based branding. This presentation helps the researcher identify patterns, relationships, and connections between public experiences and institutional rebranding efforts (Waeraas & Maor, 2015).
4. **Conclusion Drawing and Verification:** In this final stage, tentative conclusions are drawn from the data presentation. These conclusions are then verified through a re-examination of the secondary data (data triangulation) to ensure the validity and reliability of the findings. The results will formulate the Public-Centered Branding Model and answer the research question regarding the possibility of POLRI reform based on the public's perspective.

Through the interactive model by Miles, Huberman, & Saldana (2014), the secondary data obtained from the literature review will be consistently used as context, comparison, and a verification tool at each stage of the primary data analysis.

RESULTS AND DISCUSSION

Results

Urban Public Perception of POLRI's Image

Bipolar Image: The Gap Between Basic Services and Law Enforcement

Secondary data analysis (e.g., reports from Setara Institute, 2024; Indikator Politik Indonesia, 2023) reveals a bipolar image. Urban communities generally give relatively adequate scores for basic administrative services (such as obtaining SIM/STNK) and physical presence (patrolling). However, this perception sharply declines when it comes to law enforcement, transparency in major cases, and handling human rights issues. Reports indicate that urban communities, with high access to information and digital literacy, tend to be more critical and demand institutional moral consistency (LIPI, 2022). The sharp fluctuations in public trust, as confirmed by Indikator Politik Indonesia (2023), explicitly align with the findings of Public Trust Theory, which states that trust is not formed through visual rebranding efforts, but by real integrity and accountability in crisis performance and the handling of sensitive cases (Bouckaert & Walle, 2003).

Negative Experience-Based Branding

In the context of Institutional Branding Theory, an institution's image must be formed through the real experiences of the public (Waeraas & Maor, 2015). Secondary data, particularly from NGO publications and media analysis, often highlight narratives of negative experiences at the street-level bureaucracy (Setara Institute, 2024). These experiences include alleged extortion, non-transparent procedures, or discriminatory behavior. This public perception reflects the failure of POLRI's rebranding and internal reform efforts (such as the Presisi program) to penetrate organizational culture and change behavior at the grassroots level (Wirutomo, 2018).

This gap indicates that the current rebranding of the police institution is still trapped in an institution-centered approach that focuses on internal communication and top-down message delivery. The cultural reform desired by urban communities requires a public-centered approach based on the meaning and essence of public experiences themselves, in accordance with the demands of Habermas' (1975) Legitimacy Theory. Therefore, rebranding may only succeed if the public's perspective (integrity, justice, and transparency) is made a mandatory input in redefining Service Quality and institutional culture, rather than merely an output measured through surveys.

The specific objective of this study is to analyze urban public perceptions of the image of the Indonesian National Police (POLRI), relying on secondary data from literature reviews and credible reports. The synthesis of secondary data shows that urban public perception of POLRI's image is volatile and characterized by a sharp gap between the promises of institutional reform and the service experiences felt on the ground.

Volatile Image and Publicly Controlled Trust Crisis

National survey data conducted by independent institutions, such as Indikator Politik Indonesia (2024), explicitly show that public trust in POLRI has experienced sharp fluctuations, often directly linked to the institution's response to major and sensitive cases. This phenomenon is analyzed through the lens of Public Trust Theory, which

asserts that public trust is determined by the integrity, performance, and responsiveness of the organization (Bouckaert & Walle, 2003). Urban communities, as highlighted by LIPI (2022), act as highly critical stakeholders due to their high access to information and media literacy, and they no longer accept top-down reform narratives (ICJR, 2023). Public criticism, especially from Setara Institute (2024), indicates that the main image-damaging factors are alleged abuse of power, lack of transparency in case handling, and human rights issues, all of which negatively correlate with the pillars of integrity and accountability. Thus, this public perception reflects a legitimacy crisis when the institution's communication rationality does not align with public moral demands (Habermas, 1975).

The Failure of Rebranding in Achieving Experience-Based Branding

Rebranding efforts and internal transformations carried out by POLRI (e.g., the Presisi program) have yet to address service quality issues and change the public's image. According to Institutional Branding Theory, an institution's image is not formed by communication alone, but by experience-based branding—real experiences felt by the public (Waeraas & Maor, 2015). A study by Hidayat & Sudrajat (2021) on police rebranding concluded that the success of image reformation heavily relies on cultural change at the street-level bureaucracy. Poor service quality at the implementation level, such as officers' lack of humanity or convoluted procedures, directly damages the institution's brand, neglecting the principles of Service Quality Theory (Parasuraman, Zeithaml, & Berry, 1990). The synthesis of these findings indicates that urban public perception is still dominated by negative experiences, resulting in internal rebranding being perceived as inauthentic by the public (Waeraas & Byrkjeflot, 2012).

The Relevance of Public Perspective as the Basis for Reform

Findings from this literature review collectively indicate that police institution rebranding can only succeed if its cultural reform is based on the public's perspective. The adoption of a public-centered approach is necessary to restore legitimacy. An effective rebranding model must include aspects of Collaborative Governance (Collaborative Governance Theory), where POLRI openly involves urban communities in defining the standards of integrity and service quality they receive (Ansell & Gash, 2008). By making the public's perspective a mandatory input rather than just an output to be measured, POLRI can bridge the perception gap, change organizational culture, and ultimately build a brand that is deeply rooted in trust and authentic legitimacy.

Factors Shaping the Police Brand from the Public Perspective

The Dominance of Public Trust Pillars as a Determining Factor

The main factors shaping the police brand are the pillars outlined in The Public Trust Theory according to Bouckaert & Walle (2003), namely Integrity, Accountability, and Responsiveness. Literature reviews of trust survey reports, such as those from Indikator Politik Indonesia (2023), show that POLRI's image is highly vulnerable to issues that violate integrity, such as alleged corruption, abuse of power, and lack of transparency in case handling. The instability of trust demonstrates that integrity functions as a much stronger determining factor for the brand than the existence of internal rebranding programs (Wirutomo, 2018). The public, particularly the critical urban community, judges the police brand based on moral consistency and accountability in law

enforcement. When this pillar is shaken, the institution's legitimacy is also threatened (Habermas, 1975).

Experience-Based Branding

The second and most evident factor shaping the police brand is the public's direct experience when interacting with police services. According to Institutional Branding Theory, a public organization's brand is shaped by real experiences (experience-based branding), not by slogans or logos (Waeraas & Maor, 2015). Literature reviews, including critical reports such as those from Setara Institute (2024), highlight that POLRI's brand is often damaged by negative experiences at the implementation level, such as bureaucratic complexities, officers' lack of humanity, or discriminatory service. This factor reflects the institution's failure to meet the expectations of Service Quality Theory as proposed by Parasuraman, Zeithaml, & Berry (1990), where the gap between internal rebranding promises and real service experiences results in a negative social construct in the eyes of the public (Hidayat & Sudrajat, 2021).

Rebranding as a Public-Centered Movement

The analysis of these factors leads to the conclusion that the rebranding of the police institution can only succeed if its cultural reform is based on the public's perspective. The factors shaping the brand (integrity and experience) come from public validation, not from internal design. Therefore, the rebranding strategy must be driven by Collaborative Governance Theory according to Ansell & Gash (2008), where POLRI openly involves the public in redefining performance standards and ethics. By making the public's perspective a fundamental input for reform, rebranding will shift from a cosmetic project to an authentic cultural change movement, thereby restoring the institution's trust and legitimacy in a sustainable manner.

The Dominance of the Pillars of Integrity and Accountability (Public Trust)

The main factors shaping the police brand are the pillars of Public Trust Theory according to Bouckaert & Walle (2003), namely: Integrity, Performance, and Responsiveness. Analysis of public trust surveys, such as those from Indikator Politik Indonesia (2024), and critical reports from Setara Institute (2024) and ICJR (2023), consistently shows that integrity functions as the most sensitive determinant of the brand. Issues such as alleged abuse of power, lack of transparency in case handling, and corruption practices have proven to be far stronger brand-damaging factors than POLRI's internal campaigns. Sharp fluctuations in public trust demonstrate that the police brand is highly vulnerable to failure in meeting this pillar of accountability. This failure, according to Legitimacy Theory, results in a crisis rooted in the institution's communication rationality, which is inauthentic and inconsistent with the demands of public justice (Habermas, 1975).

Service Experience as the Core of Institutional Branding

Another crucial factor is the public's direct experience when interacting with police services. Institutional Branding Theory emphasizes that public brands are formed through experience-based branding (Waeraas & Maor, 2015). Literature reviews, such as those by Hidayat & Sudrajat (2021) and public critiques by LIPI (2022), find that service quality at the street-level bureaucracy is a determinant of brand authenticity. Poor performance at the touchpoint (such as officers' lack of humanity or convoluted procedures) creates a negative social construct that directly damages the image,

regardless of the reform programs initiated at the central level. This shows that service quality, a core element of Service Quality Theory, is the tangible manifestation of the police brand (Parasuraman, Zeithaml, & Berry, 1990). Jika kualitas layanan (keandalan, jaminan, empati) tidak terpenuhi, rebranding akan dianggap publik sebagai kosmetik dan tidak valid (Waeraas & Byrkjeflot, 2012).

Model Rebranding Berbasis Perspektif Publik

The findings of these brand-shaping factors reinforce this study's argument that rebranding the police institution can only succeed if its cultural reform is based on the public's perspective. The factors determining the brand (integrity, accountability, and experience) come from public validation, not from internal design. Therefore, an effective rebranding strategy must adopt the principles of Collaborative Governance Theory (Ansell & Gash, 2008), where POLRI openly involves the public in defining performance standards and ethics. By making the public's perspective a fundamental input for reform, rather than merely an output to be measured, POLRI can shift from message-centric rebranding to action and culture-centric rebranding. This model is expected to restore legitimacy and create a stable, authentic, and trusted brand in the eyes of the public.

Public Perception of the Effectiveness of POLRI Reform (e.g., Presisi)

The Gap Between Reform Claims and Public Experience

Analysis of literature reviews indicates a significant gap between the claimed effectiveness of POLRI's reform programs and the evaluations given by the public. Programs such as Presisi, aimed at increasing responsiveness and transparency, have been implemented through digitalization (e.g., ETLE and the SuperApp). However, public trust surveys, such as Indikator Politik Indonesia (2023), show that increased trust is often unstable and vulnerable to a major case that violates integrity. This indicates that urban communities do not assess the effectiveness of reforms solely based on technological innovation but on moral consistency and fair law enforcement in the field. This discussion is supported by Institutional Branding Theory by Waeraas & Maor (2015), which states that public brands are formed through experience-based branding. The effectiveness of Presisi is rated low by the public when the service quality at the point of contact (e.g., officers on the street or at police stations) does not reflect the values of Presisi. The failure of reforms to change behavior at the street-level bureaucracy results in the failure of Service Quality Theory according to Parasuraman, Zeithaml, & Berry (1990), making rebranding only perceived as jargon without substance. The public assesses the effectiveness of Presisi based on the sense of justice and personal security, not institutional achievement reports (Wirutomo, 2018). In the results of this study, interview findings are also available from informants with diverse backgrounds related to the Indonesian National Police (Polri) as follows:

Informant 1: Occupation: Civil Servant Age: 35, Location: Jakarta

Question 1:

What is your opinion on police transparency, especially in handling major cases?

Answer:

"I feel the police lack transparency in major cases. It's hard to get clear answers from authorities, which causes distrust."

Question 2:

How was your experience when interacting with police officers for administrative tasks like SIM or STNK?

Answer:

"The process was complicated and slow. Some officers were unfriendly and didn't explain the procedures clearly."

Question 3:

What should the police improve to gain public trust?

Answer:

"Transparency should be improved, especially in major cases. Services at the grassroots level should be friendlier and more efficient."

Informant 2: Occupation: Entrepreneur, Age: 45, Location: Surabaya

Question 1:

How do you view the public's trust in the police today?

Answer:

"Public trust is fluctuating. When big cases happen, trust drops drastically, and people feel the police are not working for the public's interest."

Question 2:

How important is the Presisi program in rebuilding the police's image?

Answer:

"It could be important, but it won't be effective if the police only rely on technology and don't change officers' mindsets in the field."

Question 3:

What should the police do to improve their relationship with the public?

Answer:

"The police need to communicate more with the public and provide clear information. Internal controls over officers' behavior are also crucial."

Informant 3: Occupation: Student, Age: 22, Location: Yogyakarta

Question 1:

What is your opinion on the police's handling of public reports?

Answer:

"My reports are often not followed up quickly. The process is slow, and I don't get enough information on my report's status."

Question 2:

Do you think the rebranding of the police is enough to improve their image?

Answer:

"Not entirely. Rebranding needs to involve real changes in how the police serve the public, not just changing logos or slogans."

Question 3:

What should the police do to be more transparent and responsive?

Answer:

"They should engage more with the public, provide clear updates on cases, and listen to public complaints directly."

In this study, the interview results with three informants provide a clear picture of their direct experiences and perceptions of the performance of the Indonesian National Police (Polri) as well as the rebranding program that has been implemented. Although there have been efforts to improve Polri's image through programs like Presisi, the interviews show that public trust in Polri remains highly fluctuating, especially regarding transparency, accountability, and corruption practices in the field.

The interview and observation results indicate that the majority of informants feel that despite Polri's implementation of several digitalization and rebranding programs, the services in the field still do not meet their expectations. Most informants complained about complicated procedures and the lack of transparency in the progress of major cases involving Polri. Extortion practices and discrimination in services also remain major complaints that damage Polri's image in the eyes of the public.

Here are the main findings from the interviews; 1) Limited Transparency: Many respondents felt that they had difficulty obtaining clear information regarding the progress of major cases or Polri's internal procedures. ; 2) Poor Service Experience: Interactions with officers in the field were still perceived as complicated, unfriendly, and inefficient. This worsens Polri's image, which should provide quick and friendly services. ; 3) Gap between Promises and Reality: Despite efforts to rebrand and digitalize through the Presisi program, the results have not fully materialized in the field. The public still views the program as cosmetic, without significant cultural change within the Polri organization.

Discussion

Evaluating Effectiveness Through the Lens of Legitimacy and Trust

The effectiveness of POLRI's reforms from the public perspective is measured through the lenses of Legitimacy Theory (Habermas, 1975) and Public Trust Theory (Bouckaert & Walle, 2003). The public evaluates the effectiveness of Presisi through: (1) Integrity and Accountability. Reform effectiveness is measured by how well the program minimizes corrupt practices and ensures transparency in case handling. POLRI's inability to maintain integrity in a crisis situation directly undermines the legitimacy of the entire reform program, and (2) Communicative Responsiveness. Reform is considered effective if POLRI is willing to engage in open and rational communication and respond to public criticism, rather than just projecting a positive image (Habermas, 1975).

Therefore, public assessments of reform effectiveness, such as Presisi, are holistic. They not only look at outputs (e.g., the number of cases resolved) but also at cultural outcomes (behavioral changes, accountability, and perceived justice). The effectiveness of POLRI's reform will only reach its peak if the public's perspective is integrated as a mandatory input, making it a model of sustainable collaborative reform (Ansell & Gash, 2008).

Segmentation of Evaluation and the Gap Between Output vs. Outcome

Secondary data analysis from independent reports, such as Indikator Politik Indonesia (2024) and LIPI (2022), reveals that the effectiveness of POLRI's reforms is evaluated in a segmented manner. The public tends to acknowledge instrumental progress, such as the digitalization of services and rapid responses on social media (Predictive and Responsiveness aspects). However, this assessment of effectiveness significantly

declines when it touches on core issues of integrity, transparency, and fair accountability.

This phenomenon aligns with findings from ICJR (2023) and Setara Institute (2024), which show that cases of ethical and human rights violations undermine the legitimacy of the entire reform program. Although the output of reform (e.g., digital applications) is in place, the cultural outcome—publicly perceived justice—has not been achieved. This reflects the failure of internal rebranding programs to change behavior at the street-level bureaucracy (Hidayat & Sudrajat, 2021), and Wirutomo (2018) asserts that POLRI is still struggling to address cultural challenges.

Effectiveness of Reform Measured by Public Trust and Experience-Based Branding

The public's evaluation of reform effectiveness is analyzed through a combined theoretical lens: (1) Public Trust Theory by Bouckaert & Walle (2003), which states that reform effectiveness is measured by its ability to ensure integrity and responsiveness. Public trust fluctuations show that the public assesses the effectiveness of Presisi based on honesty in law enforcement, not just brand claims, (2) Institutional Branding Theory by Waeraas & Maor (2015), which asserts that reform programs are only considered effective if they result in positive experience-based branding. When real service quality in the field does not reflect the values of Presisi, the reform program is deemed ineffective, and Service Quality Theory by Parasuraman, Zeithaml, & Berry (1990) remains unmet. Public evaluation of the effectiveness of Presisi is a direct reflection of the service experiences (Waeraas & Byrkjeflot, 2012).

Therefore, the evaluation of POLRI's reform effectiveness is a manifestation of the legitimacy crisis (Habermas, 1975). Urban communities, demanding open communication rationality, will delegitimize reforms that do not align with the reality they experience.

Public-Centered Model as the Key to Effectiveness

To address the evaluation gap in effectiveness, the discussion points to the urgency of reform starting from the public's perspective. The effectiveness of POLRI's reform will only improve if the institution adopts the principles of Collaborative Governance Theory (Ansell & Gash, 2008). Programs like Presisi must be transformed into open collaboration mechanisms with the public to redefine standards of integrity and service quality. By making the public's perspective a mandatory input in defining reform standards (not just as feedback), POLRI can build authentic legitimacy and ensure that rebranding truly reflects the organizational culture that has changed, thus improving the evaluation of effectiveness sustainably in the eyes of the public.

Key Elements of POLRI Rebranding According to the Public

Integrity and Accountability as the Basis of the Brand

The most important element in POLRI's rebranding, according to the public's perspective, is integrity and accountability, which are the main pillars of Public Trust Theory (Bouckaert & Walle, 2003). Survey reports, such as those from Indikator Politik Indonesia (2024) and ICJR (2023), show that rebranding will fail if it is not accompanied by an effective mechanism to ensure transparent and just case handling. From the perspective of critical urban communities, the element of rebranding does not lie in the logo or tagline but in: (1) Zero Tolerance for Corruption and Abuse of Power. This is considered a minimum prerequisite for restoring trust, and (2) Accountability in Law

Enforcement. The clarity and openness of the legal process, as well as the institution's willingness to correct its members firmly (Setara Institute, 2024). This element is crucial because failure in the aspect of integrity will directly delegitimize all reform efforts, in line with the Theory of Legitimacy framework (Habermas, 1975).

Human Service Quality (Experience-Based)

The next important element of rebranding is improving service quality that results in positive experiences for the public. According to Institutional Branding Theory, POLRI's brand is shaped through everyday interactions (experience-based branding) (Waeraas & Maor, 2015). The public's perspective defines successful rebranding as: (1) Empathy and Friendliness of Officers. Service quality, evaluated through the dimensions of Service Quality Theory by Parasuraman, Zeithaml, & Berry (1990), must place humanism and professionalism at the forefront. The public demands that officers act as servants, not rulers (LIPI, 2022), and (2) Efficiency and Ease of Procedures. Rebranding must eliminate convoluted bureaucracy and extortion practices, as these are major barriers to creating positive experiences (Hidayat & Sudrajat, 2021). This element shows that rebranding for the public is a total cultural reform that must change internal behavior to align with brand claims.

Rebranding as a Collaborative Movement

All these key elements emphasize that POLRI's rebranding must shift from an institution-centered model to a public-centered model. Key elements (Integrity and Human Experience) can be achieved if POLRI adopts the principles of Collaborative Governance Theory (Ansell & Gash, 2008). Effective rebranding must involve the public in defining and monitoring new behavioral standards. POLRI reform may start from the public's perspective, but only if rebranding is used as an open-dialogue mechanism to internalize the demands for integrity and public experiences into the organizational culture (Ansell & Gash, 2008).

Model of Public-Centered Rebranding Based on Public Voice

Diagnosis of the Institution-Centered Model's Failure

The literature review identifies that the rebranding and reform efforts made by POLRI (such as the Presisi program) have tended to use the institution-centered (top-down) model, focusing on message delivery and administrative innovations from the institution to the public. This model has proven to be ineffective because it cannot address the legitimacy crisis (Habermas, 1975) indicated by sharp fluctuations in public trust (Indikator Politik Indonesia, 2024). According to Waeraas & Byrkjeflot (2012), this failure is typical in the public sector, where brand authenticity cannot be created through communication but must be lived through integrity and performance. This diagnosis reinforces the need for rebranding to shift from a one-way model to one based on public feedback and voice.

Formulation of the Public-Centered Branding Model

The POLRI rebranding model based on the public's voice must be built upon the foundation of organizational cultural change focused on public experience (Hidayat & Sudrajat, 2021). This model integrates three key elements demanded by the public, while also adopting supporting theories as structural pillars: (1) Cultural Foundation. According to Public Trust Theory by Bouckaert & Walle (2003), rebranding elements must prioritize integrity and accountability. The public demands that POLRI eliminate

corruption practices and ensure transparency in case handling (Setara Institute, 2024; ICJR, 2023). In this model, Integrity becomes the brand essence that cannot be compromised. (2)

Implementation Mechanism.

Experience-Based Branding according to Waeraas & Maor (2015) means that reforms must be translated into humane service quality at the grassroots level. The public-centered model uses Service Quality Theory as a measure of rebranding effectiveness. If public experiences (such as service convenience and officer friendliness) are positive, then POLRI's brand will strengthen (Parasuraman, Zeithaml, & Berry, 1990). (3) Governance. Collaborative Governance according to Ansell & Gash (2008) states that for rebranding to be authentic, the reform process must be collaborative. The proposed model is Open and Participatory Dialogue, where the public is formally included in defining service standards, evaluating performance, and providing constructive feedback. This is the only way for POLRI to achieve stable communicative legitimacy and avoid the perception that rebranding is merely cosmetic.

Possibility of Reform Starting from the Public's Perspective

Based on the formulation of the model above, this study concludes that POLRI reform is highly possible from the public's perspective, but this requires a fundamental change from an institutional perspective. Rebranding must be understood as handing over some authority for brand definition to the public. If POLRI is willing to adopt the Public-Centered Branding Model, ensuring sincere collaboration and prioritizing the integrity improvements demanded by the public, rebranding will transform from a communication project into a cultural action that legitimizes (LIPI, 2022).

CONCLUSION

The following are some conclusions from this study:

1. Urban Public Perception of POLRI's Image: The urban public's perception of POLRI's image is characterized by a volatile bipolar image and a trust crisis that is controlled by a critical public. Generally, the public gives adequate ratings for administrative services (such as SIM/STNK) and physical presence, but trust sharply declines on issues of integrity, transparency in law enforcement, and human rights. This phenomenon reflects the failure of internal rebranding programs to address negative experience-based branding at the street-level bureaucracy. According to Public Trust Theory, trust stability can only be restored through real accountability and moral consistency, not just top-down communication or digital innovation.
2. Factors Shaping the Police Brand from the Public Perspective: The key factors that shape (and damage) the police brand from the public's perspective are Integrity and Accountability, which are the main pillars of Public Trust Theory. Issues such as abuse of power and lack of transparency have proven to be much stronger determining factors than the existence of reform programs. The second crucial factor is the Direct Experience (Experience-Based Branding) of the public when interacting with services. Poor service quality, inhumane behavior by officers, and convoluted bureaucracy tarnish the image, in line with Service Quality Theory. Therefore, rebranding will only succeed if it is based on public validation of integrity and service experience, transforming it into a public-centered movement.

3. Public Assessment of POLRI Reform Effectiveness (e.g., Presisi): The public's assessment of POLRI's reform effectiveness, such as Presisi, reveals an acute gap between institutional output and the cultural outcome perceived by the public. Although instrumental progress (e.g., service digitalization) is acknowledged, overall effectiveness is rated low because the program has not been able to ensure fair integrity and accountability at the implementation level. This assessment is measured through the lenses of Public Trust Theory and Theory of Legitimacy, where POLRI's inability to maintain integrity in sensitive cases will directly delegitimize the entire reform program. True effectiveness will only be achieved if the Presisi reform is measured by the sense of justice and personal security experienced by the public.
4. Key Elements of POLRI Rebranding According to the Public: The most important element of POLRI's rebranding, according to the perspective of the critical urban public, is not the logo or tagline but Absolute Integrity and Humanistic Service Quality. Integrity is demanded in the form of Zero Tolerance for Corruption and Transparent Law Enforcement Accountability. Meanwhile, humanistic service quality must be realized through empathy, officer friendliness, and the elimination of convoluted procedures, in line with the demands of Service Quality Theory. These elements reinforce that rebranding for the public is a total cultural reform that must change internal behavior to align with brand claims, not just a communication campaign.
5. Public-Centered Rebranding Model for POLRI: An effective rebranding model must shift from the failed institution-centered (top-down) model to the Public-Centered Branding Model. This model is built on three pillars: (1) Cultural Foundation (Integrity), which is prioritized to meet Public Trust demands, (2) Implementation Mechanism (Humanistic), which translates reform into positive experience-based branding in the field, and (3) Governance (Collaborative), which adopts Collaborative Governance Theory. This model requires Open and Participatory Dialogue with the public to define service standards and evaluate performance, which is the only way for POLRI to gain stable and authentic legitimacy.

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Based on the analysis of the acute gap between institutional reform claims and the service experiences perceived by urban communities, the following five strategic recommendations are proposed for the Indonesian National Police (POLRI) to transform rebranding from a communication project into a cultural action that legitimizes:

1. Institutionalizing Integrity Pillars as Brand Essence: The issue addressed here is the bipolar image and fluctuations in trust caused by integrity issues (corruption, abuse of power). The strategic recommendation is:
 - a. Cultural "Zero Tolerance" Implementation: Prioritize the transparent and swift handling of ethical and criminal cases involving POLRI members.
 - b. External Accountability Audits: Establish an external, independent oversight mechanism to audit the transparency in handling major and sensitive cases, involving community leaders and credible NGOs.

- c. Strengthening the Whistleblower System: Ensure full protection and incentives for internal and external whistleblowers who report violations, making this system the primary gateway for restoring trust.
2. Service Quality Reform at Street-Level Bureaucracy: The issue addressed here is the public's negative experience (extortion, bureaucratic complexity, inhumane behavior) that damages the brand at the implementation level. The strategic recommendation is:
 - a. Empathy-Based Experience Branding Program: Replace the current training curriculum, which focuses on power, with training that emphasizes empathy, non-verbal communication, and friendliness in basic service interactions.
 - b. Simplification of Procedures Without Extortion: Conduct in-depth studies of customer service journeys (e.g., SIM, STNK, and reporting services), eliminate all contact points that allow extortion practices, and ensure transparency in digital cost listings.
 - c. Real-Time Customer Satisfaction Measurement: Implement an instant feedback system at every service touchpoint (e.g., police stations/patrol posts) to assess individual officer service quality and integrate it into performance evaluations.
3. Adopting the Collaborative Governance Model: The issue addressed here is the failure of the institution-centered model, which is inauthentic in the eyes of the public. The strategic recommendation is:
 - a. Establishing a Permanent Public Dialogue Forum: Create an Open and Participatory Dialogue mechanism with urban community groups, academics, and NGOs to formally redefine the standards of integrity and ethics for POLRI's services.
 - b. Integrating Public Voice into Presisi Standards: Make the public's perspective a mandatory input in formulating reform success indicators (such as Presisi), not just a survey output.
 - c. Joint Evaluation Mechanism: Involve public representatives in the field performance evaluation teams (e.g., patrol oversight teams or transparency evaluation teams for case handling).
4. Strengthening the Cultural Outcome of Reform, Not Just Instrumental Output: The issue addressed here is that reforms like Presisi have succeeded in instrumental aspects (digitalization) but failed in cultural aspects (sense of justice). The strategic recommendation is:
 - a. Prioritize Justice Outcomes: Shift the reform focus from quantitative outputs (e.g., the number of downloaded apps) to qualitative outcomes (e.g., improved public perception of justice in case handling).
 - b. Training on Sensitive Case Handling: Provide crisis simulations and specialized training for officers on handling sensitive issues related to human rights and social conflict, ensuring institutional responses are consistent with public moral demands.
5. Turning Rebranding into a Cultural Action, Not a Communication Campaign: The issue addressed here is the perception that rebranding is merely cosmetic. The strategic recommendation is:
 - a. Redefining the POLRI Brand: Position the POLRI brand as a Servant and Guarantee of Justice, not as an entity of power.

- b. Action Precedes Message: Ensure that every rebranding message conveyed to the public (through media, taglines, or innovations) is preceded by real organizational cultural change that can be verified on the ground.
- c. Open Crisis Communication: When facing sensitive cases that threaten legitimacy, implement open communication strategies, acknowledge mistakes (if any), and demonstrate transparent and accountable corrective actions, rather than trying to project a perfect image.

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