



REFORMULATION OF REGULATIONS GOVERNING THE USE OF PATROLS AND ESCORTS AS A STEP TOWARD PROMOTING INCLUSIVITY ON THE ROADS

Sharla Nabilla^a, Nabila Putri Jasmin^b, Aina Azka Mazaya^c, Raafid Febriansyah^d

Faculty of Law, Universitas Pembangunan Nasional "Veteran" Jakarta

e-mail: 2410611090@mahasiswa.upnvj.ac.id

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Patrol and Escort; Traffic; Road Justice Patrol and escort is an emergency escort service and must therefore be given priority over other road users. However, many members of the public use Patrol and escort illegally or inappropriately. This study aims to examine the extent of the effectiveness of Law No. 22 of 2009 on Road Traffic and Transportation and its implications for creating justice on the roads. Using a normative legal method, this study examines various laws and regulations as well as other relevant legal norms, such as Law No. 22 of 2009 on Road Traffic and Transportation. The results of the study indicate that in practice, there is a misinterpretation regarding the phrase "specific interests," leading to the illegal use of police escorts by individuals who operate sirens or strobe lights without authorization from law enforcement. This is driven by legal cultural factors and legal structures, resulting in the lack of effectiveness of these provisions. Therefore, there is a need to reformulate regulations regarding the use of police escorts to be limited to emergency situations, which includes strengthening supervision by law enforcement officials and raising awareness among the public and officials to achieve justice for all road users.

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A. Introduction

Highways are a shared public space that should, in principle, be enjoyed by all citizens fairly and equally. Currently, discussions regarding justice in driving on public roads are a serious matter due to the misuse of Patrol and Escort (Patwal) services. Fundamentally, Patrol and Escort services function as traffic regulation and security measures carried out by law enforcement officers with the aim of supporting specific interests that are legally regulated and justified. However, in practice, the use of these Patrol and Escort (Patwal) services has instead caused public unease because they have transformed into a symbol of privilege for those who pay for these services irresponsibly and are often used disproportionately at inappropriate times.

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The deep unease felt by the public arises when Patrol and Escort (Patwal) services are used in situations that are not urgent emergencies requiring a clear path through traffic congestion. In such circumstances, the use of Patrol and Escort (Patwal) services creates the public perception that public roads are no longer shared assets but are reserved for the benefit of certain parties with special privileges (Salsabila, 2026). The public also strongly condemns the arrogant and superior behavior of certain Patrol and Escort (Patwal) service officers who often perform their duties in ways deemed inappropriate for law enforcement officials, as they are supposed to provide a sense of security for civilians. A concrete example in the community is the incident involving a vehicle with license plate RI 36 on Sudirman Street, Jakarta, on January 8, 2025. In that incident, the public criticized the arrogant attitude of the Patrol and Escort (Patwal) officers for clearing a path by gesturing at other drivers in the middle of a traffic jam. The Patrol and Escort (Patwal) service also frequently provides escorts for convoys of luxury cars and forces other road users to pull over or even use the road shoulder solely to save travel time for non-urgent matters.

Fundamentally, the inappropriate practices of the Patrol and Escort Service (Patwal) must be firmly criticized from the perspective of the rule of law and *equality before the law*. In accordance with Article 28D(1) of the 1945 Constitution of the Republic of Indonesia, which states that, *"Every person has the right to recognition, guarantee, protection, and certainty of fair law, as well as equal treatment before the law."* These norms affirm that the implementation of the law must provide fair treatment to all citizens without exception, particularly regarding the use of public facilities on public roads, except in emergency and urgent situations as regulated in Article 134 of Law No. 22 of 2009 on Land Transportation (UU LLAJ).

This issue has become a serious topic of discussion from various legal perspectives, including Administrative Law, as it touches on the exercise of state authority, and Traffic Law, specifically regarding the use of Patrol and Escort (Patwal) services, which should be deployed for public safety and the common good. An in-depth study is urgently needed regarding a comprehensive reformulation of regulations governing the use of Patrol and Escort (Patwal) services in Indonesia so that their implementation aligns with the principles of the rule of law and the principle of equality before the law.

B. Method

This research employs a normative legal-qualitative approach aimed at examining and seeking to reformulate the use of Patrol and Escort (Patwal) services to achieve inclusivity and justice on the roads. The researcher employs a normative legal-qualitative approach to compare the alignment between existing regulations, specifically the Road Traffic and Transportation Law (UU LLAJ) and the principle of equality before the law guaranteed in Article 28D(1) of the 1945 Constitution of the Republic of Indonesia. The legal data sources utilized focused on literature reviews and documents. Primary legal

materials were derived from legislation regarding escort procedures, while secondary legal materials referred to legal doctrines and real-world phenomena concerning officer arrogance that has caused public unrest and various negative public opinions. All collected legal materials were analyzed using a descriptive qualitative method to construct regulatory updates grounded in the principle of justice. This effort includes reformulating restrictions on the use of police escorts for officials outside official duties, regulating officers' discretion during heavy traffic situations, and tightening escort permit procedures for civilians to prevent abuse in the field.

C. Result & Discussion

1. The Use of Patrol and Escort (Patwal) in Traffic and Road Transport Regulations

Patrol and Escort (Patwal) are generally used to provide an escort for vehicles in emergency situations or for state activities, with the aim of ensuring the smooth flow, order, and safety of road users while not disrupting other road users. This means that the use of Patwal is not simply available to anyone, but is intended to give priority to specific vehicles with greater urgency for the public interest. However, in practice, the use of Patwal is often abused by the general public. Therefore, the use of Patwal must adhere to regulations clearly stipulated in Law No. 22 of 2009 on Road Traffic and Transportation (UU LLAJ), which specifies the vehicles eligible for priority escort.

In carrying out traffic escort duties, the state, through the Indonesian National Police, grants the authority to provide escorts to ensure the smooth flow and safety of road users. This is regulated in Article 14(1) (a) of Law No. 2 of 2002 on the Police, which states that the Indonesian National Police has duties and authorities, one of which is to carry out regulation, guarding, escorting, and patrolling of community and government activities as needed. (Indonesia, 2002) Furthermore, Article 14(1) (b) states that the National Police have the duty to carry out all activities to ensure security, order, and the smooth flow of traffic on the roads. This aligns with the function and purpose of the police escort itself, which is to ensure the smooth flow and safety of road users.

Additionally, the regulations regarding traffic patrols are clearly stipulated in Article 134 of Law No. 22 of 2009 on Road Traffic and Transportation, which states that road users entitled to priority shall be given precedence in the following order:

- a. Fire trucks performing duties;
- b. Ambulances transporting patients;
- c. Vehicles providing assistance at traffic accidents;
- d. Vehicles of the leadership of State Institutions of the Republic of Indonesia;
- e. Vehicles of foreign state leaders and officials as well as international organizations visiting as state guests;
- f. Funeral processions; and
- g. Convoys and/or vehicles for specific purposes as determined by officers of the Indonesian National Police.

Furthermore, Article 134(g) of Law No. 22 of 2009 on Road Traffic and Transportation clarifies that official traffic escorts may only be provided to specific entities, such as government officials, ambulances, and in urgent situations, while still taking into account the discretion of officers of the Indonesian National Police. To prevent undesirable incidents, Indonesian National Police officers conducting traffic supervision must adhere to established operational standards, including traffic safety, other road users, traffic signal devices, and traffic signs.

However, in practice, there is often a normative misinterpretation of Article 134(g) of Law No. 22 of 2009 on Road Traffic and Transportation regarding the phrase “specific interests,” or in other words, the notion that an emergency situation grants priority rights to use public roads a privilege that should only apply to specific circumstances and priority vehicles. Meanwhile, in practice, the meaning of this phrase is frequently expanded, leading to interpretations that do not align with the normative framework. The phrase, which should be reserved for emergency and urgent situations, is often misapplied to personal interests that do not fall under such urgent or emergency categories such as weddings, traditional ceremonies, or even community processions which are far removed from the phrase’s actual intended meaning.

Thus, it can be concluded that the application of escorts in emergency situations is fundamentally in accordance with applicable legal regulations. However, the lack of effectiveness is influenced by several factors, such as law enforcement officials and culture. Pasmah (2025) put forward this situation aligns with the legal theory proposed by Lawrence M. Friedman, who links three components: legal substance, legal structure, and culture. In society, for legal substances to function effectively, it must be accompanied by a sound legal structure and a strong legal culture. The following discusses these three components (Permadi, et al., 2023):

a) Legal Substance

Legal substance consists of legal norms, rules, and principles that regulate societal behavior to achieve the objectives of the law itself.

b) Legal Structure

The legal structure consists of law enforcement officials who have the duties and authority to enforce the legal substance, such as police, prosecutors, judges, and so on.

c) Legal Culture

This encompasses the values and norms that exist and evolve within society, which influence public perception of the law and its enforcement agencies.

These three elements interact with one another to ensure the effective functioning of legal substances. However, in the practice of escorting, there is a dysfunction in the legal structure and legal culture; the National Police (Polri), as the authorized body

responsible for escorting, has not yet operated optimally. Law enforcement officials (the National Police) provide escorts with minimal verification of the public's reasons or requests that do not comply with regulations for such escorts. Therefore, this indicates that the legal structure, specifically the National Police in practice demonstrates weak oversight and/or is often directly involved, thereby causing the existing legal framework to remain ineffective.

Beyond the legal framework, legal culture indicates that many civilians still utilize escorts for non-emergency situations, such as funeral processions, traditional ceremonies, or community convoys. The misuse of police escorts by the police is subsequently exploited by civilians who are not in emergency situations. Given that the emergencies in question involve life-threatening situations that must be prioritized immediately, such escorts are not provided as they should be. Consequently, there is an urgent need for consistent law enforcement to ensure that police do not provide escorts to members of the public who lack specific interests or urgency, as well as the need for intensive public awareness campaigns to foster an understanding of the importance of regulatory compliance in maintaining traffic safety and public order. (Arifin et al., 2024) Furthermore, in emergency situations or cases of high urgency such as medical emergencies or other urgent matters like a pregnant woman about to give birth, civilian escorts may be provided by the National Police, subject to the on-site assessment of police officers. (Merdeka, 2025) Furthermore, regulations regarding escorts have also been outlined in Regulation of the Chief of the Traffic Corps of the Indonesian National Police No. 2 of 2018 on Standard Operating Procedures for Traffic Escorts. However, police-provided escorts for civilians involve several procedures, including: (Hidayat, 2024)

- A. Submitting a written request for an escort to the local police unit.
- B. Providing an oral statement if there is no time to submit a written escort request, provided the requirements are met.
- C. Submitting a request is free of charge because, fundamentally, the escort provided by the police is a service to the public.

When submitting a written escort request, applicants are typically required to fill out a form detailing their identity, reason, and destination. The police will then evaluate whether the request warrants an escort. The police may deny the request if it lacks a high degree of urgency. Furthermore, if the police approve the request for an escort, officers will be assigned, and other procedures will be carried out in accordance with Regulation of the Chief of the Traffic Corps of the Indonesian National Police No. 2 of 2018 on Standard Operating Procedures for Traffic Escorts. (Anom, 2025) Meanwhile, verbal requests for an escort do not require a lengthy procedure because they are usually made spontaneously to National Police officers who are on patrol at the local location and concern life safety, thus having a higher priority.

However, in practice, there is often a discrepancy between existing procedures and regulations and the reality on the ground. Many members of the public including certain communities, individuals without authority, and even civil servants fail to follow

these procedures. (Putri, 2025) This creates unfairness for road users, as they perceive that those being escorted by the police using strobe lights or sirens without an emergency situation have special privileges. In fact, according to the Director General of Traffic Police Regulation No. 2 of 2018 on Standard Operating Procedures (SOP) for Traffic Escorts, the only vehicles entitled to police escorts using strobe lights are priority vehicles with high-urgency emergency situations, such as fire trucks heading to a fire scene, ambulances transporting critically ill patients, funeral processions, or even community convoys that have been granted permission by the police and have coordinated their route and timing with police officers to avoid causing disruption. (Putri, 2025)

A real-life example of the discrepancy between existing regulations and reality is the case of officials who have no urgent need for police escorts using strobe lights often described as “*tot tot wuk wuk*” which frequently creates a negative perception among the public. The reason is that such situations do not have the authority to take priority on the road; the public is angered by this, especially in the midst of traffic jams when they are forced to hear the noise of the strobe lights. This clearly creates injustice for road users, as they have equal rights to use the road.

However, upon further examination, several factors contribute to the discrepancy between procedures and reality, including a lack of understanding and education regarding the regulations governing such escorts since not all civilians are authorized to provide escorts independently and the societal culture of yielding to any vehicle passing by that uses a strobe light. Additionally, the public’s natural reaction to hearing the strobe’s “*tot tot wuk wuk*” sound is panic, which leads to a loss of focus and awareness, thereby increasing the risk of traffic accidents. (Ningsih et al., 2025)

Therefore, efforts are needed to address these escort-related issues, including the need for transparency in publishing Standard Operating Procedures (SOPs) so they are accessible to the general public, as well as implementing public awareness campaigns regarding rights, obligations, and restrictions on the use of escorts to prevent members of the public from conducting escorts independently without police authorization, which can cause significant consequences. Additionally, guidance was provided on how road users should respond if they hear a siren indicating an escort on the highway: they should remain focused, avoid panicking, and refrain from making sudden maneuvers that could endanger other road users.

2. Regulating Police Escorts to Foster Just Ecosystem on Public Roads

Highways are fundamentally public spaces shared by the entire community, without distinction based on social status, economic standing, or position (Zamzani, 2018). Therefore, the use of roads must adhere to the principle of *equality before the law*, meaning everyone has equal rights under the law (Oktavira). All road users have the right to feel safe, comfortable, and treated fairly (Zamzani, 2018). This means that traffic policies, including the use of patrols and escorts (Patwal), must not create unequal treatment between certain parties and the general public (Bali Regional Police).

However, in practice, highways often become spaces that demonstrate power. For example, the presence of motorcades that force other road users to pull over, even during traffic jams, without a truly urgent reason. Such actions disregard the rights of other road users and create a sense of injustice. Public roads, which should belong to everyone, seem to have transformed into spaces that can only be “controlled” by certain parties (Zamzani, 2018). Therefore, any action that restricts the rights of other road users, such as ordering them to pull over or stop, must be based on clear and reasonable legal grounds (Fadil & Ansari, 2024; Kepolisian Daerah Bali).

On the other hand, fairness on the road is also related to the balance between individual interests and the public interest. Everyone does indeed have the right to use the road, but at the same time, there are common interests that must be safeguarded, such as the smooth flow and safety of traffic (Zamzani, 2018). Policies that prioritize the interests of certain parties but harm many other road users clearly do not reflect justice. Therefore, rules are needed that can balance both fairly (Muslim et al., 2022).

Constitutionally, this aligns with Article 28D (1) of the 1945 Constitution of the Republic of Indonesia, which affirms that every person has the right to equal treatment before the law. In the context of public roads, this means there must be no special treatment without a clear legal basis. The use of facilities such as sirens, rotating lights, or escorts must have a legal basis, clear criteria, and be accountable (Nabila Haniifaa & Arifin, 2025; Setyo Rahmat Ramadhan, 2021).

Ultimately, the police escort (Patwal) should be understood as a state tool to facilitate traffic flow and safety, particularly in emergency situations or for the public interest. However, if used for personal gain or merely to display status, its function becomes distorted. Therefore, the use of the police escort must be strictly limited to ensure it remains a public service tool, not a symbol of privilege (Rukmanto et al., 2025).

Essentially, Patrol and Escort (Patwal) was established to assist with traffic flow and safety under specific conditions, such as medical emergencies, prisoner escorts, or state activities. This means that Patwal should be used sparingly and only for truly urgent matters (Rukmanto et al., 2025). However, what happens on the ground is often different. The use of Patwal actually raises issues of fairness, as it is no longer used entirely for the public good (Floretta, 2025).

One of the most visible issues is the shift in the function of the police escort into a tool for personal interests. It is not uncommon for the police escort to be used to escort officials or certain groups in situations that are not actually urgent (Floretta, 2025). This makes the police escort seem like a symbol of privilege, no longer a public facility. Consequently, the impression arises that certain groups receive special treatment on the road, while the general public does not (Zamzani, 2018).

Furthermore, the practice of forcing other road users to pull over, especially during traffic jams, is another form of injustice that frequently occurs. In congested situations, other road users are forced to yield, even though they have their own interests that may be just as important. This situation makes it seem as though the rights of other road users are disregarded, and priority is given only to the escorted party.

Another issue is evident in the disparity in treatment on the road. Ordinary road users can be immediately penalized for violating rules, but vehicles escorted by police escorts are often granted leniency, such as driving against traffic or running red lights (Zamzani, 2018). This creates the impression that rules do not apply equally to everyone, but rather depend on status or position.

The impact extends beyond traffic rules to public trust. The perceived excessive or arrogant use of Patwal can cause public unease and erode public confidence in law enforcement (Santosa et al., 2023). In some situations, this can even trigger conflicts on the road as road users feel they are being treated unfairly. Given these conditions, it is clear that the issue of police escorts is not merely about traffic but also concerns a sense of justice in public spaces. Therefore, a restructuring is needed to ensure the use of police escorts returns to its original function serving the common good, not specific interests.

Fair regulation of police escorts stems from the understanding that public roads are public spaces that must be used equally by everyone. Therefore, the use of police escorts should not be treated as a special privilege but must be strictly limited to urgent matters and those related to public safety (Yonathan, 2025).

First, police escorts should not force other road users to pull over, especially when traffic is heavy or congested. Such actions actually risk causing accidents because drivers may panic or make sudden maneuvers. Priority on the road should only be given in genuine emergencies, such as for ambulances or fire trucks (VOI, 2025). In this way, the use of police escorts continues to prioritize the common good, not the interests of specific parties.

Second, the use of police escorts by civilians must be strictly limited. In principle, civilians are not entitled to use police escorts, except in emergency situations and through official police procedures (VOI, 2025). Until now, the phrase “specific interests” has often been misinterpreted, leading to the assumption that certain parties can obtain escorts for personal matters (Sakhailla, 2024). If not restricted, this could lead to injustice, as it would seem that certain groups receive special treatment on the road.

Third, restrictions must also apply to government officials. Police escorts should only be used for official duties or state activities, not for personal matters. The use of state facilities must remain within the bounds of lawful authority to prevent abuse of power. If this is violated, strict sanctions must be imposed as a form of accountability (Yonathan, 2025).

With such regulations in place, police escorts can return to their function as a tool to support safety and order, rather than as a symbol of privilege on the road. Reforming the oversight and accountability system is crucial to ensure that the use of police escorts adheres to regulations and is not abused (Rukmanto et al., 2025). One step that can be taken is to strengthen the public reporting system. Through channels such as SP4N-LAPOR!, the 1708 hotline, and the official website, the public can report the misuse of police escorts more easily and quickly (LAPOR!, N.D.). This system is also quite transparent because reporters can track the progress of their complaints, and their identities remain protected.

Furthermore, strict action must be taken against Patwal officers who act arrogantly. Officers who violate standard operating procedures (SOPs) should face sanctions, whether in the form of reprimands or performance evaluations. The same applies to the escorting of civilian vehicles that are not in emergency situations. The handling of such cases should also be communicated openly so the public can see that there is a clear process for enforcing regulations.

On the other hand, the use of technology can help make oversight more effective. CCTV can be used to monitor traffic conditions while recording violations (Gega Ryani Cahya Kurnia B. P., 2021), while *dashcams* on police escort vehicles can serve as additional evidence if inappropriate actions occur (Cartrack Indonesia, 2025). If this reporting system is linked to police data and supported by digital monitoring, oversight of police escort usage can be conducted more systematically and transparently.

In addition to oversight, prevention must also be strengthened. One way is through public awareness campaigns regarding patrol vehicle regulations, targeting both the public and officials, so that everyone understands the limits of their use. Education on rights and responsibilities on the road is also crucial, as fundamentally, all road users are equal. From this, it is hoped that a culture of order and mutual respect while driving will develop. If these measures are implemented, the impact will be felt. The public will feel they are treated more fairly, trust in law enforcement will gradually increase, and traffic conditions will become more orderly, safe, and comfortable for everyone.

D. Conclusion

The practice of Patrol and Escort Services (Patwal) in Indonesia is experiencing a decline in quality because its use has begun to deviate from its intended purpose from being an instrument to ensure public safety on the roads to becoming a tool for those in power, thereby undermining justice for the public on the roads. Individuals within the Patrol and Escort (Patwal) service often use this authority for non-emergency and non-urgent matters, leading them to be perceived as prioritizing their own interests over the public's rights under the principle of *equality before the law*, a mandate enshrined in Article 28D of the 1945 Constitution of the Republic of Indonesia.

The root of the problem actually lies in the broad interpretation of the phrase "*certain interests*" contained in Article 134 of the Road Traffic Law (UU LLAJ), which allows officials to exercise their authority without control or limits, ultimately exceeding existing legal legitimacy. From the perspective of Lawrence Friedman's theory, the issue regarding traffic patrols reflects an imbalance between the clear legal provisions established and the enforcement practices and legal culture of the society in question.

Therefore, there is a need to push for the reformulation of regulations governing the Patrol and Escort (Patwal) service with the aim of creating a fairer road ecosystem for all citizens. This reformulation must include strict limitations on the use of the Patrol and Escort (Patwal) service by both government officials and civilians, ensuring it is used

only in emergency and urgent situations. A concrete step that can be taken to strengthen accountability for these services is to enhance the reporting system through the SP4N-LAPOR! channel and the 1708 hotline. This will allow the public to report abuses of the Patwal service more easily and quickly. In addition, preventive efforts are also needed for the public and government officials through legal education and outreach to build awareness among all citizens regarding justice on the roads and equality before the law. By enforcing stricter sanctions against individuals who violate SOPs on the road, it is hoped that the police's reputation can be restored and that the public will once again trust that the police can serve as protectors of the public on the road without discrimination.

E. Recommendation

The current use of vehicle escort practices (Patwal) is deeply entrenched in the form of unequal access to shared public spaces. Public roads, which should be shared spaces, have instead become venues for the abuse of privilege through escort practices (Patwal) that cannot even be controlled by their own formal regulations. Based on this, several recommendations are proposed for stakeholders to ensure greater fairness and equity on the roads through three fundamental improvements:

1. The government must swiftly close all regulatory loopholes by revising and reformulating Law No. 22 of 2009 (LLAJ), particularly regarding the phrase "specific interests." In reality, it is this very phrase that empowers elites to use police escorts under the pretext of having specific interests that do not actually constitute road emergencies. Without clear restrictions, this loophole will forever be exploited to legitimize the practice of police escorts (Patwal) based on privilege, which is fundamentally at odds with the principles of equality and justice on the road.
2. The Indonesian National Police (POLRI), as the agency responsible for providing escort services (Patwal), must immediately develop and enforce standard operating procedures (SOPs) that prioritize transparency and accountability. This can be achieved through stricter internal regulations, accompanied by an external oversight system that is more transparent and open to public scrutiny, and must be complemented by a more integrated administrative system to facilitate oversight of the use of escort services (Patwal) and prevent bribery practices commonly committed by irresponsible individuals.
3. Policy makers must begin to take firm action against those who violate the principles of justice and equality in public spaces (on public roads). Therefore, it is crucial to establish clear and strict regulations with severe penalties to deter violators, including those who misuse such facilities.

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