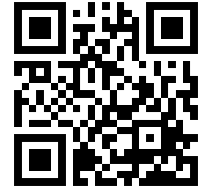# Collaborative Policing Model: Strategy for Maintaining Community Security and Order in Disaster Situations

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ABSTRACT: The emergence of new symptoms in disaster situations prioritizes a collaboration-based approach to maintaining community order. All systems face the difficulty of human vulnerability when confronted with catastrophic occurrences such as disasters (Alexander 2005; Cutter 2005). In this situation, the police are vulnerable to becoming victims, creating limitations in the services provided to the community. These limitations need to be anticipated through collaboration with various parties since the disaster, and normal situations differ. Therefore, an adaptive collaboration model is required to generate maximum output for the phenomena that emerged after the disaster. This research will discuss a police collaboration model for the maintenance of Community Security and Order in the Disaster Collaborative Policing Model. Meanwhile, the focus is on the collaboration carried out by the police and non-state institutions. A qualitative method was used in the form of in-depth interviews with the police, collaboration partners from non-state institutions, and experts and academics engaged in disaster management. The results formulate essential elements by considering internal and external factors from the police organization. These include community conditions and threats in the form of rumors that affect community support for the police collaboration program.

KEYWORDS: Community Security and Order, Disaster, Police Strategy, Collaboration

INTRODUCTION

Disaster has a negative impact on human life, and several research shows the effect on the emergence of Community Security and Order disturbances. According to Yik Koon (2008:1), situations of natural disasters trigger the worst human behavior, such as criminal. There were many reports of taking advantage of crises without considering the pains of others. This research was conducted after the Tsunami that hit the Asian region in December 2004. Furthermore, Susmita (2010:6) found increased crime in disaster situations. In the research conducted in India, property crime increased in both medium and large-level disasters.

Research in criminology has described the relevance of criminological theories to the emergence of behavior in disaster situations. For example, routine activity theory states that a crime may arise when three factors, namely motivated perpetrators, appropriate targets, and lack of supervision, are present in the same time and space. Cohen and Felson's (1979) theory assumes that the opportunity to commit a crime can result in involvement in a criminal action. Cromwell et al. (1995) illustrate the relevance of criminal behavior. As quoted from the book Frailing & Harper, Cromwell identified some criminal cases during Andrew Hurricane in the Bahamas and Florida in 1992. Research linking the theory of routine activities with disasters showed that the number of crimes increased, most of which were committed by teenagers. This is because the teenagers had much free time following the destroyed of schools. Meanwhile, security and surveillance are not optimally conducted because most police officers are preoccupied with finding and rescuing victims (Frailing & Harper, 2017:73).

The police are government officials with an essential role in times of disaster. According to Fugate (2013:101) in Adam & Anderson (2019), law enforcement officers have two critical roles in responding to a disaster. These include providing community safety and security and being first responders during times of crisis (Adams & Anderson, 2019:27). The role of the police can be divided into three phases before, during, and after the disaster. Each phase includes several activities of prevention, mitigation, preparedness, emergency response, rehabilitation, and reconstruction. In the emergency and post-disaster response phase, the

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police are tasked with maintaining and restoring security and order. These include preventing the widespread impact on social security, such as the emergence of crime and social conflict (Adams & Anderson, 1992: 31).

In a disaster, the police are expected to collaborate with various partners to maintain Community Security and Order. This is because many obstacles and limitations can hinder services in maintaining social order. The police need to form collaborations with various parties to achieve optimal results in efforts to maintain Community Security and Order in crises. As explained by Scharge in Aggranof & McGuire (2003:4), collaboration is a relationship created as a solution in conditions of limitations. Besides the limitations and shortcomings, it is essential because each institution has different functions, capacities, and duty areas. These differences could hamper efforts to maintain security and social order when carried out individually.

The police have collaborated with various partners, government institutions, and community-based institutions and organizations. The mechanisms have been developed through several policies in a formal context involving government institutions. In disaster management, the central government plays a central role and requires assistance in many other aspects, such as economic and socio-psychology, which cannot be fully supported in disasters. This assistance can be obtained through collaboration with non-government partners, such as the mass media, universities, foundations/institutions, corporations, and the community. This also applies in the context of maintaining social order during the disaster.

Collaboration between the police and non-government partners can effectively maintain Community Security and Order. As stated by Waugh Jr & Streib (2006:133), the mobilization of non-governmental organizations such as community-based organizations and the presence of individual volunteers can make the situation better. Furthermore, the involvement of nongovernmental actors could build community capacity to face the future. This is also reinforced by the Australian Disaster Resilience Handbook Collection (2020) that community engagement is a necessary process where stakeholders work to reduce disaster risk and increase collective resilience. According to Rolfhamre (2019), collaboration relies heavily on networks that are more informal or involve existing groups. Frailing (2016), in his writing entitled *Understanding Crime In Communities After Disaster: A Research Brief,* stated that all forms of community collaboration could play an essential role in assisting people affected by disaster to deal with short-term crises and rebuild lives in the long term.

The police collaboration mechanism with government institutions is well established because it is supported by formal policies with clear Standard Operating Procedures (SOPs). Conversely, the state may not always support the partnerships between police and Nongovernmental organizations. The social phenomena during disasters that have quite an effect on collaboration between the police and their partners have not been considered.

METHOD

This research created a collaboration model with non-government partners that focuses on two aspects, namely governance and collaboration outcomes. The elements in collaboration were used as indicators in formulating theories oriented to the maintenance of security and social order or control in disaster situations. The data collected on the police collaboration mechanism was conducted in a planned, regular, and systematic manner by observing various partnerships during natural and pandemic disasters. These findings were described based on data compiled from several sources, namely in-depth interviews with the police, partners from non-government circles, such as civil society, mass media, and social institutions, as well as academics working in the field of disaster and police science. Besides in-depth interviews, various secondary data collection techniques were used, including literature review, observation, and mass media monitoring, to determine the typical forms of social order disturbances.

RESULT & DISCUSSION

Even though the partnership is the key to developing community policing and a principle needed in this era, it is not always successfully implemented. Otwin Marenin (2016), a criminologist from Washington State University, in his journal *Collaborative Policing Police, Academics, Professionals, and Communities,* stated that the theory and practice of collaboration or partnership between the police and other stakeholders are difficult to apply. In response to the obstacles, this research created a collaboration model with non-government partners that focuses on governance and external aspects of the organization.

1. Governance in Collaboration During Disaster

In this collaboration model, four main elements from the governance aspect need to be used as the main points of the collaborative policing strategy for maintaining Community Security and Order during a disaster. These elements are initial commitment, a strategic plan that includes roles and responsibilities, period, and resources.

There are also elements of the collaboration process and evaluation as described in the following table:

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Table 1: Visualization of the Elaboration of Collaborative Components for Maintenance of Community Security and Order during a Disaster Based on the Collaborative Mechanism
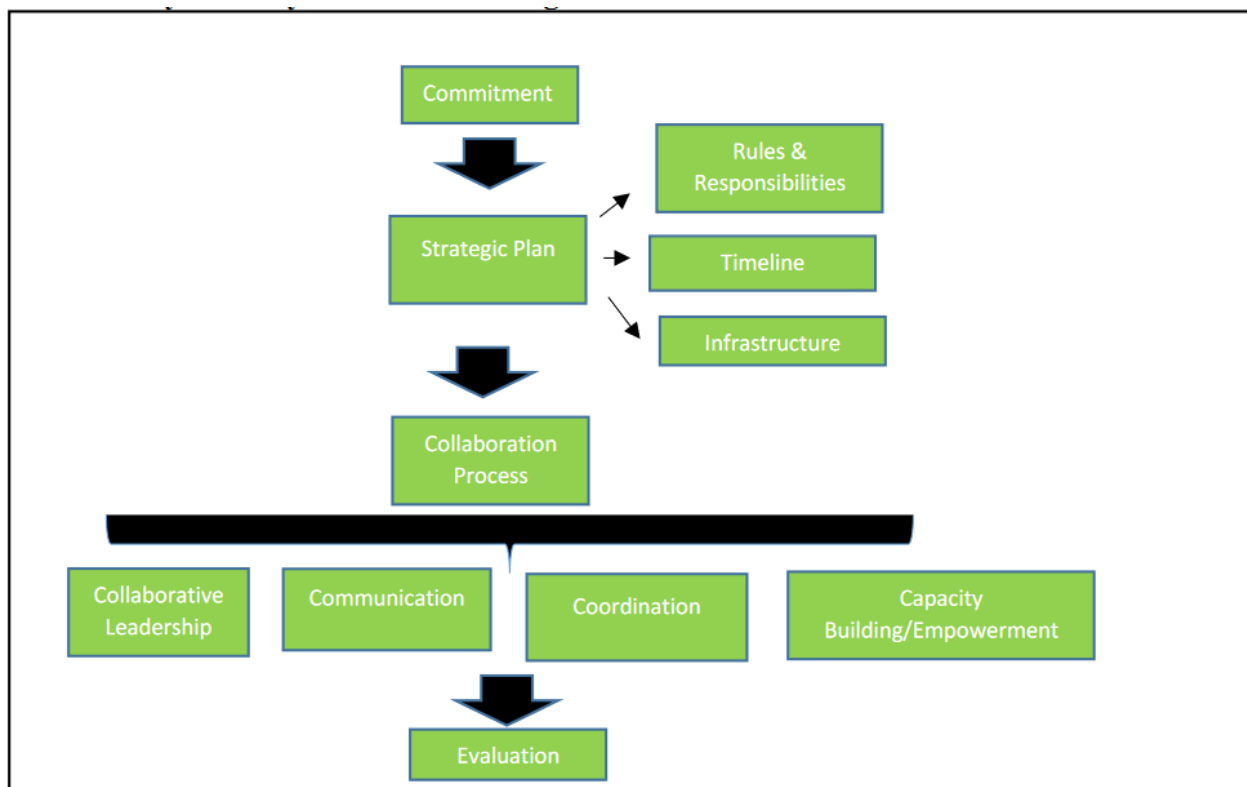
Source: Data Processed

1.1 Commitment

Commitment concerns the initial relationship between partners before engaging in a collaboration program. This step needs attention because there are often obstacles where one of the collaboration parties does not fulfill the agreed-upon commitments at the beginning.

The success of the collaboration is motivated by the history and strong commitment of the actors. (Hartono, 2020). This ideal condition can be achieved when each party believes in their respective abilities and commitments. They also recognize that the other party has the credibility and commitment to perform the collaboration goals. Commitment is a condition where actors have the determination and consistency to remove obstacles and achieve a common goal. The success of the partnership can be jeopardized when initial commitment is lacking. Mayhill (2006: 49) explained that impediments to poor partnership implementation could occur due to a lack of organizational commitment and cultural change. However, commitment is difficult, especially for non-government partners like the community. This is because the community is not the party in charge of disaster management, hence the concept may change. Carroll Buracker and Associates Ltd (2007) concluded that citizens are unpaid agents expected to participate in the hectic activities of the government.

The difficulty in building a commitment to collaboration is due to the emergence of certain motives during a disaster. Nel and Righarts (2018:162) mentioned three concepts that show a causal relationship between natural disasters and conflict: motives, incentives, and opportunities.

Incentives and hidden political motives from interested parties will turn into conflict when there are opportunities (Wahid, 2018:38). Therefore, specific options are opened for commitment to undergo changes that disrupt the course of the collaboration. Subsequently, commitment can be strengthened through shared values and perceptions. It is expected to run without certain motives, including political motives.

1.2 Strategic Plan

Even though the strategic plan involves informal non-government parties, it contains elements of roles and responsibilities, deadlines, and provision of infrastructure and facilities in a written agreement. Therefore, the nature of collaboration is also proposed for binding, and the existence of a written agreement is conducted without overlapping roles. Due to the unpredictable nature of disasters, this design allows all aspects to function quickly and without additional adaptation. In this case, the research

refers to the obstacles where the agents often experience different mindsets, which hampered collaboration. Furthermore, there are obstacles in the form of slow handling due to unpreparedness in carrying out the planned efforts.

The complexity of the problems after the disaster is the cause of the need for active roles and services of all institutions to maintain Community Security and Order. According to Russel & Linden (2002:173), the collaboration model needs a clear role from each partner. This model can be realized through a written agreement, and the division of roles and responsibilities also needs to be ensured to avoid conflicts.

Clarity in the participation of each party is also needed in collaboration. Reilly (2001) found that successful collaboration pays considerable attention to stakeholder involvement. However, when one party does not have the capacity, status, or resources to participate equally with other stakeholders, the collaborative governance process becomes vulnerable to manipulation by another powerful party (Ansell & Gash: 2008, 9).

1.3 Collaboration Process

1.3.1 Leadership

Leadership strategy is essential to collaboration success (Streib & Waugh, 2006). Research by Kapucu, Arsan, Demiroz (2010), and Punchand & Markham (2000) also analyzed that leadership is a significant factor in the success of collaborative emergency management.

In disaster management, the informants stated that the failure occurred because many leaders were not equipped to handle a crisis, especially a pandemic, which was the first time in Indonesia. Many leaders were from political parties that had not experienced crises before. According to informants from academics, leadership in Indonesia cannot manage the crisis quickly. This condition implies the need for a program to increase collaborative leadership capacity.

In the context of a disaster, a collaborative leader is needed with a dominant character or influence to move others in collaboration. The leader acts as an orchestrator or integrator where the egalitarian principle occurs. The character of a collaborative leader is also different from an ordinary leader, namely, those with unique characteristics such as open-mindedness, initiative, and can get into all members. Collaboration also requires people or personnel to harmonize the concept. In conclusion, a collaborator agent is needed to unite all partners from different backgrounds.

1.3.2 Coordination

Some natural disasters and pandemics have a very large impact and are accompanied by the emergence of quite complex problems. The complexity of the issues demonstrates numerous obstacles to maintaining social security and cannot be separated from the chaotic coordination between stakeholders.

Several informants emphasized the importance of coordination in disaster management efforts because this problem is seen as one of the obstacles. Besides causing casualties, weakness in coordination also impacts inequality in other aspects, including the distribution of aid and evacuation of victims.

Several elements to oversee Community Security and Order are rapid planning, priority sectors, establishing coordination patterns, and implementation of e-policing. Before coordinating, it is necessary to make a plan, including time and agenda. This is important for effective and efficient coordination. Setting a time or timeline is also essential to direct activities according to the available time. However, disaster situations will be different from normal situations, hence collaboration agents should also adapt to conditions that occur quickly.

This research proposed a priority scale to maintain Community Security and Order in a disaster to overcome the coordination problems. The coordination pattern is vital for all leaders at various levels to achieve the desired goals. This action can be started by determining the concise and targeted coordination flow.

The existence of coordination barriers also reminds the importance of implementing ePolicing. This system can provide public services more quickly, precisely, accurately, transparently, and accountably. The many challenges also demand the ability of the police to create a strong e-policing mechanism and accommodate social security needs.

1.3.3 Communication

Disturbances in the security and social order through collaborative policing can be prevented by implementing the communication principle. The lack of communication has affected the success rate of policy implementation and collaborative programs. This condition can also produce a narrow perception of the duties and functions of each agent when dealing with disaster conditions. Therefore, communication points are also an element emphasized in this collaboration model. In practice, communication between stakeholders is not optimal, causing slow management. The lack of understanding is caused by the small opportunity to hold joint exercises, improve relationships with each other, establish communication, and interact.

One of the informants also added that to create the right communication, there needs to be an equal footing supported by suitable media means. In a disaster situation, the problem of communication media is often an obstacle. For example, everyone is forced to communicate online during a pandemic. This method can lead to dangerous misunderstandings in the course of the collaboration, following the potential to cause differences in the messages received.

Building communication also requires a unique mechanism obtained through consistent training of police officers and partners. Other supporting activities are needed, such as creating a joint post for parties to solve problems. To improve coordination and communication in the future, the police and their partners need to develop more drills and simulations for disaster management in an integrated cross-sectoral manner. The higher training frequency can strengthen coordination and communication, especially during panic and paralysis of facilities.

1.3.4 Capacity Building

In the Collaboration Value Statement module, the Waterloo Region Crime Prevention Council (WRCPC) stated that several elements indicate a collaboration program is running well. These include the increase in collective capacity to solve complex problems. According to the Indonesian Center for Management Studies website, capacity building increases the knowledge and skills, attitudes, and behavior of human resources. These activities can be applied at three levels, namely individuals, groups, and institutions or organizations. At the individual level, capacity building is carried out using continuous training in essential aspects, such as communication, self-motivation, and problem-solving skills.

In a disaster situation, collective capacity building can be conducted by the Indonesian police. This mission can be a solution when members become victims through the transfer of knowledge and expertise. Efforts to achieve community capacity building include socialization and preparedness training as well as aspects of disaster management implementation through early warning education programs to anticipate the impact.

Through this program, the community is expected to understand the best actions during disasters. Amid a lack of budget constraints, the police can still prioritize socialization and training for the community in disaster-prone areas. Therefore, the potential faced can be better understood to train and assist the police in maintaining security and social order.

1.3.5 Evaluation

Evaluation is an objective and systematic assessment of an intervention. Winer & Ray (1994:14) stated that collaborative partners need to design and test evaluations to determine success. In collaboration, evaluation is essential to evaluate the effectiveness of the program. It is also conducted to respond to the obstacles and expected results.

The implementation of the duties of each member involved in collaboration should be evaluated with a good scheme to obtain information on the actual conditions. Information on evaluation results should be followed up by relevant parties or the community following the recommendations. Based on the existing evaluation, it is possible to change other elements when discrepancies are found. This step can also solve the failure resulting from certain aspects, such as communication and coordination.

2. The Effect of External Conditions on the Implementation of Collaboration

The success of the collaboration can be determined by technical and non-technical aspects originating from external conditions. This research identified several external elements that also affected the course of collaboration during a disaster. It can be described as follows:

Table 2: Visualization of the Collaborative Components of Maintenance of Community Security and Order During Disasters Based on Collaboration Outcomes
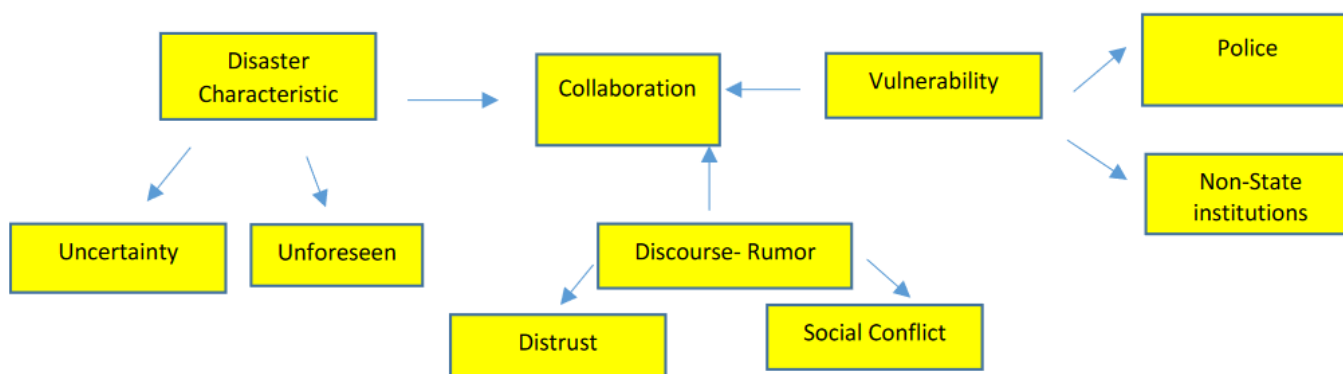
Source: Data Processed

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2.1 Disaster Characteristic

Disaster is characterized by unforeseen events and appears beyond expectations to create an uncertain situation. Meteorology, Climatology, and Geophysics Agency continue to monitor and study disasters to prevent casualties, but science and technology are insufficient to predict the situation. Therefore, the community needs to understand the enormous space of uncertainty. Many examples can illustrate this uncertainty phenomenon, including the aftershocks of the Palu tsunami, in Central Sulawesi in September 2018. The Meteorology, Climatology, and Geophysics Agency had issued an official statement that the tsunami early warning had ended. However, a giant wave appeared after the first incident, and this condition caused many casualties because the situation was considered safe.

Besides natural disasters, the ever-changing situation in pandemics should also be addressed with policy changes, such as the application of a restriction policy. To respond to the increasingly favorable case conditions, the government, through Government Regulation No. 21 of 2020, imposed a policy of Large-Scale Social Restrictions (PSBB) in the early days. This policy was set on March 31, 2020, and after the issuance, one-by-one follow-up policies emerged, such as the Minister of Health No. 9 of 2020 concerning Guidelines for Large-Scale Social Restrictions (PSBB). It regulates restrictions on activities in schools and workplaces, religious activities, and activities in public places/facilities.

Change, risk, and uncertainty are three essential interrelated components that need to be managed (Green 2003 in Amendola, 2004:1). Amendola (2004:59) stated that uncertainty about future changes and social disturbances during disasters indicate risk cannot only be seen as a national problem. This requires additional treatment, and panic is not an appropriate response to the condition. Therefore, effective modeling is needed in the preparedness and mitigation phase.

In this sudden and uncertain situation, rapid adjustments are needed in all aspects, including governance and implementation of collaboration. In this case, it is essential to have a Standard Operational Procedure (SOP) that can remain valid under any conditions, including disaster situations. This system is applicable on a legal basis and can continue to function amidst changes.

Policies and operations should be adaptable and flexible to address the features of sudden disasters in the context of law enforcement. However, the Indonesian police need to modify the scheme by making quick personnel shifts to avoid interfering with routine operations. These factors require anticipation through appropriate managerial management skills.

Flexibility also needs to be applied in other non-governmental organizations that act as partners in anticipating sudden and uncertain situations. Furthermore, partners should be able to adapt quickly to changes in disaster situations. This is achieved by conducting regular management exercises. The activity was also carried out in Japan, where the apparatus and civil society were involved in increasing awareness and ability. Therefore, a disaster culture is formed in the Japanese people. The existence of a disaster culture embedded in the community can assist the police in overcoming security and disturbances.

2.2. The Influence of Discourse in the Form of Rumors in the Maintenance of Community Security and Order

In an essay entitled "The Growth of a Market of Fear," Furedi (2007:508) quoted by Frailing and Harper (2017:40), fear and anxiety affect the deliberation process among members. This shows that rumors can interfere with the relationship between all collaboration agents because of the anxiety and fear formed from the discourse. The public can accept rumors through messages distributed by the mass media. As stated by Rodriguez (2007), the media plays a role in perpetuating false information in disaster situations (Rodriguez et al. 2007 in Frailing & Harper:42).

In the current situation, the information produced is very dynamic, constantly evolving, and changing. According to the informants, this can lead to social psychological conditions that are unstable and inconsistent. The situation is exacerbated because some people cannot sort out the wrong or correct information. This creates a social upheaval that can lead to distrust and rebellion from the community. The real condition triggers the emergence of social security disturbance instead of making the community a collaborative partner for maintaining security and order.

As occurred in the early pandemic, there was distrust in the existence of the COVID-19 virus. Many people still look down on vaccines and reject the government's vaccine program due to the many confusing reports regarding the two issues. Rumors cannot be ignored and have become a real threat, impacting the emergence of natural disturbances. The looting in disaster areas and the negative stigma on COVID-19 victims that led to resistance actions are some of the impacts of rumors.

However, another informant stated that rumors are not always negative. Sometimes, they should be used by turning into warnings and anticipated immediately. In the pandemic disaster, rumors of a delta variant have been circulating for a long time. The authorities should be able to respond to this information by following up with anticipation of suppressing the virus.

Besides provoking social unrest, rumors can also affect public participation in collaborative efforts with the police. This is because it affects the public perception of the police, which decreases the level of trust. Low trust can reduce the public's interest

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in participating in collaborative programs. These possibilities should be anticipated by continuously increasing public trust through their performance.

In the collaborative disaster policing model, a step in preparing communication management is needed by involving various agents to ward off rumors. In Japan, the police and stakeholders have a unique system that works automatically. With this system, all news immediately leads to positive content and avoids provocative content triggering upheaval in society. Besides countering rumors, the police should also identify and build practical communication skills with their partners.

2.3 Vulnerability

The disaster also creates vulnerabilities that can hinder partnerships. The Population Reference Bureau's website, defined vulnerability as the characteristics of a person or group and situations affecting their capacity to anticipate, cope with, and recover from the effects of natural disasters. Mustafa (as quoted from Mcentire, 2011: 3) argued that vulnerability is a state of powerlessness that makes a community powerless to withstand the debilitating effects of disasters or natural hazards.

Individuals are vulnerable to disaster for various reasons (Cannon, cited in Green, 2004: 323). The elements of vulnerability can consist of a decrease or lack of physical conditions, the physical environment, human resources, knowledge, and economic well-being. These elements form vulnerable groups, including children, the poor, the disabled, pregnant and lactating mothers, the elderly, the marginalized, and certain minority groups. Mcentire (2011:301) exemplified that the elderly may have a sufficient understanding of disaster based on previous experience. However, their weak health can adversely affect their ability to protect themselves or respond effectively. The children may be more physically able to meet their needs and may be included in the vulnerable group due to the failure to understand the required steps. Besides the age factor, gender is also included in another factor.

The characteristics of this vulnerability have entirely changed during the pandemic. Therefore, not all vulnerable people, such as children, people with disabilities, or the elderly, are labeled as vulnerable. This situation creates an extreme condition where everyone can be susceptible regardless of gender or age. Vulnerability can also affect police personnel and their partners, which impacts the course of the collaboration. During the pandemic, the ability of police members has become less than optimal because they were exposed to the virus (Siregar: 2020). In this context, the salient element of vulnerability concerns the decline or lack of physical condition. This was also shown in the interviews with the police chiefs, who admitted that many of their personnel were exposed to the virus. The decline in physical condition occurred among the community members who are partners with the police.

Furthermore, vulnerability concerns aspects of human resources (HR). Natural and pandemic disasters also cause HR weaknesses, including a psychological vulnerability that can attack members of the police and their partners. These conditions can inevitably bring a sense of stress, and a more significant burden of responsibility can lead to multiple stress levels. Gregor (2005) showed that disaster significantly affects some people who have lost family and friends, homes, and property. Similarly, they will lose meaning in life and experience uncertainty due to a loss of future orientation and personal security. Some people can easily overcome this condition, but the emotional impact can last longer in others because of different influences. Emotional disorders' symptoms can potentially affect the ability to stay organized. The late response can cause functional disturbances, affecting the quality of life (Retnowati, 2012). This will also affect the collaborative maintenance of Community Security and Order. The community will focus on efforts to save themselves instead of being involved in a collaborative program.

This vulnerability factor is a challenge in developing a future collaboration plan for the police and their partners. It prepares new patterns to anticipate the possibility of police personnel becoming vulnerable but paying attention to community vulnerability patterns. Efforts to predict vulnerability can also be carried out through identification. These include maps and identifying the factors causing disaster risk as the primary vulnerability factor. Collaboration with academics is crucial to reduce the number of vulnerabilities to achieve the desired goals.

CONCLUSION

Creating Community Security and Order are part of social control efforts. Bruce J. Cohen (in Setiadi, 2011:252) defined social control as the method used to create harmony with the prevailing norms or rules, and one of the strategies of the Indonesian police is collaboration.

In the context of the police, collaboration is a principle of community policing (Chrysnanda, 2020:20). The police have applied the concept of community policing in Japan and the United States, which Indonesia later adopted. To optimize the implementation, the collaboration mechanism between the police and non-state institutions should be supported by established governance and attention to social phenomena. These two components should be noted because collaboration can be a mainstay in maintaining security and social order. The Disaster Collaborative Policing Model aims to synergize the potential and resources

between the police and non-government institutions in fostering, preventing, and taking action against behavior leading to disturbances in public order.

This model contains two aspects, namely governance and social phenomena. For the governance aspect, 7 elements are considered. The first is the strong commitment between each partner, while the second is a clear and detailed division of tasks and responsibilities of each party. The third is the existence of collaborative leaders; other elements are participation, coordination, communication, and capacity building to improve the collective quality of the partnering parties. The last element is a practical evaluation for measuring the quality of the collaboration to be followed up by the relevant parties.

In the collaboration model, it is also necessary to pay attention to external aspects outside the organizational context. This research emphasizes three external aspects, including the organic characteristics of disaster in the form of uncertainty and the sudden nature, discourse in the form of rumors affecting public trust and support for collaborative programs, and the risk of vulnerability happening to members of the police and their partners.

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