

# Ability of Community Policing (Polmas) in its Contribution to Resolve Conflicts between Communities in the Perspective of Interactive Governance

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## Abstract

Landis and Albert [1](2012) noted that there has been a significant increase of various conflicts in this globe, one of which was conflict between communities. This happened in Alor regency, East Nusa Tenggara, Indonesia. Regarding this conflict, POLRI issued Grand Strategi Polri. To understand the implementation of this policy, a perspective of interactive governance was used, developed by Kooiman et al [2], by encountering it to a conflict phenomenon occurring in Alor. The research result proposes a proposition which is: "Polmas (Community Policing) contribution in resolving conflict between communities in the perspective of interactive governance will be successful if intensifying services, communication to public and performing protection to the concerned parties". This research also proposes a model, which is: Model of Community Policing (Polmas) ability to contribute to resolve conflict between communities in the perspective of interactive governance.

**Keywords:** Conflict, Governance, Model

## Introduction

Schellenberg [3] notes that there is a little research discussing conflict between communities. "Social scientists have given little attention to the study of conflict between local, geographically based communities of the modern world", despite several conflicts occurring in developing countries such as in Indonesia for example. Centre of Communication and Information (Puskomin) of Ministry of Internal Affairs noted that in 2010 there were conflicts while in 2011 there were 77 and in 2012, 128 conflicts were noted. From 2013 to early September, Internal Affairs Ministry noted 53 conflict.

Regarding the conflicts, a discussion of Seventh Global Forum on Reinventing Government, entitled The Challenges of Restoring Governance in Crisis and Post Conflict Countries, United Nations Department of Economic and Social Affairs (UN-DESA) and the United Nations Development Programme (2007), concluded that : "Without effective governance institutions an effective government, a strong private sector, and a vital civil society – little can be done to bring about peace, reconstruct war torn countries, and stabilize political, economic, and social conditions." Effective governance is believed to minimize conflict, emerging in the community, especially in developing countries. The Perspective of good governance, comprising some principles in administering an effective governance is surely believed to minimize conflicts emerging. Hussien [4], revealed:

The apparent principles factored into most definitions of governance are the exercise of authority, the selection and the management of government or a nations affairs, rule of law, provision of publicly supported goals and services including citizens safety, accountable public institutions, public participation and the rights and obligations of citizens

Fisher [5] in Police and Conflict Resolution, stated that mediation is highly required as a model to resolve conflict. Mediation is done by using a mediator in resolving it. As a mediator, the third party must perform the resolution well, despite no guarantee resulted that can satisfy a conflicting party. In the other side Tindjabate [6] also stated the importance to avoid conflict.

In an effort to implement the main duties of Polri as national security keeper, law enforcer, protector, guide and public service provider, Polri has issued POLRI's Grand Strategy, which was then regulated in Peraturan Kepala Kepolisian Negara Republik Indonesia Regulation of State Police Head of Indonesian Republic) No. 7 in the year 2008 concerning Pedoman Dasar Strategi dan Implementasi Pemolisian Masyarakat Dalam Penyelenggaraan Tugas Polri. (General Guide of Strategy and Implementation of community Policing Program in implementing POLRI's duties)

A model of Community Policing Program, which is also known as Polmas was adopted by POLRI on 13 Oktober 2005, which is a new strategy of Indonesian Police Office. Despite a new strategy of Indonesian Police Office since 2005, it has been known as a discourse since 2000. In other countries, a policy such as Polmas is known differently. In Japan, it is commonly known as Koban, while in USA, Singapura, UK, it is known as Neighbourhood Policing or any other term in which its essence is not substantially different from Polmas in Indonesia.

Enthusiasm of Polmas, Koban, Neighbourhood Policing or other terms, it can be represented from the concept of Community Oriented Policing (COP). When translated to Indonesian language, it will mean policing which is oriented to the needs of communities, commonly known as Communal Policing (POLMAS). Its spirit is to optimize the functions of police to be reliable and adaptable with communal social dynamism as well as to create a new image of polices which will be more civilian [7]. It can be also said to Alor regency in its effort to retain national stability especially dealing with resolving conflict. Alor regency is part of East Nusa Tenggara province where conflict frequently occurs. As happening in Kalabahi as well, it seems to be a continual routine happening in all sides of the city. Even it finally emerge a negative impression that Kalabahi city is a city filled with violence and chaos.

Starting from previous phenomenon, it seems that it needs a deep and overall analysis to complete a pattern of police's operational activities that has been underlined by Mabes Polri (Headquarter of Police Office). The already created pattern is expected to be able to make a conducive national security and well settled atmosphere, allowing to be a benchmark of Polri's success in serving, protecting and guiding community.

One of the approaches of governance theory is to understand its complexity of the social problems is using interactive governance approach [8]. The emergence of this approach functions as debate antithesis of governance theory, which so far emerges in relation to its application in developing countries. Initially, this concept began in the research analysis in African countries. (Tanzania, Kenya in 2008 or in Turkey Turki) This concept according to Kooiman et al [9] "emphasizes solving societal problems and creating societal opportunities through interactions among civil, public and private actors". As a result, understanding of societal conflict is understood from societal roots from various societal interactions. Based on these argumentations and view exposures, the writer attempts to conduct research regarding the occurring conflict in Kalabahi, Teluk Mutiara sub district, Alor regency, related to Polmas program.

## Material and Methods

Qualitative research was used in this research in order to reveal, describe and analyze both implied and explicit meanings in the conflict phenomenon in Kalabahi. From conflict phenomenon in the field, research findings were obtained based on the field data (grounded theory). Research focus comprises : (1) Polmas (Community policing) in resolving conflict between communities within the perspective of interactive governance, (2) Partnership between polri and society in resolving conflict in Kalabahi, Teluk Mutiara sub district, Alor regency, East Nusa Tenggara province. This research was conducted in Kalabahi, Teluk Mutiara sub district, Alor regency, Nusa Tenggara Timur province. In order to enrich research finding and deepen research analysis, this research focuses on the already occurring conflicts in Kalabahi area and especially societal conflicts taking place on 13-14 April 2009. (The chosen informant of this research was the actor having Much information or a key informant)

Data Collection. It was done through observing daily attitude, event or political and social situations) related to material collection in a participative way. Documentary data comprises recording, notes which were done by using documentary technique by noting and writing data or important events related to the researched object of analysis.

## Results and Discussion

Alor regency is a typology of archipelago islands comprising 15 thousand islands, having at least 56 mother languages grouped into 13 sub languages. Apart from the native tribe, the society in Alor regency also has the other incoming tribes, having the great amount of population as well. Its economic growth makes up around 1,39 % with its Dependency Ratio (DR) 64,24 %. This means that 100 people of productive ages are burdened by 64 people of unproductive ages.

Based on Susenas 2009, from 139.024 people aged 10 years above, there were still 4.630 people not having a sholastic experience and there were also 106.352 no longer having formal education. The total number of the population is 44.027 or around 31,25 % out of the whole population aged 10 years above or those not having formal educational certificate. Alor is a archipelago area consisting of 15 islands, having at least 56 mother

languages grouped into 13 sub languages.

Despite being dominated by agricultural sector, PDRB contribution of agricultural sector is still relatively small. Most people still used traditional patterns in managing their agricultural products. This is seen from its work force according to national economics social survey of 2003 that from 74.533 people involved in work force in which there were 61.703 people having their main work field in the area of agriculture. The amount of work force in Alor regency is 80.432 (62,61%) from all productive ages and there are also 5.899 people (4,59 %) seeking for job or unemployed.

In that communal segment, Kalabahi city which is part of Alor regency, East Nusa Tenggara province experienced several conflicts between communities. The conflict has been a constant routine that finally bears a negative impression that this city is a city filled with social conflicts.

Tribun News Pos Kupang (Januari 2011) quoted from police office's statement that the main trigger of the conflict was due to alcohol drinks. Alor's cultural life which is commonly called budaya sopi is regarded as the main trigger that can spread to tribal and conflict of interest. In another side, the law awareness and understanding of Kalabahi society are still low. This fact is influenced from the quality and the low level of education of the people. Quality of human resource is related to low educational level and is frequently considered to contribute the violence culture or resolve problems violently. People in Alor regency commonly neglect rules of law when resolving problems.

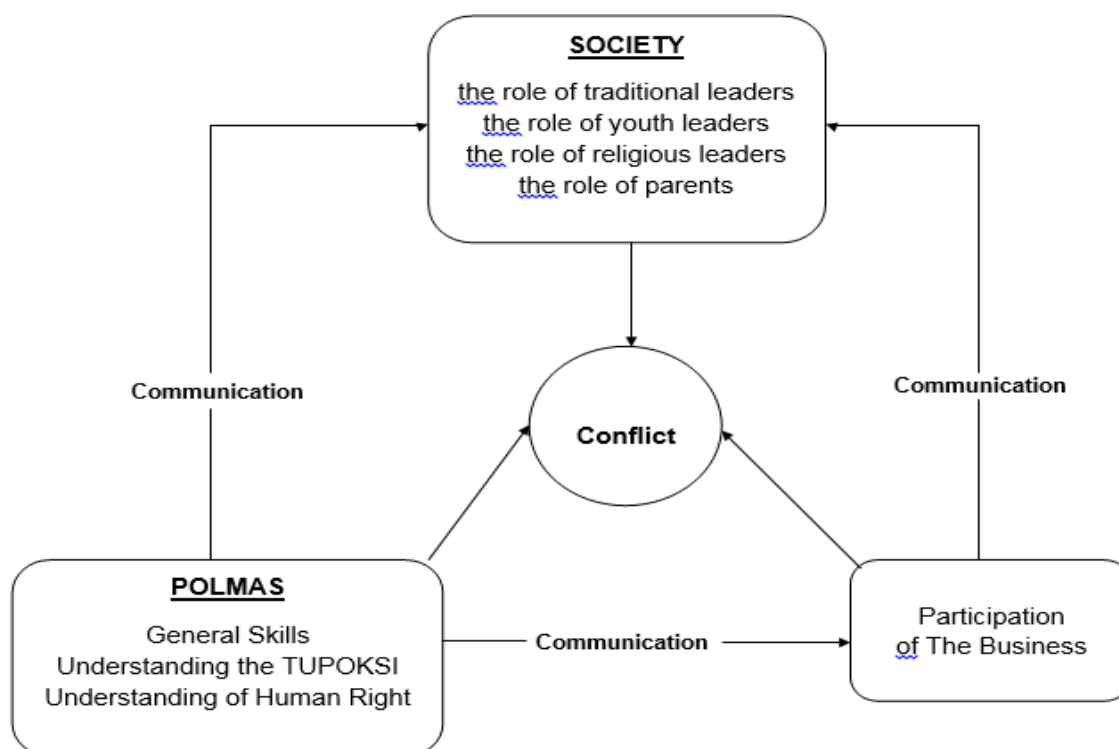
This condition may also emerge because of the proximity of coastal area that Alor is situated. Most people works as fishermen and port labourer. Most heavily depend on their life from natural resources from land and sea. Completely done with their job in a day as fisher men and port labourers, they have much time to gather. In the first research observation, it was found that during their free time, people mostly do some negative activities such as drinking beer much. In an uncontrolled situation, they are most likely to do negative actions that can trigger conflicts between communities.

Related to that situation, especially with Polry's main duty as national security keeper (kamtibmas), law enforcer, protector, guide and service provider, this organization issued Polri's Grand strategy, which was then regulated in Peraturan Kepala Kepolisian Negara Republik Indonesia No 7 in the year 2008 regarding Pedoman Dasar Strategi dan Implementasi Pemolisian Masyarakat Dalam Penyelenggaraan Tugas Polri. (Basic Guide of Strategy and Implementation of policing community in administering Polri Duties).

To understand the policy, perspective of interactive governance is used, developed by Kooiman et al (2012), by encountering it with a conflict phenomenon occurring in Alor, which were: (1) Religion Conflict (2005), (2) Kalabahi conflict (2009), (3) Nusa Kenari conflict (2010).

Perspective of interactive governance is then adopted to explain the occurring event. There are three components used to understand the occurring conflict by using this perspective which are: (1) Polmas, as governmental extension (Kapolri regulation (PERKAP) No 7 in the year 2008), seen from the element of second order, (2) Society, seen from two elements, which are (a) images, and (b) instrument, as well as (3) Business owner, seen from the participation of business owners to the occurring events. Yet, in its practice police in its existence as a part of governmental system of Indonesia plays an important role in the element of interactive governance. Police position can be grouped into the three elements previously depicted especially related to its role of guiding and providing public services. (theoretical model which was illustrated in page 64)

In its empirical perspective, especially regarding the conducted research phenomenon, contribution that Polmas (community policing) has conducted is not yet optimal. This results from the impacts of several factors, constituting: (1) The existing contradiction from the internal part, (2) Structural obstacles, (3) The difficulties of changing Police's Cultural aspect, (4) Problems in partnership, (5) FKPM is found not to understand how to resolve conflict, (6) Problem of representation, (7) FKPM's human resources. In addition, the community's social and cultural values which has not entirely accepted community policing program yet is another obstacle. The weakening communication is signalled to be the primary element in this problem. From this point, by adopting a model developed by Kooiman as well as by comparing the research finding, a model finding to explain the capacity of POLMAS (community policing program) in contributing resolving conflict between communities is proposed in the perspective of interactive governance, which is as follows:



**Figure 1. A model finding to create Polmas contribution in resolving conflict between communities in the perspective of interactive governance**

In the given model, the main element in resolving conflict primarily lies on POLMAS. This is based on Kapolri regulation in the year 2008 as well as Presidential instruction No. 2 in the year 2013. In Kooiman’s model, it is more likely to lead to the element of the second order. Yet, the substantial difference of Kooiman concept is the understanding of the second order. This model is likely to lead to the understanding of POLMAS with its duties and its functions as the security keeper based on social-cultural values in the community. In practice, The understanding of its duties and functions which is combined with community’s social and cultural values must be coordinated to public figures, which needs sorting to the leaders of tribal heads, Local young leaders, religion Leaders and Parents. In the elemen of image and instrument, this is not explained by Kooiman.

Concerning the research conducted, the writer proposes a prosision which is: Polmas’s contribution in resolving conflicts between communities using an interactive governance perspective will be successful if it intensifies services, communication to all parties by considering 3 elements which are:

- a. From the lowest level to the top level of POLRI, they must be able to take part and involve all concerned parties, both central government and local government, public ,religion, tribal and local young Public Figures, must construct an interactive communication with community, private sectors and business owners, must link togetherness and partnership in an effort to prevent and resolve conflict between communities. Also, the competence and skill of POLMAS, the understanding of its main duties and its functions as well as its proficiency of understanding Law and regulation is a must for POLMAS personnels in implementing its duties in the field.
- b. Community must know and understand the importance of good security, obedience as well as peace and public welfare so that the community willingly collaborates and make a partnership with other parties especially with POLMAS personnels to create condusive peace and security in its local area, not to mention preventing conflicts between communities. In addition, parent’s role in shaping child’s character and behaviour is highly influential. Parents are responsible for rearing, supervising, watching and guiding children as well as adolescent and youth to do positive activities and doing their best to avoid them from doing negative ones that can disadvantage them, for example some activites that potentially lead to conflicts or involving the children / adolescent to conflict between communities.
- c. Furthermore, privat sectors are also needed to actively participate in collaborating with POLMAS or

community, support maximally in an effort to create a condusively communal orderliness as well as help resolve conflict between communities.

## Conclusion

- 1) It is clearly shown that conflicts occurring in Alor regency were usually triggered by simple cases which was then complicated and uncontrolled. Yet, that simple things can revive basic problems such as economic jealousy, economic access domination problem, tribal problems, religion and group interest conflict. As happening in Kalabahi in April 2009, it was merely initiated by simple and trivial misunderstanding among young teen gangs. This was triggered by “sopi” culture, which is a beer drink habit usually performed in the middle of the street while some people were blocking the road and mugging the public transport driver. The intimidated party refused being treated in such a way and then he mobilized his tolerable peers to attack a group of people who initiated this conflict. Nevertheless, conflict is more likely to result from economic jealousy especially in accessing economic access between lower and upper youth groups in Kalabahi traditional market which finally results from conflicts that prolonged for several days.
- 2) Contribution of Alor Cummunity Policing program via Bina Mitra of Alor Resort Police is not yet maximal as a result of several obstacles such as from institutional issues, human resource problems to skills to communicate to public which is still considered low. Alor Resort Police constantly trains and educates POLMAS personnels to strengthen and bridge the interest of community groups between one and another. Besides, it attempts to be well functioned to avoid conflicts, allowing the ease to resolve conflicts between communities. In a 2009 Kalabahi conflict, Alor Polmas contribution did not show a significant contribution in resolving conflict as it happened so fast and uncontrollably.
- 3) Implementation of Polri partnership program and the community in preventing conflicts in Kalabahi, Teluk mutiara sub district, Alor regency is not yet optimal. Communication among Polmas’s personnels that are assumed to have an authority to supervise FKPM and public is not yet maximal. The already existing POLMAS still can not reach the occuring conflicts even in the small scope. This is caused by a less intensive meeting between Polmas and FKPM. As a result, no real action is done regarding its function and duties to aspire, accept critics and discuss things related to avoiding crimes. Polmas merely communicates with FKPM or comes only in crime scene. Also minimal understanding and knowledge owned by FKPM members are also another hindrance in resolving conflicts in local scope.
- 4) Some hindering factors comprise a contradiction from internal side of POLRI related to its duties and authorities. It is also related to Polri’s structural hindrance which has not yet overally implemented Polmas’s Concept. It is also hard to change culture of Polri. there is also a partnership problem with the community. FKPM is not yet capable of resolving local issues, a problem of group representation in FKPM, low capacity of human resources as well as Polmas personnels’s low capacity, less proffesional POLMAS, personel limitation, less opened society, and poor communication between Polmas and community which regard this conflict merely as internal conflict of POLRI. Also, support of facilities and infrastructures as well as budgeting aid are not sufficient yet.
- 5) Referring from a model developed by Kooiman, which is an interactive governance, this research gains a model to resolve conflicts between communities by considering three elements which are Polmas (community policing program), community and business owners.
- 6) To put the model into practice, understanding of values of culture and social needs to be concerned seriously, apart from its primary element which is communication skill.

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