

Constructing Policies in Narcotics Prevention Through Collaborative Governance in Indonesia

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Abstract. According survey of University Indonesia and National Narcotics Boards, Jakarta is the most dangerous province in narcotics users. Jakarta Province is the first rank of Indonesia with 3.34% of prevalence in narcotics. Therefore proper policies are needed in the Narcotics Prevention. The method of the study will yield descriptive qualitative data which is analyzed by using the Collaborative Governance theory by Ansell and Gash (2008). This concepts are used to identify and construct Collaborative Governance in the prevention of narcotics policy in DKI Jakarta. Interviews, and documentation studies were the data collection techniques. The theory findings that collaboration has not running well yet in DKI Jakarta. It still need join policy such as Governor Law to develop and sustain collaborative governane in prevention narcotics. Relationship among government, private, education, and society sector need to increase through incentives. In order to prevention policies can run optimally.

Keywords: Prevention Narcotics, Collaborative Governance, Policy

1 Introduction

This In the National Survey on Narcotics Abuse in 34 Provinces noted that there was a progression of prevalence rates per province in 2014 - 2017. The DKI Jakarta Province is the first rank with the highest prevalence rate of 3.34% [1]. Jakarta Emergency Narcotics where there are one million Jakarta residents affected by Narcotics, this constitutes ten% of the total population in Jakarta. in a day there are reports of 5 people dying of drug [2]. The number of drug users among teenagers continues to rise in DKI Jakarta. In 2011, there were 1,345 junior high school drug users. In 2012 it rose to 1,424 people, while new users recorded 262 people in January-February 2013. In 2011, there were 3,187 high school students. The following year was 3,410 people. The new cases in 2013 recorded 519 people [3]. It needed prevention narcotics to reduce amount of drug users. Narcotucs criminal must doin massive and together all ministry, government, private organization to collaborate among stakeholder in narcotics prevention. Because narcotics problems can not doing only one institutions. [4]. The Minister of Home Affairs has also instructed Regional Heads to make Regional Regulations or Regulations of Governors / Mayors / Regents related to implementing FPPN [5], Minister of State Apparatus Empowerment and Bureaucratic Reformation through Circular Letter also makes rules on the Prevention and Eradication of Narcotics Abuse and Illicit Circulation and Narcotics Precursors [6]. As a follow-up, there are Regional Governments that have followed up and also have not made a Governor Regulation or Regional Regulation to facilitate

Narcotics Prevention and Eradication activities. In Narcotics Prevention the roles of various stakeholders are needed. The role of stakeholders in preventing drug abuse has four important stakeholder goals to maximize their role [7].

2 Research Method

The method of the study will yield descriptive qualitative data which is analyzed by using the Collaborative Governance theory by Ansell and Gash (2008). This concepts are used to identify and construct Collaborative Governance in the prevention of narcotics policy in DKI Jakarta. Interviews, and documentation studies were the data collection techniques. The research method is a qualitative research method. a qualitative approach is an approach to building a statement of knowledge based on constructive perspectives (for example, meanings derived from individual experience, social and historical values, with the aim of building a particular theory or pattern of knowledge), or based on participatory perspective (for example: orientation to politics, issues, collaboration, or change), or both [8].

3. Literature Review

3.1. Prevention Narcotics

Purpose of prevention is to help people in order to stop and avoid narcotics use. The general aim of drug prevention, however, is much broader than this: it is the healthy and safe development of children and youth to realize their talents and potential and become contributing members of their community and society. Effective drug prevention contributes significantly to the positive engagement of children, young people and adults with their families, schools, workplace and community. Drug prevention is an integral part of a larger effort to ensure children and young people are less vulnerable and more resilient [9]. There are four focus who being targets to be given more attention to prevent a drug use. They are infancy and early childhood, middle childhood, early adolescence and adolescence and adulthood [9].

Furthermore, Prevention is an activity carried out in order for an event to be expected to occur so that it does not occur. It can also be interpreted that overcoming a problem before the problem arises. Drug prevention is an effort to reduce the demand for drug abuse. Drugs in economic law also apply, where if there is a high demand for drugs, the market will also have a lot of offers for drugs [10].

Currently for preventive actions need to be integrated and synergized. Because repressive actions through law enforcement there are some disadvantages such as the lack of integrity of law enforcement in Indonesia, inadequate infrastructure, and full detention cells in prison prisons [11].

Drug prevention is an effort to reduce the demand for drug abuse. Drugs in economic law also apply, where if there is a high demand for drugs, the market will also have many offers for drugs. Likewise, if there is no one using drugs, the market will disappear by itself [10]. UNODC give schematic representation of a national drug prevention system below :

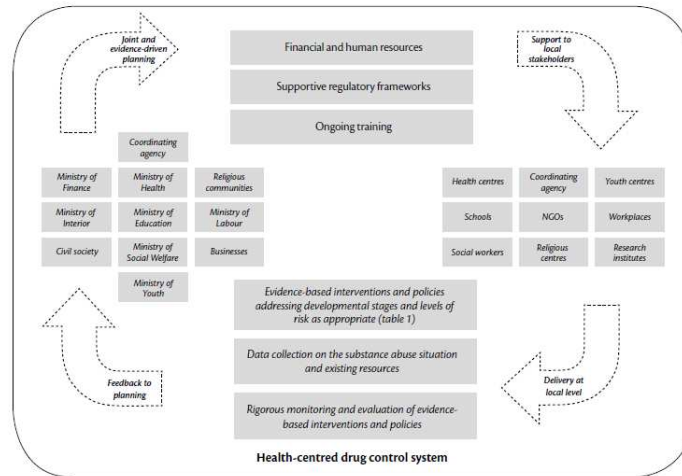


Figure 1. Health – Centred Drug Control System. Source : UNODC, 2015

3.2. Collaborative

Relations between organizations include “*interaction, linkage, cooperation, operational collaboration, and critical collaboration*”. It can be concluded that in combating drugs, taking precautions to reduce drug prevalence requires Collaborative Governance. Collaboration is a relationship between organizations (sociology), intergovernmental relations (public administration science), strategic alliances (business management), multiorganization networks (public management), these four things are interactions and relationships across organizations [4].

There are four common dimensions of capacity within CGRs: structural arrangements, leadership, knowledge and learning, and resources [12]. They have differentiated between collaborative capacity and adaptive capacity to re-conceptualize institutional adaptation specifically in the context of CGRs and tried to clarify and distinguish collaborative capacity from adaptive capacity and their contributions to adaptive action. They found that collaborative capacities generate associated adaptive capacities thereby enabling institutional adaptation within collaborative governance regimes. There is linkages between collaborative and adaptive capacities. They focus on institutional adaptation in the context of collaborative governance regimes and try to clarify and distinguish collaborative capacity from adaptive capacity and their contributions to adaptive action.

Another definition “Collaboration means joint working or working in conjunction with others. It implies actors—individuals, groups or organisations—cooperating in some endeavour. The participants are ‘co-labouring’ with others on terms and conditions that, as we know, can vary enormously. Collaboration usually attracts a positive ‘spin’. It is often seen as a positive—to collaborate is better, it is creative, transformational and involves beneficial outcomes” [13].

Civic engagement can be to add public value by fostering collaborative results. The most tangible form of public value was policy performance, manifested in program outputs and outcomes. The leaders and analysts alike should expect collaborative conditions and the stake holders' interpretations to change over time. Integrative leadership is needed to sustain collaborative results in the long run [14].

There are three reasons for collaborating with an organization : an organization feels the need to collaborate because without the help of other stakeholders, it cannot complete certain tasks on its own ; an organization feels the need to collaborate in order to obtain greater profits than by working alone ; and an organization feels the need to collaborate in order to have competitiveness in the market because it can suppress production costs and produce cheap products [15].

Furthermore definitions about *Collaborative Governance* [16] “A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets”.

The definition can be described there are 6 important things, namely : Formation of a forum initiated by public institutions / institutions ; Participants involved in the forum include participants from non-government actors ; Participants are directly involved in decision making and not just "consulted" by public institutions ; Forums are formally managed and meet collectively ; The purpose of the forum is to reach consensus (although in practice consensus may not be achieved) and The focus in collaboration is public policy or public management.

Collaboration is also can be looked at field conditions in 4 elements, namely Starting Condition, Facilitative Leadership, Collaborative Process, Institutional Design [16]. Model Collaborative Governance can be looked in this picture below :

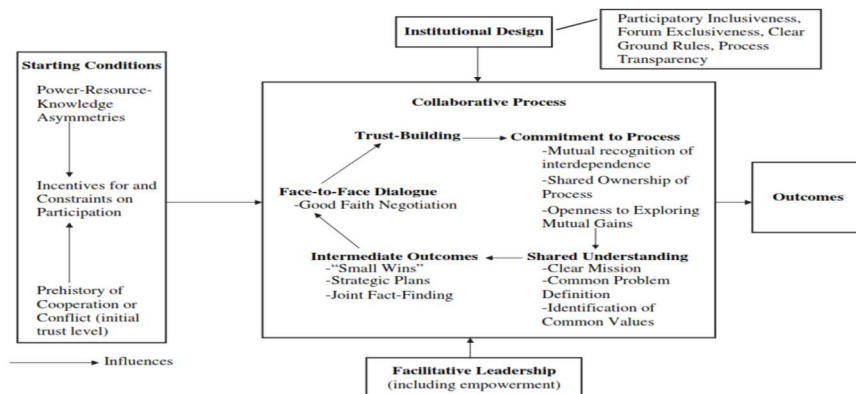


Figure 2. Collaboration Cycle. Source : Ansell and Gash, 2008

3.3. Policy

Public policy is born from a process that takes place on an ongoing basis, and includes relations between organizations and intra-organizations in order to achieve certain goals or targets that are explicit or implicit [17].

Public policy is a way or way to achieve a common goal that is aspired, so that it has implications for the birth of programs made by an entity or group of entities which can later be implemented in a togetherness environment [18].

There are three components that make up the public policy system. three components of the policy system that are interrelated with each other, namely the public policy itself (public policy), policy actors (policy stakeholders), and the policy environment (policy

environment). These three components have their respective roles, and one with the other affects each other [19].

4. Result

Narcotics are organized crime and occurs throughout the world. Each country has different strategies to solve narcotics cases. Narcotics crime POC (Predatory Organised Crime) is a type of organised crime that occurs mostly in developing countries and that feeds on fraud, financial blackmail and shakedowns. This practice imposes heavy financial costs and physical dangers on legal businesses and represents the most detrimental hindrances to the economic growth. The network governance theory helps explain the necessity of flexible organisational structures in a global, fast-changing world. A key finding in this analysis is that POC groups tend to be successful, thanks to network governance; they practice a form of co-ordination characterised by informal social systems rather than by bureaucratic structures within groups and formal contractual relationships between them [20].

Case studies in Mexico demonstrate that recent assassinations of activists and intimidation of communities that are organizing against large-scale mining must be understood within the framework of militarization justified in terms of an antinarcotics discourse. Drug war politics may thus be understood as a mechanism for promoting business-friendly policies and militarizing resource-rich areas. This politics is enshrined in the Mérida Initiative, which includes a national U.S.- style legal reform, modernization of the prison system, and the militarization and training of the federal police and other security forces, equipment transfers, and development funding designed to encourage foreign investment and further transnationalize the national economy (Paley, 2015).

Indonesia is an archipelagic country with a large area has many land and sea borders which become its own challenge to solve narcotics problems. There are 265 millions people in indonesia in 2018. The number of drug abusers in Indonesia reached 3.5 million people in 2017. Nearly 1 million of them have even become addicts. Indonesia has 34 province, 415 regency and 93 city. Its is hard to solve narcotics abuse in Indonesia only by one agency, namely National Narcotics Board (BNN).

In Indonesia, agencies that have the main task to overcome drug problem solving are the responsibility of the National Narcotics Agency (BNN) as regulated in Presidential Regulation No. 23 of 2010. Whereas the task of the National Narcotics Agency is to compile and implement national policies regarding the prevention and eradication of narcotics abuse and illicit trafficking. and Narcotics Precursors, empowering communities in preventing abuse and illicit trafficking of Narcotics and Narcotics Precursors, monitoring, directing, and enhancing community activities in preventing abuse and illicit trafficking of Narcotics and Narcotics Precursors.

The establishment of the National Narcotics Agency itself since the enactment of Law Number 35 of 2009 concerning Narcotics which became the initial embryo of the establishment of the National Narcotics Agency.

For this reason, President Susilo Bambang Yudoyono in 2011 instructed all off government agency in central and local government according the Instruction of the President of the Republic of Indonesia Number 12 of 2011 concerning Implementation of National Policies and Strategies for the Prevention and Eradication of Drug Abuse and Dark Circulation in 2011 – 2015. Furthermore, the implementation of this President Instruction was followed up

by the Minister of Internal Affairs Regulation No. 21 of 2013 concerning Facilitation of Narcotics Abuse Prevention 22 which instructs Regional Heads such as Governor, and Mayor to make Regional Regulations to appoint related division to carry out Prevention Facilitation. But the fact, not all local government followed this instruction including Jakarta Province.

Narcotics problem is a national problem, President Jokowi has also declared war on drugs according to his statement at the 2016 International Anti Narcotics (HANI) commemoration event that Indonesia is Narcotics Emergency. So It need a joint movement from all stakeholders in this nation to move together to overcome the emergence of this drug. Collaborative is needed to solve narcotics use in Indonesia.

Collaboration must have a driver, where the driver function is here to facilitate collaboration among stakeholders. There is also a system of contexts and drivers that encourage a collaborative process which then shapes the dynamics of collaboration which consists of principled involvement, shared motivation and the capacity to carry out joint actions [22].



Figure 3. Transition Process in Collaboration. Source : Fendt (2010: 20)

Negotiation on the free market is the beginning of a cooperative relationship. This level of cooperative relations then continues with cooperation. After the stakeholders have cooperated, proceed with coordination. This relationship is more profound than just a cooperation. Where in collaboration, it is necessary to do an activity and coordination process first. To achieve the highest cooperative relationship, the level of collaboration. Collaboration is an embodiment of intensive cooperation, in which activities and decision-making occur together [15].

In Jakarta as a the first province has greates prevalence in narcotics abuse really need Collaborative to prevent narcotics abuse increase. The strategies in implementing narcotics abuse such as : Dissemination of various media information ; Procurement of urine tests at government agency periodically ; Information-sharing between agencies and Integration of drug material in government agency training. The forms of activities that can be carried out in prevention narcotics are among others : KIE prevention of drug abuse (counseling / face-to-face socialization / communication media) ; Urine tests on employees / officials and Establishment of anti-drug task force. In the Education environment, BNN has developed narcotics material curricula at all levels in educational institutions, the existence of P4GN policies in schools, conducting independent socialization, carrying out urine tests and forming anti-drug volunteers. In the private sector, the regulation of the Minister of Manpower and Transmigration of the Republic of Indonesia Number PER.11 / MEN / VI / 2005 is regulated concerning the Prevention and Control of Narcotics, Psychotropic and Other Abuse in the Workplace. For the environment the community has made a commitment to the P4GN declaration, disseminating the dangers of drugs independently in the community, carrying out P4GN activities that synergize with companies through Corporate Social Responsibility / CSR, forming anti-drug volunteers, forming a clean drug village and carrying out the drug STOP Narcotics campaign [7].

There are four sectors in narcotics prevention. They are education, government, society and private sectors. According interview and collecting data in Province DKI Jakarta, four segments has collaborated in prevention narcotics. Private sector involved in prevention programs with another sectors. They are also supporting in funding to hel prevention narcotics programes such as sosialization. Collaborative Governance in prevention narcotics in DKI Jakarta based on Ansel and Gash theory consist of four component. Firstly, starting condition. In this part, Collaborative is influenced by power resources knowledge asymetris, incentive and prehistory. Secondly is about institutional design. Collaborative needs formal institutional design to strengthen cooperation between stakeholder. Thirdly is collaborative process. The last is facilitative leadership.

In the government sector its role has been regulated in Permendagri Number 21 of 2013 concerning Facilitation of Narcotics Abuse Prevention as well as Circular of the Minister of Administrative Reform and Bureaucratic Refromation Number 50 of 2017 concerning the Prevention and Eradication of Narcotics Abuse and Illicit Circulation and Narcotics Precursors. In fact, the author found that Jakarta Province Government has not rules regarding prevention of narcotics yet. Local government in Jakarta Province has not concern fully in Narcotics Prevention. Result of interviewer indicates that there is an opinion which explaining National Narcotics Boards in Jakarta Province as a leading sector in Narcotics Prevention in Jakarta Province. So far, Narcotics Prevention held by coordination among Jakarta Province Government and National Narcotics Boards in Jakarta Province. They had maked some program and activities together in Narcotics Prevention but not in Policy legal frameworks and Institutional Design. According Ansel and Gash, Collaborative Governance will running well if they have formal institution. Case in Jakarta Province, it still have not formal institution yet. So, in order to maximize and prevent narcotics abuse in Jakarta, It really needed Constructive Collaborative Governance to create join policy in narcotics prevention such as Law of Gubernur Jakarta Province about Narcotics Prevention and to establish institutional design such as Team consist of all stakeholder related in Narcotics Prevention.

5. Conclusion

Based on the description above, the authors conclude that the danger of narcotics in the Indonesia is very high especially in Jakarta. In order to reduce illicit drug use, BNN can not work itsself. Indonesia's government must increase collaboration within all stakeholder among government agency, community, and private sectore also. Cooperation and collaboration from all stakeholders is needed to overcome drug problems, especially in preventing narcotics. The author finds that to be able to maximize the prevention of drugs, the BNN must collaborate with relevant stakeholders. Governace approach implemented not only government agency but also involved community, education sector, and private sector. In order to maximize and prevent narcotics abuse in Jakarta, It really needed Constructive Collaborative Governance to create join policy in narcotics prevention such as Law of Gubernur Jakarta Province about Narcotics Prevention and to establishe institutional design such as Team consist of all stakeholder related in Narcotics Prevention. The research findings that collaboration has not running well yet in DKI Jakarta. It still need join policy such as Governor Law to develop and sustain collaborative governane in prevention narcotics. Relationship among government, private, education, and society sector need to increase through incentives. In order to prevention policies can run optimally.

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