

**AN ANALYSIS OF THE IMPLEMENTATION OF GENDER
MAINSTREAMING IN THE PLACEMENT OF FEMALE POLICE
OFFICERS AS COMPETENCY-BASED SECTOR POLICE CHIEFS
IN THE METRO JAYA POLICE**

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ABSTRACT

This study aims to analyse the gender mainstreaming of the *Polri* (Police of Indonesia Republic) at The *Polda Metro Jaya* (Province of DKI Jakarta Police) through the placement of policewomen as leaders in the *Kapolsek* (Region Sector Police) with the Indonesian social culture which still believes that a woman's duty is to take care of the household so that it does not give women the freedom to have a career, as well as the profession of policewomen by the public is seen as only part of the image of the police, where the presence of policewomen as a complement in the implementation of police duties and only placed in the functions of staff, personal secretary and administration. This research uses descriptive qualitative method by conducting interviews and field observations. Based on the research, there has been a policy in the framework of gender mainstreaming by placing female police officers as leaders in the police sector (*Kapolsek*) and there is no difference in the placement between female police officers and male police officers as police chiefs, but the successful implementation of gender mainstreaming has not been maximally implemented due to the lack of motivation of female police officers due to the challenges of police duties at The Metro Jaya Police which are quite complex and heavy police work dominantly related to crime cases and influenced by population density and territory as well as religious/community leaders in the police sector (*Polsek*) so that it requires the police chief to be ready to carry out 24-hour tasks to maintain security and order in the community.

Keywords: *Gender equality, Police woman, Human Resource*

A. INTRODUCTION

As living beings, both women and men have a role and social status in the organization and have the quality and quantity to support the development of the organization. Changes in an organization are influenced by changes in each

individual regardless of gender so that changes in an organization can be achieved to achieve goals. Good employee resource management is the development and guidance of employees regardless of gender so that there is no gender gap in the organization.

The discussion of gender issues became a global issue in all countries so that in 1975 the United Nations (UN) held the World Conference on Women in Mexico, this was the beginning of the struggle and development of gender equality in every aspect. The UN aims to promote gender equality in all areas of research, legislation, development policy and field activities, and to ensure that every woman and man can involve themselves, participate and benefit from development so that there are no differences against women and inequality between female and male employees.

Indonesia as a member of the UN participates in the implementation of gender mainstreaming as part of national policy in accordance with the *Undang-Undang Dasar Negara Republik Indonesia Tahun 1945* in Article 27 that all citizens have equal status in law and government and must uphold the law or government without exception. This states that men and women are equal in the eyes of the law. Policies related to gender mainstreaming in Indonesia have been established through the *Instruksi Presiden Republik Indonesia Nomor 9 Tahun 2000* as a guideline for gender mainstreaming in national development. This policy involves all government institutions from the national, provincial and district levels to implement gender mainstreaming for the implementation of national development programmes that have been prepared by the government.

The police as a state institution with duties and responsibilities in the field of defence and security through its main task as a protector and servant of the Indonesian people, especially in the field of security and public order, is regulated in the *Undang-Undang Negara Republik Indonesia Nomor 2 Tahun 2002* as follows:

The Indonesian National Police is a State Institution that carries out the task of realising domestic security, including maintaining security and public order, order and law enforcement, the implementation of protection, protection, and services to the community, and the preservation of public peace by upholding human rights.

Police civil servants consist of Polri members and Polri civil servants, while Polri members include male police called *Polki* and female police called *Polwan*. The entry of policewomen into the police force is a new experience and provides a new colour to the work and a gentle style of policing (Rahardjo, 2007).

In this era of globalization, policewomen are a challenging and high-risk profession, because policewomen also have the same duties and responsibilities as male policemen. The profession of policewomen is not an easy job due to the violent work environment in handling criminal cases and masculine culture resulting in conflict over the perception of policewomen as a feminine influence the social and cultural burden as a woman. One of the social burdens of the family environment is the position of policewomen as mothers and wives who still have to take care of the family after carrying out their duties, which does not happen to male police officers because family duties have been carried out by their wives.

The gender mainstreaming program within the National Police is a priority program of the National Police Chief in realizing superior *Polwan* human resources in the 4.0 era through the placement of policewomen as command leaders in the region. Gender mainstreaming has been proven by providing opportunities for female police officers to occupy high leadership positions at the regional level. The positions that can be held by female police officers such as the position of Police Chief, Police Chief and even Police Chief. The first policewoman who was given the opportunity to serve as Kapolda, namely (1) Brigadier General Pol (Ret) Hj. Rumiah, S.Pd, served as Banten Police Chief in 2008-2010, (2) Brigadier General Pol Dra. Sri Handayani, M.H has served as Deputy Chief of Police of West Kalimantan since 8 March 2018 until now and (3) Brigadier General Ida Oetari Poernamasari has served as Deputy Chief of Police of Central Kalimantan since 18 February 2021. Although there are still a limited number of female leaders in the National Police, the police have tried to provide opportunities for *Polwan* to become leaders in the region, this proves that the National Police recognizes gender equality. In realizing *Polwan* as a qualified leader, it is necessary to have the commitment of the Polri leadership not to discriminate and implement a pattern of career development for *Polwan*, including structural opportunities to participate in tiered education in the police, placement, operational and coaching assignments, at home and abroad so that *Polwan* has a radiant leadership spirit, which is supported by an extraordinary way of thinking, mentality and enthusiasm.

The *Polda Metro Jaya* is one of the police agencies that carry out the task of maintaining security in the Jaakarta, Depok, Tangerang and Bekasi areas. In carrying out police duties, The *Polda Metro Jaya* serves a community of 21,524,952 people from 5,381,239 households as below:

Table 1: Population in The *Polda Metro Jaya* in 2021

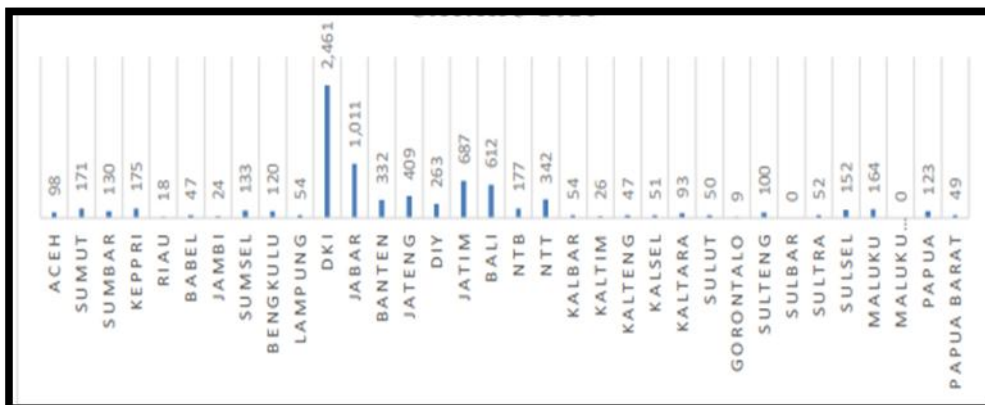
| NO | REGION | NUMBER OF HOUSEHOLDS | POPULATION |
|--------------|------------------------------|----------------------|-------------------|
| 1. | West Jakarta Metro Police | 608.628 | 2.434.511 |
| 2. | East Jakarta Metro Police | 759.285 | 3.037.139 |
| 3. | South Jakarta Metro Police | 556.703 | 2.226.812 |
| 4. | North Jakarta Metro Police | 444.745 | 1.778.981 |
| 5. | Central Jakarta Metro Police | 264.224 | 1.056.896 |
| 6. | Thousand Islands Police | 6.937 | 27.749 |
| 7. | Bekasi Metro Police | 778.254 | 3.113.017 |
| 8. | Depok Metro Police | 514.084 | 2.056.335 |
| 9. | Bekasi City Metro Police | 635.919 | 2.543.676 |
| 10. | South Tangerang Metro Police | 338.588 | 1.354.350 |
| 11. | Tangerang City Metro Police | 473.872 | 1.895.486 |
| TOTAL | | 5.381.239 | 21.524.952 |

(Source of data from *Biroops Polda Metro Jaya*, 2021)

Based on the data, the total population is 21,524,952 people with a population density percentage of 128.024%. Based on the location of the The

Polda Metro Jaya area, which is located in the centre of the capital city and in the capital's buffer zone and is the centre of the economy as well as the centre of government, with this level of population density, the risk of violence both within the family and from the environment is higher due to the high mobility of the community. The risk of violence that occurs a lot against women and children as data from the annual report of the *Komnas Perempuan* in 2020 below:

Figure 1: Data on violence against women



(Source Komnas Perempuan annual report 2020)

From the figure above DKI Jakarta as one of the *Polda Metro Jaya* areas is an area with the highest number of violence against women compared to other provinces. Because women are the most vulnerable group to violence, both domestic and environmental violence, based on PPA Symphony data in 2020 there were 8,686 cases of violence against women with 8,763 women victims. Physical and psychological violence most often occurs to adult women, most of which occur in households or domestic violence. The increase in reports shows that the community is brave and aware to report all types of violence against women or other vulnerable groups. So the government must improve the quality and quantity of services for women victims of violence and increase the provision of violence prevention education. Based on data from The *Polda Metro Jaya* employees in 2022, there were 28,453 members, with the capacity of the number of *Polwan* around 5.76% of The *Polda Metro Jaya* members. The ratio of the number of *Polri* members to the total population is 1: 757, as shown in the table below:

Table 2: Data on the Number of Police Members of The *Polda Metro Jaya* in 2022

| NO | RANK OFFICERS | MALE | FEMALE |
|----|------------------------------------|------|--------|
| 1. | Police Inspector General | 1 | - |
| 2. | Police Brigadier General | 1 | - |
| 3. | Police Grand Commissioner | 33 | - |
| 4. | Police Grand Commissioner Adjutant | 155 | 21 |
| 5. | Police Commissioner | 494 | 100 |

| | | | |
|---------------|------------------------------|---------------|--------------|
| 6. | Police Commissioner Adjutant | 957 | 129 |
| 7. | First Police Inspector | 993 | 104 |
| 8. | Second Police Inspector | 1.566 | 134 |
| 9. | <i>Bintara</i> | 22.292 | 1.153 |
| 10. | Enlisted | 320 | - |
| JUMLAH | | 26.812 | 1.641 |

(Source of data Report on the number of police employees of The *Polda Metro Jaya* in 2022)

The *Peraturan Kepala Kepolisian Negara Republik Indonesia No. 1 Tahun 2022* concerning gender mainstreaming within the Indonesian National Police, gender mainstreaming within the National Police is implemented with the following principles:

1. Equality, equal position in legal rights, participation between men and women.
2. Sustainability, carried out through the application of gender equality values in a sustainable manner through the stages of planning, implementation, monitoring reporting and evaluation of policies, programs and activities related to gender equality.
3. Justice, fair treatment between women and men in determining policies by considering experiences, needs, difficulties and obstacles as women and as men.

Human resource management (HRM) is a strategic approach that deals with the management of an organization's most valuable asset, the people working in the organization who individually and collectively contribute to the achievement of business objectives. Managing people in an employer-employee relationship (Michael Armstrong, 2006, tenth edition). Human resource management is carried out through a human resource system that brings together in a related way starting from the HR philosophy explaining the values and guiding principles in adopting people management, HR management strategies determine the direction of HR goals, HR policies are guidelines that define how values, principles, and strategies are applied and implemented in specific areas of HR management, HR processes are formal procedures and methods used in HR deployment, strategic plans and policies that apply in HR management with informal approaches in managing employees and HR programs that allow HR strategies, policies and practices to be implemented as planned.

The definition of the theory above is very relevant to the management of human resources for policewomen in order to maximize the role of Policewomen who are part of human resources in police agencies that have a role and responsibility in achieving the objectives of the National Police, therefore the management of Policewomen resources as one of the main resource assets includes planning, procurement, control, development, competence, integration, maintenance, and discipline as well as dismissal and in the context of human resource management is an important thing in every organization (Schuler & Jackson, in Lijan Poltak Sinambela.2016). Human resource management through the implementation of gender mainstreaming in The Metro Jaya Police is one of

them through the placement of policewomen as heads of sector police (*Polsek*) or regional leaders in accordance with the competence of positions as a form of gender equality. The term gender comes from the English language, namely sex or gender, often gender is equated with sex (male or female). The term gender was first introduced by Robert Stroller in Mansour Fakhri.1999, the word gender is used to separate the characterization of men and women based on social and cultural definitions and physical and biological characteristics.

The measurement of competence is carried out through an assessment centre as one of the tools used to assess employee competence through various tools and assessed by several assessors in accordance with the *Peraturan Kepala Kepolisian Negara Republik Indonesia Nomor 5 Tahun 2016* concerning the Implementation of the Assessment Centre. In the implementation of employee competency measurement to become a leader in the region (*Kapolsek*) through job assessment with seven competencies measured as follows (1) Analytical Thinking is a competency, (2) Integrity, (3) Orientation Towards Service, (4) Drive for Achievement, (5) Leadership is a competency, (6) Supervision / Control, (7) Building Relationships. With the implementation of policies related to the implementation of the assessment centre, Polri has formulated a policy related to career patterns for officers and above, namely through the *Peraturan Kepala Kepolisian Negara Republik Indonesia Nomor 9 Tahun 2016* which aims to realise career development for Polri employees with the rank of officer and above by placing employees in positions based on their competencies in accordance with the competencies of the position. Competence is the ability of employees through mobility of knowledge, skills and certain work attitudes required in order to achieve the expected results. Competence is a combination of skills, knowledge, attitude which has the following work dimensions:

1. Ability to perform each task efficiently (task skills).
2. The ability to manage a number of different tasks within a position (task management skills).
3. Ability to respond effectively to events and circumstances that deviate (irregularities) from routine activities.
4. Skills related to responsibilities, expectations in the work environment including co-operation with others and teamwork (job/role environment skills).
5. Ability to adapt to changes in the work environment, including technological developments, ways of working and work environment (transferring skills).

B. RESEARCH METHOD

Research using descriptive qualitative methods is based on scientific evidence that aims to interpret events and events that have occurred and is carried out through interviews with 2 HR officials, 6 *Kapolsek* and 4 policewomen as informants and researchers using various existing methods. According to Sugiyono (2016) qualitative research methods are a research method based on the philosophy of postpositivism, used to research on natural object conditions, (as opposed to experiments) where researchers are key instruments, data collection techniques are triangulated (combined), data analysis is inductive / qualitative,

and qualitative research results emphasize meaning over generalisation, while according to Nazir (2014: 43) descriptive method is a method of examining the status of a group of people, an object, a condition, a system of thought, or an event in the present. The purpose of this descriptive research is to make a description, a picture that describes the problem systematically, factually and accurately about the facts, characteristics and relationships between the phenomena under investigation. (Nazir, 2014).

Researchers use this method with the assumption that using qualitative about a picture that will provide a better understanding of the problems and questions in the research by reviewing data based on reports or when more detail additional data is needed, qualitative data, obtained from interviews and observations. Research methods are used to obtain comprehensive, effective, reliable, and concrete data. In this research, researchers describe and analyze phenomena, social activity events, attitudes, beliefs, and perceptions and thoughts of people individually and in groups. The method is a very important aspect and has a big influence on the success or failure of a study, especially in collecting data by conducting interviews with eight respondents.

C. RESULTS AND DISCUSSION

Implementation of Gender Mainstreaming Policy in the Placement of Policewomen as Police Chiefs

The *Peraturan Kepala Kepolisian Negara Republik Indonesia Nomor 9 Tahun 2016* on the career development system of members of the Indonesian National Police, especially the placement of officers and above through competency assessments using job assessments, including the placement of policewomen as police chiefs with the principles:

a. Equality

The equal position of men and women to improve their careers, one of which is to obtain positions according to competence, is very influential in improving employee performance to support the achievement of organizational performance. From the results of interviews with Polda Metro Jaya HR officials, the application of gender equality in the placement of employees in the position of Chief of Police is carried out through competency assessment and based on the employee's track record and there is no difference between male and female employees. It can be seen that there are Polwan who hold the position of Chief of Police in the *Polda Metro Jaya* jurisdiction, out of 13 Polres consisting of 103 Polsek, there are 12 *Polwan* who serve as *Kapolsek* with a percentage of 11.65% of the number of *Polsek*, this can be seen from the data of *Subbagmutjab Bagbinkar Biro SDM Polda Metro Jaya* on 8 December 2022, with the rank of Police Chief.

- 1) Police Commissioner: 9 out of 100 policewomen or about 9%.
- 2) Police Commissioner Adjutant: 2 people out of 124 policewomen or around 1.61%.
- 3) First Police Inspector: 1 out of 104 policewomen or around 0.09%.

The *Polsek* occupied by the *Polwan* Police Chief are:

- 1) Depok Metro Police:

- a) Tajur Halang Police Station
- b) Cimanggis Police Station
- c) Cinere Police Station
- 2) Central Jakarta Metro Police: Menteng *Polsek*
- 3) South Jakarta Metro Police: Tebet Police Station
- 4) East Jakarta Metro Police:
 - a) Jatinegara Police Station
 - b) Kramatjati Police Station
 - c) Cakung Police Station
- 4) Bekasi City Metro Police: Tambun Sector Police
- 5) Tangerang City Metro Police: Batuaceper Police Station
- 6) Tanjung Priuk Port Metro Police: Sunda Kelapa Area Police Station
- 7) South Tangerang Metro Police
 - a) Cisauk Police Station
 - b) Pagedangan Police Station

b. Continuity

In the context of HR supervision and development, it needs to be carried out continuously so that the organization can run well so that performance targets can be achieved. Based on the results of interviews with two HR officials, it can be seen that the implementation of employee placement in positions is based on organizational needs and the results of the assessment centre are used as material for placing employees in positions while the assessment of police chief positions specifically for *Polwan* is not carried out every year, it is carried out according to organizational needs or policies and budget availability.

c. Fairness

Every employee has the same opportunity to obtain the desired position in accordance with the competencies assigned to the position. This can be seen based on the results of interviews with HR officials at The *Polda Metro Jaya*.

Challenges of Duty as *Kapolsek*

A *Kapolsek* must have competencies that are relevant to his duties in maintaining public security and order, considering that the *Polsek* is the closest line of Polri organization to the community.

The competencies that must be possessed by a *Kapolsek* are:

- a. Analytical Thinking is a competency related to the ability to think systematically.
- b. Integrity is a competency related to honesty and ethics in daily life.
- c. Service Orientation is a competency related to behavior in encouraging to help and serve others.
- d. Encouragement of Achievement is a competency in improving self-achievement to improve performance.
- e. Leadership is a competency related to the ability to lead and develop and direct subordinates.
- f. Supervision/Control is competence in supervising and controlling employee performance to achieve organizational goals.
- g. Relationship Building is the competence in creating and building relationships with related parties to build a wide network (networking).

From the results of interviews and data obtained, a *Kapolsek Polwan* can show achievements for his performance in carrying out his duties as a leader in the region as follows:

- a. The Tebet Metro Police Chief managed to solve a child abduction case within two hours.
- b. The Menteng Metro Police Chief when he became Tanjung Duren Metro Police Chief during the Covid-19 pandemic carried out invasion by serving residents from door to door tracing Covid and was able to solve curanmor cases within 1 x 24 hours and viral on social media.

Female Police Officer's Motivation to Become Chief of Police

The success of an organization in achieving its goals, one of which is the success of The *Polda Metro Jaya* in gender mainstreaming *Polri*, is influenced by the motivation of the policewomen to become a leader in the region (*Kapolsek*). Several elements influence the motivation of a person or employee to carry out work. The readiness of a policewoman to become a police chief is very necessary because the duties of a police chief must be 24 hours ready to serve the community so that support is needed from the policewoman's family and the surrounding community. With the recognition from the community and the organization of the performance of the *Polwan* as the Chief of Police can affect the increase in the motivation of *Polwan* to become the Chief of Police. Based on the results of the assessment of the position of Chief of Police for policewomen who participated in the assessment of positions as follows:

Table 2: Number of Policewomen who participated in the Assessment of Police Chief Position

| NO | YEARS | NUMBER OF PARTICIPANTS |
|----|-------|------------------------|
| 1. | 2019 | 1 |
| 2. | 2020 | - |
| 3. | 2021 | 16 |
| 4. | 2022 | 3 |

Gender equality in the placement of policewomen in leadership positions in the region is one way to eliminate discrimination against women. In the implementation of a policewoman in carrying out her role as Chief of Police, she is faced with several challenges that affect the success of a policewoman as Chief of Police:

a. Organizational mindset

The influences of the organization in viewing women as leaders and the commitment of the leadership in making policies to support the career of female employees as leaders in strategic positions so that there is no discrimination in employee career development. Indonesian social culture related to gender equality in the world of work still has companies/organizations that make women as decoration rather than as human resource assets that can be developed to support the achievement of organizational goals, causing female employees to lack confidence in developing their careers. Support from leaders and male employee is very important in motivating female employees to develop their competence.

b. family environment

There are still many policewomen who lack the courage to serve as regional leaders due to lack of family support (more concerned with family). The trust of the family in the ability of a policewoman as a leader in the region, especially the support of the husband who gives the policewoman the freedom to lead not only as a housewife, greatly influences the policewoman in playing the role of a wife/mother and as a police chief so that she can divide her time between family and career.

c. community environment

Indonesia's social culture views women as weak beings who need to be protected. This kind of thinking underlies the assumption that men are different from women. Men are considered leaders who play a greater role in various activities in life, and have greater interests than women. This difference is not only visible outwardly but also in the socio-cultural structure in society so that Indonesian society is not yet open to being led by a woman.

D. CONCLUSION

Based on the discussion that has been described, the author draws the following conclusions:

- a. The Indonesian National Police have conducted several programs to support the implementation of *Polri* gender mainstreaming. The policy is also implemented by The Metro Jaya Police in the development of female police human resources.
- b. Position assessment is a strategy for developing *Polwan* human resources in the form of awards in the form of giving promotions to high leadership positions in the region, one of which is the position of Chief of Police, in order to realize equitable and discriminatory career guidance in the *Polda Metro Jaya* area in the context of gender equality so that *Polwan* human resources can develop and maximize the competence of *Polwan* even though the number is small;
- c. The implementation of the assessment of the position of Chief of Police is carried out through a merit system so that policewomen who have competence in accordance with the competency standards for the position of Chief of Police can serve as Chief of Police;
- d. The number of policewomen who participated in the assessment of the position is still small due to the lack of motivation of policewomen to participate in the assessment of the position of Police Chief influenced by family factors (more concerned with family).

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