Collaborative Governance: Countering Narcotics Abuse in Indonesia

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Abstract: *The collaboration of government institutions driven by BNN in narcotics countermeasures in Indonesia is quite successful in reducing the number of narcotics abusers. The problem is that in 2019 there was an increase in prevalence of 0.03%. Collaborative Governance is a strategy for overcoming narcotics in Indonesia, seen from four dimensions: namely, the context of the collaboration process, influenced by starting conditions, facilitative leadership, and institutional design. The quality method is based on a regular study approach from government reports and research results. In the context of the research conducted, the phenomenon of narcotics problems in Indonesia has long been the subject of the author's observations, so things are found that are noted in the findings of the problem of narcotics abuse. The results of this study are three dimensions, namely starting conditions, facilitative leadership, and institutional design, influencing the collaboration process with a positive output. As a result, there was a significant decrease in the prevalence of narcotics from 2011 to 2019. In 2011, the prevalence was 2.23%, in 2014 it was 2.18%, in 2017 it was 1.77%, and in 2019 it was 1.80%.*

Keywords: *Collaborative Governance, Countermeasures, Narcotics*

Introduction

This paper discusses the government's strategy (Ansell, C. and A. Gash, 2008) through collaborative governance in dealing with the threat of narcotics crime in Indonesia, a dynamic, latent, and international form of crime. Indonesia is a very open archipelagic country with a land area of Indonesia reaching 1,922,570 km with a total population of 267 million in 2019 based on the results of the 2015 Inter-Census Population Survey (SUPAS), while for 2020 it is projected to increase by 269.6 million people. This is a fantastic amount that must be protected from the dangers of narcotics.

The narcotics problem is not only in Indonesia; it is also faced by various countries in the world. Data published by the World Agency dealing with narcotics problems, namely by the *United Nations Office on Drugs and Crime* (UNODC), recorded that there were at least 271,000,000 people worldwide, or 5.5% of the total global population, who consumed drugs at the age of between 15 and 64 years of taking drugs in 2017.

Indonesia has implemented a "drug emergency" situation to combat the abuse and illicit circulation of narcotics. This is certainly a problem that must be immediately addressed to save Indonesia's younger generation. Kolaborai between state institutions driven by the

National Narcotics Agency (BNN) in collaboration with the Indonesian National Police (POLRI), the Indonesian National Army (TNI), Customs, Immigration, local governments, and civil society is a solution to break the chain of drug trafficking in Indonesia.

Collaboration between government agencies in carrying out the prevention and eradication of drug abuse and circulation succeeded in showing a significant trend of drug abuse decline from 2011 to 2017. Research conducted by the National Narcotics Agency (BNN) periodically every year shows that in 2011 the prevalence was 2.23%, in 2014 the prevalence was 2.18%, in 2017 at 1.77%, and in 2019 there was an increase of 0.03% at 1.80%.

In addition, data on the national prevalence rate in 2019 for people who have used narcotics to stop using and not consume narcotics showed a decrease of around 0.6% from the number of 4.53 million people (2.40%) to 3.41 million people (1.80%). So, around one million Indonesians have been saved from the influence of narcotics. (BNN, 2019). However, the government should not be complacent and must continue to increase vigilance against narcotics because in 2019 there was an increase of 0.3%. Collborative Governance (Ansell, C. and A. Gash, 2008) as a joint effort to eliminate sectoral egos (Febrian, 2016) government agencies to achieve comprehensive and sustainable synergy that is implemented in a balanced manner between supplay reduction through eradication and demand reduction efforts through prevention efforts through prevention efforts. This article will effectively explain collaborative governance as a strategy to reduce narcotics abuse in Indonesia.

A Collaborative Governance Model

The shift from the government model to governance emphasizes that the government must synergize with other actors to create a responsible government. *Governance* emphasizes cooperation between institutions. Governance gives rise to new variants in the concept of *governance*, including *good governance* (UNDP, 2014), which emphasizes the application of the principles of good *governance*; *collaborative governance* (Agranoff, 2006), which highlights the characteristics of the cooperation process between its three pillars; *network governance* (Provan and Kenis, 2008), which emphasizes the networks that must be established for the realization of *governance*; *partnership governance* (Munro et al., 2008) which requires partnerships in the long term; *new public governance* (Osborne, 2010), which emphasizes criticism of NPM; and *sound governance* (Farazmand, 2004), which criticizes and even refutes the concept of *good governance.*

In principle, the concept of *governance* that best prioritizes the principle of cooperation and explains the phenomenon of cooperation between actors in the implementation of government affairs and services was developed by several experts known as collaborative *governance* (Petersand Pierre, 1998; Ansell, C. and A. Gash, 2008; O'Flynn and Wanna, 2008; Emerson et al., 2012) and *partnership governance* (Bovaird, 2004; Munro et al., 2008)**.** To understand the concept of *collaborative governance*, it is necessary to explore the

term "collaboration" in more detail. This is needed to be able to recognize the reasons why collaboration is important in modern government and how it can be achieved.

The concept of *collaborative governance* has actually gained a solid foundation because it has previously been given direction by Cullen et al. (2010) on the need for a faster transition of government in managing change based on consensus between the three pillars of *governance*. And the most recent existence of a formulation of the governance model, which is an update of the old *governance* concept, namely what is referred to as *New Public Governance* (Osborne, 2010). This concept provides an even stronger basis for the existence of *collaborative governance* because it is based on institutional and network concepts (*network theory*) with a focus on the organization and its environment.

Other expert opinions that reinforce the definition *of collaborative governance* are (Shergold, 2008; O'Flynn and Wanna, 2008; Eppel, 2013). Shergold stated that the concept of *collaborative governance* is a transformative process ranging from command relationships to interactions characterized by collaboration. To reinforce the theory of (Shergold, 2008) in understanding processes of a transformative nature. Furthermore, Eppel (2013) argues that the transformation of *collaborative governance* can be observed from the relationship between the pillars of *governance* that forms a continuum from informal to formal relations.

Ansell and Gash put forward variables related to the success of *Collaborative Governance*, as follows: *"we identify critical variables that will influence wheter or not this mode of governance will produce succesful collaboration".* The collaboration process variable is the core of this model, where other variables are *the contex* of the collaboration process consisting of *starting conditions*, facilitative *leadership*, and *institutional design*. In full it can be described as follows:

The Collaborative Process
This dimension describes collaboration as a gradual development. However, because communication is at the core of collaboration. Starting with *face-to-face dialogue, trust building, commitment to the process, shared understanding*, and i*ntermediate outcome*

1. **Starting condition**
This dimension is further subdivided into several indicators, including power and resources, incentives to participate, and the prehistory of antagonism and cooperation.

2. **Facilitate leadership.**
In the first regard to facilitative leadership, the facilitator plays a role in ensuring integrity in building consensus.

3. **Institutional Design**
The Dinstitutional essay refers to the basic rules for collaboration. The rules agreed to be implemented are based on consensus among the stakeholders. To explain this dimension, there are three aspects *of institutional design*, namely: *participatory inclusiveness, forum exclusiveness,* and *clear ground rules and process transparency.*
This collaborative governance model approach can be seen from the following

Figure 1. Collaborative Governance Model
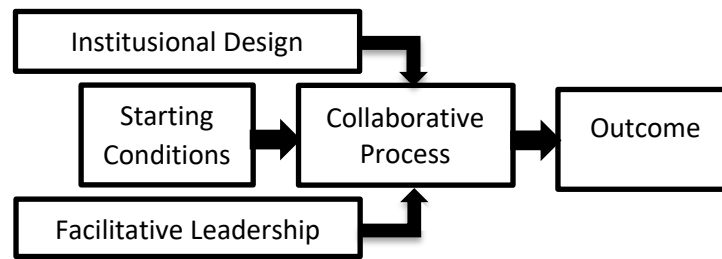
This model establishes the four components of the partnership model, namely *starting conditions* (Emerson et al., 2012)*, institutional design* (Eppel, 2013)*, leadership, and collaborative process* (Cullen et al., 2010)*. The picture above explains that the collaboration process is influenced by *starting conditions, institutional design, and facilitative leadership. Starting conditions* are the basis for two or more institutions to carry out collaboration. The initial conditions that force institutions to collaborate include the existence of gaps in power, resources, knowledge, incentives, or obstacles to participation. In the draft institution, regulations are established that form the basis for the implementation of collaboration. The leader is in charge of mediation and facilitating the collaborative process. The collaborative process itself is not linear, repetitive or cyclical.

Method

This study was carried out using a quantifiable approach. The subject of this study is the government, with the specifications of the authority of the National Narcotics Agency (BNN). Meanwhile, the object of analysis is the policy and collaboration strategy carried out in countering narcotics in Indonesia. Data collection was carried out using the literature method (Snyder, 2019) as well

as research results. In the context of the research conducted, the phenomenon of narcotics problems in Indonesia has long been the subject of the author's observations, so that things are found that are noted for the findings on the problem of narcotics abuse.

Thus, an understanding of the phenomenon of narcotics abuse in Indonesia will be enriched by the critical interplay of qualitative and quantitative data and become a synthesis based on facts, data, information, and the author's point of view.

Result and Discussion
Starting condition

The initial conditions described in narcotics countermeasures in Indonesia are linked to budgetary resources as to assess financial strength in the implementation of narcotics countermeasures. Given the high circulation of money in this illicit goods business, it will affect the performance of government agencies that have the opportunity to enjoy bribe money from large dealers/networks. The total assets collected from cases and suspects that BNN managed to uncover in 2019 were Rp. 184 billion.

The government must provide a sufficient budget for this great mission. However, based on data from the BNN Strategic Plan (Renstra) for 2015–2019,

the estimated funding needs for the prevention and eradication of drug abuse and illicit circulation programs implemented by BNN in the 2015–2019 period amounted to Rp. 8.76 trillion, with details of Rp. 1.40 trillion in 2015, Rp. 1.58 trillion in 2016, Rp. 1.74 trillion in 2017, Rp. 1.91 trillion in 2018, and Rp. 2.11 trillion in 2019.

The source of funding for the prevention and eradication program for the use and circulation of drugs comes from the State Budget (APBN), and the policy of realizing the amount of the budget each year is largely determined by the financial capabilities of the state and government policies related to the allocation of development budgets.

Indonesia's position as one of the largest markets for narcotics trafficking in the world should not be allowed. With the 4th largest population power in the world, Indonesia is a very profitable market share for international narcotics syndicates and dealers. Although there is no academic count yet on the advantages of the narcotics trade, observers have roughly calculated that it could reach approximately Rp. 8 trillion per year.

The heavier the dependence on narcotics, the greater the impact it causes, especially at the family level and in the surrounding environment. Based on a 2017 survey conducted by BNN accumulated, at the national level, the impact of socio-economic losses is getting bigger. It reached Rp. 84.6 trillion in 2017, a large amount if it can be absorbed for the empowerment of the social and economic sectors of the community.

Facilitative Leadership

BNN, as a facilitator, plays a role in ensuring integrity in building consensus. Consensus is built by optimizing the Enumeration and Eradication of Narcotic Abuse and Illicit Circulation (P4GN) program. BNN is actively strengthening synergy and cooperation at home and abroad. At the international level, in 2019, BNN has carried out 37 international level meetings and 12 international training sessions.

Meanwhile, at the national level, BNN carries out cooperation with 85 agencies, including government agencies, SOEs, the educational environment, and community components. The participation of the government and the community, as well as all components of the Indonesian nation, must continue to be closely established so that the joint commitment in the context of narcotics conservation is strong and synergistic. The problem is the apathy of society and the sectoral egos that are classic problems. But a strong leadership network will help collaborative governance be implemented effectively. No. 18

BNN is at the forefront of efforts to legalize marijuana in Indonesia. Based on Law Number 35 of 2009 concerning Narcotics Article 9 Paragraphs 1 and 2, it is vilified that cannabis is a type of natural narcotic which cannot be used at all for health because it has a high potential to cause dependence.

Narcotics are a very complex multi-dimensional problem because they are related to legal, state security, health, economic, and social issues. Therefore, collaboration is needed in handling it. By building the same midset and frame in handling the narcotics problem as the first

step in building a strong system to overcome the narcotics problem in Indonesia.

The result of BNN's collaboration with the Indonesian National Police was the disclosure of narcotics cases, narcotics and psychotropic precursors in as many as 32,040 cases and 41,303 suspects. With evidence of methamphetamine of as much as 3.2 tons and double that at 5.8 tons.

Institusional Design

The institutional design that regulates the government's commitment to the eradication of narcotics is the mandate of Law Number 35 of 2009 concerning Narcotia. The National Narcotics Agency (BNN), as a Non-Ministerial Government Institution (LPNK), is given the authority and task to carry out the prevention and eradication of narcotics abuse and illicit circulation. BNN is the leading sector in handling narcotics.

Based on the authority carried out, in general, BNN has these three (3)) main duties or pillars of the BNN institution, namely: (1) compiling and implementing national policies regarding the prevention and eradication of abuse and illicit trafficking of narcotics and narcotic precursors; (2) preventing and eradicating and empowering the community in the prevention of abuse and illicit circulation of narcotics and narcotic precursors; and (3) improving the ability of medical rehabilitation and social rehabilitation institutions for drug addicts, both organized by the government and the community.

Because narcotics affect multiple sectors, BNN cannot work alone without collaboration from other parties. For tasks and functions to be effective, the BNN must be supported by adequate organizational resources.Currently, the BNN organization has a structure consisting of 1 Chief Secretary, 5 Ministries, and 1 Main Inspectorate, as well as vertical agencies in provinces and regencies/cities. There are only 34 Provincial and Regency/City BNN Work Units.Only 152 BNN Work Units have been formed.

BNN institutions are supported by human resources consisting of as many as 5,361 people, consisting of organic civil servants, DPK civil servants, and assignments from TNI/POLRI agencies. The institutional structure has shown collaboration with the TNI/POLRI considering its duties and functions that are in line and mutually necessary with the criminal element in narcotics handling.

With the workload it carries, it feels like BNN still needs development efforts to meet the demands of its duties and responsibilities. For this reason, BNN must be able to manage the limited resources available carefully to optimize the implementation of handling narcissistic problems in accordance with organizational goals in the short and long term.

A Collaborative Process

The process of collaboration between government agencies in countermeasures by coordinating across sectors. Coordination as a collaborative process must be absolutely necessary. According to Eppel (2013), the collaborative governance process can be observed through the relationship between the governance pillars, which forms a continuum from informal to formal relations. Where in the

transformation process, it starts from the recognition of joint existence (*co-existence*), then communication (*communication*), cooperation (*cooperation*), coordination (*co-ordination*) and collaboration (*collaboration*).

The coordination process is carried out in order to reduce supply reduction driven by the BNN together with the Indonesian National Police, TNI, Customs and Immigration. The results in 2019 BNN recorded that it managed to reveal as many as 33,371 narcotics cases with a number of evidence, namely marijuana narcotics with a total of 112.2 tons, meth of 5.01 tons, ecstasy as much as 1.3 million grains, and PCC of 1.65 million grains seized from places throughout Indonesia.

The suspects in narcotics cases who were successfully arrested by the BNN and the Indonesian National Police in 2019 were 42,649 perpetrators. In addition, in 2019, BNN succeeded in mapping 98 narcotics syndicate networks. As many as 84 drug syndicate networks have been successfully revealed by BNN. The 87 networks consist of 27 international syndicate networks, 38 domestic networks, and 19 drug syndicate networks involving assisted citizens or prisoners who act as network controllers in 14 correctional institutions. Coordination between agencies is the key to successful collaboration in mapping and uncovering the circulation of narcotics in Indonesia.

The collaboration process also involves village governments in Indonesia. In the aspect of prevention, which is part of demand reduction, BNN, through the Deputy for Enumeration, has carried out breakthroughs and innovations. The Shining Village Program (Bersih Obat),

which is currently implemented in 195 villages throughout Indonesia.

Community empowerment in narcotics control and prevention is carried out by BNN in the process. Mapping of 654 drug-prone areas throughout Indonesia. Collaboration is carried out by BNN with civil society by forming anti-drug activists throughout Indonesia, both in the government environment, educational environment, and workplace. It is recorded that in 2019, BNN has succeeded in forming anti-drug activists throughout Indonesia, reaching as many as 29,485 people.

The process of collaborating government institutions driven by BNN in narcotics mitigation in Indonesia has been quite successful in reducing the number of narcotics abusers. From the results of research conducted by BNN periodically every three years, the prevalence rate for narcotics from 2011 to 2019 has decreased significantly.

The declining trend of prevalence from 2011 to 2017 shows concrete evidence and the hard work of BNN and other relevant agencies in implementing the Prevention and Eradication of Narcotic Abuse and Illicit Circulation (P4GN) in Indonesia. However, we should not be complacent and vigilance against narcotics must be further increased because in 2019 there was an increase of 0.03%, where this increase was caused by an increase in the misuse of new types of narcotics (New Psychoactive Substances) which in previous years had not been registered in the annex to Law Number 35 of 2009 concerning Narcotics and Permenkes Number 13 of 2014.

Conclusion

Combating narcotic abuse is a major concern in many sectors in Indonesia.BNN, as the leading sector in narcotics countermeasures in Indonesia, cannot work alone; it needs support from government agencies and civil society. Collaboration becomes a strategy to form a shared commitment within a consensus, share resources, and form effective network patterns.

Collaboration begins with starting conditions faced with budgetary availability in 2019 of only Rp 2.11 trillion while the distribution of money from the narcotics business in Indonesia reaches 8 trillion. Budget weaknesses are covered by facilitative leadership, namely strengthening synergy and cooperation at home and abroad. In 2019, BNN has held 37 international level meetings and 12 international training sessions. Meanwhile, at the national level, it carries out collaboration with 85 agencies, both government agencies, SOEs, educational environments and community components. By institutional design, BNN is supported by human resources for as many as 5,361 people. Collaboration on HR recruitment, consisting of organic civil servants, DPK civil servants, and assignments from TNI/POLRI agencies.

The three dimensions, namely starting conditions, facilitative leadership, and institutional design, affect the collaboration process with positive output. As a result, there was a significant decrease in the prevalence of narcotics from 2011 to 2019. BNN recorded the success of disclosing as many as 33,371 narcotics cases with a number of evidence, namely marijuana narcotics with a total of 112.2 tons, meth of 5.01 tons, ecstasy of 1.3 million grains and PCC of 1.65 million grains seized from places throughout Indonesia.

Acknowledgement

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