

POLICING EFFORTS IN PREVENTING CONFLICTS OF MANAGING ECONOMICAL INDUSTRIAL WASTES

(A Case Study on Industries in the Jurisdiction of Bekasi Metropolitan Police Resort)

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ABSTRACT

The study aims at exploring the policing in preventing conflicts of managing economical wastes in the jurisdiction of BMPR Resort (BMPR). Such conflicts, occurring in Bekasi Industrial Area (BIA), have occurred since 1990. The conflicts are the phenomena of problems between community groups related to their economic interests in competing for economical resources coming from industrial wastes. The study aims to explore policing efforts in preventing such conflicts conducted by BMPR. The research employs qualitative approach. The results of the research reveal that such conflicts increase along with the development of BIA in 1990. Such conflicts have occurred since the community began to know the value of the industrial wastes and began fighting over the resources of the economical industrial wastes. Bekasi Metropolitan Police Resort—in preventing such conflicts—has put forward the function of Community Partnership (Binmas). However, the door to door system strategy in increasing the awareness and alertness of potential conflicts is still not optimal in preventing such conflicts. Therefore, BMPR needs to apply the concept of e-polmas (community policing) in preventing the conflicts so that prevention efforts can run optimally.

Keywords: *conflict, economical, policing, waste*

1. INTRODUCTION

The development of Bekasi Regency as an industrial area has led to the emergence of various social conflicts. One of the conflicts is caused by the competition among mass organizations for managing economical wastes coming from

corporations operating in the regency (Evitasari, 2013, URL). Such conflicts occur because many parties or mass organizations are aware of the economic value of the industrial wastes. In fact, the groups or organizations competing for managing the economical industrial wastes basically already realize that they do

not have the legality to do it. Sometimes, they even employ other parties' or organization's permits.

So far, there are still many companies in BIA that do not comply with the provisions contained in Article 59 of the Law of the Republic of Indonesia Number 32/2009 concerning Environmental Protection and Management. Licenses or permits to manage economical wastes are still given solely based on tight emotional relationships between company founders or company management and waste management parties. Sometimes, the permit is given to a party that does not have a license in managing industrial wastes. This legality aspect has often been ignored by the two parties.

Such situation has been considered as an opportunity for other mass groups to urge the company to grant them a permit to manage the economical wastes. Even, several mass groups come to the company and bring a proposal in order to obtain a permit to manage the economical wastes. The mass groups also ask the police for permission to gather in order to convey their aspirations by conducting a demonstration, demanding that the company give them the rights to manage the wastes. The mass groups also carry out intimidations through mass mobilizations, so that the company feels scared. It is undeniable that the situations disturb the stability of the company and at the same time encourage the company to hand over

the problems to other mass groups who have already managed their wastes due to the initial agreement between the company and the party who manages the waste. It is stated in the agreement that the party or mass group managing the wastes must be ready with all consequences, including the existence of other mass groups who also want to get the same permit in managing the company's wastes. This condition has sparked the emotions of the two mass groups and often led to various unexpected conflicts.

BMPR is required to be able to maximize its role in order to prevent such conflicts. It goes without saying, BMPR must improve and increase its efforts in handling the problems. BMPR has created various preventive efforts by empowering the elements of the community through community policing activities. This is in accordance with one of the missions of the current Chief of Indonesian National Police: police must be able to improve their preventive capacity. However, conflicts in managing the economical wastes in BIA still take place. The conflicts will certainly threaten the stability of environmental security and public order. Based on the above problems, this study will answer three research questions: (1) What are the characteristics of the economical industrial waste management conflicts in Bekasi; (2) What are the factors influencing the conflicts; and (3) What policing strategies should be carried out in

preventing the economical industrial waste management conflicts in the jurisdiction of BMPR?

2. LITERATURE REVIEW

1). Theory of Conflict and Conflict Prevention

Conflict is seen as “the result of opposing interests involving scarce resources, goal divergence and frustration” (Niklas L.P. Swanstrom and Mikael.S. Weissmann, 2005). In other words, conflict is a result of problems of different interests associated with limited and scarce resources as well as differences in the context of goals and frustration. In this context, conflict is not only defined as simply “violence behaviour” or hostility attitudes, but also includes mismatches or differences in position in viewing an issue. In general, conflict is a social phenomenon that cannot be avoided in social and organizational life. In essence, conflict is caused by a factor of a conflict or a dispute between two parties in order to achieve goals. Conflicts can occur at the individual, group, organizational level, even at the state and nation level. Given the considerable potential for conflict in people's lives, it seems that conflict prevention efforts become an important issue for fostering security and order in people's lives.

2). Theory of Social Conflict

Social conflicts occur when several group members compete or see goals as something incompatible. Conflict between groups is a situation where

one group considers that its goals and interests are hindered by the goals and interests of other groups (opponents) (Gottam, et al., in Putra and Pitaloka, 2012: 105). According to Coser (in Putra and Pitaloka, 2012: 106-107), social conflicts can be divided into two general characteristics, namely: latent conflict (closed) and open conflict. Closed conflicts are characterized by the existence of tensions between groups that do not appear openly in the public sphere. Open conflicts explain the open feelings of hatred and strife between groups. The most obvious form is the occurrence of physical clashes between the conflicting groups.

3). Group Concept

Baron and Byrne (2005: 175) define a group as a group of people who are perceived to be bound to each other in a coherent unit to a certain degree. Walgito (2003: 82) adds that groups have a characteristic that cannot be separated, namely the interaction between one member and another.

4). George R Terry's POAC Management Theory

Terry and Mainduh (in Torang, 2013: 166-177) state that there are four basic functions of management, namely: a) Planning—a holistic and mature planning greatly determines the efficiency and effectiveness of the organization in achieving its goals; b) Organizing—a process of distributing work and tasks and coordinating them to achieve organizational goals; c)

Actuating—an action done because something will not happen without taking action; and d) Controlling—a process of an assessment and correction of the ongoing work process. The POAC management theory put forward by George R. Terry was used by the author to identify and analyze the steps of policing efforts in preventing the conflicts of managing economical industrial waste produced by BIA done by BMPR.

5). Theory of Crime Prevention

According to Steven P. Lab., crime preventions can be divided into three approaches that are similar to the well-known disease prevention models, namely primary prevention, secondary prevention, and tertiary prevention. Based on this theory, primary prevention theory will be used to discuss policing steps in preventing conflicts in the management of economical industrial wastes in BIA done by BMPR. Primary preventions in the world of criminal justice are to identify physical conditions and social environments that allow opportunities for or accelerate the occurrence of crimes. Environmental management, environmental observation, public prevention, personal security, education about crime and crime prevention are included in primary preventions. According to Lab, crime prevention measures implemented with the aim of avoiding becoming victims of crime are an effective

means of reducing crime rates and fear of crime.

6). Theory of Conflict Prevention

Strategies for preventing conflicts are very important strategy given the many potential conflicts in civil society and undemocratic policies. Basically, conflict prevention is a way to prevent conflicts from escalating into a bigger conflict. In the context of conflict preventions, Bercovitch and Jackson (in Makhampang, 2015: 29-37) offer three sets of conflict prevention strategies. In this case, Jacob and Richard classify the prevention into three categories, namely early warning and system response, acts of building trust, and diplomatic missions. The conflict prevention theory mentioned above will be used as an analytical knife to identify and analyze the steps of policing in preventing the conflicts of managing economical industrial waste management done by BMPR.

7). Theory of Problem-Oriented Policing

Goldstein provides a guidance in determining actions to be taken to solve problems. The Problem-Oriented Policing (POP) is also known as four SARA steps, namely Scanning, Analysis, Response, and Assessment. Scanning is the stage of determining which phenomenon is a problem in a society. Analysis is a step taken by the police and the community to analyze in depth down to the root of the problem. Response is

an effort that is made after the problem has been clearly defined and analyzed. Assessment is the evaluation step of the process and the results of the implementation of the handling steps.

8). The Concept of Police Science (Iceberg Theory)

The iceberg theory covers three strategies as follows:

- a. Early detection and pre-emptive function strategies—a series of activities to collect various information from all aspects of people's lives, to conduct assessments, to identify and to understand various factors that can cause social problems;
- b. Preventive function strategies (direct prevention)—a series of efforts and activities to maintain security and public order, to maintain the safety of people, objects and goods, including to provide protection and assistance, especially to prevent law violations; and
- c. Investigative and repressive function strategies—a series of law enforcement efforts and activities, including investigative efforts in the context of collecting data and investigative information.

9). The Concept of Economical Value Waste Management

Law of the Republic of Indonesia Number 32 of 2009 concerning Environmental Protection and Management, Chapter I Article 1 (20)

states that waste is the residue of a business and/or an activity. Hazardous and toxic wastes, hereinafter referred to as B3 waste, are the residue of a business and/or an activity containing B3. The B3 waste management is an activity which includes reduction, storage, collection, transportation, utilization, processing and/or landfilling.

3. RESEARCH METHOD

The research employs a qualitative approach. The research also employs a case study method by directly going to the object of the research. Through a case study, it is highly expected that the researcher will get an overview of the characteristics of economical industrial waste management conflicts in BIA, factors contributing to economical industrial waste management conflicts in BIA as well as policing steps to prevent the conflicts occurring in the jurisdiction of BMPR.

Primary data are obtained from the results of direct research in the field with parties who know exactly the problem to be discussed. They are the BMPR Chief, the Head of BMPR Community Partnership Unit, the Head of BMPR Criminal Investigation Unit, the Head of BMPR Intelligence and Security Unit, the personnel of BMPR Community Partnership Unit, the company representatives, the groups representatives involved in the conflicts, and community leaders

living nearby BIA. Meanwhile, secondary data includes the BMPR basic intel, the number of BMPR personnel, the BMPR *Bhabinkamtibmas* (an police sergeant who is in charged of public order and security in a village) data, data on economical industrial waste management conflicts in BIA, reports on the results of the implementation of BMPR Community Partnership functions, data on community reports on conflicts over economical industrial wastes management in BIA, and an inventory list of facilities and infrastructure as well as a variety of other literature related to the issues. This data will be used as complementary data from the data obtained from interviews with each of the primary data sources mentioned above.

Data collection techniques are carried out through observations, interviews, and document checking. Data analysis is carried out by data reduction steps, data display, data triangulation and conclusion/verification.

4. FINDINGS AND DISCUSSION

1. Characteristics of Economical Industrial Waste Management Conflicts in BIA

In order to analyze the characteristics of economical industrial waste management conflicts in BIA, the researcher employs the opinion expressed by Coser (in Putra and Pitaloka, 2012: 106-107) which states that social

conflicts consist of various types and characteristics. According to Coser, social conflicts can be divided into two general characteristics, namely:

a. Latent/Closed Conflicts

In the context of conflicts in managing the economical industrial wastes in BIA, the conflicts are latent (closed) or under the surface at first. Then, conflicts arise when parties involved submit their proposals in order to obtain the rights of managing the economical industrial wastes. The large number of investors who want to get the rights to manage the economical industrial wastes encourages mutual hatred. The investors try their best to beat each other in order to obtain the rights. The feeling of anxiety about fraud committed by other groups continue to grow in line with the uncertainty on the part of the company to determine which party will get the letter of order (SPK) to manage the economical industrial wastes.

b. Open Conflicts

The clearest form of conflicts in managing the economical industrial wastes in BIA is the massive mobilization of the people by each party involved in the conflicts aiming at intimidating the company to grant the rights to manage the economical industrial wastes.

In general, economical industrial waste management conflicts involve investors who want to obtain the rights to manage the economical industrial wastes by involving several civil society organizations (CSOs), non-governmental organizations (NGOs) or, sometimes, thugs so that the company gives the rights to manage the wastes. However, the lack of maturity on the part of the company—which is shown by being unwilling to know and leaving all matters to the old management of the wastes—makes the conflicts worse. The conflict, which is initially closed in nature, comes to the surface, signed by the mobilization of large numbers of people to intervene by the company to grant the rights to manage the economical industrial wastes and starts disturbing the surroundings.

2. Factors Contributing to Conflicts in Managing the Economical Industrial Wastes in BIA

Factors that contribute to the conflicts in managing the economical industrial wastes, located in BIA can be analyzed based on the dominant elements forming social conflicts stated by Mugasejati (in Sumanto and Sujatmoko, 2008: 166), namely:

a. Structural Conditions

People, who are aware of the high economical value of the industrial wastes but do not have capital, try to make a

profit by supporting investors who are expected to give them rewards if they get the rights to manage the economical industrial wastes. The investors often make use this condition to gain sympathy and support from the community so that their plans to obtain economical value waste management rights can be realized.

b. Driving Factors/Accelerators

The driving factors or accelerators in the conflicts of managing the economical industrial wastes in BIA is related to Bekasi Regency Regulation which allows Bekasi people to manage the economical industrial wastes. Such regulation has sparked dissatisfaction among businessmen in Bekasi area because they feel they are put in difficult situations to get the rights to manage the economical industrial wastes. In fact, all entrepreneurs or businessmen should legally be able to manage the economical industrial wastes. Due to imbalances of the provisions, Bekasi Regency Government has issued a policy stating that even though an entrepreneur has a legal base to manage the economical industrial wastes, he or she must have an SPK issued by Bekasi Regency Government. The Bekasi

Regency Government policy encourages people in Bekasi Regency—thinking that they have the rights to manage the economical industrial wastes—to try to refuse these entrepreneurs, although basically the community does not have an SPK.

c. Trigger Factors

The trigger factors in conflicts of managing the economical industrial waste in BIA is the increasing awareness of the public about the high economical value of the industrial wastes. In addition, the acts of some companies—tending to give the rights to parties who have close relationships with them even though they are not equipped with legal permits—are the triggers for conflicts. The worse thing is the immature attitude of investors who must be ready to win and be ready to lose in a business competition. In reality, the losers tend to express their disappointment by mobilizing people or their followers to show off and still ask to be given the SPK for managing the valuable industrial wastes.

3. Policing Measures done by BMPR in Preventing the Conflicts of Managing Economical Industrial Wastes in BIA

The steps of policing measures done by BMPR in preventing the conflicts in managing the economical industrial wastes in the BIA are based on the theory of basic management functions of George R Terry as follows:

a. Planning

Every morning, the head of BMPR Community Partnership Unit briefs his members. The record of the brief then is distributed to all *Bhabinkantibmas* personnel posted in the jurisdiction in order to become a guidance in implementing their duties. Apart from that, BMPR also carries out planning and preparation activities, namely the coordination meeting for the implementation of the *Door to Door System* program to companies given the limited number of personnel and the large number of the current industrial areas. The targets of the activities of preventing conflicts in managing the economical industrial wastes in BIA have also been determined in advance, including the community, vulnerable groups to the conflicts, NGOs, or companies operating in BIA. The planning step carried out by BMPR is also related to the coordination that will be conducted so that there is an effective coordination between the

respective BMPR functions or units.

b. Organizing

Based on the action plans of BMPR Community Partnership Unit, the organization of activities is carried out by the head of BMPR Community Partnership. The head of unit gives directions to the unit personnel before they carry out their tasks, so that they understand the steps that must be taken according to their respective roles. They also work together with other external or internal agencies as well as community.

c. Actuating

The implementation of the prevention efforts by BMPR is carried out by realizing every plan that has been prepared during the planning and organizing stages as well as to ensure that each activity is right on target and able to touch every element found in the conflict of managing the economical industrial wastes in BIA. Each task implementation which refers to the implementation guidelines will determine the quality of the results of the implementation of the task of preventing the conflicts itself. The Community Partnership Unit of BMPR has put forward the strategy of detection

function and prevention function as well as the strategy for the preventive function (direct prevention). This means that BMPR has taken actions before the reports on the conflict are accepted.

d. Controlling

In every implementation of preventing conflicts of managing the economical industrial wastes, it is necessary to have a supervision and control done by the leadership. Supervision and control on the efforts to prevent conflicts in managing the economical industrial wastes in BIA are systems of active implementation reports by *Bhabinkamtibmas* personnel. They send photos of their activities to their leaders via WhatsApp application. In evaluation activities, all members also write their own reports on the achievement of activity targets to be accountable to the leadership. In fact, supervision and control in policing efforts in order to prevent the conflict is also carried out directly by the head of BMPR Community Partnership Unit by directly observing the activities of the *Bhabinkamtibmas* personnel and directly socializing with the nearby community.

In a conflict prevention, Bercovitch and Jackson (in Makhampang, 2015: 29-37), offer three series of conflict prevention strategies. In this case, Jacob and Richard classify it into three categories, namely:

a. Early Warning and System Response

The BMPR has implemented a series of early detection strategies through the empowerment of *Bhabinkamtibmas* personnel. *Bhabinkamtibmas* personnel, in visiting the community, mass organizations, NGOs or companies, also try to gather information related to the potential for a widespread conflict. Through this mapping, *Bhabinkamtibmas* personnel will follow up the information with various socialization or counseling activities so that conflicts can be avoided. The various approaches taken by *Bhabinkamtibmas* personnel and efforts to resolve problems through mediation are the initial strategies in preventing the conflicts.

b. Building Trust Action

The BMPR Community Partnership Unit has taken several actions in order to build trusts among the community through social service activities. It is highly expected that the community is

not easily provoked to participate in such conflicts. Building trust actions have been manifested in the efforts of *Bhabinkamtibmas* personnel in order to convince the public. The personnel do their best in order to create a perception that *Bhabinkamtibmas* personnel can help solve problems without conflicts. Through this trust-building activity, the Community Partnership Unit is able to convey messages about social security so that the community will not be easily provoked into the conflicts.

c. Diplomatic Missions

Diplomatic missions are conducted by the BMPR Criminal Investigation Department in order to identify and profile as well as secure the provocateurs who intent to turn the demonstration into anarchic. The BMPR CID tries to keep the demonstrations in a good order to convey their aspirations so the situation can be controlled.

Regarding the steps of policing efforts in preventing the conflict of economical industrial waste management in BIA, the researcher will analyse it using the opinion expressed by Goldstein (1990: 66) which provides a guidance in

determining actions to be taken to resolve the current problems. The guidance, called Problem-Oriented Policing (POP) step, is also known as four SARA steps as follows:

- a. **Scanning**—Approaches made by the BMPR Community Partnership Unit to the surrounding community and the company, either directly or indirectly, is one way that can be used to find out the root causes of the conflicts. Identification processes are carried out by the BMPR Community Partnership Unit on various possible causes of the conflicts. Such processes will then be followed by further analysis in order to find out the truth and later it can be used in making decision on the actions to be taken.
- b. **Analysis**—The analysis on the policing efforts of preventing the conflicts is manifested in every vigorous analysis and evaluation activity carried out by *Bhabinkamtibmas* personnel. Such analysis is held so that improvements can be made in case the actions taken have been optimal.
- c. **Response**—policing measures taken by the BMPR in order to prevent conflicts in managing the economical industrial wastes in BIA are done through preventive and pre-emptive activities by

promoting *Bhabinkamtibmas* personnel. The members of *Bhabinkamtibmas* carry out socialization activities and door-to-door systems to companies so that each element has a joint commitment to prevent conflicts in managing economical industrial wastes in BIA.

d. Assessment

Based on the research findings on documents studies, BMPR has always conducted evaluations on the policing efforts in preventing the conflicts. If the policing efforts that has been carried out can resolve the conflicts, then the implementation will be intensified again so that it will get better results and the conflicts can be resolved completely and will not occur in the future. If the policing efforts have not reached the expected targets, it is necessary to evaluate and rearrange the best policing measures by looking at and evaluating things that support and hinder the efforts as well as the weaknesses of the implementation. Again, we get a policing plan which is expected to achieve the goals of preventing the conflicts of managing the economical industrial wastes in BIA.

Based on the results of the research findings written in the previous chapter, the policing efforts in preventing conflicts of managing the economical industrial wastes in BIA done by BMPR from the perspective of police science are as follows:

a. Early Detection and Pre-emptive Function Strategies

These strategies can be in a form of intelligence estimation from the BMPR Intelligence Unit regarding a planned demonstration by a group of people who do not have the rights to manage the valuable industrial wastes. Intelligence products are not only used by leaders in policy making. But they can also be used as a basis for preparing the BMPR Community Partnership to handle the conflicts. There must be a good coordination between the BMPR Community Partnership Unit and the BMPR Intelligence Unit. Intelligence products can also be used by the BMPR Criminal Investigation Department to prevent certain individuals who deliberately want to heat up the conflict situations.

b. Preventive Function Strategy (Direct Prevention)

Various preventive efforts have been carried out by the BMPR Community Partnership Unit so that

conflicts in managing the economical industrial wastes can be prevented. The policing efforts of the BMPR Community Partnership Unit include the installation of appeal banners, socialization to the community through social service activities, communication with residents to solve problems through a talk, and the implementation of door-to-door systems (DDS) in companies. In the implementation of DDS in companies, the researcher still finds limitations or weaknesses. Such limitations or weaknesses are serious problem and must be resolved immediately, considering that every industrial area in the the jurisdiction of BMPR is prone to conflicts in managing the economical industrial wastes.

It is common that each unit in a police resort or a police region must have its own website which contains information related to the identity of the unit as well as other public information. These websites must be well empowered. They must be synchronized with other websites, especially those that are frequently opened by the public and websites that are prone to the conflicts of managing the economical industrial wastes. Companies

located in BIA must synchronize their websites with the *e-polmas* system. Therefore, every message saying no to conflicts in managing the economical industrial wastes can be disseminated by the community service groups fast in an efficient and effective way. This will make the companies or public more aware and alert of parties who want to cloud the atmosphere in waste management with economical value.

c. Investigative and Repressive Function Strategies

Prevention efforts are carried out by conducting an intensive communication process between community service officers and community members, community leaders, companies, NGOs, and other related parties. However, with the current development of information technology, it is necessary to realize that the police presence does not have to be physically present next to the community members, given the limited number of personnel of the BMPR *Bhabinkamtibmas*. However, the police can accompany the community, supervise the community, provide awareness to the community through social media in an effort to prevent the conflicts in

managing the valuable wastes in BIA.

Police measures in preventing conflicts of managing economical industrial wastes in BIA done by BMPR are a combination of three strategies stated in the iceberg theory, namely: strategy for early and pre-emptive functions; strategy for preventive functions; and strategy for repressive-investigative detection functions. These three strategies can be used in order to prevent conflicts in managing economical industrial wastes in BIA. Even at the level of stable peace, strategy for early detection function—as a series of activities to collect various information from all aspects of community life, to conduct assessments, to identify and understand various factors that can cause social problems—will be able to find problems that have not been raised to surface in order to find their solutions. This strategy is carried out by the BMPR Intelligence and Security Unit in order to identify the conflicts. Prevention efforts can also be done by using a preventive strategy by presenting the BMPR Community Partnership officers in a vulnerable area of such conflicts so that the officers are able to decrease the tension and to bridge an effective problem solving.

5. CONCLUSION

1. Conclusion

Based on the results of the research, the researcher can conclude the following things as follows:

- a. Economical industrial waste management conflicts in BIA have occurred since the community begin to recognize the economical value of industrial wastes and begin fighting over resources of the valuable industrial value wastes.
- b. Factors that contribute to conflicts in managing the economical industrial wastes in BIA include the high economical value of the industrial wastes, the absence of clear regulations regarding industrial waste management at first, the presence of elements from the local government and company management as well as issues from various parties that the company is uncomfortable with the old waste management.
- c. Police effort in preventing conflicts in managing the economical industrial wastes in BIA done by BMPR have basically applied the principles of management by prioritizing the function of Community Partnership Unit. However, the strategy implemented through the door-to-door system in

order to increase the awareness and alertness of the potential for conflicts in managing the economical industrial wastes in BIA is still limited.

2. Suggestions

Some suggestions for the BMPR are as follows:

- a. Using information and communication technology in preventing conflicts in waste management of economical value in BIAs, for example with the *E-polmas* program.
- b. Placing *Bhabinkamtibmas* members who are domiciled in their target areas so as to facilitate the active implementation of prevention of conflicts in the management of economical valuable waste in the BIA.
- c. Regarding the limitations of *Bhabinkamtibmas* personnel, it is suggested that conflict prevention of economical value waste management in the BIA through a community policing approach can be carried out by every function, both the Criminal Investigation function, the intelligence function, the Traffic function, or the *Sabhara* function.

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