

The Legality of the Supervision Model in the Police Academy Education System

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Abstract

The Police Academy plays a strategic role in shaping Indonesian National Police officers with integrity, professionalism, and a strong Bhayangkara character. One of the principal instruments in this process is the cadet supervision system implemented within a residential education setting. In practice, the supervision model often encounters legal issues, particularly regarding the legal basis of authority, the limits of responsibility, and compatibility with the national education legal framework and the internal regulations of the Indonesian National Police. The analysis examines the legality of the supervision model within the Police Academy education system and assesses its conformity with applicable laws and regulations. A normative juridical method is employed, using statutory and conceptual approaches. The findings indicate that the supervision model achieves legal legitimacy when positioned as an integral component of official service education management, integrated with character education, and supported by clear internal regulations. Strengthening the legal

foundation of the supervision system is essential to ensure legal certainty, human rights protection, and accountability in the administration of police education. The analysis confirms that a legally grounded supervision model is a fundamental prerequisite for the formation of faithful police officers who possess integrity and demonstrate professionalism.

KEYWORDS *Supervision Model; Police Education; Legality; Indonesia Police Academy; Character Education.*

Introduction

Police education constitutes a fundamental foundation in shaping professional law enforcement officers with integrity. Police legitimacy within a democratic state governed by the rule of law is closely linked to officers' moral quality, institutional compliance with the principles of legality and public accountability, and the effectiveness of law enforcement. The police education system plays a critical role in developing technical competence as well as professional ethics and character.¹ Emphasis on discipline, leadership, and respect for human rights represents a strategic element in fostering public trust in the police institution. Clear and legally grounded regulation of all educational components, including learning, training, and supervision, is essential to ensure legal certainty and to prevent the misuse of authority in the formation of future police officers.

Previous studies indicate that the crisis of public trust in police institutions stems from weaknesses in ethical and character development at the early stages of education.² Contemporary police education emphasizes technical competence alongside the cultivation of integrity, moral leadership, and respect for human rights. This orientation positions character education as an integral component of police education systems. Residential education settings support the formation of values and behavioral development through both formal instruction and continuous guidance in cadets' daily activities. The supervision

¹ Jarot Muchtar and Muhammad Imam Farid, "Analysis of Qualifications and Positions In The Police Academy: Does Education Affect Career?," *Jurnal Litbang Polri* 28, no. 2 (2025), <https://doi.org/10.46976/litbangpolri.v28i2.298>.

² Regul Taufik and Sri Nurhayati, "Character Education for Developing State Police School Students' Bhayangkara Character Philosophy in the Society 5.0 Era," *Jurnal Paedagogy* 10, no. 4 (2023), <https://doi.org/10.33394/jp.v10i4.8351>.

model serves a strategic function in fostering discipline, attitudes, and personal responsibility among future officers.³ Unclear legal foundations and undefined limits of authority in the implementation of supervision may create tension between character-building objectives and human rights protection. The normative structuring of the supervision model is an essential prerequisite for sustainable police education oriented toward integrity and professionalism.

The Indonesian Police Academy holds a strategic mandate in shaping first-ranking officers of the Indonesian National Police. The Academy's education system is structured as an official residential service education that integrates academic learning, professional training, and character development through cadet supervision.⁴ Within this framework, supervision functions as a primary instrument for internalizing Bhayangkara values in cadets' daily lives. Supervision is conducted continuously over a twenty-four-hour period and encompasses disciplinary development, the strengthening of faith and piety, integrity formation, and psychosocial support. The role of supervisors extends beyond administrative oversight and rule enforcement, positioning them as figures of moral leadership who shape cadets' attitudes, behavior, and sense of personal responsibility. The intensity of this supervisory relationship places supervisory authority in a strategically significant position within the Police Academy education system. Such conditions require a clear legal basis, defined limits of authority, and accountability mechanisms to ensure alignment with educational objectives and human rights principles.⁵

Cadet supervision is carried out continuously over a twenty-four-hour period and encompasses disciplinary development, the strengthening of faith and piety, integrity formation, and psychosocial support. Supervisors serve a strategic role in residential education settings as moral leaders who model appropriate behavior and guide cadets' attitudes through daily interactions. The intensity of this relationship positions supervision as a key mechanism in the character development of future officers.⁶ Nevertheless, the supervision model is

³ Riki Fahmi Mubarak et al., "Model Pengasuhan Taruna Akademi Kepolisian Berbasis Teknologi Informasi: Analisis Pada Lembaga Pendidikan Dan Pelatihan Polri Tahun 2022," *JIMPS: Jurnal Ilmiah Mahasiswa Pendidikan Sejarah* 8, no. 4 (2023).

⁴ Novi Indah Earlyanti and Ronny Riantoko Epang, "Kepemimpinan Transformasional Pengasuh Mempengaruhi Prestasi Akademis Taruna Akademi Kepolisian Sumber Sarjana," *Jurnal Sociohumaniora Kodepena (JSK)* 4, no. 2 (2023), <https://doi.org/10.54423/jsk.v4i2.160>.

⁵ John J. Sloan, Eugene A. Paoline, and Matt R. Nobles, "The More Things Change, the More They Stay the Same: A Multi-Wave National Assessment of Police Academy Training Curricula," *Criminology and Public Policy* 24, no. 3 (2025), <https://doi.org/10.1111/1745-9133.12691>.

⁶ Ahmad Nurhajati and M Suryadi, "Philosophy-Based Physical Education Management as a Foundation for Police Character Building in Indonesia," *Journal Coaching Education Sports* 6, no. 1 (2025).

often perceived as an institutional practice transmitted across generations rather than as a formally conceptualized educational system. Supervision has yet to be fully positioned within a structured legal framework that provides explicit legal grounding. This condition raises juridical concerns, particularly regarding the limits of supervisory authority, legal protection for cadets, and legal certainty in the enforcement of educational discipline. Such ambiguity may generate tension between character-building objectives and the principle of legality in police education.

Administrative law mandates that every action undertaken by state officials be based on the principle of legality, which requires a clear legal foundation of authority. Actions carried out without lawful authorization may be classified as an abuse of power (*detournement de pouvoir*) or as acts exceeding authority (*ultra vires*). Cadet supervision, as part of the administration of official service education within the police institution, falls within the scope of governmental action and carries legal consequences. This position renders supervision a relevant subject for juridical analysis to assess its conformity with the national legal system. Legal scholarship on police education in Indonesia remains relatively limited and tends to emphasize managerial or pedagogical aspects. The legality of supervision as an exercise of governmental authority has received insufficient attention.⁷ A clear legal foundation for supervision is strategically important for ensuring legal certainty, safeguarding human rights, and strengthening the institutional legitimacy of the Indonesian National Police.

Police education constitutes a fundamental foundation for developing the quality of human resources within law enforcement institutions. The success of police institutions in a democratic state governed by the rule of law is closely associated with moral quality, personal integrity, compliance with legal norms, and technical and operational capacity.⁸ An international report indicates that deficiencies in police integrity frequently originate from inadequate values and ethical formation in the early stages of education.⁹ The Indonesian Police Academy holds a strategic role as the institution responsible for shaping

⁷ Abdul Basir, Mulyoto Mulyoto, and A. Dardiri Hasyim, "Fostering Inclusive Law Enforcement: Integrating Multicultural Education and Islamic Character Development at Indonesia's Police Academy," *SHAHIH: Journal of Islamicate Multidisciplinary* 9, no. 1 (2024), <https://doi.org/10.22515/shahih.v9i1.9230>.

⁸ S Susilo, A Yulianto, and T J Raharjo, "Parenting Management Strategies for the Cultivation of Disciplined Character at the Police Academy," *The Journal of Educational Development* 13, no. 1 (2025).

⁹ Amie M. Schuck and Cara E. Rabe-Hemp, "A Longitudinal Study of the Effects of Academy Socialization on Police Integrity," *Police Quarterly* 24, no. 4 (2021), <https://doi.org/10.1177/10986111211029958>.

first-ranking police officers who will carry out law enforcement and public service functions. The Academy operates an official service education system based on a full-time residential model. This structure places cadets within a highly regulated environment characterized by continuous supervision and guidance. Such intensity enables character formation to occur in a sustained manner and become integrated into all aspects of cadets' daily lives throughout the educational process.

One of the principal instruments within the residential education system is the cadet supervision model. Supervision encompasses disciplinary development, integrity formation, the strengthening of faith and piety, psychological support, and the internalization of Bhayangkara values that underpin police professional ethics. Through supervision, the educational process extends beyond classrooms and formal training activities into all aspects of cadets' daily lives. Supervisors occupy a strategic position as educators, mentors, leaders, and figures of moral example who directly influence cadets' attitudes and behavior.¹⁰ The intensity of interaction between supervisors and cadets renders supervision a continuous and comprehensive mechanism of development. This position places supervision within a domain that carries legal implications, particularly regarding the exercise of authority, institutional responsibility, and the protection of cadets' rights in the administration of official service education.

The practice of supervision within police education is frequently confronted with unresolved juridical issues. Supervision is often perceived as an internal tradition or organizational custom rather than as an educational system grounded in an explicit legal framework.¹¹ Such an understanding may give rise to serious concerns, including blurred limits of supervisory authority, weak legal protection for both cadets and supervisors, and potential violations of human rights in the enforcement of educational discipline. From the perspective of administrative law, all actions undertaken by state officials are subject to the principle of legality, which requires clarity of authority and procedure. The absence of an adequate legal basis may result in maladministration, abuse of power, and legal disputes. Cadet supervision, as part of the administration of

¹⁰ Guangzhen Wu et al., "Testing the Theoretical Relationship Between the Role of the Society at Large and the Willingness to Adhere to the Police Code of Silence," *Asian Journal of Criminology* 17, no. 2 (2022), <https://doi.org/10.1007/s11417-022-09363-w>.

¹¹ S Susilo, S E Pramono, and J Sutarto, "Integrating Faith and Ethics in Police Education: A Phenomenological Study on Character Cultivation at the Indonesian Police Academy," *The Journal of Educational Development, Pascasarjana Universitas Negeri Semarang* 12, no. 2 (2024).

official service education, constitutes a form of governmental action that warrants juridical analysis to assess its conformity with the national legal system.

Legal scholarship on police education in Indonesia remains relatively limited and has yet to devote sufficient attention to the legality of supervision. Existing studies predominantly focus on educational management, leadership, and character development, while supervision is often treated as purely administrative or pedagogical.¹² This perspective overlooks the fact that supervision constitutes an exercise of governmental authority within official service education. In a state governed by the rule of law, the effectiveness of education for state officials is closely linked to the clarity of legal authority, the structure of responsibility, and the legal governance framework that regulates it. Ambiguity in the legal foundation of supervision may undermine legal certainty and weaken accountability in the administration of police education. This gap in legal analysis highlights a significant and relevant area for juridical examination within the national legal system.

These conditions indicate that cadet supervision cannot be regarded merely as an internal practice of institutional guidance, but rather as an integral component of official service education with legal implications. The intensity of supervision throughout the educational process places supervisory authority in a strategically significant position in shaping cadets' attitudes and behavior. In the absence of a clear legal framework, the implementation of supervision risks reliance on subjective interpretation and entrenched institutional practices that may not align with the principle of legality. Such circumstances may weaken institutional accountability and complicate oversight and evaluation mechanisms. Legally structured supervision is required to ensure a proper balance between the objectives of character development and the protection of cadets' rights. A clear legal basis also serves as a protective instrument for supervisors, enabling them to exercise authority in a professional, measurable, and responsible manner. Therefore, strengthening the legal basis of the supervision model is a crucial element in supporting the delivery of police education grounded in integrity and sustainability.

Existing scholarship highlights the significance of legal governance in police education. Police legitimacy is closely tied to compliance with both internal regulations and external legal frameworks. The moral authority of

¹² Brice Terpstra, Michael D. White, and Henry F. Fradella, "Finding Good Cops: The Foundations of a Screen-in (Not out) Hiring Process for Police," *Policing* 45, no. 4 (2022), <https://doi.org/10.1108/PIJPSM-08-2021-0116>.

police officers can develop only when educational processes are conducted in a lawful and accountable manner.¹³ Within this context, education serves not merely as a mechanism for skill acquisition but as a normative process through which institutional values and professional ethics are internalized. Scholarly inquiry into the legality of cadet supervision models remains limited, notwithstanding the growing recognition of legal governance as a fundamental concern in police education. This gap is significant because supervision constitutes a key mechanism through which behavior, discipline, and ethical orientation are developed during the formative stages of police education.

Based on this background, this article undertakes a comprehensive examination of the legality of the supervision model within the Police Academy education system. The analysis employs statutory approaches, theories of authority and administrative law, and comparative perspectives drawn from police education systems in several countries. The study seeks to formulate a solid legal foundation for cadet supervision as an integral component of official service education. Strengthening the legal basis of supervision is expected to ensure legal certainty, the protection of human rights, and accountability in the exercise of supervisory authority. In addition, the article aims to contribute conceptually and normatively to enhancing police education governance grounded in the rule of law, while supporting the development of a professional, integrity-driven police institution.

A normative juridical method is employed, focusing on the analysis of positive legal norms and legal doctrines. The method is used to examine the legality of the cadet supervision model as part of a state institution's administration of official service education.¹⁴ The analysis applies a statutory approach to assess the conformity of supervision practices with the national legal framework, alongside a conceptual approach to examine supervision from the perspective of administrative authority. Primary and secondary legal materials, including internal police regulations and administrative law literature, support the study. Through this method, the research seeks to provide a systematic understanding of the legal status, authority limits, and normative implications of supervision in police education.

¹³ Matthew Bacon et al., "Fragile Alliances: Culture, Funding and Sustainability in Police-Academic Partnerships," *Evidence and Policy* 17, no. 1 (2021), <https://doi.org/10.1332/174426420X15808911426311>.

¹⁴ Muhammad Zainuddin and Aisyah Dinda Karina, "Use of Normative Juridical Methods in Proving the Truth in Legal Research," *Smart Law Journal* 2, no. 2 (2023).

The statutory approach is applied by examining Law Number 2 of 2002 on the Indonesian National Police, Law Number 20 of 2003 on the National Education System, and implementing regulations governing police education and human resource development. The analysis focuses on the hierarchy of norms, the structure of authority, and the consistency among regulatory instruments. The conceptual approach is employed to examine administrative authority, the principle of legality, discretion, and character education from the perspective of public law.¹⁵ This approach is essential for constructing a theoretical framework that explains supervision's position as a form of governmental action. A comparative law approach is conducted by examining police education and supervision systems in several countries, particularly the United Kingdom, Australia, Japan, and Germany. The comparison emphasizes legal foundations, authority structures, and mechanisms for protecting police cadets' rights.

Primary legal materials consist of statutory regulations and official police documents. Secondary legal materials include national and international law journals published within the last five years, textbooks on administrative law, and dissertations addressing supervisory leadership in police education. All materials are analyzed qualitatively through systematic and teleological interpretation. A normative juridical method is employed, focusing on the analysis of positive legal norms governing police education and cadet supervision. The normative approach is selected because the study concerns legality, authority, and the legal construction of the supervision model within the Police Academy education system, rather than empirical behavior.

Several analytical approaches are utilized. First, the statutory approach involves a systematic examination of relevant legislation, including Law Number 2 of 2002 on the Indonesian National Police, Law Number 20 of 2003 on the National Education System, and subordinate regulations governing police education and personnel development. The analysis addresses regulatory hierarchy, principles of legislative drafting, and normative coherence. Second, the conceptual approach is applied to analyze supervision, official service education, administrative authority, and character education within the framework of public law. This approach aims to develop a systematic legal construction that situates the supervision model appropriately within the

¹⁵ Irawan Kusumo et al., "Pentingnya Pendidikan Etika Profesi Hukum Bagi Anggota Polri Dalam Mewujudkan Penegakan Hukum Yang Adil," *Aktivisme: Jurnal Ilmu Pendidikan, Politik Dan Sosial Indonesia* 2, no. 1 (2025), <https://doi.org/10.62383/aktivisme.v2i1.794>.

regime of administrative law. Third, a comparative law approach is used to examine police education and supervision systems in selected jurisdictions, namely the United Kingdom, Australia, Japan, and Germany. The comparison focuses on legal bases, authority structures, and mechanisms for protecting the rights of police education participants. Primary legal materials include statutory instruments, official documents of the Indonesian National Police, and policies governing official service education. Secondary legal materials consist of legal textbooks, national and international journals published within the past five years, and dissertations addressing models of supervisory leadership in police education. The legal materials are analyzed qualitatively through systematic, grammatical, and teleological interpretation.

Article-by-Article Juridical Analysis

1. Law Number 2 of 2002 on the Indonesian National Police

Article 2 of the Police Law affirms that the Indonesian National Police serves as a state instrument responsible for maintaining public security and order, enforcing the law, and providing protection and services to the public. This provision positions the police institution as a public authority exercising governmental functions in the field of security. The effective performance of these functions depends on human resources who demonstrate integrity, discipline, and a strong sense of moral responsibility. Professional conduct within the police force is closely linked to ethical and character development introduced during the early stages of police education. Police education plays a crucial role in ensuring that state authority is exercised lawfully, proportionately, and in accordance with the principles of the rule of law and respect for human rights.

Article 13 letter (b) of the Police Law stipulates that one of the principal duties of the Indonesian National Police is internal institutional development. This provision provides a juridical foundation for the organization of education, training, and supervision of police personnel from the earliest stages of professional formation. Internal development encompasses the cultivation of values, attitudes, and character essential to the exercise of police authority. Article 31 further grants the police institution explicit authority to conduct professional education and training. Such authority constitutes an attributive power derived directly from statutory mandate. Consequently, the entire police

education system, including cadet supervision, possesses legal legitimacy when implemented in accordance with implementing regulations and the principles of the rule of law.

2. Law Number 20 of 2003 on the National Education System

Article 3 of the National Education System Law affirms that the objective of national education is to develop individuals who possess faith, piety, noble character, and personal integrity. This provision places character development at the core of all state-administered educational processes, including official service education. Police education, as part of the national education system, carries a normative obligation to instill moral values, ethical standards, and a sense of social responsibility among its participants. Cadet supervision is a strategic mechanism for achieving these objectives, given its sustained use in residential education settings. Accordingly, character development within police education rests on a strong legal foundation and aligns with the broader objectives of national education policy.

Article 12, paragraph (1) guarantees the right of students to receive humane and fair treatment within the education system. This provision establishes a legal standard that requires educational practices to respect human dignity and personal integrity. Cadet supervision within police education must therefore be conducted in a manner that excludes violence, coercion, or degrading treatment. Legal compliance in supervisory practices safeguards cadets' rights while reinforcing institutional accountability. Article 37 mandates the inclusion of civic education and character formation in educational curricula. This requirement affirms the legitimacy of value-based education as an integral component of the national education system. In the context of police education, the internalization of Bhayangkara values constitutes a lawful and necessary dimension of character development that aligns with national educational objectives.

3. Analysis of Authority and Legal Responsibility of Supervisors

From an administrative law perspective, cadet supervisors serve as implementing officials who exercise authority under a mandate delegated by the leadership of the police education institution. Such a mandate authorizes supervisors to carry out supervisory and disciplinary functions within a defined institutional framework. The delegation of authority does not transfer legal responsibility, as accountability for supervisory actions remains attached to the

mandating institution.¹⁶ As a result, supervisory conduct constitutes institutional action rather than personal discretion exercised in isolation. Disciplinary measures imposed within the framework of cadet supervision must be grounded in clear normative provisions, supported by written procedures, and subject to effective oversight mechanisms.

Normative clarity defines the scope of permissible conduct, while procedural standards ensure consistency and predictability in the application of discipline. Oversight mechanisms play a crucial role in preventing arbitrariness and safeguarding cadets' rights. A lack of explicit legal authorization, standardized procedural guidelines, and effective institutional oversight places supervisory practices in a vulnerable legal position.¹⁷ Such conditions increase the likelihood of actions exceeding lawful authority and undermine compliance with the principle of legality that governs administrative conduct. Such conditions may give rise to allegations of abuse of authority, maladministration, or unlawful acts by state officials. Legal certainty in the regulation of supervisory authority is therefore essential to ensure accountability, protect human dignity, and maintain the legitimacy of police education governance.

Comparative Law: Supervision Models in Foreign Police Academies

1. United Kingdom

Police education in the United Kingdom is overseen by the College of Policing, which administers the Police Education Qualifications Framework (PEQF). The framework integrates academic learning, professional training, and structured supervision throughout the formative stages of police officers.¹⁸ Mentoring and supervisory functions are regulated through clearly defined statutory instruments, professional standards, and codes of practice. Supervisors are required to operate within their documented roles and responsibilities,

¹⁶ David Alexander Bowers, Olga B. Semukhina, and Kenneth Mike Reynolds, "Understanding Disproportionate Female Completion Rates at Police Academies," *Police Practice and Research* 25, no. 2 (2024), <https://doi.org/10.1080/15614263.2023.2195181>.

¹⁷ Olga B. Semukhina, David Alexander Bowers, and Kenneth Michael Reynolds, "Challenges and Opportunities for Minority Students at Police Academies: A National Sample," *International Journal of Police Science and Management* 26, no. 2 (2024), <https://doi.org/10.1177/14613557231218927>.

¹⁸ Marcio Pereira Basilio, Valdecy Pereira, and Max William Coelho Moreira de Oliveira, "Knowledge Discovery in Research on Policing Strategies: An Overview of the Past Fifty Years," *Journal of Modelling in Management*, 2022, <https://doi.org/10.1108/JM2-10-2020-0268>.

which are supported by standardized procedures for assessment and discipline.¹⁹ External oversight is exercised through independent bodies, including inspectorates and professional standards units, which monitor compliance with legal and ethical norms. This governance structure ensures that supervisory practices are transparent, accountable, and aligned with the principles of legality, human rights protection, and professional integrity within police education.

2. Australia

The Australian Federal Police College applies an instructor–mentor system grounded in the Australian Public Service Values. This model emphasizes professionalism, integrity, respect, and accountability as core principles guiding supervisory practices. Disciplinary actions within police education must comply with the Human Rights Act and relevant administrative law standards. Supervisors operate under clearly articulated guidelines that define the scope of authority, procedural safeguards, and proportionality of disciplinary measures.²⁰ Decisions affecting cadets may be reviewed through internal administrative mechanisms and, where appropriate, external oversight bodies. The availability of review and complaint procedures ensures that supervisory authority is exercised within lawful boundaries and provides legal protection for both cadets and instructors. This approach reflects a governance model that integrates discipline, rights protection, and institutional accountability within police education.

3. Japan

The National Police Academy of Japan regulates cadet supervision in detail through regulations issued by the National Police Agency. These regulations provide explicit legal guidance on supervisory duties, disciplinary standards, and the protection of cadets' rights. Supervisors bear legal responsibility for the safety, welfare, and lawful treatment of cadets throughout the education process. Supervisory authority is exercised within a structured hierarchy, supported by written procedures and internal accountability

¹⁹ Jyoti Belur et al., "A Systematic Review of Police Recruit Training Programmes," *Policing (Oxford)*, 2019, <https://doi.org/10.1093/police/paz022>.

²⁰ Toby Miles-Johnson, "Insufficient Guidance and a Lack of Preparation': Police Academy Training and the Reality of Police Work," *Journal of Criminology* 56, no. 2–3 (2023), <https://doi.org/10.1177/26338076231167880>.

mechanisms.²¹ Compliance with administrative law principles and human rights standards is emphasized to prevent abuse of authority. This regulatory framework reflects a strong legalistic approach to supervision, ensuring that cadet development is conducted within clearly defined legal boundaries and supported by institutional responsibility.

4. Germany

The German Police University positions police education as an integral component of public service education. Supervisory and disciplinary practices are governed by public administrative law and embedded within a broader civil service framework. All measures of supervision and internal discipline are subject to legal review before the administrative courts (*Verwaltungsgericht*). This judicial review mechanism ensures that supervisory authority is exercised in accordance with the principles of legality, proportionality, and due process.²² Supervisors are required to justify their actions based on statutory provisions and established administrative procedures. The availability of judicial control strengthens legal certainty and provides effective protection for the rights of police trainees, while reinforcing institutional accountability within police education governance.

Comparative studies indicate that in advanced jurisdictions, the supervision of police cadets is treated as a formal legal activity subject to accountability frameworks. Supervisory roles are not considered informal traditions within institutions but are recognized as state functions governed by explicit legal mandates, established procedures, and mechanisms of external oversight. Such regulation ensures that supervisory powers are applied transparently, proportionately, and consistently with the rule of law. In Indonesia, Law Number 2 of 2002 on the Indonesian National Police provides the statutory basis for the organization of police education and cadet supervision. Article 2 defines the National Police as a state agency tasked with maintaining public order and safety, enforcing laws, and providing protection and services to the public. The effective performance of these responsibilities depends on personnel who demonstrate moral integrity, discipline, and

²¹ Toby Miles-Johnson, Suzanna Fay, and Susann Wiedlitzka, "Policing Minority Communities: How Perception of Engagement and Level of 'Awareness' Influence Officer Attitudes toward Practice," *Social Sciences* 10, no. 2 (2021), <https://doi.org/10.3390/socsci10020070>.

²² Brendan Chapman et al., "Joining Forces: Combining Police and External Expertise for Cold Case Reviews," *Forensic Science International* 361 (2024), <https://doi.org/10.1016/j.forsciint.2024.112098>.

professional competence, qualities that must be cultivated systematically through structured education and supervisory practices.

Article 13 letter (b) assigns core responsibilities to the police, including internal institutional development and community engagement. Internal development serves as the legal foundation for education, training, and supervision from the initial stages of a cadet's professional formation. Within this framework, supervision plays a critical role in instilling ethical behavior and professional character. Article 31 explicitly authorizes the police to organize educational and professional training programs. This statutory authority legitimizes the design and implementation of the police education system, including cadet supervision, provided it conforms to legal mandates and implementing regulations. Strengthening the legal basis for supervision is crucial to upholding accountability, ensuring legal certainty, and reinforcing the institutional credibility of the Indonesian National Police.

Legality of the Supervision Model from the Perspective of Administrative Law

1. The Principle of Legality as the Foundation of Supervision

In administrative law, the principle of legality is a fundamental standard governing the validity of all governmental actions. This principle requires that every action taken by public officials be based on authority explicitly granted by statutory provisions. Actions undertaken without a legal basis may be classified as *ultra vires*, or exceeding the powers conferred by law. Legal certainty and accountability are central concerns in this context, ensuring that public officials exercise their duties within the limits of their delegated authority. The supervision model applied to police cadets represents a form of governmental action, as state officials implement it within the framework of public service education. Supervision is therefore not a matter of institutional tradition or customary practice; it must possess a clear and recognized legal foundation to be legitimate.²³ By grounding supervision in law, the exercise of authority becomes both accountable and predictable, aligning educational practice with broader principles of state governance.

²³ Francisco Alonso et al., "Knowledge, Perceived Effectiveness and Qualification of Traffic Rules, Police Supervision, Sanctions and Justice," *Cogent Social Sciences* 3, no. 1 (2017), <https://doi.org/10.1080/23311886.2017.1393855>.

The principle of legality serves a dual function. First, it acts as a limitation on discretionary power, ensuring that supervisors do not act arbitrarily or beyond their remit. Supervisors are required to operate within the scope defined by law, established procedures, and institutional regulations, thereby safeguarding cadets' rights and dignity. Second, legality serves as a protective instrument for supervisors, providing legal security for actions taken in accordance with the rules. Clear legal foundations reduce the risk of disputes or allegations of abuse of authority, enabling supervisors to perform their duties professionally, consistently, and in full compliance with administrative law. Embedding cadet supervision within a legal framework reinforces both institutional accountability and individual responsibility. It ensures that the development of professional character and ethical conduct among trainees takes place within a lawful, structured, and principled environment. The legal legitimacy of the supervision model is therefore indispensable to the integrity, transparency, and credibility of police education.

2. Attribution, Delegation, and Mandate of Authority

In administrative law theory, governmental authority can be exercised through three primary mechanisms: attribution, delegation, and mandate. Attribution refers to the original granting of authority directly by statute. Delegation involves the transfer of authority from a higher-ranking official to a subordinate official. Mandate, in contrast, entails entrusting the execution of authority without transferring legal responsibility. Each mechanism carries distinct legal implications in terms of accountability, scope of discretion, and oversight. Understanding these distinctions is essential for structuring lawful and effective governance within public institutions.

The authority to organize and manage police education in Indonesia constitutes an attributive power, derived directly from Law Number 2 of 2002 on the Indonesian National Police. This statutory authority provides the legal foundation for the creation and administration of the police education system, encompassing academic programs, professional training, and cadet supervision. Once this authority is established, it may be delegated through internal police regulations to educational institutions and structural officials responsible for operational implementation. Delegation ensures that legal powers are operationalized efficiently while remaining anchored in statutory authorization, thereby preserving institutional accountability.

Within this framework, cadet supervisors exercise authority under the principle of mandate. Their authority originates from the educational institution and is exercised in accordance with policies, directives, and procedures established by institutional leadership. Supervisors, therefore, act as representatives of the institution rather than as independent decision-makers.²⁴ Every action taken in the course of supervision must reflect institutional objectives and remain consistent with the authority granted by applicable regulations.

The principle of mandate is significant because it clarifies the legal relationship between supervisors and the institution. Although supervisors perform operational functions and make decisions in daily educational activities, legal responsibility for those actions ultimately remains with the institution or the superior authority that grants the mandate. The assignment of duties does not transfer accountability. As a result, supervisory actions must always be traceable to an authorized source of power and must be carried out within the limits prescribed by law and institutional policy.

For this reason, the scope of supervisory authority must be clearly defined and formally documented. Clear rules regarding powers, responsibilities, and procedures provide legal certainty for all parties involved in the educational process. They also help prevent overlapping authority, conflicting instructions, and uncertainty regarding decision-making responsibilities. Supervisors must understand not only what actions they are authorized to take, but also the limits beyond which approval from higher authorities is required. The clear articulation of authority boundaries serves as an important safeguard against arbitrary conduct and abuse of power. It promotes accountability, transparency, and consistency in the implementation of supervision. At the same time, it provides legal protection for supervisors acting in good faith within their mandate and safeguards cadets from actions that exceed lawful authority.²⁵ A well-defined mandate framework, therefore, contributes to a more effective, accountable, and legally secure system of cadet supervision.

Properly structured attribution, delegation, and mandate of authority reinforce the rule of law, provide clarity in institutional roles, and promote professional integrity within police education. The legal framework ensures that

²⁴ Shea Cronin, Jack McDevitt, and Gary Cordner, "Police Supervision: Perspectives of Subordinates," *Policing* 40, no. 1 (2017), <https://doi.org/10.1108/PIJPSM-07-2016-0117>.

²⁵ Davut Akca and Lisa M. Jewell, "A Friendly Police Supervision Model and Youth Violence Reduction in Northern Saskatchewan: Implications for Indigenous Policing in Canada," *International Criminology* 2, no. 4 (2022), <https://doi.org/10.1007/s43576-022-00043-4>.

supervisory practices are not arbitrary but instead aligned with statutory mandates, internal regulations, and principles of administrative accountability. In this manner, cadet supervision becomes a legally legitimate and ethically grounded component of police education, contributing to the development of disciplined, professional, and responsible law enforcement personnel.

3. Discretion in Cadet Supervision

Not every situation that arises in residential police education can be anticipated and regulated by detailed legal provisions or institutional regulations. Various circumstances may emerge during the educational process that require immediate responses and practical judgment from supervisors. For this reason, supervisors are often required to exercise administrative discretion when addressing unforeseen events, resolving disciplinary issues, making operational decisions, or responding to cadets' individual needs. The use of discretion enables supervisors to apply existing rules in ways that remain relevant to particular situations while supporting the institution's educational and disciplinary objectives.²⁶

Discretion becomes particularly important when regulations provide only general guidance or when a rigid application of rules may not produce a fair or effective outcome. Through discretionary authority, supervisors may consider the specific circumstances of a case and determine the most appropriate course of action. Such authority contributes to the efficient administration of police education and enables supervisors to address practical issues that cannot always be resolved through predetermined procedures alone. Nevertheless, discretion does not grant unrestricted freedom of action. Its exercise must remain subject to legal limitations and administrative law principles. Any discretionary decision must be made within the scope of authority conferred by applicable regulations and directed toward legitimate institutional objectives. Supervisors are required to act reasonably, proportionately, and in good faith, and to ensure that their decisions are based on objective considerations rather than personal preferences.

Discretionary measures should respect cadets' rights and be justifiable under review. Proper documentation and oversight are, therefore, essential to prevent arbitrariness, misuse of authority, and unequal treatment. When exercised in accordance with these requirements, discretion serves as an important administrative instrument that supports effective supervision while

²⁶ Vladimir V. Kiryukhin, "Police Supervision: In Search for the Origins," *Administrative Law and Procedure* 3 (2021), <https://doi.org/10.18572/2071-1166-2021-3-33-37>.

maintaining legality, accountability, and fairness. Administrative discretion is valid only when it meets specific legal criteria. First, discretionary decisions must be aimed at serving the public interest or advancing institutional objectives. Second, discretionary actions must not conflict with applicable laws, regulations, or internal policies.²⁷ Third, the principle of proportionality must be observed, ensuring that decisions are balanced, reasonable, and commensurate with the circumstances at hand. Failure to meet these criteria can render discretionary actions unlawful, exposing supervisors and institutions to legal challenges and undermining the legitimacy of educational practices.

Unstructured or unregulated use of discretion in cadet supervision carries significant risks, including arbitrary treatment, violations of cadets' rights, and inconsistencies in the application of discipline. To mitigate these risks, the supervision model should incorporate explicit guidelines and frameworks governing discretionary powers. Such guidelines may include criteria for when discretion may be exercised, procedural safeguards, reporting mechanisms, and oversight structures. By formalizing the scope and limits of discretion, supervisors can respond flexibly to unique situations while remaining accountable to legal and institutional standards. Discretion in supervision serves as a practical tool to complement formal regulations, enabling adaptive, context-sensitive decision-making. Nevertheless, its legitimacy depends on clear legal and procedural foundations. Integrating well-defined discretionary guidelines within the supervision model not only protects cadets' rights but also reinforces the rule of law, institutional integrity, and professional accountability in police education.

4. General Principles of Good Governance in Cadet Supervision

The administration of cadet supervision must comply with the General Principles of Good Governance, which serve as a fundamental framework to ensure that educational and disciplinary practices are both lawful and ethically sound. These principles are essential for maintaining professionalism, accountability, and public trust within police educational institutions. By adhering to good governance standards, supervisory authorities can create an environment that promotes discipline while safeguarding cadets' rights and dignity.

²⁷ Edi Sahputra Hasibuan, "Police Supervision of The Granting of Permits and The Use of Firearms," *Jurnal Ilmiah Global Education* 5, no. 2 (2024), <https://doi.org/10.55681/jige.v5i2.2851>.

The principle of legal certainty requires that all supervisory actions be based on clear, accessible, and legally valid regulations. Supervisors must apply these regulations consistently and impartially, ensuring that cadets understand the standards of conduct expected of them and the consequences of any violations. Legal certainty provides a foundation for predictability, fairness, and the prevention of arbitrary decision-making. It also protects cadets from unequal treatment and ensures that disciplinary measures are imposed in accordance with established procedures rather than at an individual's personal discretion. The principle of accountability requires supervisors to be responsible for every decision and action taken in the course of supervision. Decisions affecting cadets should be properly documented and subject to review when necessary. The principle of transparency further supports accountability by ensuring that supervisory procedures, disciplinary processes, and evaluation criteria are communicated clearly and openly to cadets.

The principle of proportionality requires that supervisory and disciplinary measures be appropriate to the nature and seriousness of a cadet's conduct. Excessive or punitive actions that exceed legitimate educational objectives should be avoided. Together with principles of fairness, professionalism, and respect for human rights, these governance standards help establish an effective, just supervisory system conducive to developing competent, ethical, and disciplined future police officers.

The principle of prudence obliges supervisors to carefully consider cadets' psychological condition, maturity, and developmental needs. Disciplinary or corrective measures must be implemented thoughtfully, taking into account the impact on cadets' personal and professional growth. Prudence ensures that supervision contributes positively to character formation, rather than causing undue harm or undermining moral development. Proportionality requires that disciplinary actions balance institutional objectives with the protection of human dignity. Supervisors must calibrate the severity of interventions to fit the nature of infractions and the individual circumstances of each cadet. Excessive or inconsistent enforcement risks undermining trust, morale, and the credibility of the education system.

Accountability is equally essential, demanding that every supervisory action can be justified both legally and ethically. Supervisors are expected to document decisions, adhere to established procedures, and submit to oversight mechanisms when necessary. Without accountability, the police education system risks eroding public confidence and losing institutional legitimacy. These

principles, legal certainty, prudence, proportionality, and accountability, create a structured and ethically grounded framework for cadet supervision. They ensure that supervision is conducted in a manner that upholds the rule of law, respects human rights, and fosters professional integrity, thereby reinforcing both the effectiveness and legitimacy of police education.

5. Reformulation of Supervision Regulations in Police Education

A juridical analysis indicates that regulations governing cadet supervision within the Indonesian National Police remain dispersed across multiple internal policies, directives, and administrative instruments. This fragmentation creates significant challenges in ensuring legal certainty, consistency, and effectiveness in implementing cadet supervision. As a result, there is currently no comprehensive legal framework that specifically regulates the supervision model for police cadets throughout their education and training. The absence of a unified regulatory instrument may lead to varying interpretations among supervisory authorities, inconsistencies in the application of disciplinary measures, uncertainty regarding the limits of supervisory powers, and potential legal disputes arising from allegations of abuse of authority or violations of cadets' rights. Fragmented regulations may weaken institutional accountability and create gaps in oversight, thereby affecting both the quality of supervision and the protection of cadets during training. In a professional law enforcement institution, supervisory practices must be supported by clear legal standards that balance organizational discipline with respect for fundamental rights and principles of good governance.

To address these concerns, regulatory reform is necessary, including the enactment of a comprehensive Chief of Police Regulation governing cadet supervision. Such a regulation should clearly define the objectives, scope, and legal basis of supervision; establish guiding principles such as legality, proportionality, accountability, transparency, and respect for human rights; and provide a clear hierarchy of authority and responsibilities among supervisory personnel. Additionally, it should specify standards of conduct for supervisors; procedures for supervision and disciplinary actions; mechanisms for monitoring and evaluation; reporting and complaint procedures; accountability measures; and safeguards to protect cadets' rights. A unified regulation would strengthen legal certainty, enhance institutional effectiveness, and promote a fair, transparent, and accountable supervision system.

The regulation should integrate supervision into the broader quality assurance system of police education, ensuring that it is recognized as an essential component of professional training rather than a supplementary or informal activity. By codifying supervisory practices within a single legal instrument, the regulation would provide both supervisors and cadets with clarity regarding roles, responsibilities, and legal protections. This legal certainty strengthens institutional accountability, fosters ethical and professional conduct, and aligns the supervision process with principles of administrative law and human rights protection. Reformulating supervision regulations is not merely a procedural formality but a strategic necessity. A unified, legally grounded regulation will ensure that cadet supervision contributes effectively to character development, professional competence, and the legitimacy of police education, thereby enhancing both organizational integrity and public trust in the Indonesian National Police.

6. Implications for Strengthening the Indonesian National Police

The legality of cadet supervision has direct and significant implications for strengthening the Indonesian National Police as an institution. When supervision is firmly grounded in law, it fosters a culture of discipline that is fair, consistent, and transparent. Legal legitimacy ensures that disciplinary measures and educational guidance are applied systematically, reducing the risk of arbitrary or abusive practices. By embedding ethical and professional standards from the earliest stages of training, law-based supervision helps cultivate integrity and accountability among future officers, forming the foundation for a resilient and credible police force. A legally regulated supervision model reinforces institutional structures by preventing deviations or systemic abuses that could arise from informal practices. Clearly defined roles, authority limits, and oversight mechanisms create accountability channels that enhance both internal governance and operational efficiency. Such structural clarity contributes to the professionalization of the police, ensuring that leadership and decision-making processes adhere to established legal and ethical norms.

Beyond internal benefits, law-based cadet supervision has a critical impact on public trust. Citizens are more likely to have confidence in the police when the processes for training and supervising officers are transparent, accountable, and consistent with the principles of the rule of law. Demonstrating adherence to legal standards in shaping officers' character and professional competence signals that the institution respects human rights, maintains accountability, and

operates within a democratic framework. The legal legitimacy of supervision serves as both a tool for internal institutional strengthening and a mechanism for enhancing public confidence. It ensures that the development of professional, disciplined, and ethical officers is firmly anchored in a framework of legal and governance principles, thereby reinforcing the overall credibility and effectiveness of the Indonesian National Police.

In administrative law, the legitimacy of governmental actions is determined by three core elements: authority, procedure, and substance. A supervision model is considered legally valid only when it satisfies all three components, ensuring that both the exercise of power and its outcomes are consistent with statutory and normative requirements.²⁸ From the perspective of authority, cadet supervision represents a delegated responsibility derived from statutory attribution. The legal foundation of supervision originates from the delegation of tasks mandated by law, ensuring that supervisors exercise their functions within the scope granted by the legislature and institutional regulations. Authority must be clearly defined to prevent ambiguity regarding the roles, responsibilities, and limits of supervisory power.

Regarding procedure, supervision must be conducted in accordance with established operational standards and written guidelines. These procedural safeguards provide predictability, consistency, and accountability in decision-making. They guide supervisors in handling disciplinary matters, character formation, and personal development while ensuring compliance with legal and ethical norms. Clear procedures also create mechanisms for oversight and review, minimizing the risk of arbitrary or biased treatment of cadets. With respect to substance, supervisors' actions must align with the objectives of police education and not violate cadets' fundamental rights. Supervision should promote ethical conduct, professional competence, and personal development, while maintaining respect for human dignity and legal protections.²⁹ Any practice lacking a written regulatory basis risks contravening the principle of legality and opens the door to potential abuse of authority, maladministration, or disputes over unlawful actions. The supervision model achieves legitimacy only when authority is properly delegated, procedures are well-defined, and

²⁸ Klaudia Marczyová and Iveta Nováková, "The Role of Legal Education for the Performance of Police Interventions at the Academy of the Police Force in Bratislava," *Kutařin Law Review* 9, no. 3 (2022), <https://doi.org/10.17803/2713-0525.2022.3.21.586-605>.

²⁹ Nicholas M. Perez, Trinh Nguyen, and Brenda Vogel, "Community Police Academies: Assessing the Effect of Education on Public Perceptions of Police," *Police Journal* 94, no. 2 (2021), <https://doi.org/10.1177/0032258X20926939>.

substantive actions serve educational and ethical objectives. Integrating these elements ensures that supervision operates within a lawful, structured, and accountable framework, fostering both institutional integrity and the professional development of police cadets.

Cadet Supervision and Human Rights Protection

Supervision in a residential police education setting carries direct implications for cadets' fundamental rights, including freedom, privacy, and human dignity. The close and continuous interaction between supervisors and cadets, often lasting twenty-four hours, requires careful balancing between institutional objectives and individual rights. Any restriction of rights within this context must comply with established legal principles, including legality, necessity, and proportionality. Measures taken without adherence to these principles risk arbitrariness, abuse of authority, or violations of cadets' fundamental protections.

A legally grounded supervision model functions as a key instrument for human rights protection. By clearly defining the scope of supervisory authority, law-based regulations prevent excessive or arbitrary interventions in cadets' personal and professional development. Supervisors operate within predetermined limits, ensuring that disciplinary actions, guidance, and character-building activities respect each cadet's inherent dignity.³⁰ Legal clarity regarding roles, responsibilities, and procedures also provides transparency and predictability, which are essential for both institutional accountability and cadet protection. Formal mechanisms for complaint and oversight are integral to this model. Cadets have access to reporting channels, internal review processes, and, where appropriate, external supervision, which collectively serve as safeguards against misconduct. Supervisors themselves are protected when acting within the bounds of established regulations, ensuring that lawful exercise of authority does not expose them to unjust legal challenges.

A supervision model rooted in law strengthens the protection of human rights while fulfilling the objectives of police education. It establishes a framework in which authority is exercised responsibly, decisions are accountable, and cadets' rights and dignity are respected. By embedding human

³⁰ Jianxin Wang, Feng Jiang, and Xin Fang, "Perspectives on Policing Education and Careers: Insights from Undergraduate Students of China's Police Academies," *Humanities and Social Sciences Communications* 11, no. 1 (2024), <https://doi.org/10.1057/s41599-024-03233-9>.

rights principles within the supervision framework, police education achieves both ethical legitimacy and compliance with the rule of law. Strengthening the legal foundation of the cadet supervision model carries significant strategic implications for the Indonesian National Police. Clear and codified legal norms enhance legal certainty, ensuring that both supervisors and cadets understand the scope of authority, responsibilities, and procedural requirements. This clarity reduces ambiguity and mitigates the risk of arbitrary or inconsistent practices, fostering a predictable and accountable educational environment.

A legally grounded supervision model also serves as a mechanism for protecting cadets' fundamental rights. By establishing explicit limits on supervisory authority, providing clear procedures, and embedding oversight mechanisms, cadets are safeguarded against potential abuses, violations of dignity, or unlawful disciplinary actions.³¹ At the same time, supervisors benefit from legal protection when performing their duties in accordance with established rules, allowing them to exercise authority professionally and responsibly. Furthermore, codifying supervision policies strengthens supervisors' professional competence and ethical conduct. Training, guidance, and evaluation practices can be standardized to ensure consistency across institutions and reduce reliance on informal traditions or personal discretion. Ultimately, a formalized, legally anchored supervision model enhances the legitimacy of the Indonesian National Police as a state institution operating under the rule of law. By integrating supervision into a structured legal framework, the model ensures that cadets' character development, discipline, and professional formation align with statutory requirements, human rights principles, and the broader goals of police education.

Conclusion

The supervision model within the Indonesian National Police Academy's education system has a legitimate legal foundation under national education law and internal police regulations. Its legality is derived from multiple sources, including statutory mandates, internal regulatory instruments, and official policies governing service education. This multi-layered legal basis clarifies the roles, responsibilities, and limits of supervisory authority, ensuring that all

³¹ Yun Chen, "Research on the Integration Path of Physical Training and Police Practical Skills in Police Academy," *Quality in Sport* 37 (2025), <https://doi.org/10.12775/qs.2025.37.57561>.

educational and disciplinary practices are anchored in law rather than in informal tradition.

Strengthening the legal dimension of cadet supervision is essential for ensuring legal certainty, protecting human rights, and maintaining accountability within police education institutions. As part of public administration, police education must be conducted in accordance with clear legal standards that govern the relationship between supervisors and cadets, define the scope of authority, and establish procedures for exercising supervisory functions. A strong legal foundation contributes to an educational environment that is disciplined, fair, and consistent with the principles of the rule of law.

Clear regulations and procedures provide important safeguards for cadets by ensuring that their rights are respected throughout the educational process. Cadets are subject to intensive supervision and disciplinary measures due to the residential nature of police education. Therefore, legal protections are necessary to prevent actions that may infringe upon personal dignity, physical integrity, or procedural rights. Well-defined rules also enable cadets to understand the standards expected of them and the mechanisms available to raise complaints or seek remedies when disputes arise.

At the same time, a comprehensive legal framework benefits supervisors by providing clear guidance regarding the exercise of their authority. Supervisors who act within established legal parameters are better protected from allegations of misconduct, abuse of power, or arbitrary decision-making. Legal certainty allows supervisory personnel to perform their duties with confidence while remaining accountable for their actions. Embedding supervisory practices within a structured legal framework also promotes consistency in the application of discipline and educational policies. Decisions are more likely to be based on objective criteria rather than individual preferences, thereby reducing disparities in treatment among cadets. In addition, clearly regulated oversight and accountability mechanisms facilitate monitoring, evaluation, and institutional control over supervisory practices.

Ultimately, strengthening the legal framework of cadet supervision enhances institutional legitimacy and supports the broader objectives of police education. It ensures that discipline is enforced lawfully and proportionately, protects the rights of all parties involved, and fosters a culture of professionalism, responsibility, and respect for legal principles. Such a framework is indispensable for developing future police officers who not only

uphold discipline but also understand the importance of legality, accountability, and human rights in the performance of their duties.

A law-based supervision model also contributes directly to character development, ethical formation, and professional competence among cadets. Supervisors are empowered to guide, mentor, and evaluate cadets in a manner that is consistent, transparent, and aligned with the objectives of national police education. Ultimately, a legally grounded supervision system supports the formation of Indonesian National Police officers who are not only technically proficient but also morally upright, professionally disciplined, and committed to justice. The integration of legality, accountability, and ethical oversight in cadet supervision thus plays a strategic role in cultivating a police force that embodies integrity, professionalism, and public trust.

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