Optimizing Legal Education for Effective Crowd Control: A Case Study at SPN Polda Sulsel

Abdhika Salafi Wahid[1], Heri Tahir[2], Irsyad Dahri[3], Adeni Muhan Daeng Pabali[4], Najamuddin[5]

[1,2,3,4,5]Social Science Education Program (Specializing in Legal and Citizenship Education), Faculty of Social Science, Makassar State University, Makassar, Indonesia
Email Author 1: dhikasalafi14@gmail.com

Abstract
This study aims to examine the variables influencing the South Sulawesi Regional Police Police Academy's inadequate crowd control law resources. The curriculum was ostensibly developed to provide adequate legal education, such as human rights, the proportionality of force, and pertinent standard operating procedures (SOPs); however, comprehensive interviews, direct observations, and document reviews reveal deep discrepancies between taught and practiced legal education. The study identifies that the limitations in the practical training component result from inadequately simulated practical sessions, short duration of the training, and obsolete training apparatus, which do not allow the cadets to attain the necessary skills. These gaps were recently manifested in Makassar, where ill-advised forceful actions against demonstrators were taken, signifying an operational standard far removed from the theoretical one. This was achieved through using qualitative legal methodology. These findings support strategic interventions intended to ensure that legal action officers are better prepared theoretically and practically to manage crowd control in a manner that respects human rights and fosters public confidence.

Keywords: legal materials, crowd control, theory, field practice, interviews, national police school

INTRODUCTION

The legal framework mandates that law not only serve as the cornerstone of societal order and justice—as embodied in Cicero's "*Ubi Societas Ibi Ius*" (Sinaga & Atmoko, 2023) and reinforced by Hobbes' portrayal of human nature without law—but also be upheld by competent law enforcement trained through robust legal education as cited in (Dyzenhaus, 2001). In Indonesia, as stipulated in Article 1, Paragraph 3 of the UUD NRI 1945, the state requires both the existence of a law and well-prepared officers to enforce it. Theoretically, police training should integrate comprehensive legal principles with practical applications, ensuring officers can translate statutory knowledge into effective operational tactics, including crowd control and riot management (Park et al., 2020). However, at the Sekolah Polisi Negara (SPN) Batua, Polda Sulsel, there is a marked discrepancy between the normative ideals and current training practices. The curriculum—particularly in modules addressing mass control responsibilities handled by specialized units such as the Sabhara—

remains overly theoretical, with limited interactive learning, insufficient realistic simulation, and inadequate infrastructural support (Ahyar & Safrida, 2020; Handoyo, 2022).

Recent demonstration incidents in Makassar underscore this shortfalln August 26, 2024, where reports indicated that at least 32 individuals sustained injuries as a result of excessive use of force, including tear gas deployment and baton strikes, during police interventions (Pers, 2024). Such incidents suggest that the gap between academic instruction and operational execution may contribute to improper use of force and ineffective crowd management.

In response, this research aims to investigate (1) the underlying causes of the suboptimal legal training at SPN, assess (2) its impact on the operational readiness of junior officers, and propose (3) strategic recommendations to optimize the curriculum. Specifically, the study will analyze the factors that hinder the effective integration of legal theory with tactical practice, evaluate the implications of these deficiencies on the performance of officers in crowd control operations, and develop a problem-solving plan that incorporates enhanced practical training, interactive simulations, and improved infrastructural support (Huff et al., 2024; Miyano, 2024). Employing a qualitative research design, data will be collected through in-depth interviews, on-site observations, and document analysis, thereby providing a comprehensive assessment of the current training paradigm. Insights drawn from Friedman's framework on the interplay of legal structure, substance, and culture (Friedman, 1984), along with Rahardjo's call for a shift toward a more humanistic approach in legal education (Rahardjo, 2006), will further inform the development of an optimized curriculum that aligns with both normative expectations and operational realities.

This study employs a qualitative research approach with a case study design, aimed at deeply analyzing the legal education provided to police cadets at the State Police School of South Sulawesi Regional Police. Following Creswell's (2012) framework, the research emphasizes an in-depth understanding of the social phenomenon through natural settings, participant perspectives, and descriptive reporting (Creswell & Creswell, 2018). The case study approach was chosen to examine the specific case of legal education in mass control training, highlighting the gap between the theoretical curriculum and its practical application in the field. This design allows the researcher to explore the issue contextually and holistically through multiple data sources, including interviews, observations, and document analysis. Data were collected through interviews with Instructors and Graduates of SPN, documentary study on the Syllabus for the Second Batch of Bintara Polri 2023 and other related documents, and an observational study of the learning activities at SPN. The study also investigates the underlying causes of inadequacies in legal instruction, particularly the limited practical simulations and outdated training resources. This qualitative method allows for a comprehensive assessment of legal education's structural, substantive, and cultural aspects supported by theoretical insights (Friedman, 1984; Rahardjo, 2006).

DISCUSSION

This study involved ten informants: SPN alumni and instructors at the State Police School (SPN) Polda Sulawesi Selatan. Informants were selected through purposive sampling based on their experience in

delivering or receiving the crowd control law training. Data were collected using semi-structured interviews, allowing for open-ended yet thematically focused discussions.

The instructors were asked about the structure and content of the curriculum, challenges in implementing practical training, adequacy of facilities and tools, and institutional constraints. Meanwhile, the SPN alumni were asked to reflect on how their legal training aligned with real-world field demands, especially in managing mass demonstrations. The interviews were designed to capture both theoretical perspectives and practical insights, highlighting the perceived gaps and potential improvements in the training process.

Importance and Challenges of Implementing Crowd Control Law Materials at SPN Polda Sulsel

Our findings indicate that crowd control law materials are crucial in police training at SPN. The curriculum is designed to equip cadets with the theoretical knowledge and practical skills to manage complex mass situations. However, respondents consistently noted that while the theoretical components are comprehensive, the practical application remains limited due to time constraints and outdated training equipment. Several instructors emphasized the integral nature of the material. For example, one instructor explained:

"The crowd control law material is an integral part of our police education curriculum, which teaches the basic legal principles governing the use of force in mass situations, ranging from human rights principles to the SOP that must be followed." (Asrin Azis, Interview, November 8, 2024)

Another respondent highlighted the inclusion of case studies and realistic simulations:

"This material includes an in-depth study of the rules governing interactions between individuals and groups in complex situations, including practical case studies and simulations that provide direct experience to prospective police officers." (Syamsul Rijal, Interview, November 13, 2024)

Cadets also voiced concerns regarding the short duration of the training program. One cadet remarked:

"We are given an in-depth understanding of crowd control theory, but in practice, simulations and field exercises do not always reflect real conditions." (Cadet, Interview, November 4, 2024)

Furthermore, issues regarding training equipment were frequently raised. One interviewee noted:

"The equipment used, such as helmets and shields, needs to be updated regularly to support more realistic simulations that meet international standards." (Respondent, Interview, November 4, 2024)

These results suggest that although the current curriculum at SPN provides a strong theoretical foundation, significant gaps remain in its practical implementation. These deficiencies—stemming from limited practical training opportunities and outdated equipment—could adversely affect the operational readiness of new officers in real-world crowd control situations. Consequently, there is a pressing need to revise the curriculum and update training resources to ensure cadets are better prepared to meet field demands (Huff et al., 2024; Miyano, 2024).

The data collected in this research suggests that the theoretical basis behind the crowd control law education curriculum at SPN Polda Sulsel seems sound. However, the requirements for policy implementation practices do not seem to align with real-world requirements. Instructors and cadets interviewed in the study

appreciate the importance of crowd control legal materials; however, the limited training period, inadequate realistic training, and obsolete tools hinder the main goal of bridging theory and practice. These issues are more than evident, especially in literature where it is widely accepted that academic and theoretical teaching must follow an integrated training approach (Berkley, 2013; Creswell, 2012; Rahardjo, 2006).

SPN's training practices do not seem to consider this gap, so SPN must employ more interactive simulation-centered training modules (Reddy et al., 2024). Pairing this with revised equipment that is more in line with international standards should serve to close practice gaps (Ivanov & Gimazova, 2023). This is predicted to improve the general preparedness of newly appointed officers by providing them with the skills necessary to handle mass control situations while respecting human rights and the public's trust. Subsequent studies should concentrate on longitudinal studies assessing these edits to the curriculum to prove their usefulness in real-life encounters.

Curriculum and Suitability of Crowd Control Law Materials at SPN Polda Sulsel with Field Requirements

Our findings reveal that the curriculum and materials on crowd control law (Dalmas) at Sekolah Polisi Negara (SPN) Polda Sulsel play a crucial role in preparing officers for the dynamic challenges of the field. The curriculum is designed to equip cadets with the legal knowledge and practical skills to manage complex mass situations. However, while the theoretical framework appears robust, several respondents indicated that its real-world applicability is compromised by rapidly changing field conditions, technological advancements, and evolving types of mass actions.

Several instructors noted that the theoretical instruction—such as the comprehensive delivery of standard operating procedures (SOP) for crowd control—is sound. As one instructor stated:

"The material on crowd control law is an integral part of our police education curriculum. It teaches cadets the legal basis for using physical force in uncontrolled mass situations, covering human rights principles, the proportional use of force, and the SOP that must be followed." (Asrin Azis, Interview, November 8, 2024)

Yet, challenges arise when this material is applied in the field. One respondent explained:

"Although what we learn theoretically aligns with field needs, the actual situation on the ground can vary greatly. The SOP is taught during Dalmas lessons, but field conditions may differ significantly." (Interview, November 8, 2024)

In addressing the implementation of the curriculum, Wahyu observed that even though SOPs are taught comprehensively during Dalmas training, their practical application often faces unpredictable challenges due to constantly evolving field dynamics. He explained:

"In my view, the material taught is quite relevant to field requirements—especially with simulations that closely mimic real situations. However, there is room for improvement, particularly in updating current cases and incorporating newer technologies such as body cameras or drones." (Andi Taufik, Interview, November 28, 2024)

Alumni perspectives also shed light on the curriculum's field relevance. One former cadet noted:

"I believe the material taught aligns with field needs, considering we as public servants are not always faced with ideal conditions. There are situations where conflicts between communities or uncontrollable crowds occur, and the training on crowd control law is essential for every officer." (Alumni, Interview, November 4, 2024)

However, discrepancies in opinions emerged among recent graduates. While Ghufron stated that the curriculum meets field needs, others—such as Ismail and Zulkifli—argued for further improvements. One respondent commented:

"In general, the material is appropriate for field requirements. Yet, certain aspects need updating to remain relevant with changing social dynamics, such as integrating modern technology in mass surveillance and developing contemporary communication strategies." (Interview, December 11, 2024)

Furthermore, another cadet emphasized the need to adapt to new challenges posed by information technology in demonstrations:

"Overall, the curriculum is relevant to field needs, but adjustments are necessary to address dynamic conditions, such as the emergence of hoaxes, hate speech, and cybercrime in protest situations." (Interview, December 20, 2024)

The findings assert that the law curriculum of the crowd management exercise at SPN Polda Sulsel is well-founded in theory, with adequate coverage on law, human rights, and SOPs. However, the soft application of the knowledge is often constrained by extremely flexible and hard-to-predict rolling conditions in the field. All instructors interviewed cited classroom delivery of SOPs as satisfactory; however, the actual practice in the field, which is marked by complex and multi-layered crowd behavior, deviates from the instruction (Asrin Azis, Interview, November 8, 2024; Andi Taufik, Interview, November 28, 2024). This gap is further enhanced by alumni comments which, while declaring its theoretical acceptance, call for the necessity of renewing the curriculum regularly owing to new tendencies of high-tech mass monitoring, creation of new hoaxes, and cybercrime issues (Alumni, Interview, November 4, 2024; Interview, December 20, 2024). These comments correspond with the research literature advocating for incorporating practical training components within theoretical instruction (Berkley, 2013; Creswell, 2012).

Differences between cadets indicate that, on the one hand, a portion believes there are sufficient meeting field requirements. On the other hand, some respondents like Ismail and Zulkifli said case studies and training equipment need to be updated while Ghufron believes that the basic material is more than adequate, yet the fundamentals require many refinements (Interview, December 11 2024). To integrate academic theory with SPN operational practice, the curriculum devised for the cadets needs modification by incorporating new adaptive technological training methods. These changes are essential to ensure the new officers know legal theory and, most importantly,an handle intricate mass control situations in real-life field scenarios (Huff et al., 2024; Miyano, 2024).

The discrepancy between respondents highlights that some cadets think the curriculum meets the field requirements. In contrast, others feel that substantial improvement has to be made, especially in t case studies

and the training equipment (Mofokeng & Grootboom, 2023). Respondents like Ismail and Zulkifli, for example, think modern tools and social communication strategies should be introduced to capture the current social interaction patterns. At the same time, Ghufron maintains that the basic material is adequate but also calls for refinement to be made. Therefore, these findings suggest that to integrate academic theory and SPN operational practice, the curriculum for cadets should have modification with the introduction of newer adaptive technological training methods. The new officers must be equipped with legal theory knowledge and practical skills to manage intricate situations of mass control within the field (Huff et al., 2024; Miyano, 2024).

Legal Aspects and Actual Experiences on Crowd Control

Our findings indicate that the legal framework for crowd control is anchored in Indonesian Law No. 2 of 2002 on the National Police and Law No. 16 of 2002 on Crowd Control, which forms the normative basis for maintaining public order and safeguarding human rights during mass events. However, while the theoretical instruction on these legal aspects is robust, several respondents reported that unpredictable crowd dynamics and varying interpretations of the law frequently challenge practical implementation. For instance, Wahyu emphasized the legal foundation by stating:

"It still adheres to Law No. 2 of 2002 on the Indonesian National Police, and Law No. 16 of 2002 on Crowd Control." (Wahyu, Interview, November 8, 2024)

In addition, instructors highlighted that the curriculum stresses key legal principles—such as protecting human rights, proportional use of force, and the necessity of clear and structured SOPs—to ensure coordinated and effective crowd control operations. As Asrin Azis explained:

"The material on crowd control law is an integral part of our police education, teaching cadets the basic legal framework for using force in uncontrolled mass situations—from human rights principles to the SOPs that must be followed." (Asrin Azis, Interview, November 8, 2024)

Empirical insights further illustrate the challenges on the ground. Ghufron shared his experience, noting that a repressive approach often proves counterproductive:

"The greatest challenge for me is how I, as an individual, can control myself, manage my ego, and expand my patience. As human beings, we are prone to mistakes, yet as police officers, we must strictly adhere to the law, serving and protecting the public even under intense pressure." (Ghufron, Interview, November 4, 2024)

Similarly, Ismail underscored the need to balance law enforcement with the protection of human rights:

"The biggest challenge I face is balancing law enforcement and protecting human rights. Demonstrators have the right to express their opinions, but their actions must remain within legal bounds." (Ismail, Interview, December 20, 2024)

These observations suggest that the legal foundations of the curriculum are fundamentally sound, but due to vigorous field conditions, they are poorly executed. This discrepancy necessitates a shift in training and operational procedures approaches, especially incorporating current technologies and more sophisticated methods, so officers are adequately trained to deal with actual crowd control situations efficiently. As already

established, legal literature supports the theoretical underpinnings of the curriculum. Berkley (2013) states that "effective legal education must be proactive and responsive to changes in society and technology," while (Creswell & Creswell, 2018) suggest the need for a mixed-methods approach to teaching that combines "theory-based instruction" with "realistic simulation exercises." Friedman's framework underscores the systems approach to formulating legal policies and law practice. At the same time, Rahardjo (2006) suggests an ever-changing content to education that addresses contemporary issues more humanely. These findings imply that the SPN curriculum complies with the minimum normative requirements a national law has set forth, particularly Law No. 2 of 2002 on the National Police and Law No. 16 of 2002 on Crowd Control; however, the actual practice leaves much to be desired. Thus, to care for future officers, adjusting the curriculum, increasing the proportion of modern technologies and current case studies in the taught material, and enhancing simulation-based training is vital to allow for successful duty performance considering the complexities and rapid changes of the field conditions.

Future Expectations for Crowd Control Law Materials at SPN Polda Sulsel

The curriculum should be continuously updated to reflect advancements in science, technology, and evolving social dynamics. Syamsul emphasized that, beyond legal theory, cadets must be trained to manage emotions under pressure and develop practical negotiation skills to defuse tension and prevent conflict escalation (Hutahaean et al., 2022). He stated,

> "I believe that the crowd control law curriculum should be supplemented with emotion management and mass negotiation training, and there should be a greater emphasis on using modern technology in supervision and communication." (Syamsul, Interview, November 13, 2024)

Furthermore, Andi Taufik noted that while the current curriculum is generally relevant, it requires periodic updates to incorporate contemporary case studies and modern technological tools—such as body cameras and drones—to mirror the complexities of field operations better. Alumni, including Alwi, expressed hope that the focus of training would shift from a repressive to a preventive approach in handling protests, ensuring that future officers are not only effective enforcers of the law but also capable mediators who uphold human rights. Zulkifli added that adapting the curriculum to keep pace with technological advancements and incorporating more realistic field simulations—potentially through collaborations with external organizations like civil society or transportation agencies—would significantly enhance operational readiness. Regular curriculum evaluations, informed by active officers and academic research feedback, are essential to ensure that training remains responsive to current field demands and ultimately increases public trust in the police force (Horn et al., 2023).

The analysis of future expectations suggests that current designs for crowd control law may be theoretically sound, but their implementation in the field requires an urgent paradigm shift. Relevant documents provide data; for instance, Syamsul accentuated the need for legal education to include emotion regulation (Fast et al., 2022; Hutahaean et al., 2022) and negotiation training to allow officers to function under great stress (Syamsul, Interview, 13 November 2024). Andi Taufik also accentuated the importance of

modern equipment, such as body cameras and drones, in other areas of operational training to improve the trainees' efficiency and flexibility (Andi Taufik, Interview, 28 November 2024). Of note, these arguments resonate with those presented by Rahardjo (2006), who contended that legal education should be humanistic and not just predetermined technical skills (Rahardjo, 2006), as well as Berkley (2013), who advocated for the incorporation of new technologies and realities of the field in educational pedagogy (Berkley, 2013).

Furthermore, alumni like Alwi and Zulkifli noted that there is a strong need to focus on preventative measures in managing mass events. This also aligns with Friedman's 1984 framework, which argued for blending legal enforcement and contextually appropriate actions. The existing legal structures grounded in Law No. 2 of 2002 on the National Police and Law No. 16 of 2002 on Crowd Control set the standards for public order. However, the rest of the standards need to be implemented through more elaborate simulation exercises and periodic reviews of the curriculum. Academic institutions must develop constructive feedback processes from the field because the curriculum must provide highly trained officers capable of enforcing complex crowd control techniques while maintaining human rights and public confidence.

Recommended Improvements for Crowd Control Law Training at SPN Polda Sulsel

The findings from this study highlight several key challenges in the crowd control law training at SPN Polda Sulsel, along with recommended improvements to enhance the effectiveness of legal education for police cadets (Table 1). One of the primary issues identified is the insufficient practical training, where cadets receive extensive theoretical instruction but have limited exposure to hands-on simulations. To address this, increasing hands-on simulation hours is essential to ensure better field readiness and alignment between classroom learning and operational demands.

Table 1. Purposed Solution

Issue Identified	Proposed Solution	Expected Impact
Insufficient Practical Training	Increase hands-on simulation hours	Improved field readiness
Outdated Training Equipment	Upgrade helmets, shields, and introduce body cameras	Better safety and realistic training
Lack of Technology in Training	Implement VR or AI-driven crowd-control simulations	More immersive learning experience
Discrepancy in SOP Application	Update case studies and increase real-world scenario training	Better decision-making under real conditions

Additionally, the study reveals that outdated training equipment—including helmets, shields, and protective gear—hinders realistic crowd control simulations. Upgrading these essential tools and introducing modern devices such as body cameras will enhance training safety and provide a more realistic learning

environment. Furthermore, the lack of technology in training is a critical gap. Incorporating Virtual Reality (VR) or AI-driven crowd control simulations can create immersive learning experiences, allowing cadets to practice responses to various crowd control scenarios in a controlled yet realistic setting.

Another major issue is the discrepancy between SOP training and real-world application. While cadets are taught crowd control SOPs comprehensively, field conditions often require quick adaptations to dynamic and unpredictable situations. Updating the curriculum to include more recent case studies and practical exercises that reflect real-world conditions will enable better decision-making under operational pressures. These strategic improvements—enhanced simulation training, modernized equipment, technological integration, and updated case-based learning—are expected to bridge the gap between theoretical knowledge and practical application, ultimately preparing officers to manage mass control situations effectively while upholding human rights and public trust.

CONCLUSION

This study concludes that the crowd control law materials currently taught at SPN Batua Polda Sulsel are inadequate to meet the practical demands of new junior officers. Limited practical simulations and the absence of real case engagement hinder cadets' readiness for the complexities of field situations. Furthermore, outdated equipment and a rigid curriculum reduce training effectiveness, particularly in helping cadets manage emotional pressure and make critical decisions. Legal education at SPN must be optimized through stronger integration of realistic training, updated tools, and adaptive approaches that reflect real-world challenges. While the curriculum includes essential theoretical elements, its application in practice remains only partially aligned with conceptual frameworks, indicating a need for reform to bridge the gap between legal theory and operational practice.

SUGGESTION

The instruction program must be reviewed and amended due to new developments in the industry. Total instructional hours for the law of crowd control should be increased from 120 hours, which has been allocated as 30 hours of theory and 90 hours of practical, to 250 hours, which should now consist of 50 hours of theory and 200 hours of practice. Furthermore, the periodic change of training tools is significant, so cadets are trained on the latest tools of the trade. It is also recommended that the curriculum be strengthened with more modern technologies through changes in training modules and the practical components of SOPs.

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