

Conference Paper

Collaborative Governance in Countering Drug Control in Makassar City

Muhammad Nur Yamin*, Nur Ihsan Hidayat, and Sulmiah

Public Administration, Universitas Negeri Makassar, Indonesia

ORCID

Abstract.

This study seeks to determine how collaborative governance has been implemented in Makassar City's drug prevention efforts. This study employs a qualitative, descriptive methodology. Observation, interviews, and documentation are methods for collecting data. In Yin's case study pattern matching model, the data analysis technique is used. The results demonstrated leadership facilitation, with each collaborating actor demonstrating a dependable capacity for activity implementation and problem-solving. Each organization has a decision-maker and policy-maker in charge. In institutional institutions, the division of roles and responsibilities is specified in the Cooperation Agreement. In the process of collaboration, formal and informal communication channels are established to foster mutual trust, and each party's Cooperation Agreement guides the implementation of collaboration. The true outcome of collaborative action is the achievement of the program goals of each government agency, the community, and the private sector, as well as reducing drug use in Makassar City. The outcomes indicated that Anshel and Gash's Collaborative Government model was suitable for the drug prevention program in Makassar City. In institutional institutions, Anshel and Gash's CG mode necessitates the creation of a more detailed Standard Operating Procedure (SOP) because the rules in collaboration only refer to the Cooperation Agreement.

Keywords: collaborative governance, drug control, collaboration actors

Corresponding Author:

Muhammad Nur Yamin; email:
Nuryamin@unm.ac.id

Published 3 January 2024

Publishing services provided by
Knowledge E

© Muhammad Nur Yamin et al. This article is distributed under the terms of the [Creative Commons Attribution License](#), which permits unrestricted use and redistribution provided that the original author and source are credited.

Selection and Peer-review under the responsibility of the ICHLSS Conference Committee.

1. Introduction

Collaborative governance is an approach to decision-making and management in which multiple parties with interdependent interests work together to achieve a common objective. In collaborative governance, government, the private sector, civil society, academia, and other community groups collaborate to solve complex problems or manage issues that affect them. Public decision-making and problem-solving processes that involve the collaboration of government agencies, private organizations, and citizens are referred to as collaborative governance. It is a form of government that emphasizes collaboration, partnership, and shared responsibility in addressing public issues and achieving public objectives. Public administration, which studies the organization,

 OPEN ACCESS

management, and implementation of public policies and programs, is closely related to collaborative governance.

Narcotics, Alcohol, Psychotropic Substances, and Other Addictive Substances (NAPZA) are chemical substances that, when ingested (drunk, smoked, or inhaled) or injected, can influence a person's thoughts, emotions, and behavior. It can result in deteriorated social conditions marked by negative symptoms, prolonged use, and excessive use. According to BNN [1], the majority of the substances found in narcotics are utilized for medical and scientific purposes. However, narcotics are abused for a variety of reasons, including the desire to experiment, the desire to follow trends or styles, the desire to forget about problems, and the desire to display social status.

Based on data from the Indonesia Drugs Report [2], South Sulawesi Province is ranked fifth in cases of narcotics abuse; this case had increased since 2019, when South Sulawesi Province was ranked seventh, according to data obtained by BNN. The Indonesian National Police and BNN recorded a total of 1,996 cases of narcotics abuse in South Sulawesi Province in 2019. In 2020, the number of cases increased by 93 to 2,089; in 2021, it decreased to 1,923. Various policy actors, cooperation between government institutions, the private sector, and the role of the community must be utilized to overcome drug cases. Instruction No. 12/2011 of the President for implementing the National Policy and Strategy for the Prevention and Eradication of Drug Abuse and Illicit Trafficking (P4GN). To further focus on achieving a "Drug-Free Indonesia," a National Policy and Strategy on P4GN is necessary as a form of joint commitment by all government, private sector, and societal components. According to Junaedi et al.[3], the collaboration process is proceeding well regarding responsibility, communication, and contribution. In this collaboration, the supporting factors are information and commitment, while the inhibiting factor is human resources. In addition, Wahyuni [4], with the title "Government Collaboration in Combating Drugs in Bone Regency," demonstrates that the process of government collaboration in drug prevention in Bone Regency in disclosure is quite good, as evidenced by collaborative actions that give space to other parties in discussing drug prevention. Collaboration has positively impacted and adapted because it has reduced drug abuse and distribution in Bone Regency.

One of the largest cities in the province of South Sulawesi, Makassar City, is also affected by drug abuse and trafficking. Due to the prevalence of drug abuse and illegal drug trafficking, the development of drug control in Makassar City over the past five years, as indicated by annual reports, has not been rapid enough. Based on preliminary observations, the increase in drug cases in Makassar City is due to continuous work.

The reason for using these drugs (amphetamine-type shabu) is to avoid becoming easily fatigued.

Through stakeholder collaboration, drug abuse, and illegal trafficking can be minimized and prevented to overcome these problems. BNN South Sulawesi Province, via BNK Makassar City, collaborated with government agencies, the private sector, and the community to maximize drug prevention. The government collaboration process involves government agencies of BNN South Sulawesi Province as well as BNK Makassar City, Kesbangpol Makassar City, Sayang Rakyat Hospital, private institutions such as the Ri Nawa Foundation, and community institutions of the NGO Movement of Narcotics Abusers Observers (GPPN) Makassar City. This study aims to determine how Collaborative Governance in Drug Countermeasures Efforts was implemented in Makassar City.

Collaborative Governance, as described by Ansell and Gash [5], Agrawal and Lemos [6], begins with the dependence between stakeholders and culminates in collaboration and intense interaction. According to Ansell and Gash [5] collaborative governance is a set of arrangements in which one or more public institutions directly involve non-state stakeholders in a formal, consensus-oriented, and deliberative policy-making process that aims to create or implement public policies or manage programs and assets. In the meantime, according to Balogh et al.[7], collaborative governance is a process and structure in the management and formulation of public policy decisions that involves actors who constructively come from various levels, both at the government level and or public agencies, private agencies, and civil society in order to achieve public goals that cannot be achieved if carried out by a single party alone. Want to provide a similar definition in Habibah [8]. Collaboration does not occur in a vacuum, but the involved actors' context, motivation, goals, and choices must be considered. Importantly, Collaborative Governance does not appear out of thin air but rather emerges from the interdependence of stakeholders or stakeholders from various levels in formulating and implementing public policies through a series of consensus-oriented collaborative processes designed to address society's complex problems.

According to Anshell and Gash [5] collaborative governance describes an interdependent relationship between the actors involved because these actors recognize their limitations and must establish relationships with others to achieve common goals. Each participant must acknowledge the legitimacy of the others. Each collaborative process requires the development of a sense of ownership and shared responsibility following collaboration.

Moreover, Anshell and Gash [5] encourage organizations or institutions to engage in collaborative governance because they recognize the actors' limitations. Then, these actors must express their desire and willingness to form more intimate relationships or networks with other actors. Each participant must acknowledge the legitimacy of the others. Once the actors are committed to collaboration, each stage must be based on shared ownership. Collaborative governance emerges in response to the inability of actors to address increasingly complex problems, necessitating the participation of related parties.

1.1. Anshell and gash process model

According to Anshell and Gash [5], collaborative governance describes an interdependent relationship between the involved actors because these actors are aware of their limitations and must establish relationships with others to achieve common goals. Each participant must acknowledge the legitimacy of the others. A sense of shared ownership and responsibility must accompany each collaboration process.

There are multiple stages to collaboration. A stage of the collaboration model must be considered a management strategy for a public affair. According to Anshell and Gash [5], this model has four variables. The model contains four major variables: initial conditions, institutional design, leadership facilitation, and collaborative process. It indicates four variables or indicators for measuring the success of collaborative governance: initial conditions, institutional design, Leadership, and collaborative process.

The collaboration will be successful if a mutually beneficial relationship between the stakeholders and their objectives is aligned. The ability to negotiate is important, as successful negotiations will facilitate the collaboration process. There will be no collaboration without negotiation and communication between stakeholders. These variables can be described in greater detail as follows:

1.1.1. Starting conditions

This initial condition can either facilitate collaboration or hinder the collaboration process. It is deemed an obstacle since the two starting points are distinct and the parties involved have divergent interests. So that it frequently separates personal interests from shared interests. Ansell and Gash describe several indicators:

1. Assets (energy/resources).

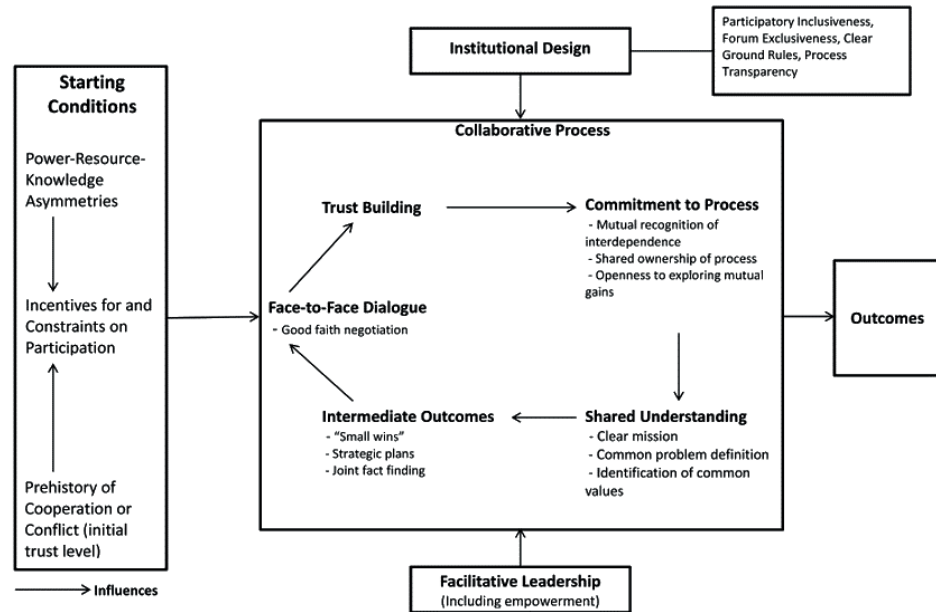


Figure 1: Collaborative Governance Model According to Ansell and Gash.

If stakeholders lack the capacity, organization, status, or resources to participate, powerful actors will dominate collaboration. The resource imbalance is caused by three factors: representative organizations in collaboration, negotiation skills, and time and energy to participate.

2. Incentive to participate

This indicator relates to each party’s willingness to participate actively in the collaboration process. Whether the collaboration process can produce meaningful results depends on each participant’s expectations.

3. Prehistoric history of conflict and cooperation

In this indicator, stakeholders are interdependent and have a high level of conflict, which can create powerful incentives for establishing collaborative governance. Differences in the personalities and interests of the parties involved typically precipitate conflicts.

1.1.2. Collaborative process

The process of collaboration is carried out in several stages. A stage of the collaboration model is important for managing a public affair. According to Anshell and Gash [5], the collaboration process consists of the following:

1. Face-to-face dialogue

Building communication between stakeholders through face-to-face dialogue, directly bringing the stakeholders involved. As collaborative governance is process-oriented, direct dialogue is crucial to identify opportunities and mutual benefits. This direct dialogue aims to minimize antagonism and disrespect between the stakeholders involved. Thus, stakeholders can work together following common goals and benefits.

2. Trust building

Building trust between stakeholders needs to be done during collaboration so stakeholders do not experience egocentrism between institutions. Therefore, in building this trust, leaders who can realize the importance of collaboration are needed.

3. Commitment to the process

Commitment certainly has a strong relationship in the collaboration process. Commitment is related to interdependence, openness to explore the collaboration process, and motivation to engage or participate in collaborative governance. A strong commitment from each stakeholder is needed to prevent risks from the collaboration process. Commitment is a responsibility between stakeholders so that they see the relationship as new, and the responsibility needs to be developed.

4. Share understanding

Stakeholders involved must understand each other, be able to identify problems, and share an understanding of what they can achieve through collaboration. This shared understanding can be described as a common mission, goals, vision, and ideology.

5. Intermediate outcomes

The advanced results of the collaboration process are realized in the form of real outputs or outputs. These intermediate outcomes can be seen from achieving initial success, conducting strategic planning, and finding facts together.

1.1.3. Facilitate leadership

Leadership has a significant impact on the realization of collaboration participation. If facilitative Leadership is related to how the facilitator's role is to ensure the integrity of consensus-building then become a mediator in the negotiation process, and the success of collaboration is not solely due to a single leader but to working to his capacity.

1.1.4. Institutional design

Anshell and Gash [5] explain that this institutional design refers to the agreed-upon rules that will be implemented based on the following:

1. Participatory inclusiveness

Participation in collaboration includes the government, the private sector, and the community; participation is based on the equality of roles, and collaboration actors are directly involved in decision-making instead of merely consulting.

2. Forum exclusiveness

There are limited forums for stakeholders to interact, with distinct discussion categories for each forum.

1.1.5. Clear ground rules and transparent procedure

In order to persuade stakeholders that the process is fair, equitable, and transparent, the ground rules supporting collaboration and transparency must be clear and consistently applied. It pertains to the stakeholders' transparency, which is achieved, and the negotiation is not a one-sided agreement but a collective one.

In addition, according to O'Leary et al. [9], there are six reasons why Collaborative Governance is considered the best choice in governance.

1. The increasing complexity of public problems makes it difficult for a single government organization to handle them, necessitating multiple approaches (various approaches from the private sector and the community).
2. Various government agencies have implemented outsourcing mechanisms to increase organizational capacity, which requires an increase in budget. Based on work contracts, the outsourcing mechanism relies primarily on the collaborative principle between government and non-government organizations.
3. The center region now permits the creation of a cooperation mechanism based on the principles of cooperation, mutual collaboration, and information exchange in intergovernmental relations.
4. Improving the efficacy of government-funded programs and activities can motivate government employees to discover new ways to provide the best possible services to the public. Determine innovative means of providing the best services to the community.

5. Technological advancements facilitate the integration of information for decision-making.
6. Individuals search for new governance arenas facilitating collaborative problem-solving and decision-making.

In the context of the Indonesian state, if Collaborative Governance can involve the government, private, and community sectors with strengthened cooperation, advanced economic development, and effective and efficient governance will undoubtedly lead Indonesia to achieve the 2030 Sustainable Development Goals. In the body of the 1945 Constitution, the principles of Collaborative Governance are also enumerated, with the hope that the implementation of Collaborative Governance will result in a better government with the community playing a role in determining policies, thereby increasing the government's tolerance for the community. [8]

Misuse of drugs can result in mental changes and dependence. Narcotics, psychotropic substances, and other addictive substances are the three categories of drugs. As a result of their hallucinogenic and stamina-increasing effects, drugs are frequently abused for purely recreational purposes.

Every nation must maintain vigilance not to fall victim to drug abuse and illegal trafficking repeatedly. In order to combat drug-related issues, the Indonesian government has enacted Narcotics Law Number 35 of 2009. This law regulates the institution of the National Narcotics Agency (BNN), which is a Non-Ministerial Government Institution (LPNK), is accountable to the President, and is tasked with implementing the Prevention and Eradication of Drug Abuse and Illicit Trafficking (P4GN) through various activities in the fields of prevention, community empowerment, rehabilitation, eradication, and law and cooperation.

To support the National Narcotics Agency's (BNN) implementation of drug control, it is necessary to increase the role of local governments and communities. Thus, Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 21 of 2013 regarding the Facilitation of Narcotics Abuse Prevention was issued, which was subsequently replaced by Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 12 of 2019 regarding Facilitation of P4GN and Narcotics Precursors. Drug abuse can harm the perpetrators, society, and the state, affecting all strata of Indonesian society. Not only are nightclubs targeted by drug trafficking, but also residential areas, campuses, schools, and neighborhoods. The government focuses on drug trafficking as one of the nation's problems because it threatens national morale. The domino effect

of drug abuse is also becoming increasingly diverse, necessitating the participation of multiple parties to combat the spread of drugs.

2. Method

This descriptive research aims to investigate collaborative governance processes in drug control in Makassar City. Using a qualitative methodology, this study describes various conditions or situations associated with collaborative governance efforts in drug prevention in Makassar City.

Several agencies involved in collaborative governance efforts related to drug control in Makassar City serve as the research site. These include the Makassar City Narcotics Board (BNK), Kesbangpol Makassar City and Sayang Rakyat Hospital Makassar, as well as Yayasan Ri Nawa Makassar and GPPN Makassar City. This research focuses on Collaborative Governance in Drug Control in Makassar City, including variables from the collaborative governance model of Anshell and Gash[5], namely the initial conditions for forming collaboration, leadership facilitation, institutional design, and the collaboration process.

1. Starting condition in which stakeholders, in this case, the National Narcotics Agency (BNN) of Makassar City, attempt to develop fundamental signs relating to the level of trust between members, the discussion of conflicts, and the procedures for handling drugs in Makassar City. In this stage, three things must be addressed: power/resources, incentives to participate, and the prehistory of antagonism and cooperation;
2. Collaborative Process, Collaboration's central stage is the Collaborative Process. In this stage, face-to-face communication between BNN Kota Makassar and related agencies is required. Trust building is how BNN Kota Makassar builds mutual trust and kinship in collaboration. Commitment to process is a commitment between several collaborative parties to accept the results of deliberations that produce consensus, share understanding refers to the sharing of mutual understanding, and the last one must pay attention to intermediate outcomes as a measure of progress
3. Facilitate Leadership: at this stage, it is necessary to consider an accountable, i.e., open or transparent, and participatory leadership facility to implement the drug prevention collaboration in Makassar City.

4. Institutional Design, The Collaborative Governance forum's institutional design is participatory, with clear rules that serve as a basic guideline for all collaboration parties involved in drug control in Makassar City.

The main research instruments were interview guidelines, observation guidelines, and documentation. Data validity checks include triangulation and member checks. The data analysis technique uses a case study with a pattern-matching type of analysis.

3. Result and Discussion

Collaboration Governance in this study involves diverse government, private sector, and community roles. Kesbangpol Makassar City, BNN South Sulawesi Province / Makassar City, and Sayang Rakyat Hospital are government institutions. Private institutions in Makassar City include the RI Nawa Foundation and community institutions like the GPPN Makassar City NGO.

In Presidential Instruction 02 of 2020 regarding the National Action Plan for the Prevention and Eradication of Abuse and Illicit Trafficking of Narcotics and Narcotics Precursors (P4GN) for 2020-2024, the President instructs all stakeholders to work together to implement the P4GN National Action Plan for 2020-2024 in order to strengthen the P4GN's efforts. Drug control includes both prevention and suppression efforts. Countermeasures are efforts to deal with people who have touched/consumed drugs, whereas prevention efforts aim to prevent those who have not touched/fallen into drug abuse so that they can combat and avoid their influence. The countermeasures aim to prevent re-addiction to drug abuse so that former drug abusers can resume their social roles in the community. In order to maximize P4GN in achieving a prosperous, drug-free Indonesian nation, drug control efforts are carried out in Collaboration Governance across all sectors.

The theory refers to Anshel and Gash, which comprises four variables/indicators: Starting conditions, facilitating Leadership, institutional Leadership (institutional design), and collaborative process.

3.1. Starting conditions

Starting conditions can facilitate collaboration or hinder the collaboration process. Several indicators underlying the starting condition in drug prevention consist of:

1. Resource Potential

The resource capacity of a person, group, or organization is their capacity to carry out their authority and responsibilities and achieve performance. Each participant in the collaboration process must have the skills necessary to carry out their duties and responsibilities and address any issues that may arise. Based on the findings, the actors involved in drug control collaboration in Makassar City are resources with leader capacity, meaning that each actor has a strong commitment to realizing government programs in combating drugs, can make decisions in various situations based on logical considerations, can handle current problems and problems that will arise in the future, can adapt to changes, and is consistent in completing tasks.

2. Incentive To Participate

Participation in collaborative action is one of the most important determinants of collaboration's success. Anshell and Gash [5] argued that the greater the parties' willingness to participate actively, the greater the significance of the collaboration's outcomes. In this study, the actors involved in the collaboration, such as Kesbangpol, BNN of Makassar province/city, Sayang Rakyat Hospital, Ri Nawa Foundation, and GPPN of Makassar City, demonstrate a strong willingness to collaborate on drug prevention in Makassar City.

3. Prehistoric Antagonism and Cooperation

This indicator measures the participation of all parties involved in the collaboration. The stronger the relationship, the closer the dependence. Having to do with drug prevention in Makassar. The dependence of institutions/actors in collaboration is also one factor contributing to its success. When dependence is high, the relationship will be more intense. According to Anshell and Gash [5], collaboration will generate powerful incentives, particularly if there is a high level of conflict. According to the study's findings, interdependence between actors takes the form of intensive informal communication through almost daily information exchange. So far, no conflicts have been identified in implementing drug prevention programs in Makassar City because each actor carries out their duties and responsibilities following their primary responsibilities and functions. All actors involved in the collaboration related to drug control in Makassar City are interdependent because the work programs implemented involve two or more institutions, requiring the actors to communicate and share information intensively to realize and assess the P4GN work program.

Overall, the initial conditions were formed from the unification of the interests of the collaborating parties related to drug prevention in Makassar City. The unification of interests is in order to realize the government program of the Governor and Mayor of Makassar together with the National Narcotics Board of South Sulawesi Province to make Makassar City Clean of Drugs, known by the slogan “Makassar Kota Bersinar”. This program is realized in Makassar City at all levels of urban villages in Makassar down to the hallways or referred to as shining hallways.

To implement the countermeasure program, the actors involved in the collaboration focus on counseling activities related to the dangers of drugs and how to prevent them, early detection of drug abuse through urine tests, empowerment activities, legal services, and the provision of rehabilitation services both at the Makassar City BNN, Sayang Rakyat Makassar Hospital and the Community-Based Intervention (IBM) program. The IBM program was established to facilitate access to rehabilitation services in areas at the Makassar City urban village level. To maximize the implementation of the drug prevention program through collaboration, all actors involved play an active role based on the tasks and responsibilities that have been determined.

Following Junaedi, Harakan, and Idris [3], the findings of this study indicate that the formation of collaboration is predicated on the existence of government goals that ensure security and realize community welfare jointly. The form of collaboration between the police and BNN Makassar City in efforts to combat drug abuse in Rappocini District Makassar City through the P4GN program has been successful in terms of each party's responsibilities and each actor's contributions.

According to Emerson, Nabatchi, and Balogh [7] collaboration begins with the movement and unification of shared principles. By emphasizing the common objectives to be achieved, the government selects actors who will collaborate to implement a shared vision. Some collaborative actions can be performed simultaneously by all stakeholders, while others can only be performed by a subset of stakeholders based on their respective capacities. In the case of drug prevention, certain institutions carry out collaborative actions under their capacity, as outlined in Presidential Instruction Number 02 of 2020 regarding the P4GN Action Plan.

3.2. Facilitating leadership

According to Anshel and Gash [5], one factor that influences collaborative participation is Leadership. Facilitative Leadership relates to the role of the facilitator in ensuring the integrity of agreements and joint decisions. The facilitator then acts as a mediator during

the negotiation process, and the success of the collaboration is not solely attributable to a single leader but also his capacity. Moreover, Emerson, Nabatchi, and Balogh [7] state that collaboration actors frequently lack the capacity to act together due to differences and power imbalances. Consequently, the definition of capacity or the various outcomes of cross-functional elements to produce effective actions, owing to the actors' adequate capacity.

In carrying out their responsibilities, each of the actors involved in drug prevention collaboration in Makassar City is capable of Leadership. Each actor is dependable in problem-solving, task completion, and making decisions. Coordination with agency leaders occurs before a final decision is made regarding the formulation of policies. Each leader of a collaborating agency makes policy decisions through discussion forums and work meetings. In every institution engaged in collaboration, a mediator has been designated to facilitate the negotiation process with other problem-solving actors in every existing meeting forum. Utilizing the capabilities of each actor, Leadership in the institution requires interaction with other actors involved in the development of novel approaches to problem-solving.

Each agency involved in the collaboration has taken ownership of the leadership capacity of the collaboration's participants. Each collaborating agency or institution appoints a leader and a representative as a problem-solving mediator. Each actor is equipped with problem-solving and decision-making skills.

According to Chrislip and Larson in Wargadinata [10], "Leadership in collaboration helps stakeholders find win-win solutions, and leaders are facilitators of the collaborative process." Facilitative leaders are constantly concerned with effectiveness. If the group's performance is ineffective, the leader will provide direction and assist with the process.

3.3. Institutional design

In order to persuade stakeholders that the process is fair, equitable, and transparent, the rules underlying collaboration and transparency must be transparent and consistently applied. It pertains to the stakeholders' transparency, which is achieved, and the negotiation is not a one-sided agreement but a collective one.

1. Participation Inclusiveness

Active participation of collaborating actors is realized based on equality, total involvement, and the right to direct the decision-making process. In Makassar City, actors actively participate in collaborative drug prevention efforts. Regarding

policy formulation, not all actors can make direct decisions. Decisions are made by the leaders of institutions that collaborate, with the final decision resulting from discussions among the leaders of the institutions. In implementing the work program, all stakeholders can participate in decision-making, and if problems arise, they are resolved collectively in a forum for discussion. In the collaboration process, each participant is actively engaged in fulfilling their role. The following table details the distribution of roles.

TABLE 1: Roles of Actors in Collaborative Drug Management in Makassar City.

No	Stakeholders	Institution	Role
1	Government Agencies	Kesbangpol Makassar City	Socialization and counseling, disclosure, budget providers, designers, and implementers of countermeasures programs
		BNN South Sulawesi Province	Disclosure, Prevention, and Recurrence, designer and implementer of countermeasures programs
		BNN Makassar City	Providers of rehabilitation services, community empowerment, addict health services, counseling, designers and implementers of coping programs
		Sayang Rakyat Hospital	Medical examination, rehabilitation services, inpatient and outpatient service providers of addicts, program implementers
2	Private Institutions	Ri Nawa Foundation Makassar	Social rehabilitation services, counseling, designers, and implementers of coping programs
3	Community Institutions	GPPN Makassar City	Counseling and socialization, designers, and GPPN Makassar City implement countermeasures programs.

All collaborating institutions are responsible for designing and implementing countermeasure programs in Makassar City to maximize P4GN efforts. Countermeasures are efforts to provide good treatment to individual drug abusers through rehabilitation so that these abusers do not relapse and can continue to perform their social functions as before. Based on the division of roles, all collaborating actors are involved in drug prevention to the greatest extent possible. The characteristics of active roles and the distribution of roles and responsibilities of each actor through the implementation of activities or programs that have been prearranged in accordance with regulations related to the P4GN action plan in drug prevention.

2. Forum Exclusiveness

A forum is a way for actors to interact and discuss all aspects of collaboration. Formal and informal forums are associated with collaboration in drug prevention in Makassar City. Work meetings, forum meetings, work visits, and similar events constitute formal forums. In addition, in Makassar City's informal forums, all issues about the P4GN program are discussed directly or virtually. A forum for discussion is held during the implementation of drug prevention collaboration. Formal forums are held to discuss policies, strategies, decision-making, the establishment of PKS, the formation of work programs, work result meetings, and work program evaluations. In contrast, informal forums exchange daily information about the development of drug control work programs.

3. Clear Ground Rules and Process Transparency

Based on the research results, the implementation of collaboration refers to the rules agreed upon by both parties. These rules are outlined as a Cooperation Agreement (PKS). So each party that will collaborate forms a mutually agreed PKS first. Government collaboration creates partnerships between government agencies, private institutions, and community NGOs so that legitimacy is needed in its implementation. Concerning drug management in Makassar City, the basic rules for forming collaboration are realized through a Cooperation Agreement. Every partner collaborating on drug prevention work programs in Makassar City, whether in terms of providing socialization, counseling, establishing rehabilitation services, and others, must first form a cooperation agreement.

3.3.1. Collaborative process

Several steps are involved in the collaboration process. As a process, it begins with a face-to-face conversation to build communication by bringing together directly the involved stakeholders.

1. Face To Face Dialogue

Face-to-face communication is necessary for identifying opportunities and mutual benefits. This direct dialogue aims to reduce animosity and disdain between stakeholders so that they can collaborate following shared objectives and benefits. Regarding drug prevention in Makassar City, the direct discussion is the most common mode of communication when discussing drug prevention programs; the dialogue process is conducted face-to-face or virtually when discussing the

activities outlined in the action plan. Face-to-face communication can be formal, as in work meetings or activity forums, or informal, as in direct discussions for information exchange and all other interaction efforts to maximize countermeasure programs, methods, and implementation programs developed by collaborating parties.

2. Establishing Faith

In order to prevent egocentrism between institutions, it is necessary to establish trust between stakeholders during the collaboration process. For the collaboration process to proceed as desired, the actors must have high trust. Concerning this study, building trust between actors involved in collaboration regarding drug prevention in Makassar City is through performing their respective agreed-upon duties and responsibilities within the MCC. In order to facilitate the process of collaboration and communication between work teams, trust will naturally develop when the actors carry out their respective duties and responsibilities.

3. Trust Building

According to Anshel and Gash [5], commitment is associated with interdependence and a willingness to explore everything through collaboration. Regarding drug prevention in Makassar City, the involved parties are highly committed to implementing the city's drug prevention program. It is evidenced by the active participation of the actors, the high intensity of communication, and the execution of tasks under their primary responsibilities and roles.

4. Share Comprehension

Anshel and Gash [5] stated that for stakeholders to collaborate, they must share a mutual understanding. For drug prevention in Makassar City to yield the greatest results, the actors share information, perspectives, and ideas regarding innovative work programs based on the research findings.

5. Intermediate Outcome

The final objective of the collaboration process consists of results and feedback. Regarding drug control in the city of Makassar, the collaboration process's intermediate result is the implementation of all planned programs. The drug control programs in Makassar City, such as counseling and socialization activities, early detection of drug abuse, drug danger, prevention campaigns, rehabilitation services, and legal consultations, have been successfully implemented and have

yielded results commensurate with the program's establishment goals. The temporary result of the collaboration process related to drug prevention in Makassar City is a decrease in the number of drug abuse cases in Makassar City. However, the decrease is not statistically significant. It is based on 1,996 cases of narcotics abuse in South Sulawesi Province discovered by the Indonesian National Police and BNN in 2019. In 2020, the number of cases increased by 93 to 2,089; in 2021, it decreased to 1,923.

According to Wahyuni [4], the process of government collaboration in drug prevention in collaboration provides more free space for other parties to socialize about drug prevention .

4. Conclusion

Collaboration Governance, comprised of government, private, and community sectors, focuses on initial conditions, leadership facilitation, institutional design, and collaboration processes for drug prevention in Makassar City. The high number of drug abuse cases in Makassar City in recent years and the realization of the Makassar City Shining government program indicate the initial conditions for forming collaboration. Each collaborator in leadership facilitation possesses a dependable capacity for carrying out activities and resolving issues. Each institution has a decision-making and policy-making head. The Cooperation Agreement outlines the division of roles and responsibilities in institutional institutions. In the process of collaboration, formal and informal communication channels are established to foster mutual trust, and the The Cooperation Agreement of each party guides the implementation of collaboration. The true outcome of collaborative action is the achievement of the program objectives of each government agency, the community, and the private sector, as well as reducing drug use in Makassar City. Based on the study's findings, the Anshel and Gash Collaborative Government model generally applies to drug prevention programs in Makassar City. However, a more detailed Standard Operating Procedure (SOP) is required in institutional institutions, as the rules governing collaboration only refer to the Cooperation Agreement. This research aligns with Anshel and Gash's Collaborative Government model because it describes an interdependent relationship between the actors involved. These actors know their limitations, so they must establish relationships with others to achieve common goals. Each participant must acknowledge the legitimacy of the others. After the collaboration, it is necessary to establish a sense of ownership and shared responsibility for each collaboration process, and the collaboration output is continued in the future.

References

- [1] BNN. Pengertian dan Bahaya NAPZA Bagi Kesehatan. Jakarta: BNN RI; 2019.
- [2] Putri UW dkk. Indonesia Drugs Report 2021. Jakarta: Pusat Penelitian Data dan Informasi BNN; 2021.
- [3] Junaedi HI. Kerjasama BNN dan Kepolisian dalam Penanggulangan Penyalahgunaan Narkoba di Kecamatan Rappocini Kota Makassar. *Jurnal Moderat*. 2019;5:81–95.
- [4] Wahyuni S. Kolaborasi Pemerintah Dalam Penanggulangan Narkoba Di Kabupaten Bone. *Universits Muhammadiyah Makassar*; 2019.
- [5] Ansell C, Gash A. Collaborative governance in theory and practice. *J Public Adm Res Theory*. 2008;18(4):543–71.
- [6] Agrawal A, Lemos MC. A Greener Revolution in the Making? *Environmental Governance in the 21st Century*. Environment. 2010.
- [7] Emerson K, Nabatchi T, Balogh S. An integrative framework for collaborative governance. *J Public Adm Res Theory*. 2012;22(1):1–29.
- [8] Habibah NE. *Collaborative Governance Konsep & Praktik dalam Pengelolaan Bank Sampah*. Jakarta: Pustaka Rumah C1nta; 2021.
- [9] O’Leary R, Vij N. Collaborative Public Management: Where Have We Been and Where Are We Going? *Am Rev Public Adm*. 2012;42(5):507–22.
- [10] Wargadinata E. Kepemimpinan Kolaboratif. *Jurnal Ilmiah Administrasi Pemerintahan Daerah*. 2016;8:1–12.