

**The Role of Women in Policing and
Policewomen's Contribution to Achieve a Level of Security in
Indonesia at Present and in the Future**

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A. BACKGROUND

Like any police organization in a democratic society, the Indonesian National Police is working towards providing an optimum service to society. Continuous efforts are being made to improve its professionalism and performance and to win public trust. To achieve this end, the Indonesian National Police (INP) performs its primary duties to keep security and order under control, to protect the public and to enforce the law professionally and proportionately which includes therein, of course, the contribution of its policewomen. The mandate for INP as regulated in Law No. 2 year 2002 is to maintain security and order, to enforce the law, to give protection and service to the society.

As said earlier, the biggest challenge faced by INP is in the area of professionalism and performance in this reform era. That means it has to be able to accommodate all society's needs and aspirations. That also means the INP accordingly needs to reform itself, especially its mind-set or paradigm to be professional, respect-worthy and getting closer to the values of meeting public's expectation.

Democratization and Human Rights are subject matters that have a close relationship with the practice of police work and the authority possessed by the police based on law. One of the humanity standards that cannot be traded is the practice of human rights in law enforcement's work in Indonesia This practice has actually given more benefits than harm for the society, its institutions and individual law enforcers themselves.

The progress of a work force in a given institution or organization is substantially determined by four major factors:

- Innovation and Creativity
- Net Working
- Technology and
- Natural Resources.

Taking into account Human Resources as one of the strategic factors, in the future, the main demand and need of INP will be to develop its human resource capacity, creativity and innovation in individuals, the ability to network, utilize technology and, at the same time, manage and develop the potential of natural resources.

In view of the existing role of policewomen in facing the reform era with respect to the new paradigm, we have to know to what extent policewomen's existence has been empowered in their workplace by the INP organization.

Because the empowerment of policewomen is crucial and has a correlation with their contribution to society, we would like to discuss this issue in this short paper.

B. OBJECTIVE

With reference to the letter of invitation from the Internal Affairs Ministry of Afghanistan through the Indonesian Embassy No.: 763/PO/VIII/2007/31 dated 16th August 2007, concerning the subject of inviting policewomen of INP to attend and deliver a presentation at an International Islamic Policewomen's Conference in Kabul, Afghanistan held from 21st to 25th October 2007

So, the objective of this paper is to fulfill the invitation of the Ministry of Internal Affairs by sharing our knowledge and experience on the development of policewomen's performance in the INP with Afghan policewomen, which perhaps may be of some use for developing Afghan policewomen

C. DISCUSSION ON VARIOUS ISSUES RELATING TO POLICEWOMEN

The Indonesian National Police (INP) has separated from the Armed Forces on 1st April 1999. Since that time, INP has made a lot of reforms or changes, including structural change and behavioral change. The changes respond to the demand for democracy of the Indonesian people in which INP plays a big role. This is stated in the primary mandate of INP, regulated in Law Number 2, year 2002, concerning the Indonesian National Police.

As in any democratic country, the need for policewoman in a public institution is all about representation of a community or communities. The police are a public institution, so the representation of women is an absolute must, in order that their interests, aspirations etc. can be properly accommodated.

A great country is a country that respects its women. A great part of the success of men tends to be buttressed by the existence of super women behind them. Women in Indonesia, right from once the President, have filled several important positions in public organizations, including the police. Women's role and contribution cannot simply be underestimated these days. Therefore, more space and opportunities need to be given to woman, especially positions which are normally occupied by men

In order that an equal judgment can be made on the quality of women, they must be provided the same opportunities. What usually happens is that women are judged before equal exposure and an equal opportunity is given fairly to them. If this is not realized, it prevents their potential from emerging. The overriding taken-for-granted belief in a male dominated organization like the police in Indonesia is that policewomen are only suitable for certain jobs,

such as a secretary or adjutant position, or perhaps making and delivering tea for the commander's guest.

Historically, Indonesian Policewomen came into existence on 1 September 1948. At the age of 59, the need of a woman's touch within the Indonesian National Police is significantly increasing. This is further supported by a recent fact that an Islamic based organization urged that female inmates must be searched by policewomen.

During the early years of Indonesia's independence, there were only six women recruited for the Indonesian National Police. These police women became the early pioneers in the growth of Policewomen in Indonesia. This was then continued by 26 women recruited and trained as policewomen with the rank of "Policewoman Brigadier" for the first time in Jakarta. Then, they were assigned to the field of police intelligence.

In 1960, Decree No. 11 was issued by Parliament (MPR) making the police in Indonesia part of the Armed Forces. Then from 1965 to 1968 the training of female police recruits was integrated with that of policemen in Yogyakarta, which was realized only in one batch. After that the intake of policewomen was from university graduates for senior level entry, and from junior high school graduates for junior level entry.

Indonesian Policewomen are now on their way towards the era of idealism and professionalism despite the fact that INP has not given them ideal space or a role in which policewomen can demonstrate their potential in all lines of duty. Even today, many high-ranking police officials believe that policewomen are only good for, as mentioned earlier, adjutant or delivering tea for the commander's guests.

In 2002, a new breed of policewomen emerged when 30 female recruits were trained for three years in the prestigious National Police Academy at Semarang, in Central Java. Since then, annually 30 women are recruited. Although their performance has yet to be determined by themselves, the process of equality in gender has begun to show up within the Indonesian National Police.

To increase the quality of recruits, in 2007 the INP started recruiting men and women for the National Police Academy from university graduates. There is a need for an increase in the quality recruit for the Indonesian National Police to meet the demands for large numbers of effective police personnel for short-term, mid-term and long-term goals.

In quantitative terms, the total number of policewomen is currently 12,807 persons with the following break-downs:

▪ Police Senior Superintendent	36 persons
▪ Police Superintendent	567 persons
▪ Assistant Superintendent	716 persons
▪ Senior Inspector	1290 persons
▪ First Inspector	669 persons
▪ Second Inspector	384 persons
▪ Assistant First Inspector	1149 persons
▪ Assistant Second Inspector	318 persons
▪ Chief Brigadier	1092 persons
▪ Brigadier	1452 persons
▪ First Brigadier	1696 persons
▪ Second Brigadier	3438 persons

(For a complete list of rank structure of Indonesian National Police, please see Appendix)

D. POLICEWOMEN IN THE REFORMATION ERA

One of the assumptions why policewomen's positions are considered second class is because gender discrimination is still an overriding belief in Indonesia, despite the fact that we have had our first woman president Ibu Megawati Soekarnoputri. But, if one looks deeper, marginalization of policewomen is not because of gender only.

Policewomen form a complementary component of the INP institution that cannot be separated from the other components. So, the issue of marginalization of policewomen within the INP is deeply rooted in the issue of professionalism in performing policing duties and functions.

Apart from the issue of marginalization, inequality of gender still remains on the agenda to be resolved within the INP, as part of the process of democratization and enforcement of human rights in Indonesia.

It is our belief, whoever, that society in Indonesia supports the role and contribution of policewomen. This is because policewomen, indeed, represent the character of civil police showing their gentleness, compassion, hospitality and humanism etc. in dealing with members of the public. Let us now move to what policewomen have achieved so far in the area of policing:

1. Specific Assignment of Policewomen to Deal with Demonstrators

The contribution of policewomen to achieve a level of security at present at least in Indonesia is answered. In the last five years or so, Policewomen, not other forces, have been assigned as negotiators, not as hostage negotiators as many have known, to deal with demonstrators in major cities in Indonesia. So, if the police are notified

of a planned demonstration, policewomen attached to the troop of the Mass Control Unit of the Divisional Police Command (Polres), are accordingly assigned to the unit as the spearhead to face the demonstrators by using the negotiation skills and techniques they have learned in short courses. With their gentle faces, compassion and smiles confronting the angry demonstrators, they normally manage to solve the problem. In facing a demonstration, the spearheads are at the front and normally tightly backed up by a unit of fully equipped troopers prepared to face unpredictable circumstances or riots.

2. Dedicated Unit of Policewomen to Deal with Domestic Violence

- a. Presidential Decree No. 181, year 1998, concerning the National Committee of Anti Violence against Woman.
- b. Indonesian Law No. 23, year 2004, Concerning the Eradication of Violence in a Family is composed of 10 chapters and 56 articles with the following detail:

Chapter I	General Provision
Chapter II	Principles and Purpose
Chapter III	Prohibition of Violence in a Family
Chapter IV	The Rights of the Victim
Chapter V	Government Obligation and Society
Chapter VI	Protection
Chapter VII	Victim Rehabilitation
Chapter VIII	Provision on Criminality
Chapter IX	Other Provisions
Chapter X	Closure.

- c. Chapter I, Article 1 states that violence in a family is any act against an individual, especially a woman, which causes physical, sexual, psychological suffering, and/or neglect of family, including a threat to do something, coerce, or violently take away somebody's freedom which is against the law within a family.
- d. Eradication of violence within a family is already supported by an assurance by the state to prevent such violence in a family, and to take action against those who exercise violence in family.
- e. General Provision on Indonesian Law No. 23 year 2004, concerning the eradication of violence in family.
- f. The existence of a peaceful, secure and tranquil family is the desire of every person in a family. Every person in a family must act on the basis of religion. This needs to be developed so as to pursue a sustainable family life.

g. The existence and tranquility of a family can be disturbed if quality and self-control cannot be managed, which causes violence in a family and the absence of security or unfairness against any person living in such family.

h. In order to prevent victimization, protect victims, and take action against a violent abuser in a family, the state and society have an obligation to conduct efforts to prevent, protect and take action against violence user in accordance with state ideology of Pancasila and 1945 Constitution of the Republic of Indonesia.

The state's view is that all forms of violence, especially violence in the family violates human rights, is a crime against human dignity, and is a form of discrimination.

3. Dedicated Unit of Policewomen to Handle Criminal Cases involving Women and Children

a. Regulation of the Chief of INP No.Pol.10, year 2007 dated 6 July 2007, concerning a dedicated unit for handling criminal cases involving women and children.

b. The unit dedicated for handling criminal cases involving women and children is abbreviated to 'PPA Unit'. It functions to give service in the form of protection for women and children who become victims of crime and to enforce the law against perpetrators.

c. The dedicated unit for giving service to women and children functions to provide service and protection, to organize investigation into criminal acts, and to cooperate and coordinate with relevant agencies.

E. RESULT OF RESEARCH

There have been policewomen in the INP for 59 years. Last year, the policewomen were given the chance to conduct a study to re-examine their position and existence as a whole. The questions for the study were:

- What is the role of policewomen of the INP in all lines of the organization in which they are deployed, all over Indonesia?
- What is the performance level of policewomen within the INP?
- What is their actual condition compared with the expected condition about policewomen's performance?

- What kind of empowerment should policewomen have within INP?
- What percentage is considered to be the ideal number of policewomen within the INP?

The variables used include:

- Policy
- Management
- Performance
- Duties
- Discipline
- Behavioral attitude
-

The respondents included:

- Chiefs / Heads/ Commanders.
- Wives of policemen (Bhayangkari)
- Policewomen themselves
- Society: community leaders, religious leaders,
- Government officials, students and criminal justice officials.

1. Policy of the Leadership:

- They agree that the quantity and quality of policewomen definitely needs to be increased.
- Female NCOs should be trained for nine months on campus, instead of the current five months.
- Opportunity should be given for policewomen to upgrade their training and education for developing their careers.
- Policewomen should be given more opportunities to fill operational positions.

2. Management:

- In general, policewomen's operational careers coincide with their level of achievement at university but, some have not been able to cope with the demands..
- Policewomen's responsibility toward their jobs received a great number of responses, including managing their subordinates according to their job descriptions, managing the staff, guiding and giving direction in dealing with police working and even giving punishment for a member's wrong doing.

3. Performance:

- In rating the performance of policewomen, between 68.97 and 75.89 per cent of community members, chiefs and government officials agreed or very strongly agreed that policewomen's performance can create a secure feeling in society.
- Policewomen tend to have a good attitude in serving the community, so no one feels disappointed, even if they allow no latitude for traffic law violators.

4. Assignment and Duty:

- About 73.3 per cent of people agreed that policewomen should work in operational functions, because they dare to take firm action with violators. So people hope that policewomen can be given positions working in the community.
- About 76.89 per cent of chiefs and vice chiefs agreed that policewomen could be given short courses, such as the Negotiator Course, needed for operational duties.
- About 67.40 per cent of wives of policemen agreed that policewomen should work in either in staff or operational functions.

5. Discipline:

- The view of the Chief, policewomen and wives of policemen in 16 regional police units was that policewomen's discipline is quite good;
- They agree that Policewomen tend to obey the rules or standing orders, and are punctual. The few policewomen who do break the rules or are undisciplined are verbally reprimanded or receive administrative sanctions.

6. Behavioral Attitude:

- The evaluation of the Chief, government officials, policewomen, and wives of policemen in 16 regional police units stated that 66.78% - 88.22% Policewomen attitude or behavior is quite good when they work in operational function.
- They do not hesitate in enforcing the law, give quick responses in helping members of community and they are commendable for the Police. They also accept any criticism from others.
- Policewomen in relation to other Policewomen, society and wives of Policemen are considered quite good. They can perform well in their duties. Besides, Policewomen are always in a good performance (clean and dress neatly).

From those variables, we know that there are lots of benefit as well as harms about Policewomen in the field, but one thing that Policewomen need is having more chance to improve their knowledge and skill of management and policing. The following discussion is how we realize those training needs.

F. SPECIAL TRAINING PROJECT TO IMPROVE THE ROLE OF POLICEWOMAN

From July to October 2006 last year was the time Policewomen of Indonesia had conducted the study on the re-examination of their role and contribution in the INP organization. The result of the research was then followed up by a seminar attended by all representatives of Policewoman across Indonesia. Then, in the seminar we discovered weaknesses as well as needs of skill for Policewomen in performing duties such as:

- Management,
- Leaderships,
- Communication / Interpersonal Skill,
- Task Activity Analysis,
- Team Working,
- Team Building,
- Human Right,
- Community Policing,
- Gender,
- Trafficking,
- Family Violence (domestic dispute)
- Negotiator,
- Management Conflict,
- Meeting,
- Personality/Moral,
- Special Service Room,
- Protection of Women and Children,
- Police in Syariah Law.

In our plan, we shall conduct Master Trainer INP HQ, Master Trainer of RPC, and Trainer of Divisional Police Command (Polres) as well as Sub-Divisional Police Command (Polsek) in 2007.

In 2008, INP Headquarters already instructed RPC to conduct a training of their own organized by themselves, meaning Master Trainers of the RPC to train Policewoman as trainers within units under RPC and Divisional Police Commands (Polres) and also down to Sub-Divisional Police Commands (Polsek) all over Indonesia. The role of Master Trainers of INP Headquarters act as a quality control of those trainings conducted by RPCs. INP Headquarters is to make sure that the conduct of such training is executed according to the standard set beforehand.

Note: INP Chain of Commands: INP HQs – Regional Police Command – Sub-regional Police Commands – Divisional Police Command and Sub-Divisional Police Commands.

G. ACTION PLAN UPON COMPLETING THE TRAINING PROJECT

As planned, we had just conducted a two-week training for the Master Trainers of INP Headquarters (30 Policewomen) in July 2007. The same applies to Master Trainers of Regional Police Command (RPC), they had also been trained in September 2007.

These 92 Policewoman Master Trainers (3 at each RPC) shall further train other policewomen as Trainers in their respective Regional Police Command.

Upon completing training policewoman for the qualification of Trainers, then there would be more trainers to train other policewomen at their work place. The end result is of course many more policewomen would have increased their skills required on the ground. In that case, there would be more prepared Policewomen to be assigned for duties according to the needs in all lines of jobs, duties and assignments.

In terms of quantity, the total population of Indonesia is approximately 218 million and woman population is about 112.300.000 people (Center of Statistic Agency, August 2007). The total number of INP personnel is about 367.000 people (HR, INP HQs, August 2007); and current ratio between the total number of police and the total number of population is about 1:600. Policewomen comprise about 12.000 people ($\pm 3\%$), compared to Policemen. This is very much below public's expectation. The Chief of INP has envisaged an increase of 10% population of policewomen within the next ten years. So we need to train about 5000 new policewoman recruits annually. The expected need of the number of policewomen and the total population is about 1:500 compared with the current ratio of 1:900. The ideal number of policewomen, however, will need to be studied based on the actual need related to the total Indonesian Population and the total number of policemen officer.

Other issues beyond the action plan, Policewoman in relation to the concept of Community Policing and its application has been proven its worthy in Indonesia. Examples of the role and contribution of Policewoman in a pilot project of Community Policing are now available and will continue to gain support from INP's management. Community Policing as the current grand strategy for the INP has been set and that in its application will be assigning an individual police officer in a village (70,000 villages) across Indonesia. It is envisaged that a partnership, according to the characteristic of the community, between the police and the community will emerge so that the police can provide their police service to public as well as maintain security and order in the vicinity.

Current challenges faced by Policewomen are the need to improve individual skills and quality performance of Policewomen themselves.

The challenge ahead is that the number of policewoman should follow the number of woman population currently 112,300,000 persons (55%) and the number of policewomen which is only 12,000 ($\pm 3\%$ of the total police officer).

To conclude, in answering the issue posed in the title like policewomen's contribution to achieve a degree of security now is in the area of as cited above how policewomen are always used to deal with demonstrators in Jakarta and other major cities in Indonesia. Policewomen posted at those dedicated units for handling women and children as well as violence in family are cases in point. Whereas for the future the training of Master Trainers and the Master Trainer train further Trainer is all about empowering the role of policewoman in Indonesia so that they will be judged by what they are able to do rather than being treated as second class police officer.

H. CLOSING

That is all about the role of policewomen's and their contributions to the INP to achieve the present condition of security in Indonesia and to increase the degree of security in the future.

APPENDICES

RANK STRUCTURES WITHIN THE INDONESIAN NATIONAL POLICE

1. Police General
2. Police Commissary General
3. Police Inspector General
4. Police Brigadier General
5. Police Senior Superintendent
6. Police Superintendent
7. Assistant Superintendent

8. Senior Inspector
9. 1st Inspector
10. 2nd Inspector
11. Assistant 1st Inspector
12. Assistant 2nd Inspector
13. Chief Brigadier
14. Brigadier
15. 1st Brigadier
16. 2nd Brigadier
17. Chief Corporal
18. 1st Corporal
19. 2nd Corporal

20. Chief Bhayangkara
21. 1st Bhayangkara
22. 2nd Bhayangkara

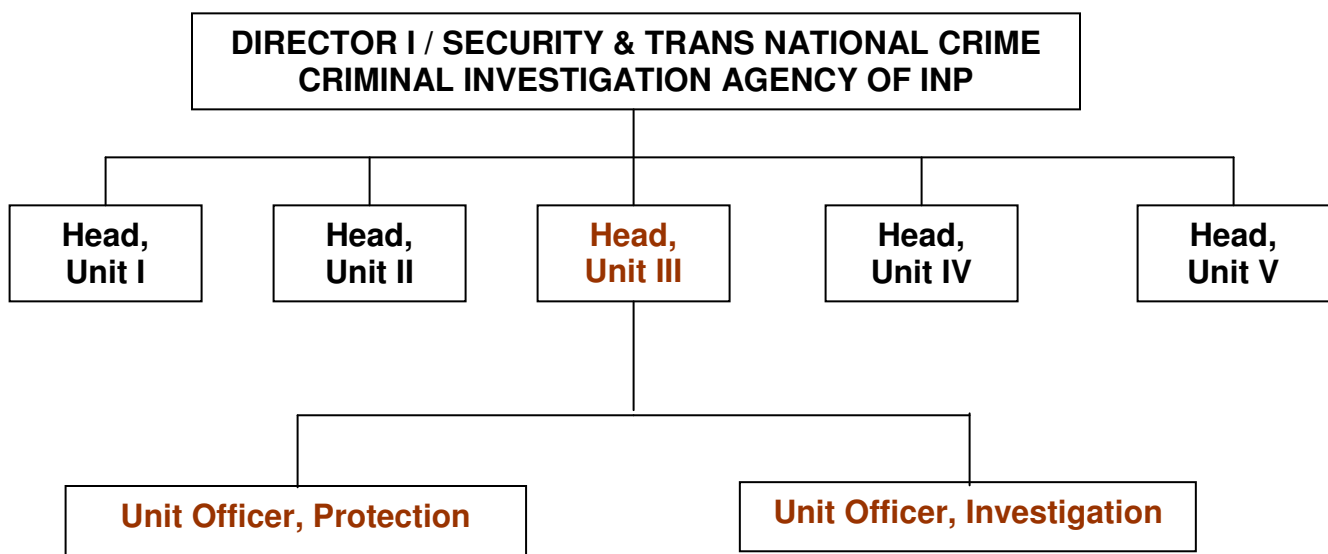
CHAIN OF COMANDS WITHIN INDONESIAN NATIONAL POLICE

1. MABES POLRI (National Police Headquarters) = 1 Office located in Jakarta
 2. POLDA (Regional Police Command) = 31 Provincial Headquarters
 3. POLWIL (Sub-Regional Police Command)
 4. POLRES (Divisional Police Command)
- } 472 Offices & Divisions in total

- 5. POLSEK (Sub-Divisional Police Command) – more than 3,000
- 6. POSPOL (Police Post) – more than 6,000

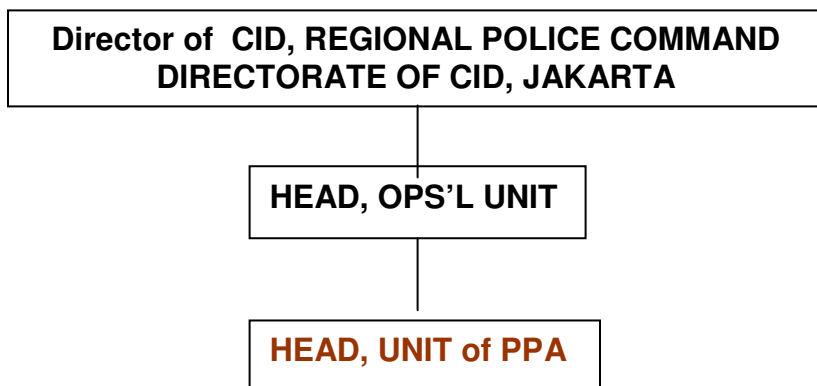
ORGANISATION STRUCTURE

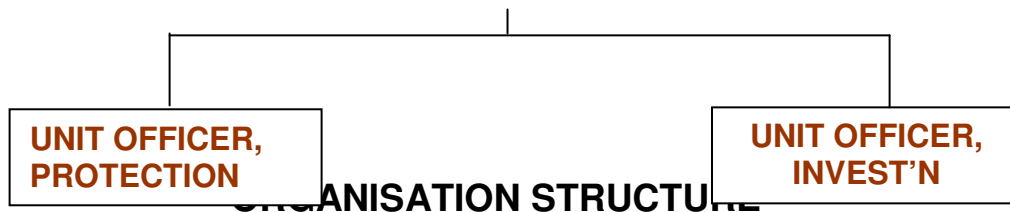
DEDICATED UNIT FOR WOMEN & CHILDREN (UNIT PPA) NATIONAL POLICE HEADQUARTER LEVEL



ORGANISATION STRUCTURE

DEDICATED UNIT FOR WOMEN & CHILDREN (UNIT PPA) REGIONAL POLICE COMMAND LEVEL





**DEDICATED UNIT FOR WOMEN AND CHILDREN (UNIT PPA)
DIVISIONAL POLICE COMMAND LEVEL**

