

## Research Article

# Collaborative Governance in Preventing Drug Smuggling in the Nunukan District

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**Abstract.**

Collaborative governance is currently being promoted as a solution to public problems in which the government is encouraged to work with cross-sectoral organizations. Although several collaborative efforts developed by the government were reported to have failed, several collaborations were successfully established to resolve various problems. The main objective of this study is to analyze the collaborative process in preventing drug smuggling in Nunukan Regency. The research focuses on ANSELL and GASH theory about the stages in the collaborative governance process: face-to-face, trust building, commitment to the process, shared understanding, and intermediate outcomes. This study uses a qualitative descriptive methodology. Data collection techniques were observation, interviews, and documentation with stakeholders involved in drug prevention collaboration in Nunukan Regency. Data analysis was done using NVivo 12 Plus software. The results showed that the collaboration process was quite good in preventing drug smuggling in Nunukan Regency. However, the intermediate outcome stage has not been reached because drug smuggling cases still continue to happen.

**Keywords:** collaborative governance, cross-sectoral organizations, drug smuggling

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## 1. Introduction

This study analyzes the implementation of collaborative Governance in dealing with drugs. In particular, this study takes the case of drug smuggling in Nunukan Regency. The key argument in this research is that the stakeholders' collaboration process determines the success of collaborative Governance.

Collaborative Governance has recently become a topic of study in public management, where governments are advised to collaborate with cross-sectoral organizations and civil society to address general problems they cannot solve on their own (1). Various collaborative efforts by government and non-government stakeholders to address public issues can be considered a form of collaborative Governance (2–7).

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The definition above also explains that the form of cooperation carried out by the government, and interaction with various actors from the government, private sector, and society, directly or indirectly, is a consequence of public administration. Several experts state that integration through collaborative Governance will create partnerships to produce goods/goods that are more valuable. The collaborative approach has also been applied in Indonesia to address the problem of illicit drug trafficking. These problems are mainly related to the increase in drug abuse in Indonesia

Based on the results of the 2019 National Narcotics Agency (BNN) drug abuse survey and LIPI, the prevalence of drug abuse touched 1.80% or around 3,419,188, meaning that approximately 180 out of 10,000 Indonesians aged 15 to 64 years have used drugs. (8). Until now, narcotics smuggling has become a global and transnational crime. Cross-border smuggling is part of illegal trade activities in the form of logistics involving transnational criminal organizations in drug smuggling activities (9). According to Baskara, eradication of drug smuggling and trafficking is complex because drug trafficking is carried out by organized crime involving criminal organizations that operate globally (10).

Drug smuggling often occurs in the border area between Indonesia and Malaysia, especially in Nunukan Regency, which is directly adjacent to Malaysia. Its location in the Indonesia-Malaysia border area makes Nunukan Regency an important place in the traffic map between countries prone to the entry of goods and illegal activities from Malaysia. This happens because Nunukan Regency has many unofficial routes (sea and land) from Tawau (Malaysia), which are then used by border crossers to smuggle prohibited goods such as drinks containing ethyl alcohol (MMEA) and drugs and used goods so that Nunukan Regency is known as a crossing route for illegal goods from Malaysia into Indonesia (11).

The problem of drug smuggling in Nunukan Regency is considered very worrying based on the evidence of the cases handled. The ranks of the Nunukan Resort Police during 2019-2021 have revealed 466 suspects for drug crimes, with evidence weighing 141,062.57 grams of methamphetamine and 540 pills of ecstasy (Nunukan District Police).

Based on the table above, the number of suspects in drug crimes in Nunukan Regency is increasing yearly. In 2019 there were 121 narcotics defendants to 161 people in 2020, and in 2021 there were 184 suspects. In the latest case in 2022, the Nunukan district police managed to secure three drug couriers with a total of 47 kilograms of crystal methamphetamine smuggled from Malaysia, which was allegedly going to be taken to Palu City, Central Sulawesi(12).

TABLE 1: Total Data on Narcotics Case Suspects in Nunukan Regency (2019-2021).

No	Year	Totals of suspects	Totals of evidence
1	2019	121 people	58.761.7 grams
2	2020	161 people	30.307,84/ 2 pills of ecstasy
3	2021	184 people	51.993,03 grams/538 pills of ecstasy
	Totals	466 people	141,062.57 grams of methamphetamine and 540 pills of ecstasy

Source: Polres Nunukan 2022

Seeing the rampant drug smuggling in Nunukan Regency, the National Narcotics Agency as an actor obliged to carry out drug control becomes a significant burden if its agency only carries it out. Sophisticated technology becomes a challenge faced by BNN in eradicating drug smuggling and trafficking. Drug abuse and trafficking is a complex cause-and-effect problem (13). Therefore, drug control in Nunukan Regency requires a multidisciplinary and comprehensive approach, integration between governments, and multi-stakeholder substantial involvement in the government, private, education, and community sectors (13).

The government has committed that the misappropriation and distribution of illicit drugs is a threat that must be prevented as early as possible by the government, the community, NGOs, and related parties (14). Various efforts have been made jointly to overcome this phenomenon, but they still require attention that can reduce drug abuse and illicit trafficking at the global, regional, and national levels. The eradication of drug smuggling requires creativity or proactive action because drug smugglers use techniques with a network/forwarding system where traders and buyers do not meet and do not know each other. Therefore, as a non-ministerial government agency (LPNK) tasked with overseeing narcotics through the Prevention and Eradication of Narcotics Abuse and Illicit Trafficking (P4GN) program, BNN has collaborated among stakeholders in the government, private, education, and community sectors.

Based on the description above, this study aims to describe how the collaborative governance process prevents drug smuggling in Nunukan Regency.

## 2. Methods

This study used a descriptive qualitative method (15), with a case study approach carried out within the scope of the National Narcotics Agency of Nunukan Regency, with the focus of the description being a description of the collaboration process in drug control in Nunukan Regency. Ansell & Gash (2) used the theory used as a collaborative process.

Data collection was done by interview, observation, and documentation. Data analysis using interactive models (16), field notes, data reduction, and data verification. The data analysis process is carried out with the help of Nvivo 12 plus software (17). The analysis of this research is presented in textual discourse, including qualitative studies used by discourse analysts as investigative methods. The data from the interviews were mapped using the description flow.

### 3. Results and Discussion

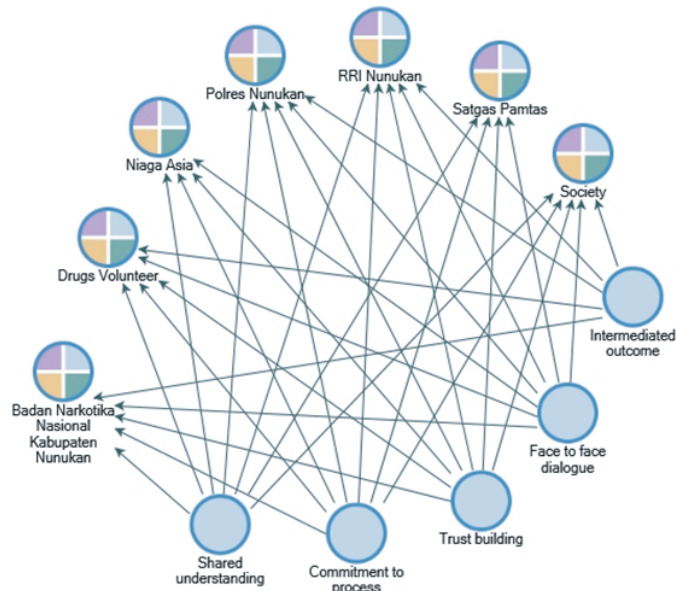
#### 3.1. Collaborative Governance Process

Donahue, Zeckhauser, and Holzer explain that collaborative Governance is a state for the government to achieve shared goals through the collaboration of organizations and individuals (5,6). Furthermore, Holzer mentions Collaborative Governance is a situation in which the government and the private sector try to achieve common goals of society (6). Collaborative Governance can also explain the conditions of interdependence between actors. As stakeholders recognize their shortcomings, there is a desire to collaborate. Second, these actors must express their passion and willingness to build closer correlations with other actors.

Collaborative Governance consists of several aspects, one of which is the collective governance process, a series of activities or ways to regulate and manage or govern institutionally. In a collaborative governance process, several institutions or agencies are involved, including government agencies or institutions, non-governmental institutions, and the community, as well as the communities in it. Such involvement is a collaboration of the collaboration carried out, and usually, the association they do is by the interests and goals of the stakeholders involved. Collaborative Governance to prevent drug smuggling in Nunukan Regency, which is carried out through a collaborative process of the parties involved, can be described as follows:

##### 3.1.1. Face-to-face dialogue

Face-to-face dialogue is an embodiment of communication, and communication is essential in collaboration. Communication can be done through dialogue with the parties in collaboration. The aim is to identify the enablers and barriers to collaboration. Dialogue is not only a means of negotiation but is also the essence of making all partners feel that they have the same goal in collaborating. Usually, trust between stakeholders



**Figure 1:** Project map analysis of research results, 2022.

can arise from the dialogue process because mutual respect, sharing Understanding, and building commitment can be formed in the collaboration process. Face-to-face dialogue can be measured from two aspects: the parties involved in the face-to-face dialogue and the intensity of dialogue between stakeholders.

Face-to-face dialogue is the main point of a collaboration process to solve problems or obstacles that occur to explore issues employing mutual agreement and one of the ways to prevent suspicion between stakeholders involved in the collaboration. Face-to-face dialogue is the initial stage in a partnership to build communication and negotiation between the stakeholders involved. According to Ansell & Gash (2), face-to-face dialogue is not just a negotiating medium in the organization, more than that, and face-to-face dialogue is a necessary but not sufficient condition for the overall collaboration process.

The results of previous research by Plotnikof found that face-to-face dialogue employed good communication. In practice, to build a face-to-face conversation, regular discussions are used by directly inviting representatives of official authorities to each meeting agenda, so this method is considered more effective than formal procedures, correspondence, documents, and others (18).

Face-to-face dialogue in the collaborative process of preventing drug smuggling in Nunukan Regency has been carried out by various stakeholders, from the government, namely the National Narcotics Agency of Nunukan Regency, Nunukan Regency Police, TNI-AD, in this case, the RI-Malaysia Pamantas Task Force, other relevant government agencies, As for the private sector, namely RRI Nunukan and Niaga Asia which is the

mass media, as well as the Community of Nunukan Regency. Face-to-face dialogue in the collaborative process of preventing drug smuggling in Nunukan Regency is carried out as a coordination meeting or deliberation by the relevant parties. In the communication forum, all stakeholders have the goal of addressing the drug problem in Nunukan Regency immediately. In addition, dialogue is carried out in indirect communication, such as by telephone or WhatsApp groups.

The face-to-face dialogue carried out by the Nunukan BNNK is in the form of coordination meetings, the coordination carried out by the Nunukan Regency National Narcotics Agency in dealing with drugs in Nunukan Regency, namely in the context of developing and fostering drug threat response in Nunukan Regency through cooperation in the P4GN program involving various parties. Among others are regional and international passenger ship agents, considering that the drug smuggling cases successfully uncovered were through the sea route under the passengers, the Harbormaster Office and the Port Authority, Nunukan District Police, the RI-Malaysia Pamtas Task Force, the Transportation Service. In line with research conducted by Nugroho found that to prevent drug smuggling, distribution, and abuse in West Kalimantan, the West Kalimantan Provincial National Narcotics Agency (BNNP) also coordinates regularly with the Indonesian Army, which is very aggressive in carrying out activities. Patrols to prevent smuggling and distribution of narcotics at the border. Patrols are carried out daily with the TNI AD on a scheduled basis, one of which is by using patrol aircraft that can detect quickly if there are violations at border points (19).

In contrast to the coordination carried out by BNNK Nunukan and stakeholders, it is still not running regularly because it is still adjusting to the needs in coordination. The parties involved in the coordination are also adapted to the needs of the agenda that will be discussed is conditional, namely looking at the current conditions because, in the coordination, there is no regular meeting schedule related to drug problems in Nunukan Regency. Still, communication between parties continues to run well via telephone and groups. WhatsApp so that it can improve drug control efforts in Nunukan Regency.

### 3.1.2. Trust Building

Ansell & Gash explained that in the collaboration process, in addition to face-to-face dialogue, it is also necessary to demonstrate building trust among stakeholders. Building trust in collaboration is essential to do this requires good communication and invites other collaboration actors to be actively involved in the collaboration process. Trust

between collaborating actors must always be maintained so that everyone agrees on a commitment to achieve a common goal (2).

According to De Seve, in measuring the success of Collaborative Governance, one of them is the existence of mutual trust between actors, where mutual trust is based on professional or social relationships, the belief that actors rely on the information or the efforts of other actors in a network to achieve common goals (20). This element is essential for government agencies because they must be sure they can trust other partners (coworkers in the network) within a government (departments, agencies, offices, agencies). within one local government, for example) and partners outside the government to carry out mutually agreed activities.

In contrast to trust building in drug prevention in Nunukan Regency, building trust in the collaborative process of preventing drug smuggling in the Nunukan Regency can be measured by the efforts made. Efforts to build trust among stakeholders are used in the presence of agreements and the active participation of each relevant stakeholder. The deal is made by signing a memorandum of Understanding or MoU so that the goal of preventing drugs in the Nunukan Regency can be achieved as planned. So far, in collaboration on drug prevention in Nunukan Regency, the Nunukan BNNK has carried out an MoU with the LP RRI, the Nunukan Police through the central BNN with the National Police Headquarters, as well as the signing of an integrity pact between the Nunukan BNNK and the community in the Bersinar Village. In addition, based on observations, the National Narcotics Agency (BNNK) has also signed an MoU with the Nunukan District TP PKK, which was signed directly by the head of the Nunukan BNNK, Mr. Emmanuel Henry Wijaya, S.H., M.H with the chairman of the Nunukan District PKK TP, Mrs. Hj. Sri Kustawarti Hanafiah, A.MD on April 28, 2022, to strengthen the synergy of the Nunukan BNNK with the PKK TP to prevent the eradication of narcotics abuse and illicit trafficking (P4GN) in Nunukan Regency as the top area of the country.

Building trust is not easy and needs to be done continuously. The parties involved must also understand each other's true intentions and goals to obtain a mutually beneficial agreement between one party and. The memorandum of Understanding (MoU) and integrity pact becomes the legal framework used as the basis for coordinating collaboration. In addition, building trust in the collaborative drug prevention process in Nunukan Regency is also carried out by involving related parties in every activity related to drug prevention. The aim is to increase trust among stakeholders, so there is no mutual suspicion and avoid misunderstandings from collaboration parties.



### 3.1.3. Commitment To Process

O'Flynn & Wanna stated that collaboration between collaborating actors is to improve effectiveness, general practice, and public administration so that collaboration goals can be achieved more quickly (21). Commitment from stakeholders is an important aspect that can affect the success or failure of the collaborative governance process. According to Ansell & Gash, commitment is the development of trust, and good faith bargaining for mutual gain is the best way to achieve the desired result. High and low commitment can affect the success of a collaborative process. In government, the collaboration aims for the common good through the search for standard solutions (2).

Commitment from stakeholders is an important aspect that can affect the success or failure of the collaborative governance process. Commitment to the process is the ability and willingness of stakeholders to integrate personal behavior by prioritizing the needs of the organization's goals. Commitment in an organization can be created with a sense of ownership of the problem and motivation to take action. This sense of ownership can generate dependence between stakeholders.

The similarity of the problems shows building commitment in the collaborative process of drug prevention in the Nunukan Regency faced to encourage stakeholders to collaborate, where stakeholders will try every way to make collaboration successful because the problems they face are the same. The commitment to the process is also shown by the participation of stakeholders regarding their respective perspectives. Each stakeholder's perspective can be demonstrated through their involvement in drug prevention in Nunukan Regency. This participation is shown by delivery from stakeholders to their duties and interests with a common goal and strong desire of each of the collaborative actors to realize their shared goals in preventing drugs.

### 3.1.4. Shared Understanding

In collaborative Governance, actors must have a common understanding or perception of goals they can achieve together. According to Ansell and Gash (2008), sharing Understanding in various literature is considered a clear mission, vision, and goals or value alignment. In the collaborative governance process, mutual Understanding can be created if stakeholders are aware of maintaining the relationship between stakeholders. A good relationship and Understanding between stakeholders can be shown through good communication, trust, and commitment between stakeholders.



Shared Understanding is an agreement about the knowledge needed to solve a problem. In collaborative Governance, there must be a common understanding to be a common goal. The results of a research conducted by Aptery entitled Construction Collaborative Governance in Drug Prevention in DKI Jakarta Province show that Shared Understanding is carried out by inviting stakeholders to activities in drug prevention. In addition, Shared Understanding is also carried out by employing touring social services and drug campaigns (22).

Shared Understanding in the collaborative process of drug prevention In Nunukan Regency, through the vision and mission, thus Shared Understanding in the collaborative process of drug prevention can be carried out correctly. In addition, shared Understanding is also carried out by coordinating with stakeholders, which is essential because each has a different understanding. Through coordination, we can unite various perceptions among stakeholders and find the right solution to the obstacles faced in drug prevention. Share Understanding not enough with stakeholders but also convey to the public so that the community also understands the dangers of drugs and knows how to prevent drugs in the surrounding environment. From the results of this study, shared Understanding is also carried out through socialization in the community, where stakeholders convey information related to drugs from their respective perspectives based on their duties and functions.

In the collaboration process, it is necessary to pay attention to sharing Understanding because each other has a different understanding. It is essential to continuously remind about the purpose of collaboration, how to do it, the reasons for collaborating, and provide solutions to existing problems. Shared Understanding in drug prevention collaboration In Nunukan Regency must continue to be carried out so that collaboration actors can increase their roles. Understanding shared decisions implies agreement on the definition of the problem, which means dealing with the relevant knowledge needed to solve the problem.

### **3.1.5. Intermediate Outcome**

Ansell and Gash believe intermediate outcomes are small wins, strategic plans, and joint fact-finding. Small wins, which means small wins before reaching big wins. This small victory is an intermediate goal before reaching the final destination in drug smuggling prevention collaboration. Collaborative Governance in preventing drug smuggling in the Nunukan district, as previously discussed, aims to protect the public from the dangers of drugs. Based on observations made by the Author, it is known that until now, drug

smuggling in Nunukan Regency is still happening. There are still many smuggling cases that the security forces in the Nunukan Regency area have successfully uncovered. Still, the perpetrators who have been arrested are not people who live in Nunukan Regency, but perpetrators who come from outside the Nunukan Regency who travel from Malaysia to Indonesia and then transit in Nunukan Regency, so drug smuggling in Nunukan Regency is still challenging to prevent.

#### 4. Conclusion

The collaboration process in preventing drug smuggling in Nunukan Regency is carried out through five stages: face-to-face, trust building, commitment to the process, shared Understanding, and intermediate outcome. Based on the results and discussion, it can be concluded that the collaboration process is quite good in preventing drug smuggling in Nunukan Regency. However, at the intermediate outcomes stage, it has not been fully achieved because drug smuggling cases in Nunukan Regency are still happening.

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