

IMPLEMENTATION OF NARCOTICS AND ILLEGAL DRUGS POLICY: COLLABORATIVE GOVERNANCE FOR COMMUNITY RESILIENCE IN DISTRICT X

BENTONIUS SILITONGA¹, HERU NURASA², IDA WIDIANINGSIH³ and RISWANDA⁴

^{1,2,3}Public Administration, Universitas Padjadjaran.

⁴ Public Administration, Universitas Sultan Ageng Tirtayasa. Email: riswanda@untirta.ac.id

Abstract

This qualitative study utilizes phenomenological methods to analyze the implementation of narcotics and illegal drug policies in District "X" according to Law of the Republic of Indonesia Number 35 of 2009 concerning Narcotics, carried out with collaborative governance for community resilience. The study involves local government officials, law enforcement agents, District National Narcotics Agency (BNNK) officials, related agency representatives, and members of the community as informants. Findings suggest that collaborative governance for community resilience in implementing narcotics policies in the National Action Plan for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN) in District "X" faces several obstacles. These include a lack of human resources, limited supporting facilities and infrastructure, a lack of communication between implementing agencies, and weak social resilience within the community. The study recommends strengthening collaboration between the National Narcotics Agency of District "X," law enforcement organizations, local governments, and community elements through collaborative governance and concrete actions. This must be done in an organized, structured, massive, and systematic way, down to the individual level, to build individual resilience, which is crucial to community resilience.

Keywords: Policy implementation, narcotics, collaborative governance, community resilience, National Action Plan for Prevention, Eradication of Narcotics Abuse and Illicit Circulation (RAN-P4GN)

INTRODUCTION

As Indonesia's human development departs from the Nawacita³ of the Indonesian Government, social problems arise that hinder the course of sustainable development. The issues of drug misuse and illicit trafficking remain prevalent in every country worldwide. In Indonesia, narcotics abuse has become widespread, affecting people from all walks of life, including children, adults, workers, students, public figures, and government officials. Unfortunately, the misuse of narcotics has increased over the years and is now prevalent in all segments of society. Statistics indicate that the prevalence rate of narcotics abuse in Indonesia increased from 1.80% in 2019 to 1.95% in 2021. In general there is an increase in urban areas and a decrease in rural areas (Survei Nasional Penyalahgunaan Narkoba, 2009). Misuse and illicit distribution of narcotics can be extremely harmful to a nation's cultural values and weaken its overall resilience. Narcotics have two contrasting effects. On one hand, they can bring significant benefits with proper use. On the other hand, they can have negative and destructive effects if misused, leading to serious harm. Such consequences can be more severe if they occur simultaneously with other issues (Sukesi et al., 2021). Drugs themselves are extra ordinary

crimes. This problem is mainly caused by the complexity of drug trafficking controlled globally by Transnational Organized Crime (TOC) so that efforts to deal with it cannot implement generic policy strategies, but it is necessary to consider innovative policy ideas that balance the demand and supply side of drug trafficking, (Bappenas, 2019). The complexity of narcotics problems requires an analytical framework to integrate diverse sources of information. Narcotics trafficking networks operate beyond administrative borders, making it a global issue. Indonesia is a significant market and target for illicit narcotics, increasing its potential for smuggling. Addressing contemporary public problems requires a progressive research approach that can accommodate diverse viewpoints and discourse on a 'systemic' policy problem (Wang et al., 2021).

The ASEAN member countries have made a joint commitment to reduce drug abuse and smuggling in the Southeast Asian region. The ASEAN Work Plan has divided the efforts into seven assessment sectors, including General, Prevention, Law Enforcement, Rehabilitation, Research, Alternative Empowerment, and Regional Cooperation. However, most of the efforts are still focused on addressing individual problems in each country, and six out of seven sectors require more strengthening for optimal program performance. Specifically, the research sector needs to be improved as the "Clearing House" institution's research program is still weak. Moreover, research activities need to be implemented in countries that have not yet done so. Additionally, the alternative empowerment sector needs to improve its information system management, particularly in countries within the Golden Triangle area (Indonesian Drugs Report, 2016). The debate regarding drug abuse policy and its (re)solutions continues to receive significant attention, with efforts to improve it in the spotlight. Scholars are debating the effectiveness of different policy measures, which includes both legal action and the search for comprehensive and prescriptive public policy. By examining America's experience in combating cartels, activists, observers, and policymakers can reflect critically on the need for unconventional public policy studies (Riswanda, 2018), particularly in addressing systemic policy issues such as Drugs. For this reason, a policy resolution approach is also needed that is also multi-faceted with the limitations of a comprehensive approach, without the narrow barriers of restrictions on points of view. Boundary Judgement (Riswanda, 2015) is an important starting point of the policy intervention analysis framework. Public policy interventions, in this case, provide rigid but fair limits placing the preventive and precursive portion of 'drug users' and 'drugs dealers' on optimal targeting based on 'harm reduction' (Ramadhan et al., 2018).

As one of the social problems in the national order, Law Number 35 of 2009 concerning Narcotics was enacted as a legal basis. This Act, became the umpteenth transformation of policies in the form of regulations ever passed by the state. There is a difference in terms between narcotics and psychotropics (Hartanto, 2017). Narcotics on the other hand also have a positive impact in the field of knowledge. However, on the other hand, it can cause dependence that is very detrimental if used without strict control and supervision. In addition, the law also regulates the suppression of prevention efforts, community empowerment, and the obligation to rehabilitate addicts, in addition to efforts to eradicate narcotics crimes themselves.

The Indonesian government launched a policy of Prevention, Eradication of Narcotics Abuse, and Illicit Circulation (P4GN) following the enactment of Law Number 35 of 2009 concerning Narcotics. To implement this policy, Presidential Instruction Number 12 of 2011 concerning P4GN was introduced. Additionally, the government established the National Narcotics Agency (BNN) to prevent and eradicate the misuse and illicit circulation of narcotics and narcotic precursors, as stipulated in Article 64, paragraphs 1 and 2 of Law Number 35 of 2009. The National Narcotics Agency (BNN) as referred to in paragraph (1) is a non-ministerial government agency domiciled under the President and directly responsible to the President. The establishment of the National Narcotics Agency (BNN), which was previously described in Law Number 35 of 2009 concerning Narcotics, is based on Presidential Regulation (Perpres) Number 23 of 2010 concerning the National Narcotics Agency, which regulates the direction of movement of the National Narcotics Agency (BNN), especially the authority, main duties, and functions of the National Narcotics Agency (BNN) to carry out the national policy of Prevention, Eradication of Abuse and Illicit Circulation of Narcotics (P4GN) which has the directions and objectives include: 1) Making 97.2% of the Indonesian population immune to drug abuse and illicit circulation through the active participation of all components of society, nation, and the Indonesian State by fostering an attitude of rejecting drugs and creating a drug-free environment; and 2) Make 2.8% of the Indonesian population (drug abusers) gradually receive medical rehabilitation and social rehabilitation services through inpatient or outpatient treatment and prevent recurrence with an aftercare program. In addition, the national strategy for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN) includes: 1) Increasing public immunity to the dangers of drug abuse and illicit circulation; 2) Increased community participation in the implementation of the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN) program; 3) Increased recovery of Drug abusers until they do not relapse; 4) Increased disclosure of various drug syndicate networks and assets related to Drug crimes; 5) Improvement of legal institutions and the effectiveness of institutional cooperation; and 6) Improvement of organizational professionalism and excellent service in the field of Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN), (Nurlaelah et al., 2019).

The problem of drug abuse and illicit circulation in Indonesia is now increasingly complex, and is a collective problem. In an effort to deal with this drug problem, the National Narcotics Agency (BNN) as the leading sector cannot work alone but requires active participation from ministries/institutions and the entire community, as well as the private sector. In an effort to realize synergy in handling the drug problem in Indonesia, the President made a Presidential Instruction on the National Action Plan for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN) which began with the enactment of Presidential Instruction Number 6 of 2018 and continued with Presidential Instruction Number 2 of 2020 which clearly gave instructions to all Ministries/Institutions to implement the National Action Plan for Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN) and reporting the results of the implementation to the President through the Head of the National Narcotics Agency (BNN) at the end of each fiscal year. The institutions appointed to be involved with the National Narcotics Agency (BNN) in the National Action Plan for the Prevention, Eradication of

Narcotics Abuse and Illicit Circulation (P4GN) include the Provincial / City / Regency Regional Government, the Ministry of Health, the Ministry of Social Affairs, the Food and Drug Supervisory Agency, the Police, the Prosecutor's Office, Customs and Community Institutions. To make it easier to implement the national policy of Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN), the National Narcotics Agency (BNN) which is located at the center, assisted by Vertical Agencies, namely the Provincial National Narcotics Agency (BNNP) and the City/Regency National Narcotics Agency (BNNK). Both agencies are the acting duties of the central National Narcotics Agency (BNN) in the regions.

Departing from the drug problem which is complex and is a common problem, the implementation of the national policy must involve all stakeholders involved in it in a collaborative form. The collaboration process of (Agranoff & McGuire, 2003) is motivated by the existence of interdependence on other parties of one organization in achieving a goal that is difficult to achieve independently. Interdependence is often caused by the complexity of the work, limited resources, and the organization's ability to complete a program. Collaboration is interpreted by CIFOR / PILI as a form of cooperation, interaction, compromise of several elements related to both individuals, institutions and or parties involved directly and indirectly who receive consequences and benefits. There is no hierarchy in collaboration. In the 21st century, collaboration is a key approach that can replace the hierarchical approach. The hierarchy approach is considered obsolete because it requires a long and multilevel process (Marshall, 1995). The values that underlie a collaboration are the same goal, common perception, willingness to process, mutual benefits, honesty, compassion and community-based (Hidayah, 2015). The use of the term governance with new meanings began to be popularized by the World Bank in 1989 through a report entitled "Sub-Saharan Africa: From Crisis to Sustainable Growth" (Pratikno, 2015). On the other hand, The Commission on Global Governance defines governance as an effort by various stakeholders, both individuals, government agencies, the public and the private sector to manage joint affairs. Then when there is a shift in the term government to governance, in this case if government is seen as "them" then governance is "us". Government implies that only politicians and governments govern, do things, provide services, while the rest of "us" are passive recipients. On the other hand, governance fuses the difference between "government" and "ruled" because we are all part of the governance process (Dewi, 2012). Institutions of governance include three domains, namely the state or government, the private sector or the business world and the community that interact with each other and carry out their respective functions (Sedarmayanti, 2017). The change of the term government to governance implies a change in the role of the government no longer monopolizing in the management of governance but with non-government stakeholders. So then came up with the term collaborative governance. Collaborative governance according to (Ansell & Gash, 2008) is a way of managing governance that directly involves stakeholders outside the government, is consensus-oriented, and deliberative in the collective decision-making process, which has the objective of creating or implementing public policies and programs. The emphasis is on achieving a degree of consensus among stakeholders. Collaborative Governance is a form of governance structure in which one or more public agencies directly relate to non-state stakeholders in a decision-making process that is

formal, consensus-oriented, deliberative, and leads to the formulation or implementation of public policies, or it can also take the form of program management or public assets. Governments around the world are beginning to implement collaborative governance in dealing with conflicts, removing barriers to coordination between institutions, and opening the door to community participation in public policymaking (Knoblauch, 2016).

The problem of drug abuse is a serious problem and has been around for a long time before the pandemic, but it seems to be ignored and not a priority. When local government policies and budgets focus on tackling COVID-19, it becomes an opening for organized crime to expand into society. Until now, there has been no effective pattern of community resilience in an organized, structured, massive, and systematic way to address these problems. Likewise with Regency "X", as for the phenomenon obtained in the field that Regency "X" is one of the areas that fall into the category of "Unresponsive" to drug threats (Badan Narkotika Nasional, 2020:9). Coupled with the demographic situation of Regency "X" which has the potential to enter drug trafficking in the territory of Indonesia, with an open geographical location as a link between other districts and provinces both through 7 (seven) sea lane entrances that have not been fully maintained properly, land routes that lack supervision, and air routes (BPS, 2020). Another interesting phenomenon is that based on data from detention centers (Rutan) in Regency "X", there are 40% of the residents of the detention center entangled in narcotics crime networks and 53% of the 40% of the population has the identity of the residents of Regency "X" (Rutan Kabupaten "X", 2021). The next phenomenon shows that the ratio of local governments is only 15% to implement the national policy on handling narcotics as mandated in Presidential Instruction Number 2 of 2020 concerning the National Action Plan for 2020-2024 (BNN Kabupaten "X", 2021). The handling of drug abuse in District "X" is still not optimally carried out with the problem of lack of effective collaborative governance, coupled with the quality of human resources and the provision of supporting facilities that are still very lacking. The role of the City/Regency National Narcotics Agency (BNNK) in District 'X' seems to be running alone in efforts to deal with drug problems. This includes implementing the national policy of Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN). The lack of role of the Regional Government of "X" district in forming regional cadres to be then used as cadres of the National Narcotics Agency of Cities/Regencies (BNNK) in making efforts to strengthen community resilience through socialization, advocacy, and education is also a problem that hinders the implementation of drug policy in this case embodied in the National Action Plan for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (RAN-P4GN). Therefore, researchers are interested in conducting research on this issue.

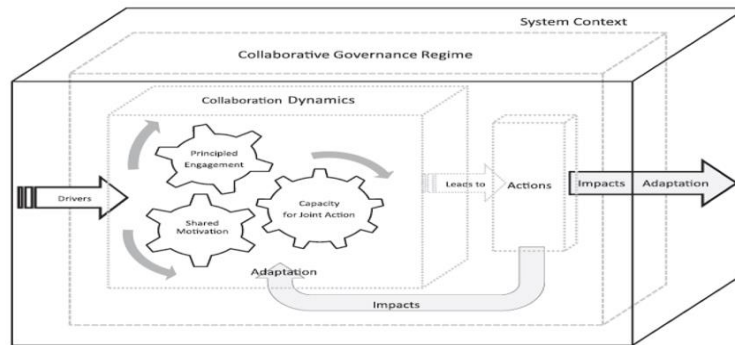
THEORETICAL FOUNDATION

Dye (1984) in (Winarno, 2012:20) posits that "Public policy is whatever the government chooses to do and not do. Meanwhile, Laswell & Kaplan (1950) in (Nugroho, 2008:53), explains that public policy as a program is projected with certain goals, certain values, and certain practices. According to (William, 2003:25) the stages in public policy are as follows: 1) Agenda Formulation, where problem formulation can supply relevant knowledge to policies that question the assumptions underlying the definition of the problem and enter the

polycymaking process through the preparation of an agenda; 2) Policy Formulation, forecasting can provide policy-relevant knowledge about problems that will occur in the future as a result of taking alternatives, including not doing something. This is done with the policy formulation stage; 3) Policy Adoption, recommendations generate policy-relevant knowledge about the benefits or costs of various alternatives whose consequences in the future have been estimated through forecasting. It helps policy makers at the policy adoption stage; 4) Policy implementation, basically an effort by the government to carry out one of its main duties, namely providing public services; and 5) Policy Evaluation, providing a specific unit of value of policies that have already been implemented, can also be a new "door" to enter policy making and analysis activities. Grindle (2017) in (Winarno, 2012:149), implementation in general forms a linkage that facilitates policy objectives to be realized as a result of a government activity. Therefore, the task of implementation includes the formation of a policy delivery system, in which certain means are designed and executed with the expectation of arriving at the desired goal. Lester (2018) in (Agustino, 2008:139), defines implementation as a process and an outcome. Meanwhile, according to Van Horn and Van Meter in (Winarno, 2012:149), implementation is "those action by public and private individuals or groups that are the achievement or objectives set forth in prior policy." McGuire (2006) states that the importance of shared administration has been recognized in the early literature on policy implementation.

Governance refers to "regulating" actions, both in the public and private sectors. O'Leary et al (2006) in (Emerson et al., 2012) define governance as "means to steer the process that influences decisions and actions within the private, public, and civic sectors." Collaborative governance is also rooted in management practices. Kettl (2006) in Emerson et al (2012) describes that the direction of cooperation is infinite. Emerson et al (2012), they define collaborative governance as the process and structure of decision-making and management of public policy that involves the people constructively crossing the boundaries of public bodies, levels of government, and/or public, private, and state environments in order to carry out a public goal that cannot be achieved in any other way. The definition above is broader than the definition proposed by Ansell & Gash (2008), that collaborative governance as a governing arrangement where one or more public bodies directly involve nonstate stakeholders in a joint decision-making process that is formal, consensus-oriented, and deliberative and aims to formulate or implement public policies, or administer public programs or assets". Furthermore, the definition presented by Emerson et al (2012) also includes types of community-based collaboratives, which jointly carry out resource management, as well as intergovernmental collaborative structures. The definition of Emerson et al (2012) can also be applied to or used to describe participatory governance and civil engagement. The integrative framework proposed by Emerson et al (2012) is divided into 3 (three) dimensions, namely: (1) General System Context; (2) Collaborative Governance Regime (CGR); and (3) Collaboration Dynamic. For more details can be seen in the following figure:

Gambar 2.1 The Integrative Framework for Collaborative Governance



Sumber: Emerson et al (2012)

In the picture it is explained that Collaboration Dynamic and Actions (depicted with dashed lines). Meanwhile, solid lines, which are the outermost boxes, describe the General System Context or various political, legal, socio-economic, environmental and other environments that influence and are influenced by the collaborative governance order. This General System Context generates opportunities and limitations, while influencing the dynamics of cooperation from the beginning and over time. From the context of this system emerge several drivers, including leadership, consequential incentives, interdependence, and uncertainty, which help initiate and establish directions for the achievement of the Collaborative Governance Regime (CGR). Collaboration Dynamics is explained with the deepest box consisting of 3 (three) components, including: 1) Principled engagement; 2) Shared motivation; and 3) the ability to perform joint actions (capacity for joint action). The three components work together in an interactive and iterative way to produce collaborative actions or steps that must be taken in order to implement the common goals of the Collaborative Governance Regime (CGR). Collaborative Governance Regime (CGR) actions can produce outcomes, both internal and external to the regime concerned. Therefore, in the picture, there is an arrow stretched from the Actions box to show the impact and potential adaptation both in the General System Context and in the Collaborative Governance Regime (CGR). In the implementation of collaborative governance, the most important element is the community. Krishna & Lovell (1984) stated that there are 4 (four) important reasons for community involvement that can increase the success of the program, namely (i) improving the quality of the plan; (ii) as needed by the community; (iii) ensure the continuity of the plan; (iv) improving equality in the implementation of plans (Zulkifli et al., 2021). The active role of the community is also key in this program. The social collateral mechanism is a joint responsibility system where the community acts collectively and supports each other. This mechanism is seen as something that must continue to be encouraged in shaping the social resilience system in society. Resilience according to Twigg (2007) is generally seen as a broader concept than capacity because it goes beyond behaviors, strategies and specific actions for risk reduction and management that are usually understood as capacity. However, it is difficult to clearly separate the concepts. In everyday use, 'capacity' and 'handling capacity' often mean the same as 'resilience'. It further explains that Resilience includes three meanings, namely: 1) The capacity to absorb devastating pressures or forces,

through resistance or adaptation; 2) The capacity to manage, or maintain certain basic functions and structures, during the event of a dangerous event; and 3) The capacity to recuperate or 'bounce back' after an event. While other factors that affect resilience are five forms of capital or commonly called livelihood assets, Ellis (2000) in Niswah (2011), the five forms of capital include: 1) Natural resource capital (Natural Capital), as an environment that is a combination of various biotic and abiotic factors around humans. This capital can be in the form of renewable or non-renewable resources; 2) Physical capital, is capital in the form of basic infrastructure; 3) Human capital, in the form of available labor; 4) Financial capital and substitutes, in the form of funds; and 5) Social capital. Then Bruneau et al (2003) propose four dimensions related to the interference of resilience, namely technical, organizational, social, and economic, while Humes & Simpson (2006) states that hazards, community assets, social capital, infrastructure/system quality, planning, social services, and population demographics are indicators of resilience. Dodman (2009:153), the definition of resilience would be more precise i.e. a process that allows society not only to be able to face disturbances but also to be able to face challenges that can worsen life and facilitate more actions to improve people's quality of life. This means that people are expected to have the ability to deal with disturbances or pressures by adapting to increase socioeconomic resilience. From the understanding of resilience above, resilience has 4 (four) important components, namely adaptation, response, self-organization and learning that can be taken (Sapirstein, 2012:5).

RESEARCH METHODS

Based on the main problem raised, the type of research used is qualitative with phenomenological methods. Qualitative research generally aims to include information about the main phenomena explored in the study, research participants, and research locations. Qualitative research objectives can also state the selected research design. This purpose is written with "technical" terms of research derived from the language of the research (Schwandt et al., 2007). Determination of the type of qualitative research by this phenomenological method considering that the issues raised are institutionally sensitive. Some aspects that will be studied are related to the phenomenon that District "X" is one of the areas that fall into the category of "Unresponsive" to drug threats, and the National Narcotics Agency of Cities/Regencies (BNNK) in Regency 'X' seems to be running alone in efforts to deal with drug problems. This includes implementing the national policy of Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN). Some of these aspects make the basis of research qualitative through in-depth interviews. The determination of informants is carried out purposively, which is carried out according to research needs. In determining informants, researchers have taken selective steps based on competence, knowledge, and experience as law enforcement and program implementing officials. In addition to informants, researchers also interviewed participants involved in collaborative governance for community resilience and policy implementers on narcotics. The informants included elements of the "X" District Government, elements of the implementing agencies of the National Action Plan for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (RAN-P4GN) including the leading sector, namely the National Narcotics Agency of the City/Regency (BNNK) in 'X'

Regency, and community elements. With the involvement of participants in this study, it is hoped that the information obtained will be balanced and more comprehensive. The research dataset can be further explained from the following table data:

Table 1: Research Datasets

No	Information Sources	Summary	Socialization	Advocacy	Education	Information
1	National Narcotics District Agency	3 person	√	√	√	1. Officials 2. Investigator 3. Cadre
2	Health Department	2 person	√		√	1. Officials 2. Decemint
3	Social Department	2 person	√		√	1. Officials 2. Decemint
4	BPOM	1 person	√		√	Officials
5	Police Department	2 person	√	√	√	1.Officials 2. Investigator
6	Prosecutors	2 person		√		1. Officials 2. Prosecutor
7	Courts	2 person		√		1. Officials 2. Lawyer
8	District Government	3 person	√		√	1. Officials 2. Executive 3. Evaluator
9	Community Institutions	4 Person				1. Officials 2. Warden 3. Convicted 4. Convicted
10	Society's Element	15 person				

Source: Author's Processed Data, 2022

From the research dataset above, it is obtained that the substance of the data to be studied includes how informants can provide input on the implementation of narcotics policies, collaborative governance for community resilience in District "X", by paying attention to also some informants who have experience in handling drug cases and Transnational Organized Crime (TOC) as well as extracting information from convicts involved in Transnational Organized Crime (TOC) in illicit circulation of narcotics. Raw data collection was also conducted interviews with community elements ranging from community leaders, religious leaders, traditional leaders, women leaders and community elements who have been involved in narcotics or who have never been. This research was conducted from May 2022 to June 2022. In accordance with the objectives to be achieved, this research was conducted to dig deeply into the implementation of narcotics policies, collaborative governance for community resilience in District "X", and examine the inhibiting factors. This study was conducted in the "X" Regency area by involving several related elements to support the research.

RESEARCH RESULTS

The problem of drug abuse in District "X" has become an extraordinary problem, so extraordinary efforts are needed, it is not enough to deal with this narcotics problem only by law enforcement, but also must be supported by the participation of all elements of society. As previously explained, the narcotics problem has entered a serious level, especially in Regency "X" with its demographic conditions which have great potential as an entrance to drug trafficking in Indonesian territory, with an open geographical location as a link between other districts and provinces both through 7 (seven) sea lane entrances that have not been fully maintained properly, poorly supervised land routes, as well as air routes. Referring to these

circumstances, the performance of the National Narcotics Agency of Cities/Regencies (BNNK) in Regency "X" is often the main highlight in efforts to implement the National Action Plan for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (RAN-P4GN), not only because the National Narcotics Agency of the City / Regency (BNNK) in Regency "X" is the leading sector but also as the main role of driving the socialization, advocacy and education of narcotics as a form of prevention efforts. In carrying out these activities, it is absolutely necessary to support and participate several relevant agencies or institutions as stated in Law Number 35 of 2009 concerning Narcotics, based on Presidential Regulation (Perpres) Number 23 of 2010 concerning the National Narcotics Agency, which regulates the direction of movement of the National Narcotics Agency (BNN), especially the authority, main duties, and functions of the National Narcotics Agency (BNN) to carry out national prevention policies, Eradication of Narcotics Abuse and Illicit Circulation (P4GN). Likewise with the fulfillment of field support facilities and rehabilitation facilities for drug abusers. The data obtained in the field related to the number of narcotics abusers who were caught and became prison residents or referred to as Community Assisted Citizens (WBP) of Regency "X" currently in 2018 the number of clients is 37 people, 2 people are clients of the North "X", in 2019 the number of clients is 39 people, in 2020 the number of clients is 24 people, 1 client from the North "X", In 2021 the number of clients was 75 people, 2 clients from the North "X", this data was specifically rehabilitated at the District National Narcotics Agency (BNNK) "X". While in 2022, to date there are 32 clients, 90% of which were obtained from the results of raids not on their own consciousness.

Meanwhile, data on the ground related to narcotics cases in District "X" can be described in detail in the following table:

Tabel 2: District X Narcotics Case Data

No	Descriptions	Work Unit	Year of Unit			
			2020	2021	2022	
1	Drug Case	BNNP X	0	4	0	Person
		BNNK X	0	2	3	Person
		Police Resort X	26	36	9	Person
2	Largest Number of Evidence in district X	BNNP X	52,94	1.002,97	0	Gram
		BNNK X	0	4,58	0,42	Gram
		Police Resort X	52,94	29,25	51,29	Gram
3	Number of Outpatient rehabilitation	BNNK X	24	75	32	Person
4	Number of Hospitalization	BNNK X ke Y	5	6	0	Person
5	Number of Raids (Sidak Tes Urine)	BNNK X	50	439	123	Person
6	Number of Drugs Detainee	Prison II B	67	172	147	Person
7	Number of Unified Assessment	Unified Assessment	1	9	10	Person

Source: Processed research data, Silitonga, 2022

From the data mentioned above, it can be concluded that the case of narcotics abuse in District "X" is included in the vulnerable category, and it is the above that causes the "X" Regency area to get the label "Unresponsive" to the drug threat. The mention of this category is also accompanied by the lack of special attention of the "X" Regency Government, very ironic with the current pandemic situation where the "X" Regency Government carries out several activities that should also be carried out in tackling narcotics abuse such as the formation of anti-narcotics cadres and officer units in each line of the region that can help the movement of

the District National Narcotics Agency (BNNK) "X" reaching every region even Including with areas that are prone to being used as entrances to narcotics. In addition, the allocation of regional funds to carry out prevention programs such as socialization and education is still very unequal when compared to the allocation of regional funds to deal with the pandemic.

This is in accordance with the processed results of the researcher's interview with elements of the District Government "X" following that the District Government has conducted a survey before formulating the allocation of regional funds, where according to them, handling the pandemic requires massive funds because it is national. In addition, it is still according to them that the narcotics problem is the responsibility of the Central National Narcotics Agency (BNN) which is implemented in the regions by the District National Narcotics Agency (BNNK). The local government feels that it is enough just to provide maximum space for movement to the District National Narcotics Agency (BNNK) to carry out efforts to prevent and overcome narcotics. From the results of the interview above, the researcher concluded that the impression obtained was that the District National Narcotics Agency (BNNK) was left to work alone with its own allocation of funds and the problem of narcotics with its complex dangers was still not felt important when compared to handling the pandemic. This is very unfortunate because without realizing it, the narcotics problem is a time bomb that can explode at any time with the consequences of disrupting the social security and stability of the country. In addition, the problem of drug abuse that does not get serious treatment at a time can damage future generations and cause vulnerability to crime and criminality in an area.

The main task and function of the National Narcotics Agency of District "X" as the leading sector is to formulate and implement national policies in terms of Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN). With three functional areas owned by the National Narcotics Agency of Regency "X" including the field of Prevention and Community Empowerment (P2M), the field of Rehabilitation and the field of Eradication. In general, these fields carry out their duties, including: 1) Socialization evenly, especially among students and the younger generation, as a form of education about the dangers of narcotics; 2) Maximize medical and social rehabilitation with continuous coordination with Medical Institutions and other organizations in the rehabilitation process; and 3) Eradication by making arrests, seizures and hacking and cutting off existing narcotics networks of "X" District. All of these tasks should be carried out collaboratively by involving elements of local government, related agencies and community elements. From the following discussion, it can be seen that collaborative governance is still poorly implemented in District "X", especially regarding efforts to strengthen community resilience to the dangers of narcotics. First, the lack of human resources and inadequate coordination in implementing policies for community resilience against the dangers of narcotics. There is a shortage of staff in various fields, such as community prevention and empowerment, rehabilitation, and eradication. The National Narcotics Agency of "X" Regency only has two extension workers for community prevention and empowerment (P2M) with no cadres formed by local governments. The shortage of health workers also exists in the field of rehabilitation, despite coordination with the District Health Office "X". In the field of eradication, there is still a shortage of officers to carry out operations or raids, which could be done in collaboration with the police. Moreover, the court proceedings

and judgments are focused on criminal law, which does not have a deterrent effect. The judgments in the Court are included in the Community Institution, which ultimately increases the burden on prisons, including the budget and availability of facilities and human resources. The number of law enforcement officers is inadequate compared to the area and population of Indonesia. In addition, the professionalism of law enforcement officers is inadequate, with a focus on punishment rather than rehabilitation. This orientation further increases the burden on prisons, including the budget and availability of facilities and human resources. Coordination is also not integrated, and the orientation of law enforcement officers still prioritizes sectoral egos. Second, there is still limited fulfillment of facilities and infrastructure supporting the National Action Plan for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (RAN-P4GN) in areas, especially in "X" Regency. In this case, the fulfillment of supporting facilities for officers in carrying out the program, such as samples of the types of drugs used for counseling, then the absence of a rehabilitation site in District "X" so that when the officer catches a drug abuser and gets a rehabilitation verdict, it must be transferred to City "X" which has a rehabilitation site. Another option is that the provisional conviction is under-supported with insufficient capacity of community institutions. In addition, what is related to rehabilitation is the lack of medical devices to support rehabilitation and hospitalization. Then support for field officers in carrying out eradication that has not been supported by firearms and communication devices, making it quite difficult for officers in the field.

Third, the lack of intensive communication between agencies, especially in terms of implementing the National Action Plan for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (RAN-P4GN) in District "X", which can be seen from the field of Community Prevention and Empowerment (P2M) currently only conducts about 70% communication with community organizations and local communities, in addition to the lack of support from elements of relevant institutions such as the Health Office, Dinas Sosial, Badan Pengawasan Obat dan Makanan in conducting socialization and education to the community. In the field of rehabilitation, communication has not been optimally established with rehabilitation institutions outside "X" Regency, which in the process also lacks support from the "X" Regency Government to cooperate with districts and cities in the "X" Province area as a bridge for the "X" Regency National Narcotics Agency in carrying out the rehabilitation process. Meanwhile, in the field of eradication, the National Narcotics Agency of District "X" seems to be running alone with the lack of support from the police in making arrests, seizures and hacking and cutting off the existing narcotics network of District "X". There are differences in the handling system for suspected narcotics abusers between the National Narcotics Agency of District "X" and the police which actually widens the gap in the collaboration process. Fourth, Issue of community resilience has several components that are crucial in ensuring the community can withstand and recover from threats and challenges. These components include planning, prevention and avoidance, and mitigation actions, which all require significant effort and involvement from various elements in the community. In terms of planning, it is necessary to regulate several factors to ensure maximum community resilience. These factors include the economic condition of the community, the mindset of the community, customs, laws and regulations that apply, and government programs that directly touch the community. However,

the planning aspect is often not optimally executed, and some extension and empowerment programs are often not on target. Additionally, there are different economic levels within the community that cause inequality in the implementation of programs. For example, suspected drug abusers from more privileged groups may find it easier to solve their issues, while those from underprivileged groups often have to accept the judicial process without much support. Connecting with the mindset of the community is also challenging, as the approach for urban and rural communities can be different. The factor of customs is also important and varies according to each region. In terms of prevention and avoidance, it is crucial to continuously and effectively socialize and counsel the community, involving related agencies, village governments, community institutions, and communities. Unfortunately, the lack of intense communication between institutions often results in overlapping and ineffective efforts.

Mitigation actions are also essential, and they require collective action and participation from various elements in the community, ultimately shaping the participation of society for social resilience. However, in District "X," mitigation actions are often only carried out by the National Narcotics Agency, without direct involvement from the local government and related agencies. The lack of maximal individual and social resilience in the community and the ineffective execution of planning, prevention and avoidance, and mitigation actions, lead to an ineffective pattern of community resilience. Thus, it is crucial to approach community resilience in an organized, structured, massive, and systematic way to overcome these problems.

CONCLUSION

This article shows that the implementation of narcotics policy in accordance with Law of the Republic of Indonesia Number 35 of 2009 concerning Narcotics in realizing synergy in handling drug problems in Indonesia, in this case the President made a Presidential Instruction on the National Action Plan for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN) which began with the enactment of Presidential Instruction Number 6 of 2018 and continued with Presidential Instruction Number 2 Year 2020 which clearly gives instructions to all Ministries/Agencies to implement the National Action Plan for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN) and reports the results of the implementation to the President through the Head of the National Narcotics Agency (BNN) at the end of each fiscal year, has not been optimally implemented in District "X". The collaborative governance for community resilience in implementing the National Action Plan for the Prevention, Eradication of Narcotics Abuse and Illicit Circulation (P4GN) has not been effective with several obstacles, including the lack of quantity of human resources or implementers, limited supporting facilities and infrastructure, lack of intensive communication between implementing agencies, and weak social resilience of the community. The recommendation of this study is the need to strengthen the collaboration of law enforcement organizations, local governments, and communities through collaborative governance and concrete actions in an organized, structured, massive, and systematic way to the individual level to shape individual resilience as a bulwark of community resilience.

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