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The Misuse of Police Escorts and the Decline of Ethical Standards in Law Enforcement Institutions

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Original Article

Abstract

The misuse of Patrol and Escort (Patwal) facilities by internal members of the Indonesian National Police (Polri) has sparked public controversy and contributed to the erosion of public trust in the police institution. This study aims to examine the legal provisions governing the Patwal function as outlined in Law Number 2 of 2002, identify applicable sanctions for abuses of authority, and assess the legal and sociological implications of such misconduct on the institutional image and legitimacy of the Polri. Employing a normative legal approach and a descriptive qualitative method, this study is based on an extensive review of legal literature and case analyses. The findings reveal that the misuse of Patwal facilities reflects systemic weaknesses in internal oversight, a lack of integrity among personnel, and the ineffectiveness of administrative, ethical, and criminal sanction mechanisms. These violations underscore a persistent gap between established legal norms and actual field practices, further deteriorating public perceptions of the professionalism of the police force. This study recommends comprehensive regulatory reform, enhanced supervisory mechanisms, and institutional restructuring as strategic measures to restore public confidence and promote a fair, transparent, and accountable system of law enforcement.

Keywords: *Patrol and Escort, Abuse of Authority, Public Trust, Police Reform*

Abstrak

Penyalahgunaan fasilitas patroli dan pengawalan (Patwal) oleh oknum internal Polri telah menimbulkan polemik publik dan memperlemah kepercayaan masyarakat terhadap institusi kepolisian. Penelitian ini bertujuan untuk menganalisis ketentuan hukum mengenai fungsi Patwal berdasarkan Undang-Undang Nomor 2 Tahun 2002, mengidentifikasi bentuk sanksi terhadap penyimpangan kewenangan, serta menilai implikasi yuridis dan sosiologisnya terhadap citra dan legitimasi Polri. Penelitian menggunakan pendekatan yuridis normatif dengan metode kualitatif deskriptif melalui studi kepustakaan dan analisis kasus. Hasil penelitian menunjukkan bahwa penyalahgunaan Patwal mencerminkan lemahnya pengawasan internal, rendahnya integritas, serta ketidakefektifan mekanisme sanksi administratif, etik, dan pidana. Penyimpangan tersebut menciptakan kesenjangan antara norma hukum dan praktik lapangan, serta memperburuk persepsi publik terhadap profesionalisme Polri. Penelitian ini merekomendasikan pembaruan regulasi, penguatan pengawasan, dan reformasi kelembagaan sebagai langkah strategis untuk memulihkan kepercayaan masyarakat dalam sistem penegakan hukum yang adil dan akuntabel.

Kata kunci: *Patwal, Penyalahgunaan Wewenang, Kepercayaan Publik, Kepolisian*

1. INTRODUCTION

Law in human life functions not merely as a normative instrument to regulate behavior, but also as a means of social engineering and a mechanism for safeguarding human rights. The presence of law is inherently embedded in every societal structure, as encapsulated in the classical maxim *ubi societas, ibi ius*—where there is society, there is law.¹ In this context, the existence of law enforcement institutions is indispensable, given their critical role in maintaining public order and ensuring legal protection for all citizens. One such institution with a pivotal role in Indonesia is the Indonesian National Police (Polri). As a state apparatus, Polri bears a strategic mandate to maintain public security and order, enforce the law, and provide protection, guidance, and services to the community. Article 4 of Law No. 2 of 2002 affirms that Polri's mission is to ensure domestic security, which encompasses maintaining public order, upholding the rule of law, and protecting citizens' rights in alignment with human rights principles.

Amid growing social complexity, the role of the police transcends mere formal law enforcement; it also embodies a symbolic function representing the state's presence in public life. In a democratic society, the image of the police should not only reflect coercive authority but also embody the ethics of public service and the principle of justice. Accordingly, the police are expected to perform their duties in a professional, transparent, and accountable manner. Unfortunately, in practice, this normative ideal is often undermined. A prominent issue drawing public criticism is the misuse of police resources and authority by personnel or those with close ties to the institution.

One notable example involves the unauthorized use of Patrol and Escort (Patwal) facilities for personal purposes—an act that contravenes the principles of public service, justice, and the rule of law. Patwal units, which are intended to facilitate state functions such as escorting high-ranking officials, dignitaries, ambulances, or funeral processions, have in some cases been exploited by unauthorized individuals for non-essential personal needs.

A case that received widespread public and media attention involved Luluk Sofiatul Jannah, the wife of a police officer, who allegedly misused two Patwal vehicles for private purposes.² This incident went viral on social media, provoked public outrage, and prompted a formal response from Commission III of the Indonesian House of Representatives. The case exemplifies not only a breach of legal norms but also highlights a deeper systemic issue: the disconnect between *das Sollen* (what the law

¹ Saiful Ibnu Hamzah, "Pemikiran Hukum Dan Pranata Sosial," *Maqasid: Jurnal Studi Hukum Islam* 9, no. 1 (2020): 182-195, <https://doi.org/10.30651/mqsd.v9i1.10281>.

² Muhammad Nurrohman, "Anggota Komisi III DPR Soroti Oknum Polisi Penyalahgunaan Fasilitas," *daulat.co*, 2023, <https://www.daulat.co/polhukam/123506463/anggota-komisi-iii-dpr-soroti-oknum-polisi-penyalahgunaan-fasilitas?page=1>; Felldy Utama, "Soroti Gaya Hedon Istri Polisi, DPR: Jangan Menunggu Viral Dulu Baru Ditindak," *okezone*, 2023, <https://nasional.okezone.com/amp/2023/09/08/337/2879801/soroti-gaya-hedon-istri-polisi-dpr-jangan-menunggu-viral-dulu-baru-ditindak>.

prescribes) and *das Sein* (what occurs in practice). Although the use of Patwal services is clearly regulated under instruments such as Government Regulation No. 43 of 1993 on Road Infrastructure and Traffic and Law No. 22 of 2009 on Road Traffic and Transportation, such abuses persist. This situation underscores weaknesses in internal oversight, insufficient enforcement of administrative and criminal sanctions for abuse of authority, and a lack of institutional accountability. Over time, such misconduct threatens to erode the legitimacy and public trust in the police as guardians of the public. Yet, public trust constitutes a vital form of social capital for law enforcement institutions to function effectively.

The role of law in social life has long been a central concern among scholars, with law conceptualized as a tool for maintaining public order, upholding justice, and safeguarding citizens' rights. Within this framework, the police—one of the principal law enforcement institutions—occupy a strategic position. Numerous studies have examined this role from both normative and empirical perspectives. Mukholiq, for instance, investigated the weak oversight and law enforcement by the police regarding traffic violations committed by private actors, specifically focusing on the Indonesia Escorting Ambulance initiative. He underscored the need for legal authorization and the establishment of escorting standard operating procedures (SOPs) aligned with Articles 135 and 287 of Law No. 22 of 2009. His findings conclude that the current legal accountability mechanisms for non-state actors involved in road escort services remain ineffective.³

Similarly, Putra et al. explored the scope of police authority and responsibility in escorting large motorcycle convoys. Their research indicates that police authority in this area is regulated under Law No. 2 of 2002 and Law No. 22 of 2009, with an emphasis on the function of traffic regulation and public safety. In cases of accidents during such escorts, the police are held accountable for ensuring safety and maintaining public order.⁴ In contrast, Safriana focused on the Emergency Relawan Patwal Atjeh (ERPA), a civil society initiative that emerged as a humanitarian response to low public awareness regarding ambulance prioritization. Although ERPA gained support from ambulance drivers and segments of the public, the police viewed its activities as a regulatory violation due to the absence of formal authorization for escort operations.⁵

Collectively, these three studies offer valuable insights into the intersection of traffic law, police functions, and road escort practices. However, they do not specifically

³ Nanda Dimas Mukholiq, "Tinjauan Yuridis Pelanggaran Pengawalan Indonesia Escorting Ambulance: Kajian Terhadap Pasal 135 Ayat (1) Undang-undang No.22 Tahun 2009 Tentang Lalu Lintas Dan Angkutan Jalan" (Universitas Tidar, 2023), https://repository.untidar.ac.id/index.php?p=show_detail&id=13624&keywords=.

⁴ I Made Adi Putra, I Nyoman Putu Budiarta, and I Ketut Sukadana, "Kewenangan Aparat Kepolisian Dalam Pengawalan Konvoi Kendaraan Bermotor Gede Di Jalan Raya," *Jurnal Konstruksi Hukum* 1, no. 2 (2020): 399–403, <https://doi.org/10.22225/jkh.1.2.2539.399-403>.

⁵ Khairiati Safriana, "Gerakan Sosial Reformatif & Politik Solidaritas Aktivitas ERPA Dalam Pengawalan Ambulans Di Kota Banda Aceh" (Universitas Islam Negeri Ar-Raniry Darussalam Banda Aceh, 2021), <https://repository.ar-raniry.ac.id/id/eprint/18529/>.

address the issue of misuse of official escort facilities by members within the police institution itself—particularly instances involving personal use that contravene ethical, legal, and social justice principles. Diverging from prior research that primarily investigated escort practices by civil society or private actors, the present study examines the misuse of Patrol and Escort (Patwal) facilities by individuals with direct affiliations to the Indonesian National Police (Polri). A notable case is that of Luluk Sofiatul Jannah, the spouse of a Polri officer, who utilized two Patwal vehicles for personal purposes. This incident serves as a critical point of analysis regarding the disconnect between legal norms and their practical implementation. The originality of this study lies in its focus on internal institutional actors and the broader implications for legal legitimacy and public trust. The primary objective is to analyze the legal framework governing the Patwal function as stipulated in Law No. 2 of 2002 on the Indonesian National Police and its derivative regulations, particularly in relation to misuse by internal personnel. Additionally, this study seeks to identify appropriate sanctions for such misuse and to examine its legal and sociological consequences for institutional integrity and public confidence in law enforcement.

2. RESEARCH METHODOLOGY

This study adopts a normative legal approach, a method of legal research grounded in a systematic analysis of applicable positive legal norms, legal doctrines, general principles of law, and principles of justice relevant to the object of inquiry. This approach is deemed appropriate given that the central issue addressed involves the legal responsibility arising from the misuse of Patrol and Escort (Patwal) facilities by individuals affiliated with the police institution. Consequently, the analysis requires a thorough examination of statutory provisions and normative concepts within the domains of administrative law, traffic law, and police law.

The study relies exclusively on secondary data, comprising primary, secondary, and tertiary legal materials. Primary legal sources include statutory regulations such as Law No. 2 of 2002 on the Indonesian National Police, Law No. 22 of 2009 on Road Traffic and Transportation, Government Regulation No. 43 of 1993 on Road Infrastructure and Traffic, as well as internal technical regulations issued by the Indonesian National Police governing traffic safety and escort procedures. Secondary legal materials consist of scholarly literature, peer-reviewed legal journals, academic commentaries, expert opinions, and prior research relevant to the topic. Tertiary materials include legal dictionaries, encyclopedias, and other reference works that provide conceptual clarity. Data collection was conducted through systematic library research, utilizing both national and international legal databases, including Regulation.go.id, the JDIH Polri platform, Google Scholar, HeinOnline, and Scopus. All legal materials were selected and categorized based on their relevance to the core

research concerns: legality, limits of authority, manifestations of abuse, and mechanisms for legal accountability in Patwal misuse cases.

Data analysis was carried out using a normative-qualitative method, which emphasizes legal interpretation from systematic, grammatical, historical, and teleological perspectives. This method connects ideal legal norms (*das Sollen*) with actual practices in the field (*das Sein*), with a specific focus on the widely publicized case involving the misuse of Patwal vehicles by Luluk Sofiatul Jannah. The analysis further evaluates the effectiveness of existing legal norms in preventing misconduct and imposing proportional sanctions. In addition, the study is framed by key principles such as the rule of law (*rechtstaat*), legal supremacy, public accountability, and public service ethics. These normative standards are employed to critically assess the conduct of law enforcement personnel. Thus, this study does not limit itself to a textual interpretation of the law but also considers the moral, sociological, and institutional dimensions underpinning the execution of police functions in a democratic society.

3. RESEARCH RESULT AND DISCUSSION

3.1. Legal Provisions Governing the Patrol and Escort (Patwal) Function of the Indonesian National Police

This study aims to analyze the legal framework governing the Patrol and Escort (Patwal) function carried out by the Indonesian National Police (Polri), as stipulated in Law No. 2 of 2002 and its implementing regulations. Particular emphasis is placed on the phenomenon of misuse of Patwal facilities by internal actors within the police institution. The study also seeks to identify the normative gap between legal provisions (*das Sollen*) and field-level practices (*das Sein*), while offering recommendations to enhance accountability and professionalism in the implementation of Patwal duties.

An analysis of Law No. 2 of 2002 indicates that Polri is primarily responsible for maintaining public order and safety, enforcing the law, and providing protection and services to the public. The Patwal function constitutes a preventive and service-oriented activity aimed at ensuring public safety and facilitating the smooth execution of state and public functions. However, in practice, this function has often been co-opted for personal interests by police officers or individuals with close affiliations to the institution.

The misuse of Patwal facilities by Luluk Sofiatul Jannah, the spouse of a Polri member, serves as a concrete example of a violation of both the principle of legality and the principle of public service. This incident highlights deficiencies in internal oversight mechanisms and the absence of stringent sanctions for violations committed by internal actors. The ineffectiveness of internal regulations in delineating the scope of authority and ensuring accountability further exacerbates the problem. An examination of Government Regulation No. 43 of 1993, particularly Article 65(1), reveals clear criteria

for individuals eligible to receive highway escorts. Yet, this provision is frequently disregarded in unofficial escort practices. This indicates that the implementation of Patwal functions is still heavily influenced by power dynamics and the insufficient internalization of ethical standards within the police force.

The study also found that despite the existence of formal regulatory frameworks, escort services are often granted based not on objective risk assessments but rather on informal requests and personal connections. This fosters social resentment and erodes public trust in Polri. Public oversight mechanisms remain suboptimal due to limited access to information and restricted civic participation in assessing the transparency of Patwal operations.

These findings are consistent with previous research. Mukholiq identified weak enforcement and oversight in the escort practices of Indonesia Escorting Ambulance, pointing to the absence of SOPs and formal authorization, along with minimal police intervention.⁶ Similarly, Putra et al. reported that the escorting of large motorcycle convoys, often conducted without proper regulatory adherence, has led to accidents for which no clear accountability is assigned.⁷ Safriana, in her study on the Emergency Relawan Patwal Atjeh (ERPA), highlighted how humanitarian-based escort initiatives lack a solid legal foundation, leading to institutional rejection despite their social utility.⁸ These studies collectively underscore a systemic problem rooted in the dual functions of the police—as public servants and as enforcers of state authority.⁹

This duality becomes problematic in an opaque and unaccountable bureaucratic structure, where power can be misused either systemically or individually, especially in the absence of robust internal or external controls. The blurred boundaries surrounding the use of state resources—including Patwal—create significant opportunities for abuse. A key contributing factor is the weak internalization of ethical values and accountability norms within the Polri institution.¹⁰ When professional ethics are not embedded in personnel development and training, the integrity of officers becomes vulnerable. Yet,

⁶ Mukholiq, “Tinjauan Yuridis Pelanggaran Pengawasan Indonesia Escorting Ambulance: Kajian Terhadap Pasal 135 Ayat (1) Undang-undang No.22 Tahun 2009 Tentang Lalu Lintas Dan Angkutan Jalan.”

⁷ Putra, Budiarta, and Sukadana, “Kewenangan Aparat Kepolisian Dalam Pengawasan Konvoi Kendaraan Bermotor Gede Di Jalan Raya.”

⁸ Safriana, “Gerakan Sosial Reformatif & Politik Solidaritas Aktivitas ERPA Dalam Pengawasan Ambulans Di Kota Banda Aceh.”

⁹ Muhammad Arifin, Muhammad Tahir, and Ihyani Malik, “Budaya Kerja Kepolisian Dalam Pelayanan Kepada Masyarakat Di Polres Enrekang,” *Kajian Ilmiah Mahasiswa Administrasi Publik* 3, no. 4 (2022): 1036–49, <https://doi.org/10.26618/kimap.v3i4.8616>; Sugiri Sugiri, “Pemahaman Kedudukan Dan Fungsi Polri Dalam Struktur Organisasi Sistem Kenegaraan,” *Jurnal Ilmu Kepolisian* 17, no. 3 (2023): 1–21, <https://doi.org/10.35879/jik.v17i3.417>; Muhammad Gaussyah, *Peranan Dan Kedudukan POLRI Dalam Sistem Ketatanegaraan Indonesia*, 1st ed. (Jakarta Selatan: Kemitraan Partnership, 2014); Mohamad Renaldy Hamid et al., “Hukum Dan Kode Etik Profesi Bagi Anggota Polri,” *Demokrasi: Jurnal Riset Ilmu Hukum, Sosial Dan Politik* 2, no. 1 (2025): 248–259, <https://doi.org/10.62383/demokrasi.v2i1.792>.

¹⁰ Muradi Muradi, “Urgensi Peran Profesionalisme Polri Dalam Praktik Demokrasi Lokal,” *Jurnal Ilmu Kepolisian* 12, no. 1 (2018): 6–17, <https://doi.org/10.35879/jik.v12i1.11>; Dewi Setyani, Chynta Anggraeni, and Isidorus Bayno Viren, “Reformasi Birokrasi Polisi Dalam Meningkatkan Kualitas Pelayanan Publik: Studi Kasus Kepolisian Daerah Jawa Barat,” *Jurnal Inovasi Sektor Publik* 3, no. 1 (2023): 90–104, <https://doi.org/10.38156/jisp.v3i1.187>.

such integrity is foundational to the professional and responsible execution of police duties.

Furthermore, this situation suggests that ongoing institutional reforms have failed to address deeper structural and cultural deficiencies. Reform efforts have largely overlooked the necessity of strengthening internal control systems capable of preventing and sanctioning misconduct at an early stage. The persistent gap between legal norms (*das Sollen*) and practical application (*das Sein*) illustrates a fragile application of the rule of law within police operations. In an ideal legal system, all actions by state officials should be subject to legal and moral accountability. However, in practice, sanctions for internal violations are often neither transparent nor proportionate. This disparity undermines public confidence in Polri, as the public perceives unequal treatment between civilian infractions and those committed by officers.

Moreover, technological tools that could enhance transparency and oversight have not been effectively utilized. Systems for online reporting, real-time digital monitoring, and standardized procedures for escort applications remain fragmented and underdeveloped. As a result, the public faces obstacles in accessing information, reporting violations, and engaging in meaningful oversight over the use of state escort facilities. This study confirms that the misuse of Patwal resources by internal actors within Polri constitutes a serious breach of the principles of the rule of law, social justice, and public service ethics. Addressing this issue requires the revision and strengthening of existing regulations, the establishment of an independent and credible internal oversight mechanism, and the enhancement of public participation in monitoring Patwal implementation.

Proper enforcement of Patwal regulations will enhance Polri's legitimacy as a professional and equitable law enforcement body. Conversely, continued abuse of this function will deepen the crisis of public trust. Therefore, continuous education and training for Polri personnel, the integration of digital technologies for supervision, and the application of legal sanctions—without bias or exception—are essential to restoring the integrity of the Patwal function.

3.2. Legal Provisions Governing the Patrol and Escort (Patwal) Function of the Indonesian National Police

This study seeks to identify appropriate forms of punishment or sanctions applicable to the misuse of Patrol and Escort (Patwal) facilities for personal purposes. It is grounded in the recurring phenomenon of functional deviation, whereby Patwal—originally intended as a state facility serving the public interest—is frequently exploited for private gain. Such misconduct not only contravenes the principles of legal certainty and accountability but also poses significant risks to the erosion of public trust in the police as an institution.

The findings reveal that Patwal misuse can be classified into three principal categories of violations: administrative, ethical, and criminal. Administrative violations occur when escort operations are conducted without formal authorization or an official assignment letter, reflecting deficiencies in bureaucratic procedures and internal oversight. Ethical violations refer to behavior inconsistent with the moral standards of the police profession, such as the use of Patwal services for personal or familial benefit. Criminal violations are the most serious, encompassing acts of gratification, abuse of office, or corruption, all of which undermine the rule of law and democratic values.

This study finds that administrative violations, though often perceived as minor, form the basis for more severe breaches. A permissive culture may develop when procedural non-compliance is left unaddressed. Therefore, administrative sanctions must function not only as corrective tools but also as preventive and educational mechanisms. These sanctions may include formal reprimands, reassignment of duties, or revocation of promotion eligibility. Ethical violations, as defined by the professional code of conduct, compromise institutional integrity. The police code of ethics mandates officers to act with honesty, fairness, and restraint in exercising authority. The misuse of Patwal services for personal advantage constitutes a serious ethical breach and may result in penalties ranging from written warnings and demotions to dishonorable discharge. The Professional and Security Affairs Division (Propam) plays a vital role in enforcing ethical accountability and preserving the dignity of the institution.

Criminal violations represent the gravest category of misconduct. Officers found guilty of misusing Patwal facilities may be prosecuted under provisions related to abuse of power, gratification, or corruption. Criminal penalties serve both as a deterrent and as a means of restoring public confidence in the legal system. The prosecution of such offenses must adhere to the principle of equality before the law, irrespective of an individual's position or status.¹¹

When compared to previous studies—such as Mukholiq, which highlighted weak enforcement and the absence of sanctions in informal escort practices by external actors—similar patterns of inadequate regulation and oversight are evident.¹² Likewise, research by I Made Adi Putra et al. noted regulatory ambiguities in the escort of large vehicle convoys, often resulting in traffic law violations.¹³ This study reinforces and extends those findings by emphasizing the urgency of more robust legal provisions and

¹¹ Ahmad Ihsan Amri and Bayu Dwi Anggono, "Implementasi Perbandingan Asas Equality Before The Law Dalam Sistem Peradilan Pidana Di Indonesia Dengan Negara Lain," *Al-Syakhsyiah: Journal of Law & Family Studies* 6, no. 1 (2024): 85–95, <https://doi.org/10.21154/syakhsyiah.v6i1.8958>; Dhaffa Hosya Putra, "Analisis Hubungan Antara Asas Equality Before the Law Dan Tingkat Kepuasan Masyarakat Terhadap Penegakan Hukum," *Causa: Jurnal Hukum Dan Kewarganegaraan* 6, no. 7 (2024): 61–70, <https://doi.org/10.3783/causa.v6i7.6332>.

¹² Mukholiq, "Tinjauan Yuridis Pelanggaran Pengawasan Indonesia Escorting Ambulance: Kajian Terhadap Pasal 135 Ayat (1) Undang-undang No.22 Tahun 2009 Tentang Lalu Lintas Dan Angkutan Jalan."

¹³ Putra, Budiarta, and Sukadana, "Kewenangan Aparat Kepolisian Dalam Pengawasan Konvoi Kendaraan Bermotor Gede Di Jalan Raya."

the establishment of a transparent oversight system, including the digitalization of licensing procedures and real-time escort reporting mechanisms.

The study underscores that meaningful institutional reform within Polri must address both structural and cultural dimensions. Legal systems, no matter how well codified, will remain ineffective without moral integrity among individuals and exemplary leadership.¹⁴ When sanctions are applied selectively or inequitably, the law loses its normative authority and risks becoming a tool of power rather than justice. Accordingly, the enforcement of sanctions in cases of Patwal misuse should be seen as a critical step toward building a fair, transparent, and accountable system of law enforcement.

In conclusion, the misuse of Patwal facilities by internal actors is a serious indicator of governance deficiencies within the police institution. While administrative and ethical sanctions must be reinforced through an open and reliable internal control framework, criminal sanctions should be applied consistently and professionally to uphold justice. The adoption of a zero-tolerance policy toward abuse of authority is essential to institutional reform and to restoring public trust in the police as protectors, guardians, and servants of the community.

3.3. Legal and Sociological Implications of the Patrol and Escort (Patwal) Function by the Indonesian National Police

This section examines the legal and sociological implications of the misuse of Patrol and Escort (Patwal) facilities on the public image of the Indonesian National Police (Polri) and public trust. The study focuses on the persistent inconsistency between legal norms and field-level practices in the implementation of Patwal functions and analyzes the extent to which these deviations impact the legitimacy and perceived integrity of law enforcement institutions. Findings indicate that the misuse of Patwal facilities constitutes not only administrative, ethical, and criminal violations but also has far-reaching sociological consequences. A critical example is the case involving Luluk Sofiatul Jannah, the spouse of a Polri member, who used two Patwal vehicles for personal purposes. The incident triggered strong public backlash and became a matter of national scrutiny, including by legislative oversight bodies.

Legally, this case illustrates a breach of Article 65(1) of Government Regulation No. 43 of 1993 on Road Infrastructure and Traffic, along with internal Polri provisions concerning escort procedures. The act can be categorized as an abuse of power by individuals closely affiliated with law enforcement personnel, thereby reinforcing public

¹⁴ Ade Adhari, Tundjung Sitabuana, and Indah Siti Aprilia, "Morality 1n Law: An Analysis Towards the Legal Philosophy and Indonesia National Legal System," *Indonesia Law Review* 13, no. 2 (2023): 71–88, https://scholarhub.ui.ac.id/ilrev/vol13/iss2/1?utm_source=scholarhub.ui.ac.id%2Ffilev%2Fvol13%2Fiss2%2F1&utm_medium=PDF&utm_campaign=PDFCoverPages; Leo W. J. C. Huberts, "Integrity: What It Is and Why It Is Important," *Public Integrity* 20 (2018): 18–32, <https://doi.org/10.1080/10999922.2018.1477404>.

perceptions of inequality before the law. The absence of firm and transparent sanctions in response to such abuses further exacerbates the perception of impunity within the police force. The misuse of Patwal facilities has directly undermined Polri's image as a professional and impartial institution. Public confidence in the police's neutrality, integrity, and commitment to justice has deteriorated due to deviant conduct that is met with insufficient disciplinary action. Moreover, this gap between ideal legal norms (*das Sollen*) and on-the-ground realities (*das Sein*) continues to widen.

The study further reveals that public perceptions of the police are shaped by both lived experiences in interactions with officers and narratives disseminated through mass media and social media. Viral incidents involving the abuse of state resources, such as Patwal, contribute to a collective belief that law enforcement officials operate beyond public accountability. This fosters cynicism and undermines institutional credibility. These findings are consistent with prior research. Mukholiq highlights poor oversight in Patwal usage by informal actors, particularly within the Indonesia Escorting Ambulance initiative, which conducted escorts without proper legal authorization.¹⁵ I Made Adi Putra et al. also found a lack of regulatory clarity in the management of large motorcycle convoys, which often results in traffic violations and accidents without clear accountability.¹⁶ Similarly, Safriana found that while Emergency Relawan Patwal Atjeh (ERPA) operated with humanitarian intentions, its informal status rendered it legally invalid, revealing the absence of an adaptive legal framework to accommodate civil participation in emergency responses.¹⁷ Together, these studies underscore systemic governance challenges in the escort function and reinforce this study's conclusion that Patwal misuse reveals structural weaknesses in legal oversight and police accountability.

The misuse of public facilities by state officials generates a symbolic gap between the state and its citizens. Public sentiment increasingly reflects a belief that law enforcement personnel stand above the law, while legal accountability is reserved only for ordinary citizens.¹⁸ This perception fundamentally erodes the moral legitimacy of Polri as a protector and servant of the people. In a democratic society that upholds transparency and civic participation, such abuses represent an antithesis to the spirit of legal reform. The social impact of this misuse is substantial, contributing to public apathy or even distrust toward law enforcement institutions.¹⁹ Once public trust

¹⁵ Mukholiq, "Tinjauan Yuridis Pelanggaran Pengawalan Indonesia Escorting Ambulance: Kajian Terhadap Pasal 135 Ayat (1) Undang-undang No.22 Tahun 2009 Tentang Lalu Lintas Dan Angkutan Jalan."

¹⁶ Putra, Budiarta, and Sukadana, "Kewenangan Aparat Kepolisian Dalam Pengawalan Konvoi Kendaraan Bermotor Gede Di Jalan Raya."

¹⁷ Safriana, "Gerakan Sosial Reformatif & Politik Solidaritas Aktivitas ERPA Dalam Pengawalan Ambulans Di Kota Banda Aceh."

¹⁸ Zulkarnain Ridlwan, "Cita Demokrasi Indonesia Dalam Politik Hukum Pengawasan Dewan Perwakilan Rakyat Terhadap Pemerintah," *Jurnal Konstitusi* 12, no. 2 (2015): 305–27, <https://doi.org/10.31078/jk1226>.

¹⁹ Teresa M. Harrison and Djoko Sigit Sayogo, "Transparency, Participation, and Accountability Practices in Open Government: A Comparative Study," *Government Information Quarterly* 31, no. 4 (2014): 513–25, <https://doi.org/10.1016/j.giq.2014.08.002>.

declines, it becomes exceedingly difficult to restore without systemic transformation. Contributing factors include the lack of transparency, resistance to criticism, and the limited involvement of the public in monitoring police conduct.

This study affirms that the misuse of Patwal facilities must not be viewed solely as procedural infractions, but rather as symptoms of broader systemic dysfunction in authority governance within Polri. Allowing such abuses to persist without firm and transparent sanctions places the institution's legitimacy at serious risk. There is a pressing need to strengthen enforcement mechanisms across administrative, ethical, and criminal dimensions to ensure effective internal oversight.

As a strategic institution tasked with upholding the law and protecting human rights, Polri must ensure that all personnel adhere to ethical standards and institutional integrity. Key components of reform should include the implementation of digital reporting systems, greater transparency through public information access, and the strengthening of the Professional and Security Affairs Division (Propam). Institutional reform must address structural dimensions (rules and institutions), cultural dimensions (norms and ethics), and technological dimensions (digital oversight systems). Without a comprehensive and integrated reform agenda, the misuse of Patwal facilities is likely to recur, deepening the crisis of public trust in law enforcement.

In the long run, sustained public distrust toward legal institutions risks delegitimizing the law itself and opens the door for alternative forms of justice, such as vigilante justice or extrajudicial measures. Thus, addressing Patwal misuse is not only a matter of enforcing discipline but a critical endeavor in upholding the rule of law, ensuring democratic accountability, and safeguarding the moral authority of the police in Indonesian society.

4. CONCLUSION

This study aims to analyze the legal provisions governing the Patrol and Escort (Patwal) function as stipulated in Law Number 2 of 2002 concerning the Indonesian National Police and its implementing regulations. It further seeks to identify applicable sanctions for the misuse of Patwal facilities by internal actors within the police institution and to examine the legal and sociological implications of such misuse on the institutional image of the police and the level of public trust.

The findings reveal that the misuse of Patwal facilities constitutes a multidimensional violation encompassing administrative, ethical, and criminal dimensions. The discrepancy between legal norms (*das Sollen*) and practices on the ground (*das Sein*) reflects systemic weaknesses in internal oversight, limited personnel accountability, and the ineffectiveness of enforcement mechanisms within the Indonesian National Police. From a sociological perspective, these violations exacerbate public skepticism regarding the neutrality and professionalism of the police,

leading to a significant decline in social legitimacy and institutional trust. The study underscores the urgency of strengthening supervisory systems, enforcing firm and impartial sanctions, and initiating institutional reforms grounded in integrity and transparency. The contribution of this research lies in offering both normative and empirical foundations to support policy formulation and strategic development within the police force, in alignment with the principles of the rule of law and democratic governance.

This study is limited by the absence of direct interviews with internal police personnel and community members affected by the misuse of Patwal facilities. Therefore, future research is encouraged to adopt a more robust empirical approach, including qualitative fieldwork and engagement with external stakeholders to assess the effectiveness of Patwal oversight. Future policy directions should also promote the digitalization of escort services and encourage community participation in monitoring and preventing the misuse of public facilities.

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