

6 ADALAH

Buletin Hukum & Keadilan

Human Resource Authority and Professionalization within the Jakarta Metropolitan Police (Polda Metro Jaya): A Normative Legal Analysis of Institutional Reform in the Indonesian National Police

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Abstract:

The Indonesian National Police (Polri) plays a strategic role in maintaining public order, enforcing the law, and delivering protection and public services as mandated by the 1945 Constitution of the Republic of Indonesia and Law No. 2 of 2002 concerning the Indonesian National Police. Professionalism within the police institution constitutes a fundamental prerequisite for fulfilling these constitutional functions, particularly in the jurisdiction of the Jakarta Metropolitan Police (Polda Metro Jaya), which faces highly complex legal and socio-political challenges. This study examines (1) the development of human resources (HR) within Polda Metro Jaya in fostering police professionalism and (2) the role of law enforcement

processes in strengthening institutional HR capacity to enhance professional standards. The research employs a normative legal method using statutory and conceptual approaches to analyze regulatory frameworks, institutional policies, and professional ethics standards governing police conduct. The findings indicate that human resource development represents a critical pillar in advancing institutional professionalism, improving public service quality, and reinforcing public trust. Although adequate legal foundations and internal regulatory mechanisms are in place, the implementation of HR development at Polda Metro Jaya continues to face structural and cultural challenges. These include inconsistencies in ethical enforcement, limitations in professional capacity building, and resistance to organizational cultural transformation. This study argues that sustainable and integrity-based HR reform is essential to strengthening police professionalism and institutional legitimacy. The research contributes to the discourse on police reform by emphasizing the centrality of normative governance, ethical accountability, and organizational culture in achieving a professional and publicly trusted law enforcement institution. Keywords

Keywords: *Jakarta Metropolitan Police; Police Professionalism; Human Resource Development; Police Ethics; Institutional Reform*

INTRODUCTION

The 1945 Constitution of the Republic of Indonesia affirms that one of the fundamental purposes of the State is to protect the entire Indonesian nation, safeguard territorial integrity, and promote public order and general welfare.¹ The realization of these constitutional objectives requires the existence of state institutions capable of maintaining security, enforcing the rule of law, and ensuring the protection of citizens' rights. Within this constitutional architecture, the Indonesian National Police (Kepolisian Negara Republik Indonesia, hereinafter Polri) occupies a strategic and indispensable role as the primary civilian law enforcement body entrusted with the maintenance of domestic security.

The legal foundation of Polri is expressly stipulated in Law No. 2 of 2002 concerning the Indonesian National Police, which defines the institution as a state instrument responsible for maintaining public security and order, enforcing the law, and providing protection, guidance, and services to the community.² The enactment of this statute marked a significant institutional transformation in Indonesia's post-authoritarian era, particularly through the formal separation of the police from the armed forces and the reaffirmation of its civilian character.³ This separation was not merely structural but paradigmatic, signifying a shift from a militaristic security

¹ The 1945 Constitution of the Republic of Indonesia, Preamble.

² Law No. 2 of 2002 concerning the Indonesian National Police, art 5(1).

³ Ibid.

approach toward a democratic policing model grounded in accountability, human rights, and public service orientation.

Institutionally, Polri operates both as a governmental function and as an organizational entity vested with statutory authority. As a governmental function, it represents the State's coercive power in maintaining order and enforcing legal norms. As an organization, it is governed by internal regulations, professional standards, and ethical codes designed to ensure discipline and integrity among its members.⁴ In democratic societies governed by the rule of law, the legitimacy of police authority depends not only on statutory empowerment but also on compliance with ethical standards and respect for fundamental rights.

Professional ethics within Polri are codified in the Regulation of the Chief of the Indonesian National Police No. 14 of 2011 on the Code of Professional Ethics.⁵ This regulation establishes normative standards covering state ethics, institutional ethics, community ethics, and personal conduct. The ethical framework is philosophically rooted in Pancasila and operationally guided by the Tribrata doctrine, which functions as the moral foundation of Indonesian policing. The codification of ethical standards reflects an institutional commitment to internal accountability and professional

⁴ Yanius Rajalahu, 'Penyelesaian Pelanggaran Kode Etik Profesi oleh Kepolisian Negara Republik Indonesia' (2013) 2(2) Jurnal Hukum 147.

⁵ Regulation of the Chief of the Indonesian National Police No. 14 of 2011 on the Code of Professional Ethics of the Indonesian National Police.

discipline, aiming to minimize misconduct and strengthen public confidence.

From a comparative perspective, modern policing institutions are universally associated with three principal functions: crime control, order maintenance, and public protection. In this sense, the police are conceptualized as a law enforcement agency, a peacekeeping authority, and a public service institution. However, the effective performance of these functions is contingent upon the professionalism of police personnel. Professionalism in law enforcement is not confined to technical competence; rather, it encompasses a triadic structure consisting of knowledge, skill, and integrity.⁶ Knowledge relates to legal and procedural understanding; skill refers to operational capacity and technical expertise; and integrity reflects moral commitment and ethical accountability. The absence of any of these elements may compromise institutional credibility and undermine the rule of law.

The issue of professionalism becomes particularly critical within the jurisdiction of the Jakarta Metropolitan Police (Polda Metro Jaya). As the regional command responsible for Indonesia's capital and its surrounding metropolitan areas, Polda Metro Jaya operates in an environment characterized by high population density, economic concentration, political activity, and intense media scrutiny. The complexity of criminal patterns, public demonstrations, cybercrime, and transnational offenses in this

⁶ Moeljatno, *Asas-Asas Hukum Pidana* (PT Rineka Cipta 2003) 97.

region imposes heightened demands on institutional responsiveness and ethical consistency. In such a context, the capacity and integrity of human resources become decisive determinants of institutional performance.

In response to democratic transition and public demand for accountability, Polri has implemented bureaucratic reform initiatives aimed at achieving clean governance, enhancing public service quality, and strengthening institutional accountability. These reform measures are aligned with broader national governance reforms seeking to eradicate corruption, collusion, and nepotism within public institutions. Nevertheless, despite the existence of a comprehensive regulatory framework, practical challenges persist in translating normative standards into consistent institutional practice.

Empirical observations and scholarly analyses indicate recurring issues related to ethical violations, abuse of authority, and inconsistent law enforcement practices.⁷ Such phenomena contribute to fluctuating levels of public trust and raise concerns regarding the effectiveness of internal control mechanisms. Public trust constitutes a foundational element of democratic policing; without it, the legitimacy of coercive authority is weakened. Consequently, human resource development emerges as a strategic instrument for bridging the gap between regulatory aspirations and institutional realities.

⁷ Edi Saputra, *Hukum Kepolisian dan Criminal Policy dalam Penegakan Hukum* (Rajawali Pers 2021) 23–29.

Human resources represent the most critical asset in any law enforcement institution. The success of organizational reform, ethical enforcement, and service improvement depends largely on the quality, competence, and moral character of police personnel. In the context of Polri, HR development encompasses recruitment systems, professional education and training, promotion mechanisms, performance evaluation, and disciplinary enforcement. These elements collectively shape organizational culture and influence patterns of decision-making within the institution.

Law No. 2 of 2002 introduced a new paradigm emphasizing professionalism and respect for human rights.⁸ However, the transformation envisioned by the statute requires continuous institutional strengthening, particularly in the governance of human resources at regional levels. Regulatory instruments such as the Police Code of Professional Ethics aim to institutionalize ethical conduct, yet their effectiveness depends on consistent enforcement, leadership commitment, and organizational culture transformation.

Within this broader reform discourse, limited academic attention has been devoted to examining the normative legal dimensions of HR authority and its practical implementation at the regional police level. Most existing studies focus on macro-level reform policies or isolated cases of misconduct, without systematically analyzing how HR governance mechanisms function as structural determinants of

⁸ Law No. 2 of 2002 concerning the Indonesian National Police.

professionalism. This gap is particularly significant in the context of Polda Metro Jaya, whose strategic position and operational complexity make it a critical locus of institutional reform.

Accordingly, this study seeks to analyze the authority, regulatory framework, and implementation of human resource development within Polda Metro Jaya in fostering police professionalism. By employing a normative legal approach based on statutory and conceptual analysis, this research aims to assess the coherence between regulatory provisions and institutional practice. Furthermore, it intends to contribute to the broader discourse on police governance, professional ethics, and institutional accountability in democratic societies, particularly within transitional legal systems.

Ultimately, strengthening HR governance within Polri is not merely an administrative necessity but a constitutional imperative. Professional, ethical, and accountable policing constitutes a prerequisite for the realization of the rule of law and the protection of citizens' rights. The institutional future of Polri, especially in strategic jurisdictions such as Polda Metro Jaya, will therefore depend on the sustainability of its human resource reform and its capacity to align organizational culture with democratic values.

RESULTS AND DISCUSSION

Human Resource Development Strategies at Polda Metro Jaya

The findings reveal that human resource (HR) development at Polda Metro Jaya encompasses multiple integrated strategies designed to enhance professionalism, competence, and integrity among police personnel. These strategies are particularly significant given the jurisdiction's unique characteristics as Indonesia's capital region, which presents heightened complexity in security and public order challenges.

Education and Training Programs. The primary mechanism for HR development involves systematic education and training (diklat), which operates at two levels: initial formation training and continuous professional development aligned with rank, function, and position. The data indicate that training extends beyond basic law enforcement skills to include specialized competencies such as cybercrime investigation, social conflict management, human rights-based law enforcement, and information technology utilization in police services.⁹

Merit-Based Career Development. A significant finding concerns the implementation of transparent, objective, and merit-based career development systems. Personnel placement, promotion, and rotation are determined by

⁹ Sonny Priatna, *Manajemen Sumber Daya Manusia untuk Organisasi Modern* (Jakarta: Sonpedia, 2024), 90–110.

competence, performance records, and integrity assessments. This systematic approach aims to create equitable and competitive work environments while motivating continuous professional improvement.¹⁰

Ethics and Integrity Development. The research reveals that HR development at Polda Metro Jaya equally emphasizes ethical formation and character building alongside technical competence. The internalization of the Police Professional Code of Ethics occurs through continuous education, training, and routine unit-level guidance. Consistent disciplinary enforcement against ethical violations serves as both deterrent and reinforcement mechanism for professional standards.¹¹

Technology Integration. The findings demonstrate substantial incorporation of technology in HR development, particularly through digital learning systems (e-learning). This platform enables flexible, effective, and sustainable training delivery unrestricted by spatial and temporal limitations. Simulation-based training technologies allow personnel to experience realistic operational scenarios, including cybercrime handling, crowd control, and conflict management.¹²

¹⁰ Ibid., 95–98.

¹¹ Najwa Anggraeni and Adinugraha, *Pengembangan SDM Berbasis Etika Profesional dan Nilai Moral* (Yogyakarta: Pustaka Sahmiyya, 2024), 52–67.

¹² Priatna, *Manajemen Sumber Daya Manusia*, 102–105.

Challenges in Human Resource Development

The research identifies several significant challenges affecting HR development effectiveness at Polda Metro Jaya:

Resource Constraints. Financial limitations emerge as a primary challenge, affecting the quality of education, training facilities, and supporting infrastructure. Laboratory facilities, information technology equipment, and field simulation resources remain inadequate. Furthermore, a shortage of competent and experienced instructors directly impacts training quality.¹³

Workload and Operational Demands. The high population density and social complexity of Jakarta Metropolitan Area create substantial operational burdens on personnel. The high volume of criminal cases, traffic incidents, and public security disturbances leaves limited time for professional development activities. This necessitates flexible training schedules that accommodate operational demands without compromising educational quality.¹⁴

Resistance to Change. Organizational and individual resistance to transformation presents another significant challenge. The adoption of new technologies, work patterns, and performance evaluation systems faces internal resistance stemming from conservative attitudes and inadequate mental

¹³ Ibid., 106–108.

¹⁴ Aris Santoso et al., Hoengeng: Oase Menyejukan di Tengah Perilaku Koruptif (Jakarta: Bentang Pustaka, 2017), 50–53.

preparedness. This resistance impedes innovation and professional improvement initiatives.¹⁵

Multidimensional Competency Requirements. The research reveals that modern policing demands increasingly complex competencies: comprehensive legal understanding, communication skills for community interaction, information technology proficiency including cybersecurity, and sensitivity to human rights and rule of law principles. Designing integrated programs that address all these dimensions simultaneously presents considerable difficulty.¹⁶

Law Enforcement Mechanisms Against Police Personnel

The findings indicate that law enforcement against police personnel operates through three parallel mechanisms: criminal law, disciplinary/administrative law, and professional ethics codes.

Internal Oversight by Propam. The Professional and Security Division (Propam) serves as the primary internal oversight body, responsible for monitoring personnel behavior, conducting preliminary investigations, and imposing sanctions for disciplinary and ethical violations. The process begins with complaints from the public, internal findings, or reports from superiors. Following preliminary examination, cases are classified as either disciplinary violations (handled through disciplinary hearings) or ethical

¹⁵ Anggraeni and Adinugraha, *Pengembangan SDM Berbasis Etika*, 60–63.

¹⁶ Priatna, *Manajemen Sumber Daya Manusia*, 108–110.

code violations (handled through Police Code of Ethics Commission hearings).¹⁷

Criminal Law Enforcement. For criminal offenses, police personnel are subject to general criminal courts, as stipulated in Law Number 2 of 2002 on the Indonesian National Police. This provision ensures that police officers do not enjoy legal immunity and are processed through the same judicial system as ordinary citizens.¹⁸

External Oversight and Public Participation. The research documents the role of external oversight institutions including the Ombudsman and community monitoring mechanisms. Public participation manifests through complaint submission, reports of alleged violations, and social oversight of police performance. This external oversight functions as a check-and-balance mechanism to prevent authority abuse and ensure accountability.¹⁹

Barriers to Law Enforcement Against Police Personnel

The findings identify both internal and external barriers to effective law enforcement:

¹⁷ Maksum, "Penegakan Kode Etik Profesi Polri di Internal Polri dalam Rangka Mewujudkan Kepolisian Negara Republik Indonesia yang Bersih dan Berwibawa," *Jurnal Hukum* 2, no. 1 (2020): 14–18.

¹⁸ Undang-Undang Nomor 2 Tahun 2002 tentang Kepolisian Negara Republik Indonesia, Pasal 29 ayat (1).

¹⁹ Dhaffa Hosya, "Analisis Hubungan antara Asas Equality Before Law dan Tingkat Kepuasan Masyarakat terhadap Penegakan Hukum," *Jurnal Hukum dan Kewarganegaraan* 6, no. 7 (2024): 61–70.

Internal Barriers. Excessive corps solidarity remains problematic, where internal loyalty prioritizes protecting fellow officers over objective law enforcement. Inconsistent sanction application against violating personnel weakens deterrent effects and enables recurring violations.²⁰

External Barriers. Low public trust in police institutions discourages citizens from reporting officer misconduct. Political pressure and interest group interventions potentially compromise law enforcement independence. Limited legal awareness among the public regarding complaint mechanisms and oversight rights constitutes another significant barrier.²¹

The Duality of Police Human Resource Development

The findings demonstrate that HR development at Polda Metro Jaya operates within a duality: simultaneously pursuing technical competence enhancement and ethical character formation. This finding aligns with the theoretical framework of professional policing, which posits that professionalism in law enforcement extends beyond technical proficiency to encompass moral integrity and ethical decision-making.²²

Previous research by Priatna emphasized that HR development in police organizations must address both "hard skills" (technical capabilities) and "soft skills" (ethical

²⁰ Sugiono and Husni, "Supremasi Hukum dan Demokrasi," *Jurnal Hukum* 4, no. 7 (2016): 71–82.

²¹ Hosya, "Analisis Hubungan," 65–68.

²² Pudi Rahardi, *Hukum Kepolisian: Profesionalisme dan Reformasi Polri* (Jakarta: Laksbang Mediatama, 2007), 125–130.

reasoning, communication, and interpersonal competence).²³ The present findings support this perspective, revealing that Polda Metro Jaya's integrated approach—combining education, training, merit-based career systems, and ethical development—reflects a comprehensive understanding of police professionalism. However, the persistent challenges identified suggest that implementation remains suboptimal.

The merit-based career system represents a significant departure from traditional seniority-based promotion systems. This finding supports organizational justice theory, which suggests that perceived fairness in promotion processes enhances employee motivation, commitment, and performance.²⁴ Nevertheless, the documented resistance to change indicates that cultural transformation within police organizations requires sustained effort beyond structural reforms.

Technology Adoption and the Digital Divide in Police Training

The integration of technology in HR development, particularly e-learning systems and simulation-based training, represents a strategic response to contemporary policing challenges. This finding corroborates research by Anggraeni and Adinugraha, who argued that technology-enabled

²³ Priatna, *Manajemen Sumber Daya Manusia*, 90–92.

²⁴ Nola Listi Fitriani et al., "Pengaruh Profesionalisme dan Integritas Kepolisian terhadap Efektivitas Penegakan Hukum di Indonesia," *Jurnal Hukum dan Kewarganegaraan* 8, no. 11 (2024): 61–70.

learning enhances training accessibility, flexibility, and cost-effectiveness in large police organizations.²⁵

However, the effectiveness of technology-based training depends on technological infrastructure quality and digital literacy among personnel. The documented resource constraints—inadequate equipment, limited laboratory facilities, and insufficient technical support—suggest that technology adoption may create a digital divide between personnel with different levels of access and capability. This finding aligns with critiques of technology-driven police reform, which caution that technological solutions may exacerbate existing inequalities without addressing underlying structural problems.²⁶

The Paradox of Police Self-Policing

The findings regarding internal law enforcement mechanisms reveal a fundamental paradox: police organizations are simultaneously expected to enforce the law and to be subject to law enforcement. The three-tier system—disciplinary, ethical, and criminal—theoretically provides comprehensive accountability. However, the identified barriers, particularly excessive corps solidarity and inconsistent sanction application, indicate significant implementation gaps.

²⁵ Anggraeni and Adinugraha, *Pengembangan SDM Berbasis Etika*, 55–58.

²⁶ Yuherawan and Huzaini, "Pertentangan antara Asas Oportunitas dengan Asas Kesetaraan dan Etika Profesi dalam Penegakan Hukum," *Jurnal Hukum* 5, no. 2 (2021): 165–175.

This finding resonates with scholarly literature on police accountability, which consistently documents the limitations of internal oversight mechanisms. Scholars have observed that reliance on internal investigation units often results in lenient outcomes, delayed processes, and limited transparency.²⁷ The present findings suggest that while Propam's formal authority and procedures exist, cultural factors within police organizations may undermine their effectiveness.

The external oversight mechanisms and public participation documented in this study represent important accountability innovations. Research by Hosya demonstrates that external oversight, when functioning effectively, enhances police legitimacy and public trust.²⁸ The current findings indicate that external oversight at Polda Metro Jaya faces challenges including limited public awareness and political interference, suggesting that institutionalizing external accountability requires simultaneous efforts to strengthen civil society capacity and reduce political influence.

Professionalism as Institutional Legitimacy

The findings consistently demonstrate that police professionalism serves as the foundation for institutional legitimacy. This finding aligns with procedural justice theory, which posits that public trust in police depends not only on

²⁷ Maksum, "Penegakan Kode Etik Profesi Polri," 16–18.

²⁸ Hosya, "Analisis Hubungan," 68–70.

crime control effectiveness but also on perceptions of fairness, transparency, and accountability in police conduct.²⁹

The research reveals that when police personnel demonstrate professional conduct—adherence to legal procedures, respect for human rights, and ethical behavior—public confidence increases. Conversely, the documented barriers to HR development and internal law enforcement create legitimacy deficits. This finding has significant implications: police reform efforts cannot succeed through technical improvements alone; they require fundamental cultural transformation addressing attitudes toward accountability, transparency, and civilian oversight.³⁰

Theoretical and Practical Implications

Theoretical Implications. The findings contribute to police accountability literature by demonstrating that internal and external oversight mechanisms are complementary rather than substitutable. Effective accountability requires both robust internal systems (disciplinary, ethical, criminal) and independent external oversight. Furthermore, the research suggests that police professionalism is best conceptualized as a multi-dimensional construct encompassing technical competence, ethical integrity, and institutional accountability.

²⁹ Edi Abdullah, *Hukum Kepolisian Presisi* (Yogyakarta: Deepublish, 2023), 36–39.

³⁰ Suarni Norawati and Henryanto Panusunan, *Meningkatkan Kinerja Kepolisian* (Yogyakarta: Deepublish, 2024), 35–38.

The persistent gap between formal structures and actual implementation highlights the importance of organizational culture in shaping police behavior. This finding supports institutional theory perspectives, which emphasize that formal rules and procedures may be decoupled from actual organizational practices when cultural norms contradict official policies.³¹

Practical Implications. For police leadership, the findings underscore the necessity of sustained investment in HR development infrastructure, particularly technology-enabled training systems and competent instructor capacity. The merit-based career system requires strengthening to ensure that competence and integrity, rather than seniority or connections, determine career advancement.

For policymakers, the research suggests that legal frameworks alone are insufficient to ensure police accountability. Complementary investments in external oversight institutions, public legal education, and mechanisms for civilian participation in police oversight are essential. The findings also highlight the need for transparent and timely handling of complaints against police personnel to build public trust.

Limitations and Future Research Directions

This study is limited to Polda Metro Jaya, and findings may not be generalizable to other Indonesian police jurisdictions with different characteristics. Future research

³¹ Fitriani et al., "Pengaruh Profesionalisme dan Integritas," 64–67.

should examine comparative contexts across different provincial police commands to identify contextual factors influencing HR development and accountability effectiveness.

The research primarily relies on document analysis and secondary data; future studies employing direct observation, in-depth interviews with police personnel at various ranks, and surveys measuring public perceptions would provide richer insights into the implementation gaps identified here.

Finally, longitudinal studies examining changes in police professionalism over time, particularly in response to specific reform initiatives, would contribute valuable evidence regarding the effectiveness of different intervention strategies.

CONCLUSION

This study examined human resource development strategies and law enforcement mechanisms at Polda Metro Jaya in the context of professionalizing the Indonesian National Police (Polri). The findings reveal that HR development at Polda Metro Jaya employs a multidimensional approach encompassing education and training, merit-based career systems, ethics and integrity development, and technology integration. These strategies aim to produce personnel who are not only technically competent but also ethically grounded and adaptable to evolving security challenges.

However, the implementation of these strategies faces significant obstacles, including resource constraints, heavy operational workloads, resistance to organizational change,

and the growing complexity of required competencies. These challenges undermine the effectiveness of HR development programs and impede the realization of full professionalism.

Regarding internal law enforcement, the study found that Polda Metro Jaya operates a three-tier accountability system—disciplinary, ethical, and criminal—overseen primarily by the Professional and Security Division (Propam). External oversight institutions and public participation provide additional accountability mechanisms. Nevertheless, the effectiveness of these systems is hampered by internal barriers such as excessive corps solidarity and inconsistent sanctioning, as well as external barriers including low public trust, political interference, and limited legal awareness among citizens.

The research demonstrates that police professionalism functions as a foundation for institutional legitimacy. When police personnel consistently adhere to legal procedures, respect human rights, and demonstrate ethical conduct, public trust and institutional credibility are strengthened. Conversely, gaps in HR development and enforcement mechanisms erode public confidence and legitimacy.

These findings have several theoretical implications. First, they support the conceptualization of police professionalism as a multi-dimensional construct encompassing technical competence, ethical integrity, and institutional accountability. Second, the persistent gap between formal structures and actual implementation underscores the critical role of organizational culture in shaping police behavior, consistent with institutional theory

perspectives. Third, the study affirms that internal and external oversight mechanisms are complementary rather than substitutable in ensuring police accountability.

Practically, the study suggests that police leadership must prioritize sustained investment in training infrastructure, technology-enabled learning systems, and instructor capacity development. Strengthening merit-based career systems and ensuring consistent enforcement of disciplinary and ethical standards are essential. Policymakers should invest in external oversight institutions, public legal education, and mechanisms for civilian participation in police oversight to build trust and accountability.

This research is limited to Polda Metro Jaya, and findings may not be generalizable to other jurisdictions with different contextual characteristics. Future research should adopt comparative designs across multiple provincial police commands and employ qualitative methods such as in-depth interviews with personnel at various ranks, as well as surveys measuring public perceptions. Longitudinal studies tracking changes in police professionalism over time in response to specific reform initiatives would provide valuable evidence regarding intervention effectiveness.

In conclusion, transforming Polri into a truly professional, modern, and trusted institution requires sustained commitment to comprehensive HR development, rigorous internal accountability, and genuine openness to external oversight and community participation. Without addressing the cultural and structural barriers identified in

this study, formal reforms alone will remain insufficient to achieve the desired level of police professionalism.

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