

Synergy of Educational, Digital, and Repressive Strategies in Traffic Governance: A Study of the Subdirectorate of Traffic Violation Enforcement of the Indonesian National Police Traffic Corps

^a Cannysia Sherryl Theodora; ^b Komang Adi Sastra Wijaya

^{a,b} Universitas Udayana, Badung Regency, Bali, Indonesia

ABSTRAK

Studi ini meneliti sinergi antara strategi pendidikan, digital, dan represif yang diterapkan oleh Subdirektorat Penegakan Hukum Lalu Lintas Korps Polisi Lalu Lintas Nasional Indonesia (Korlantas Polri) dalam meningkatkan efektivitas penegakan hukum lalu lintas di Indonesia. Dengan menggunakan pendekatan kualitatif deskriptif, data dikumpulkan melalui wawancara semi-terstruktur, observasi partisipatif, dan analisis laporan ETLE (Penegakan Hukum Lalu Lintas Elektronik). Temuan menunjukkan bahwa ketiga strategi tersebut beroperasi sebagai sistem yang saling bergantung: inisiatif pendidikan berfungsi sebagai landasan moral dan preventif, mekanisme digital meningkatkan transparansi dan akuntabilitas, dan tindakan represif memastikan kepatuhan langsung terhadap peraturan lalu lintas. Data empiris ETLE dari tahun 2022–2024 mengungkapkan penurunan pelanggaran lalu lintas sebesar 17,3% selama semester pertama setelah implementasi digital, yang menunjukkan perubahan perilaku yang terukur. Namun, dampak ini tampaknya bersifat sementara dan membutuhkan koordinasi antarlembaga yang berkelanjutan agar tetap efektif. Studi ini menyimpulkan bahwa tata kelola lalu lintas yang sukses bergantung pada sinergi berkelanjutan antara pendidikan, digitalisasi, dan penegakan hukum yang adil, yang didukung oleh kapasitas kelembagaan yang kuat dan partisipasi publik yang aktif.

ABSTRACT

This study examines the synergy between educational, digital, and repressive strategies implemented by the Subdirectorate of Traffic Violation Enforcement of the Indonesian National Police Traffic Corps (Korlantas Polri) in enhancing the effectiveness of traffic law enforcement in Indonesia. Employing a descriptive qualitative approach, data were collected through semi-structured interviews, participatory observation, and analysis of ETLE (Electronic Traffic Law Enforcement) reports. The findings indicate that the three strategies operate as an interdependent system: educational initiatives function as a moral and preventive foundation, digital mechanisms improve transparency and accountability, and repressive measures ensure immediate compliance with traffic regulations. Empirical ETLE data from 2022–2024 revealed a 17.3% reduction in traffic violations during the first semester following digital implementation, indicating measurable behavioral change. However, this impact appears to be temporary and requires sustained inter-institutional coordination to remain effective. The study concludes that successful traffic governance depends on the continuous synergy between education, digitalization, and fair law enforcement, supported by strong institutional capacity and active public participation.

ARTICLE HISTORY

Submitted: 03 01 2026

Revised: 09 04 2026

Accepted: 15 04 2026

Published: 04 06 2026

KATA KUNCI

Tata Kelola Kolaboratif; Strategi Digital; ETLE; Korlantas Polri; Layanan Publik Baru; Kesadaran Publik

KEYWORDS

Collaborative Governance; Digital Strategy; ETLE; Korlantas Polri; New Public Service; Public Awareness

INTRODUCTION

The National Police Traffic Corps bears a major responsibility for maintaining security, safety, order, and the smooth flow of traffic. This responsibility is reflected in one of the core visions of the Indonesian National Police Traffic Corps (Korlantas Polri), namely Kamseltibcarlantas, which covers security, safety, order, and traffic smoothness. The legal foundation for this mandate is established in Law No. 2 of 2002 on the Indonesian National Police and Law No. 22 of 2009 on Road Traffic and Transportation, which define the police's authority in maintaining traffic and transportation. Within this institutional framework, one of the primary operational functions of the police is *Turjawali* (i.e., traffic regulation, guarding, escorting, and patrolling), which serves as the backbone of traffic violation prevention and on-site enforcement. However, amid contemporary governance transitions and developments, the role of the National Police Traffic Corps no longer ends with law enforcement alone. Society increasingly expects the police not only to regulate and sanction but also to educate and actively engage the public in cultivating a culture of orderly traffic behavior. Responding to this shift, the present study emphasizes the importance of empirical evidence in understanding changes in traffic governance. ETLE (Electronic Traffic Law Enforcement) data from 2022–2024 showed an average decrease of 17.3% in traffic violations during the first semester following the implementation of digital enforcement strategies. This trend provides preliminary empirical evidence of emerging behavioral change in public compliance with traffic regulations, although its sustainability requires further in-depth investigation.

Within the New Public Service (NPS) paradigm (Denhardt & Denhardt, 2020), public institutions are no longer viewed merely as hierarchical instruments of power but as facilitators of public interest, participation, and collaboration. In the context of the National Police Traffic Corps's duties, this paradigm demands a transformation in law enforcement thinking, one that integrates authority with efforts to build public trust (Polri, 2024). Field officers are therefore positioned not only as law enforcers but also as communicators and educators who promote safety values in alignment with institutional missions. While regulations remain essential, mutual awareness and cooperation between the state and citizens play a more decisive role in shaping compliance. Values such as accountability and public participation thus become fundamental to creating traffic governance that is fair, humane, and service-oriented.

Despite the availability of legal and institutional frameworks, traffic problems in Indonesia remain substantial. ETLE system data recorded more than 512,000 violations between January and May 2023, with approximately two-thirds attributed to motorcyclists (Katadata, 2023). Furthermore, in 2022, Indonesia recorded 139,258 traffic accidents resulting in over 28,000 fatalities (Central Statistics Agency, 2023). These figures highlight a persistent gap between formal legal provisions and public legal awareness. Compliance is often driven by fear of sanctions rather than internalized awareness and voluntary obedience to traffic laws.

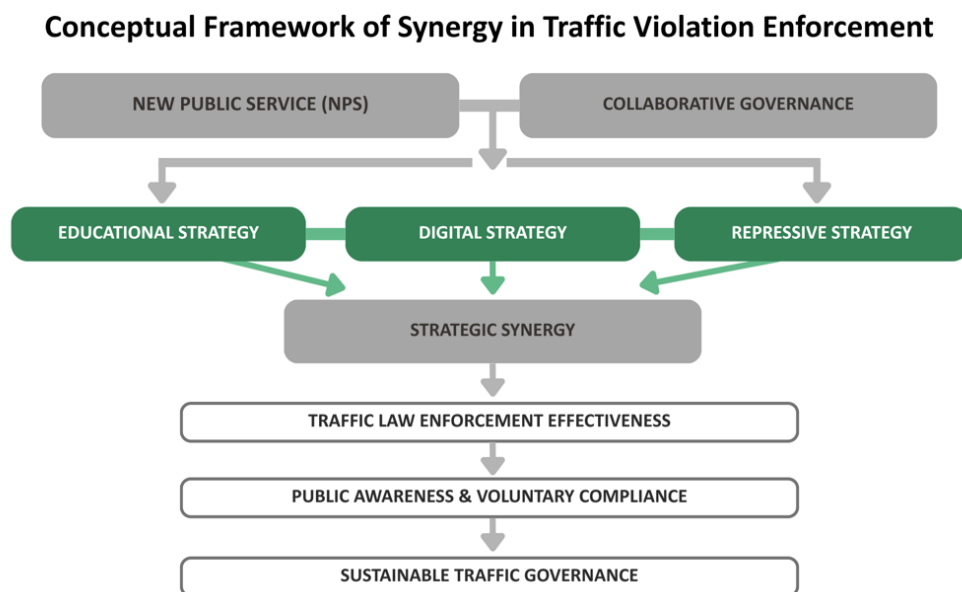
Bridging this gap requires a comprehensive and integrated strategy. Educational approaches are necessary to instill awareness from an early stage through counseling, school-based education, and media campaigns. Digitalization, through the ETLE system and other information technology innovations (Prasetyo & Santoso, 2021), enhances transparency, consistency, and accountability in enforcement. Simultaneously, repressive measures remain essential to ensure that regulations retain their binding force. No single strategy is fully effective in isolation; rather, each complements the others. The synergy among educational, digital, and repressive strategies is therefore crucial to achieving traffic law enforcement that is both effective and aligned with public service principles.

However, the strategies discussed in existing studies on traffic law enforcement tend to be examined separately, primarily focusing either on digital enforcement through ETLE, educational campaigns, or repressive and punitive measures. The studies done about how these strategies operate synergistically within traffic governance are limited, particularly in the institutional context of the Indonesian National Police Traffic Corps. Moreover, empirical evidence explaining how educational, digital, and repressive approaches interact in operational practice remains limited, creating a gap in understanding integrated traffic governance.

From the perspective of Collaborative Governance (Emerson & Nabatchi, 2022), the effectiveness of public policy does not rely solely on enforcement but requires shared responsibility across sectors. Therefore, coordination among multiple stakeholders (government institutions, communities, and private actors) is essential for achieving effective public policies.

Based on the perspective of Collaborative Governance, this study proposes a conceptual framework illustrating the synergy between educational, digital, and repressive strategies in traffic governance, as presented in Figure 1.

Figure 1.
Conceptual Framework of the Synergy of Educational, Digital, and Repressive Strategies in Traffic Governance



Source: Author Processed

The Subdirector of Traffic Violation Enforcement of the Indonesian National Police Traffic Corps presents a relevant and strategic locus for observing these collaborative practices. Within this unit, digital innovation, field enforcement, and educational initiatives operate in tandem. Measures ranging from ETLE cameras and street patrols to social media dissemination and school outreach programs demonstrate the practical integration of public service values and hierarchical coordination. Accordingly, this study examines how educational, digital, and repressive strategies interact and reinforce one another in fostering more effective and equitable traffic governance.

Based on the conceptual framework, this study seeks to answer the following research question: How does the synergy among educational, digital, and repressive strategies interact and

reinforce one another in shaping effective traffic governance within the Indonesian National Police Traffic Corps?

The primary objective of this study is to examine the forms of synergy and correlation among educational, digital, and repressive strategies implemented by the Subdirector of Traffic Violation Enforcement of the Indonesian National Police Traffic Corps. This study further analyzes how the synergy among these strategies enhances enforcement effectiveness and strengthens public compliance, thereby contributing to sustainable traffic governance. This research is important because traffic law enforcement in Indonesia often relies heavily on punitive approaches. Previous studies on Electronic Traffic Law Enforcement (ETLE) in Indonesia indicate an increase in compliance, but their long-term effectiveness remains inconsistent due to behavioral adaptation and deterrence fatigue (Shahab, Handayani, & Aminato, 2025). This suggests the need for integrated strategies that foster internalized awareness and voluntary compliance rather than relying solely on punitive enforcement.

The integration of educational, digital, and repressive strategies offers a potential pathway to build sustainable traffic discipline through increased public awareness and self-regulation. The use of these approaches, reflects a shift from an enforcement-centered governance toward participatory and service-oriented traffic management aligning with the principles of New Public Service and collaborative governance. By examining the synergy among those three strategies, this study aims to provide reflective input for the Indonesian National Police Traffic Corps in designing more comprehensive and sustainable traffic law enforcement policies.

Literature Review

The NPS theory was introduced by Denhardt and Denhardt as a new paradigm in public administration that emphasizes a shift in bureaucratic orientation from control to humanistic public service. NPS prioritizes democratic, participatory, and citizen-oriented values rather than mere organizational efficiency. Within this paradigm, government no longer plays a steering role, but instead acts as a servant that assists citizens in defining and achieving shared interests. As Denhardt and Denhardt argue, *“the role of government is not to steer society but to serve citizens in defining and achieving their shared values.”* In the context of traffic law enforcement, NPS provides a normative framework in which the police are viewed not merely as sanction enforcers but as public servants responsible for educating, engaging, and fostering legal awareness within society. **This perspective is further supported by Nabatchi and Leighninger (2022) in *Public Participation for 21st Century Democracy*, which emphasizes deliberative participation as a key mechanism for transforming bureaucratic institutions into collaborative and citizen-centered systems.**

The educational and digital approaches implemented by the National Police Traffic Corps reflect the application of NPS values, where education functions as a means of shaping public morality, while digitalization enhances transparency and legal accountability. However, previous studies applying the NPS framework in traffic law enforcement remain limited and often focus on normative interpretations rather than examining how NPS values operationally shape enforcement strategies. This limitation indicates the need to further explore how educational, digital, and repressive strategies function as complementary mechanisms within a public service-oriented enforcement model.

Complementing NPS, the theory of Collaborative Governance developed by Emerson and Nabatchi provides a more comprehensive framework for understanding multi-actor cooperation in complex public problems. They define collaborative governance as *“the*

processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private, and civic spheres in order to carry out a public purpose that could not otherwise be accomplished." This theory emphasizes three core components: principled engagement, shared motivation, and capacity for joint action.

Rather than functioning as independent interventions, educational, digital, and repressive strategies can be understood as interdependent governance mechanisms within the Collaborative Governance Regime framework proposed by Kirk Emerson and Tina Nabatchi. Educational initiatives contribute to shaping shared understanding between institutions and citizens, allowing compliance to emerge beyond enforcement pressure. Digital enforcement further reinforces this process by introducing transparency and consistency, which can strengthen perceptions of fairness and public trust.

Repressive enforcement remains necessary, particularly where voluntary compliance is insufficient, but its effectiveness becomes more sustainable when supported by prior engagement and transparent systems. In this context, enforcement strategies should not be viewed as separate instruments, but as part of an interconnected governance process. However, existing studies tend to evaluate these strategies in isolation, often focusing on short-term compliance indicators without examining how they interact to shape behavioral transformation. This fragmented perspective overlooks how different enforcement approaches may reinforce one another, limiting a deeper understanding of sustainable traffic governance.

Previous studies further reinforce the relevance of these two theories in explaining the synergy between educational, digital, and repressive strategies. Tamia, Subowo, and Santoso (2024) found that the implementation of ETLE in Central Java improved transparency and service efficiency, although it remained constrained by infrastructure limitations and low public digital literacy. Similar findings were reported by Genda et al. (2022), who noted that ETLE effectiveness is highly dependent on inter-unit coordination and public responsiveness to violation notification mechanisms. Conversely, research by Syamsu, Djaelangara, and Firmansyah (2025) demonstrated that ETLE implementation in Palu City has not significantly increased public legal awareness, largely because digital enforcement has operated independently from educational strategies.

These studies findings suggest that existing research on ETLE remains largely confined to a narrow understanding of enforcement effectiveness, where compliance is treated as a measurable outcome rather than a socially constructed process. From a New Public Service perspective, Public compliance should be understood as the result of citizen involvement and shared values rather than mere regulatory enforcement, especially in a democratic country such as Indonesia. As the result, enforcement mechanisms are frequently examined in isolation, without sufficient attention to how they are embedded within broader governance dynamics.

In achieving a sustainable behavioral change, this approach limits the ability to explain how educational efforts, digital systems, and repressive measures may shape one another over time. From the perspective of Collaborative Governance Regime framework proposed by Kirk Emerson and Tina Nabatchi, compliance is not produced by a single intervention, but emerges through the interaction of multiple strategies and among multiple organizations operating within a collaborative institutional environment.

Accordingly, this study introduces a **strategic synergy perspective**, where educational,

digital, and repressive approaches in traffic law enforcement are no longer examined as separate instruments, but as interdependent components within an integrated governance process. Implicitly assuming that compliance can be produced through isolated interventions, rather than recognizing it as a socially and institutionally constructed process. From a New Public Service perspective (Denhardt & Denhardt, 2020), compliance is shaped through citizen engagement and shared values, while within the Collaborative Governance framework (Emerson, Nabatchi, & Balogh, 2012), governance outcomes emerge through sustained interaction among actors and institutional processes. This limitation points to the need for a reconceptualization of traffic law enforcement, not as a set of discrete policy tools, but as an integrated and evolving governance process in which compliance emerges through continuous interaction between institutional strategies and societal responses.

Based on the reviewed literature, several key gaps were identified:

1. Theory–practice integration gap: Although many studies discuss ETL and repressive enforcement, few explicitly analyze how the integration of educational, digital, and repressive strategies forms a collaborative ecosystem within the National Police Traffic Corps, particularly when considering organizational culture and community characteristics as moderating variables.
2. Cross-stakeholder collaboration gap: While some studies identify inter-agency or inter-regional coordination as a challenge, there is limited in-depth analysis of formal collaborative processes among institutions (e.g., the police, transportation authorities, schools, and communities) as integral components rather than contextual factors.
3. Long-term behavioral outcome gap: Many studies rely on quantitative indicators, such as violation rates, fine processing speed, or camera coverage, while fewer examine long-term outcomes, including legal awareness, norm internalization, and sustained public participation.

In summary, the NPS paradigm provides a value-based foundation for educational and digital strategies aimed at strengthening legal awareness and public participation. Meanwhile, Collaborative Governance offers a process-oriented framework for understanding how institutional interaction and stakeholder engagement shape enforcement dynamics. Building on these perspectives, this study advances a **strategic synergy perspective**, in which educational, digital, and repressive strategies are conceptualized not as separate policy instruments, but as interdependent components within an evolving governance process. Through this lens, traffic law enforcement is understood not merely as a mechanism of control, but as a dynamic system where institutional practices and societal responses continuously interact to produce sustainable compliance and long-term legal awareness.

RESEARCH METHODS

This study employed a descriptive qualitative approach within the field of public administration. The primary focus was an analysis of the synergy between educational, digital, and repressive strategies implemented by the Subdirector of Traffic Violation Enforcement of the Indonesian National Police Traffic Corps in traffic governance. This approach provides a comprehensive understanding of how institutional policies and practices are implemented, as well as how interactions between internal strategies and external challenges influence the effectiveness of law enforcement. The research was exploratory and contextual, focusing on a single institutional unit rather than aiming for national generalization. Unlike studies that

primarily examine the behavior of road users, this research positions the National Police Traffic Corps as the main unit of analysis, in line with its mandate to realize security, safety, order, and smooth traffic (*Kamseltibcarlantas*).

Data were collected through semi-structured interviews and moderate participatory observation conducted during a four-month internship at the Subdirectorate of Traffic Violation Enforcement. Interviews were conducted with multiple informants who possessed direct experience in operational planning, digital enforcement systems (such as ETL), and the development of educational initiatives. The interview guide consisted of 15 questions designed to explore three research dimensions: (1) the effectiveness of educational strategies, (2) the integration of digital technology in public legal services, and (3) the role of repressive measures in controlling traffic violations.

The observational component extended beyond simple participation, allowing the researcher to examine how enforcement practices unfolded in real time rather than relying solely on retrospective accounts. During this period, the researcher was involved in selected institutional activities, including coordination meetings, administrative processes, and the preparation of educational materials, while maintaining a primary role as an observer. Observational data were systematically documented and supported by internship reports, which functioned as structured records of institutional routines, communication patterns, and decision-making processes. This approach enabled the study to capture how educational, digital, and repressive strategies are not only formally designed, but also enacted and negotiated in practice.

Given the researcher's position as an intern within the institution, particular attention was paid to issues of bias and research transparency. Rather than assuming neutrality, this study adopts a reflexive approach, acknowledging that proximity to the field provides both privileged access and potential interpretive bias. To address this, a clear distinction was maintained between participatory involvement and analytical observation, and findings derived from observation were continuously cross-checked with interview data. This process ensured that interpretations were grounded in multiple sources rather than personal experience alone.

Ethical considerations were also taken into account. Informants participated voluntarily, and confidentiality was maintained by anonymizing personal identities and limiting the use of sensitive institutional information. This was particularly important given the researcher's embedded position within the organization.

Data analysis followed the interactive model of Miles, Huberman, and Saldaña (2014), which includes data reduction, data display, and conclusion drawing. In this study, the analytical process was further developed through thematic coding of interview transcripts and observational notes. Codes were generated inductively to identify recurring patterns related to educational, digital, and repressive strategies, as well as the ways in which these strategies interact in practice. Rather than focusing solely on categorization, the analysis emphasized the relationships between themes, allowing the study to capture the dynamic interaction underlying the strategic synergy perspective.

To ensure data validity, this study applied both method and source triangulation. Method triangulation was achieved by combining interviews, participatory observation, and institutional documentation, allowing the study to capture both reported experiences and observed practices. Source triangulation was conducted by involving multiple informants from different functional roles, enabling the comparison of perspectives across operational and technological dimensions of enforcement. Through this process, the study aims to provide a credible and contextually grounded understanding of traffic governance practices within the Indonesian

National Police Traffic Corps.

RESULTS AND DISCUSSIONS

1. Field Findings: The Dynamics Behind Strategy

The findings indicate that the interaction between educational, digital, and repressive strategies within the Subdirectorate of Traffic Violation Enforcement reflects a form of strategic synergy that is operational rather than fully institutionalized. In practice, these strategies do not function independently, but continuously compensate for one another's limitations. This is evident in how digital enforcement extends control beyond the physical presence of officers, while field patrols simultaneously perform both repressive and educational functions. As noted by an anonymous Bamin officer from Subdit Dakgar, ETLE is deployed to address violations in areas beyond direct police supervision, whereas patrol officers provide immediate guidance and verbal warnings in locations not covered by digital systems. This pattern is reinforced by Fais (ETLE staff), who explained that ETLE data are not only used for enforcement but also to identify high-risk areas and support targeted safety campaigns. Such findings suggest that what appears as "synergy" is less a formally designed system and more an adaptive governance mechanism, emerging from the need to balance technological capacity, field limitations, and public behavior.

A. Educational Strategy as the Moral Foundation of Law Enforcement

Within the framework of NPS, educational strategies occupy a fundamental role as a form of public service oriented toward moral values, legal awareness, and community participation. Programs such as Dikmas Lantas, Poli Kecil, and school outreach activities were designed not merely as ceremonial initiatives, but as systematic efforts to instill traffic discipline and ethical awareness from an early age. The slogan displayed in the Subdirectorate office, "Duty is honor, serving the community sincerely", reflects a public service ethos grounded in sincerity and integrity. This orientation is also visible in field practices, where officers are expected to deliver safety messages alongside enforcement activities. As highlighted by BRIPDA Syadam and BRIPDA Ananta, patrol activities frequently include direct communication with road users, emphasizing the dangers of violations such as running red lights or driving against traffic. In this sense, educational practices are not entirely separate from enforcement, but are embedded within everyday policing interactions.

However, the findings reveal a persistent gap between the normative expectations of education and its practical effectiveness. Both Syadam and Ananta noted that public responses to educational efforts remain inconsistent, with many individuals complying only under immediate supervision rather than internalizing safety values. This limitation is further reflected in the structural nature of educational delivery, which tends to remain one-directional and authority-driven. Although officers actively communicate safety messages, these interactions rarely evolve into participatory dialogue, limiting their capacity to foster deeper behavioral change. Fais (ETLE staff) also emphasized that behavioral improvement is more visibly triggered by the presence of surveillance systems, where the perception of being monitored creates a stronger deterrent effect than educational messaging alone. This suggests that educational strategies, while normatively central within the governance framework, operate in practice as a complementary rather than a determining force, relying on reinforcement from digital and repressive mechanisms to produce observable compliance.

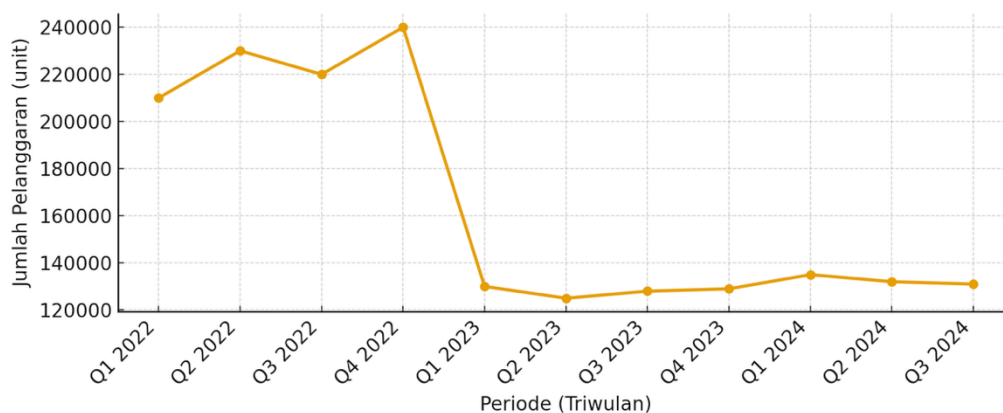
B. Digital Strategy as a Form of Modernization and Conditional Compliance

The findings show that digital strategy, particularly through ETL, represents the most visible shift toward modernization in traffic law enforcement, yet its impact is best understood as producing conditional rather than sustained compliance. From an operational perspective, ETL extends enforcement capacity beyond the physical limits of patrol officers, allowing violations to be detected and processed without direct interaction. As explained by Fais (ETL staff), the system integrates camera infrastructure, automated identification, and back-office validation to ensure that enforcement remains consistent and legally accountable. This transformation reflects a move toward data-driven policing, where enforcement is no longer dependent solely on officer presence but is embedded within technological systems that operate continuously.

However, empirical findings suggest that the behavioral effects of digital enforcement are largely situational. Sydam explicitly noted that “as soon as we know there are cameras, the violations immediately decrease,” indicating that compliance is triggered by surveillance awareness rather than internalized discipline. This observation is reinforced by the anonymous Bamin officer from Subdirectorate of Traffic Violation Enforcement, who emphasized that ETL functions as a substitute mechanism in areas with limited personnel, ensuring that enforcement remains active even in the absence of patrol officers. While this expands coverage, it also reveals that digital enforcement primarily operates through deterrence, where behavior changes only in response to perceived monitoring. In this sense, digital strategy strengthens enforcement visibility, but does not necessarily transform the underlying attitudes of road users.

This limitation becomes more evident when examining the temporal pattern of violation data. The recorded decline of 17.3% in traffic violations during the initial phase of ETL implementation reflects a strong shock effect, where the introduction of surveillance disrupts existing behavioral patterns. The accompanying trend data further illustrate a sharp decrease in violations in early 2023, followed by a gradual stabilization at a lower but persistent level. Rather than indicating continuous improvement, this pattern suggests an adaptive response among road users, where initial compliance weakens over time as individuals adjust to the system. This finding supports the argument that digital enforcement alone is insufficient to produce long-term behavioral change, and instead requires reinforcement from educational and repressive strategies to sustain its impact.

Figure 2.
Trends in the Number of Traffic Violations Before and After ETL Implementation (2022–2024)



Source: Author Processed

As illustrated in Figure 2, traffic violations experienced a sharp decline in early 2023 following the implementation of ETLE, followed by a gradual stabilization in subsequent periods. This pattern reflects an initial shock effect driven by increased surveillance, but also indicates a behavioral adaptation over time, where compliance becomes less responsive once the novelty of enforcement diminishes.

At the same time, the digital dimension of enforcement extends beyond surveillance through the use of social media as a communication tool. Yet its effectiveness in shaping legal awareness remains limited. Ananta noted that audiences often focus more on the entertainment aspects of content rather than the substantive safety messages being conveyed, reducing the educational value of these platforms. This highlights a structural tension within digital strategy: while it successfully captures attention and enhances visibility, it does not automatically translate into deeper understanding or compliance. Consequently, digital strategy occupies an ambivalent position within the broader enforcement system that's highly effective in generating immediate deterrence, but dependent on integration with educational and repressive approaches to produce sustainable traffic governance outcomes.

C. Repressive Strategy as a Pillar of Discipline and Order

Repressive strategies function as the final control mechanism within the traffic law-enforcement system, producing immediate and visible compliance in ways that educational and digital approaches often cannot achieve. Field findings indicate that enforcement actions such as direct ticketing and patrol operations remain central in maintaining order, particularly in contexts where violations occur outside the reach of digital surveillance. As emphasized by BRIPDA Syadam, "repressive measures must be firm but still humane," reflecting an institutional understanding that authority must be exercised in a way that balances coercion with legitimacy. This is further reinforced by the anonymous Bamin officer from Subdit Dakgar, who highlighted that patrol-based enforcement is often deployed in areas not covered by ETLE, ensuring that enforcement remains continuous despite technological limitations. In this sense, repressive strategy operates not in isolation, but as a necessary counterpart to digital enforcement, filling operational gaps and maintaining the visibility of state authority in everyday traffic governance.

However, the findings also reveal that the effectiveness of repressive measures is inherently limited in producing sustained behavioral change. As noted by BRIPDA Ananta, compliance generated through direct enforcement tends to diminish once enforcement intensity decreases, indicating that obedience is largely situational rather than internalized. This pattern aligns with broader observations that repressive strategies primarily function through deterrence rather than normative transformation, reinforcing compliance through the threat of sanction rather than through the development of legal awareness. Table 1 further illustrates that while repressive, educational, and digital strategies differ in their operational logic, their effectiveness is interdependent. The temporary nature of deterrence highlights the structural limitation of repressive approaches, which require continuous reinforcement through educational engagement and technological surveillance to sustain compliance over time. This reinforces the argument that repressive strategy should be understood not as a standalone solution, but as one component within a broader system of strategic synergy in traffic governance.

Table 1.
Summary of Traffic Law Enforcement Strategies

Strategy	Main Objectives	Implementation in the Field	Key Challenges
Educational	Building legal awareness and safety values	<i>Dikmas Lantas, Poli Kecil</i> , school socialization programs	Top-down approach, low public participation
Digital	Improving transparency and enforcement efficiency	ETLE implementation, social media outreach	Uneven infrastructure, one-way communication, low digital literacy
Repressive	Ensuring discipline and deterrence	Traffic operations, direct ticketing, field patrols	Temporary deterrent effect, limited internalization of legal awareness

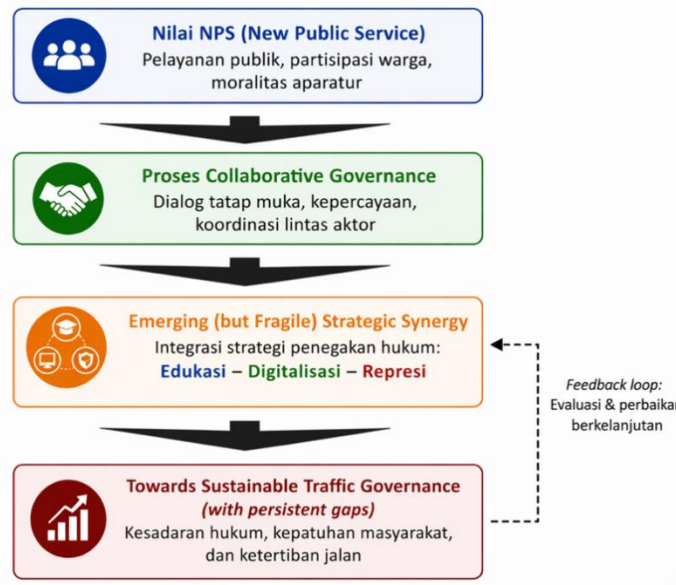
Source: Author Processed

Table 1 highlights the structural interdependence among the three strategies, demonstrating that each approach addresses the limitations of the others within the enforcement system. This reinforces the argument that traffic law enforcement operates not through isolated interventions, but through a pattern of strategic synergy shaped by operational constraints and complementary functions.

D. Synergy Dynamics: Between Potential and Fragility

The findings indicate that the interaction between educational, digital, and repressive strategies constitutes a form of strategic synergy that is operationally evident yet structurally fragile. In practice, these strategies continuously compensate for one another's limitations rather than functioning as a fully integrated system. Educational initiatives attempt to build normative awareness, digital enforcement extends surveillance and consistency, while repressive actions ensure immediate compliance in contexts where other mechanisms fall short. However, this interaction remains largely adaptive and situational, rather than institutionally embedded. As reflected in field observations and interview insights, coordination across actors—particularly with transportation agencies, educational institutions, and community groups—has not yet evolved into sustained collaborative processes. Instead, it remains fragmented and programmatic, limiting the capacity of the system to produce long-term behavioral transformation. This suggests that what is often framed as “synergy” in practice still operates as a loose alignment of strategies rather than a coherent governance model.

Figure 3.
Integration of New Public Service Theory and Collaborative Governance in National Police Traffic Corps Practice



Source: Author Processed

Figure 3 conceptualizes this dynamic by illustrating how the integration of New Public Service values and Collaborative Governance processes shapes the potential for synergy within traffic law enforcement. The model highlights that the effectiveness of this integration depends not only on the presence of multiple strategies, but on the depth of interaction among institutional actors and the extent to which public participation is genuinely embedded. However, the empirical findings reveal a clear gap between this conceptual ideal and operational reality. Performance evaluation remains heavily oriented toward quantitative indicators such as violation counts and enforcement outputs, while qualitative dimensions, such as legal awareness, trust, and sustained compliance receive limited attention. This imbalance reinforces the tendency of enforcement to prioritize short-term control over long-term governance outcomes. Consistent with Aldizar, Umam, and Sutarjo (2025), the effectiveness of digital enforcement systems such as ETLE is contingent upon broader institutional integration; yet, as observed in this study, such integration remains uneven and constrained. Consequently, the synergy among educational, digital, and repressive strategies should be understood not as an achieved condition, but as an evolving governance process whose effectiveness depends on deeper institutional alignment and more substantive forms of collaboration.

2. Reading Findings Through Theoretical Lenses

The empirical findings of this study are best understood not as a direct confirmation of existing theoretical frameworks, but as a critical test of their applicability within the institutional and socio-cultural context of traffic governance in Indonesia. While New Public Service (Denhardt & Denhardt, 2000) and Collaborative Governance provide strong normative foundations, the findings reveal a significant gap between theoretical expectations and operational realities. This study therefore advances a strategic synergy perspective, which shifts the analytical focus from isolated strategy effectiveness toward the dynamic interaction among educational, digital, and repressive approaches as an evolving governance process.

From the perspective of New Public Service, the findings expose a fundamental tension between normative ideals and practical implementation. NPS emphasizes citizen participation, deliberation, and co-production of public value. However, empirical evidence from this study shows that educational initiatives such as Dikmas Lantas and Poli Kecil remain largely informational rather than participatory. Unlike the ideal model proposed by Denhardt and Denhardt, where citizens actively engage in shaping public outcomes, the observed practices position the public primarily as passive recipients of state-led communication. This finding extends previous studies, which often assume that educational programs inherently contribute to awareness-building, by demonstrating that without genuine interaction and feedback mechanisms, such programs risk becoming symbolic rather than transformative. In this sense, the limitation is not merely in implementation, but in the absence of institutional structures that enable participatory engagement as envisioned by NPS.

A similar pattern emerges when examining digital strategies through the lens of Collaborative Governance. While prior studies such as Tamia et al. (2024) and Genda et al. (2022) highlight the effectiveness of ETLE in improving transparency and enforcement efficiency, they largely treat digitalization as a standalone intervention. This study moves beyond that perspective by showing that digital enforcement, in practice, produces conditional compliance rather than sustained behavioral change. The initial decline in violations following ETLE implementation (also observed in previous research) is confirmed here, but the longitudinal trend reveals stabilization rather than continuous improvement. This suggests that digital enforcement alone cannot generate the collaborative engagement assumed in governance theory. Instead of facilitating meaningful interaction between state and society, digital systems tend to reinforce a surveillance-based relationship, where compliance is driven by monitoring rather than mutual trust. This finding challenges the implicit assumption in earlier studies that technological adoption automatically enhances governance quality.

The analysis of repressive strategies further complicates the theoretical narrative. From an NPS perspective, coercive enforcement appears contradictory to the principle of citizen-centered governance. However, the empirical findings indicate that repressive measures remain the most consistently effective mechanism for maintaining order. This aligns partially with Syamsu et al. (2025), who noted the limited impact of ETLE on legal awareness, but extends the argument by demonstrating that enforcement effectiveness is not solely determined by technological or educational interventions, but by the strategic interplay among them. Rather than viewing repressive strategies as theoretically problematic, this study suggests that they function as a stabilizing force within a broader governance system where normative compliance has not yet been fully internalized. In this context, the relevance of repressive enforcement reflects not a failure of theory, but the necessity of contextual adaptation.

Taken together, these findings diverge from previous research by reframing traffic law enforcement not as a collection of discrete strategies, but as an interconnected system characterized by interdependence, compensation, and limitation. Earlier studies tend to isolate variables and focusing on ETLE effectiveness, educational outreach, or enforcement intensity, without examining how these elements interact in practice. In contrast, this study demonstrates that the effectiveness of each strategy is contingent upon the presence and performance of the others. Educational efforts without enforcement lack impact, digital systems without reinforcement produce temporary compliance, and repressive measures without normative support fail to sustain behavioral change. This interdependence forms the core of the strategic synergy perspective, which conceptualizes governance not as the optimization of individual tools, but as the alignment of complementary mechanisms within a dynamic institutional environment.

Ultimately, the findings suggest that both New Public Service and Collaborative Governance remain analytically valuable, but insufficient when applied in isolation. Their normative assumptions (participation, collaboration, and trust) are not inherently realized through policy design or technological innovation. Instead, they require continuous institutional work, cultural adaptation, and strategic alignment. Traffic governance in Indonesia, as observed in this study, reflects a transitional model in which participatory aspirations coexist with hierarchical control and technological enforcement. The challenge, therefore, lies not in adopting new paradigms, but in operationalizing them through context-sensitive strategies that acknowledge the limits of both institutional capacity and societal readiness.

CONCLUSIONS

This study finds that what is commonly described as “synergy” in traffic law enforcement is, in practice, a compensatory mechanism rather than a truly integrated system. Educational, digital, and repressive strategies do not operate in alignment, but instead respond to each other’s limitations. As a result, compliance remains conditional, fragmented, and difficult to sustain.

This challenges the assumption that integrating multiple strategies automatically leads to effective governance. Instead, the findings show that without deeper institutional alignment and genuine collaboration, synergy remains superficial. Participation is procedural, digitalization reinforces surveillance rather than engagement, and enforcement prioritizes short-term control over long-term behavioral transformation.

To move beyond this condition, integration must be structural rather than situational. ETLE data should drive targeted education, coordination must evolve into shared operational systems, and performance must shift toward measuring sustained compliance and public trust. Without these changes, synergy will continue to function as a reactive adjustment rather than a transformative governance model.

This study therefore advances a strategic synergy perspective, redefining traffic law enforcement as a dynamic system of interdependent but often misaligned strategies, where effectiveness depends not on their coexistence, but on their alignment.

REFERENCES

- Aldizar, K., K. Umam, and M. Sutarjo. 2025. “Effectiveness of Electronic Traffic Law Enforcement in Enforcing Traffic Rules.” *Indonesian Multidisciplinary Journal*, 4(6).
- Anom, A. P., A. Sitaresmi, and A. Wafirah. 2025. “Cyber-Physical System-Based Electronic Traffic Law Enforcement (ETLE) for Strengthening Public Security Governance in Indonesia.” *INJECT: Interdisciplinary Journal of Communication*, 10(2):523–542.
- Central Statistics Agency. 2023. *Indonesian Traffic Accident Statistics 2022*. Jakarta: Central Statistics Agency.
- Denhardt, J. V., and R. B. Denhardt. 2020. *The New Public Service: Serving, Not Steering (4th Ed.)*. New York: Routledge.
- Emerson, K., & Nabatchi, T. (2015). *Collaborative governance regimes*. Georgetown University Press.
- Genda, M., F. Hakim, A. Noor, and R. Setyowati. 2022. “Electronic Traffic Law Enforcement in Indonesia: Implementation Challenges and Public Response.” *KNE Social Sciences*, 7(2):132–145.
- Katadata. 2023. “Pengguna TikTok Di Indonesia Terbanyak Kedua Di Dunia per April 2023, Nyaris Salip AS?.” Retrieved April 25, 2025 (<https://databoks.katadata.co.id/media/statistik/e55f918fb00588b/pengguna-tiktok-di->

indonesia-terbanyak-kedua-di-dunia-per-april-2023-nyaris).

- Law of the Republic of Indonesia Number 2 of. 2002. *Concerning the National Police of the Republic of Indonesia*.
- Law of the Republic of Indonesia Number 22 of 2009 concerning Road Traffic and Transportation. n.d. *Law of the Republic of Indonesia Number 22 of 2009 Concerning Road Traffic and Transportation*.
- Miles, M. B., A. M. Huberman, and J. Saldaña. 2014. *Qualitative Data Analysis: A Methods Sourcebook (3rd Ed.)*.
- Nabatchi, T., and M. Leighninger. 2022. *Public Participation for 21st Century Democracy (2nd Ed.)*. New York: Routledge.
- Polri., Korlantas. 2024. "Revitalization of National Precision ETLE at the Central Java Police: Kakorlantas Targets 5,000 Cameras Installed Nationwide by 2026. Public Relations of the National Police." <https://Humas.Polri.Go.Id/News/Detail/2139493-Revitalisasi-Etle-Nasional-Presisi-Di-Polda-Jateng-Kakorlantas-Targetkan-5000-Kamera-Terpasang-Secara-Nasional-Di-2026>.
- Prasetyo, A., and D. Santoso. 2021. "Digital Transformation and Public Service Innovation in Traffic Law Enforcement." *Journal of Public Administration and Policy Research*, 13(2):45–57.
- Putri, A. A., and Y. Yahman. 2025. "Effectiveness of the Mobile Electronic Traffic Law Enforcement (ETLE) in Prosecuting Traffic Violations in the Jurisdiction of the East Java Regional Police Force." *IUS POSITUM: Journal of Law Theory and Law Enforcement*.
- Shahab, A., Handayani, P. W., & Aminato, R. (2025). From deterrence to fatigue: The sustainability of electronic traffic law enforcement (ETLE) in Indonesia.
- Syamsu, F., M. Djaelangara, and D. Firmansyah. 2025. "The Effectiveness of the Implementation of the Electronic Traffic Law Enforcement (ETLE) System in Palu City." *Journal of FISIP Tadulako University*, 9(1):22–31.
- Tamia, R., H. Subowo, and B. Santoso. 2024. "Optimization of Public Services through E-Traffic Law Enforcement (ETLE) by the Central Java Regional Police Directorate in Semarang." *E-Journal of Public Policy and Management*, 12(1):15–27.