



**IMPLEMENTATION OF REGIONAL REGULATION
NUMBER 16 OF 2012 IN BANJARMASIN CITY, INDONESIA -
A CASE STUDY ON DRUG PREVENTION BY THE
NATIONAL NARCOTICS AGENCY**

**Benny Wahyudi H.ⁱ,
Bachruddin Ali Akhmad,
dan Mahyuni**
Lambung Mangkurat University,
Banjarmasin, Indonesia

Abstract:

Persuasive communication is very important in improving the quality of government in socialization and developing information about regional regulations and policies. The aim of this research is to find out the implementation of Regional Regulation Number 16 of 2012 concerning the Prevention and Control of Abuse and Illicit Narcotics, Psychotropics and Other Addictive Substances (P4GN) in Banjarmasin City (Case Study of Drug Prevention by the National Narcotics Agency). The research method uses a qualitative approach and descriptive type. The research instrument is the researcher himself. Data collection techniques in this study are observation, interviews and documentation. The data analyses are using data reduction, data presentation and verification. The validity of the data is using credibility test technique. The results showed that the implementation of Regional Regulation Number 16 of 2012 concerning the Prevention and Control of the Abuse and Illicit Narcotics, Psychotropics and Other Addictive Substances (P4GN) in Banjarmasin City (Case Study of Drug Prevention by the National Narcotics Agency) has not been implemented optimally. Due to the four implementation factors, according to Edward III's theory, only one factor has been successfully implemented, namely the resource factor. Meanwhile, the factors of communication, disposition and bureaucratic structure have not been successfully implemented, because there are indicators in each factor which cannot be maximally implemented. As in the communication factors, only consistency indicator is successfully implemented. In the disposition factor, there is staff indicator that has not been implemented and in the bureaucratic structure, the two indicators have not been successfully implemented. From this research, BNN Banjarmasin City is suggested to conduct socialization more frequently to the public about P4GN, including legal basis

ⁱ Correspondence: email benswahyu9090@gmail.com

and contents of legal basis. Meanwhile, the community can help BNN in overcoming the problem of drug abuse and trafficking such as stop misusing narcotics.

Keywords: policy implementation, abuse and illicit narcotics, psychotropics and other addictive substances

1. Introduction

Socialization is a fairly effective way of succeeding both short and long term programs, for this reason good communication is needed to create an understanding between the National Narcotics Agency (BNN) and the community. Drugs are a social problem that continues to increase in users. Even now, Indonesia can be said to have the status of a drug emergency. Through data owned by the National Narcotics Agency, the number of drug trafficking in Indonesia is increasing day by day. In 2016, drug users in Indonesia reached 5.9 million people. Even through the results of research in the world there are approximately one million people in the world using drugs in the type of crystalline methamphetamine and many of its users are students (Tribunnews, 29 March 2017).

Kalimantan Island consists of several provinces. One of them is South Kalimantan. In South Kalimantan, the prevalence of narcotics abusers population around age 10-59 years old is $\geq 55,598$ people (1.98%) where the users are not only adults but also adolescents. There are 27% of adolescents use drugs in South Kalimantan (Banjarmasinpost.co.id, 12 March 2019).

One of the cities / regencies that use drug abuse the most is Banjarmasin City. According to the National Narcotics Agency of Banjarmasin City, there are 12,000 people who actively use narcotics in Banjarmasin City. This makes Banjarmasin City as city with the most drug addicts in South Kalimantan. So, the National Narcotics Agency (BNN) of Banjarmasin City also participated in implementing the P4GN policy. One of the ways to overcome the drug problem is by implementing policies for prevention, eradication, abuse and illicit drug trafficking.

In South Kalimantan, this policy is stipulated in South Kalimantan Regional Regulation Number 16 of 2012 concerning the Prevention and Control of the Abuse and Illicit Narcotics, Psychotropics and Other Addictive Substances. This regional regulation is a regional regulation in South Kalimantan which regulates everything related to drug abuse (P4GN). This is used as a reference for regulating drug offenses in all cities and regencies in South Kalimantan, including Banjarmasin City.

But basically, the South Kalimantan Regional Regulation Number 16 of 2012 is not sufficient to implement the P4GN policy in Banjarmasin City. This is because the regional policy is a regional regulation for South Kalimantan and not a regional regulation for Banjarmasin City which contains P4GN. In addition, if regional regulation is only made and but not be implemented and socialized, it will not reduce the use of narcotics in Banjarmasin otherwise increase its users.

As stated by the Head of BNN Banjarmasin City H. Ilyas, 2017, who said, *“that the Banjarmasin City government should immediately make a Regional Regulation on drug abuse which is included in the list of type G drugs”*. Whereas according to him, the circulations of Zenith drugs are very difficult to be opposed if only using the Health Law Number 36 of 2009. Because of the light penalties for violators that cannot provide a deterrent effect for its users. So, it is hoped that the existence of a special regional regulation in Banjarmasin which regulates P4GN will be able to provide stricter and harsher sanctions, so that the police and National Narcotics Agency can eradicate it more assertively (Antarakalsel.com, 8 April 2017).

Based on this, the Banjarmasin City DPRD made a regional regulation meeting (RAPERDA) regarding these narcotics. Currently, Banjarmasin City DPRD will complete the Regional Regulation on drugs and addictive substances. In addition, the background for RAPERDA drafting is due to their concern about the circulation of carnophen-type drugs or zenith pills in Banjarmasin City which have entered the school environment. When socializing the dangers of drug abuse in the community, especially in schools, the National Narcotics Agency of Banjarmasin City uses persuasive communication methods expressed by experts such as Browmen, Newcomb, and Cartwright, which is one of the participation methods, involves a person or publics in activities so that mutual understanding arises between them.

Initially, zenith-type pills were included in the new law under class 1 narcotics, so there were sanctions for users and traders. The draft bylaw also focuses more on fostering its abuse, especially for users who are underage.

Based on problems above, the researchers are interested in researching "The Implementation of Regional Regulation Number 16 of 2012 concerning the Prevention and Control of Abuse and Illicit Narcotics, Psychotropics and Other Addictive Substances in Banjarmasin City (Case Study of Drug Prevention by the National Narcotics Agency)".

2. Research Focus

The research focus is used by using policy implementation theory according to George C. Edward III. The reason is to find out and analyze how the factors contained in implementation of Regional Regulation Number 16 of 2012 concerning the Abuse and Illicit Narcotics Prevention and Control, Psychotropic and Other Addictive Substances (P4GN) in Banjarmasin City (Case Study of Drug Prevention by the National Narcotics Agency). According to George C. Edward III in Agustino, (2014: 150), there are 4 factors that influence policy implementation, namely:

A. Communication

- 1) Transmission: a good communication channel.
- 2) Clarity: implementing policies receiving communications should not be confusing.
- 3) Consistency: given orders must be clear and unchanged when implemented.

B. Resource

- 1) Staff: insufficient, adequate and incompetent staff in their field.
- 2) Information: first relates to how to implement policies. Second, regarding the compliance data of policy implementers with the stipulated regulations.
- 3) Authority: authority must have a formal character in order to be exercised.
- 4) Facilities: in the form of physical facilities (facilities and infrastructure).

C. Disposition

- 1) Appointment of bureaucrats: personnel implemented policies who have dedication to the policies that have been made.
- 2) Incentives: used on the propensity of implementers to manipulate incentives.

D. Bureaucratic Structure

There are two ways, namely Standard Operating Procedures (SOP), which means that the business is carried out continuously and makes employees carry out their duties every day. Meanwhile, fragmentation is an effort carried out in the form of distributing responsibilities for employees' various activities in all work units.

The problem formulation in this study is how the factors of communication, resources, disposition and bureaucratic structure were when implemented for regional regulation number 16 of 2012 concerning the prevention and handling of the abuse and illicit trafficking of narcotics, psychotropic substances and other addictive substances (P4GN) in Banjarmasin City (case study drugs prevention by the national narcotics agency) to purpose of this research is to identify and analyze factors of communication, resources, disposition and bureaucratic structure in the implementation of regional regulation number 16 of 2012 concerning the prevention and control of the abuse and illicit trafficking of narcotics, psychotropic substances and other addictive substances (P4GN) in Banjarmasin City (case study prevention of drugs by the national narcotics agency).

3. Literature Review

3.1 Public Policy

Refers to William N. Dunn, 1994 (Pasalong, 2017: 47), public policy is a series of interrelated choices made by government agencies or officials in fields related to government tasks, namely defense, security, energy, health, education, public welfare, crime, wording and others.

According to Nugroho, 2006 (Pasalong, 2017: 48) there are 3 types of public policies:

- a. Macro policies: general policies or regulations.
- b. Meso policies: an intermediate nature / clarify policies' implementation.
- c. Micro policies: policies that have the character of regulating implementation.

Furthermore, according to Dunn, 2003 (in Nawawi, 2009: 11) there are several policy models:

- a. Model description: a model that can be compared and contrasted from various dimensions.
- b. Normative Model: can help determine the optimum level of service capacity, setting the optimum volume of time.
- c. Verbal model: communicatively used, not symbolic logic and mathematics.
- d. Symbolic model: describes the relationship between the key variables that are believed.
- e. The procedural model: displays the dynamic relationship between variables that are believed to characterize a public policy problem.

3.2 Persuasive Communication

Communication is the process of conveying thoughts and ideas to others in order to get desired reaction. (Suselo, 2007: 26). Meanwhile, persuasion is an activity that aims to change attitudes, opinions or behavior, which is carried out in a subtle, flexible way and contains human characteristics (Effendy, 1998: 27). Therefore Hogan (in Taillard, 2005: 145) states that persuasive communication is the ability to influence other people or groups' behavior or the ability to induce beliefs and values into others by influencing their thoughts and actions through specific strategies.

There are several methods of expressing persuasion by several experts such as Browmen, Newcomb, Cartwright, and others, namely:

- a. Participation Method: Involving someone or group activity in order to arise mutual understanding between them.
- b. Association method: Presentation of messages associated with some events that attract public attention.
- c. Icing Device: Presenting a message using an emotional approach to make it more attractive, can give the impression that is not easily forgotten and is more prominent than others.
- d. Pay-off idea: Presentation of messages that contain recommendations that if the recommendations are obeyed, the results will be satisfactory
- e. Fear arousing: Presenting messages that cause worry or fear if they do not comply with the information presented.

3.3 Policy Implementation

Van Meter and Van Horn, 1975 (Nawawi, 2017: 131) state policy implementation is an action taken either by individuals, officials and government or private groups that are directed to achieve goals outlined in policy decisions.

According to D. L. Weimer and Aidan R. Vining, 1999 (Pasalong, 2017: 69) there are several obstacles to implementation:

- a. The logic used by a policy.
- b. The essence of cooperation needed.
- c. Availability of human resources who have the ability and commitment.

There are several factors that influence policy implementation:

- a. George C. Edwards III (1980) theory: This theory is called "Direct and Indirect Impact on Implementation". The implementation consists of 4 factors, namely communication, resources, disposition and bureaucratic structure.
- b. Merilee S. Grindle's theory (1980): There are 2 variables that influence policy implementation, namely content of policy and context of implementation.
- c. The theory of Donald S. Van Meter and Carl E. Van Horn (1975): There are 6 variables that affect implementation, namely standards and policy objectives, resources, relationships between organizations, characteristics of executing agents, conditions, social, political and economic conditions, and also dispositions implementers.
- d. The theory of David L Weimer and Aidan R. Vining (1999): There are 3 groups of large variables that can influence policy implementation, namely logic policy, environment in which the policy is operated and the ability of policy implementers.

3.4 Narcotics and Drugs

There are 3 types of drug classes:

- a. Narcotics category I: In article 6 of the Narcotics Law (Ratna WP, 2017: 44), narcotics are commonly used for purpose of developing science and are not used in therapy which can lead to dependence.
- b. Narcotics class II: efficacious in medicine used as a last resort for therapy and scientific development, resulting in dependence.
- c. Narcotics class III: efficacious in medicine, therapy is used for the purpose of developing science and the potential for mild cause dependence.

Types of narcotics in everyday life, namely: opium / opium, morphine, heroin, cocaine, marijuana and synthetic or artificial narcotics (depressants, stimulants, hallucinogens / hallucinations and other addictive drugs).

Meanwhile, the dangers and consequences of narcotics can be personal dangers for the narcotics user and can be socially dangerous. The symptoms, namely:

- a. Euphoria in Makaro et al, 2005: 49 is defined as stimulation in the form of joy that is not in accordance with the reality and conditions obtained by the user's body.
- b. Delirium, in Makaro et al, 2005: 49 is a situation where the drug user experiences a decrease in consciousness and causes anxiety.
- c. Hallucination, in Makaro et al, 2005: 50 defines a condition in which the drug user experiences delusions, such as seeing and hearing what is not.
- d. Weakness, in Makaro et al, 2005: 50 is a physical weakness.
- e. Drowsiness, in Makaro et al, 2005: 50 is a decreased level of consciousness.
- f. Coma, in Makaro et al, 2005: 50 resulted in a peak of decline and mortality.

3.5 P4GN Policy and Implementation

P4GN is the national policy formulation of the National Narcotics Agency in the field of prevention and eradication, abuse and illicit trafficking of Narcotics, Psychotropics and

Precursors and alcohol. The P4GN policy originated from a convention carried out by the United Nations (PBB) in 1961. In South Kalimantan, in implementing P4GN, the government issued South Kalimantan Regional Regulation Number 16 of 2012 concerning the Prevention and Control of Abuse and Illicit Narcotics, Psychotropics and Other Addictive Substances. This regional regulation is used by all cities or regencies in South Kalimantan, including the city of Banjarmasin. In Banjarmasin, this has the authority to implement this regional regulation, the National Narcotics Agency (BNN) of Banjarmasin City.

The principles of preventing and overcoming abuse and illicit trafficking of narcotics, psychotropic substances and other addictive substances in South Kalimantan are religion, justice, protection, humanity, order, protection, security, scientific values, legal certainty, partnership and local wisdom. Prevention means all efforts aimed at preventing the public from abuse and illicit trafficking of narcotics, psychotropic substances and other addictive substances, whereas prevention is all efforts aimed at suppressing the abuse and distribution of narcotics, psychotropic and other addictive substances in community through rehabilitation, guidance and supervision.

4. Material and Methods

This study uses a qualitative research approach with descriptive type of research. The location of this research was conducted at the National Narcotics Agency (BNN) of Banjarmasin City because Banjarmasin is prone to the spread and use of drugs, especially zenith-type drugs.

The data analysis techniques used in this research are data analysis techniques according to Miles and Huberman, 1984 (Sugiyono, 2018: 246), there are three types of data analysis, namely data reduction, display data and conclusion drawing / verification. While the validity of data selected in this study is by the credibility test means to test the truth with several related sources.

5. Results and Discussion

5.1 General Description

BNN Banjarmasin City is the representative of BNN which is located on Jl. Pangeran Hidayatullah, Banua Anyar Village, North Banjarmasin District, Banjarmasin City, South Kalimantan.

The BNNK Banjarmasin is led by the Head of the BNN Banjarmasin City who is responsible to the Head of the Provincial BNN. BNNK Banjarmasin consists of:

- a. Head of BNNK Banjarmasin (H. Syamsudin, SE)

Play a role as a leader who leads the implementation of the duties, functions and authorities of the BNN within the Banjarmasin City area.

- b. Head of General Section (Rusianti, S.AP)

Play a role in preparing the implementation of program planning and budgeting, correspondence, household, personnel affairs, finance, filing, documentation, public relations, legal aid and cooperation, evaluation, and preparation of BNN Banjarmasin City report.

- c. Head of Section for Prevention and Community Empowerment (Hj. Siti Salamah, SKM., MM)

Play a role in preparing the implementation of P4GN technical policies in the field of Community Prevention and Empowerment in Banjarmasin City area.

- d. Head of Rehabilitation Section (Hj. Nurjaidah, MM)

Play a role in preparing the implementation of P4GN technical policies in rehabilitation field of Banjarmasin City.

- e. Head of Section of Eradication (H. Syamsudin, SE)

Play a role in preparing the implementation of P4GN's technical policies in the Eradication Sector in the context of mapping an organized crime network of the abuse and illicit trafficking of narcotics, psychotropic substances, precursors and other addictive substances except for tobacco and alcohol in Banjarmasin City.

5.2 Results of the Research

A. Communication

a. Transmission

From interview results, the transmission indicators contained in communication factor according to Edward III's policy implementation theory have not been implemented properly. Based on the opinion of policy implementers at the BNN Banjarmasin City, they already have sufficient knowledge about P4GN in brief. But different things were expressed by the public. There are still people who do not get socialization directly by BNN Banjarmasin City, so they do not know clearly about P4GN. As stated by Siti Zaenab and Maimunah. Apart from not getting socialization, Siti Zaenab also never received information through other media.

Meanwhile, Ahmad Aminullah also never received any special socialization regarding P4GN and only received information about drug abuse, which was not as specific as the P4GN regional regulation. Meanwhile, according to Evita and Suryati's explanation, they had received socialization. But Evita had received the socialization for a long time, for about 2 years ago, and Evita also revealed that she never got any other information besides the socialization 2 years ago which was held on her campus.

b. Clarity

The communication received must be clear, both knowledge of the legal basis for implementing the policy. In this P4GN policy, the three policy implementers at the BNN Banjarmasin City said that the legal basis is Law No.35 of 2009. Where according to the Head of BNN Banjarmasin City General Subdivision in the Law there is a regulation regarding P4GN policies.

But it is inversely proportional to other policy implementers. The people in Banjarmasin City do not know the legal basis of implementing the P4GN policy. As expressed by Maimunah who said she did not know the legal basis because she had never received any socialization. The same thing was also expressed by Ahmad Aminullah who said he did not know the legal basis because according to him, there was a lack of socialization and related parties did not use social media as a medium to socialize the policies made. So, it is concluded that the clarity indicator on communication factor according to Edward III's policy implementation theory has not been maximally implemented. So, this indicator still cannot be implemented optimally.

c. Consistency

Based on the results of the interview, the consistency indicators contained in the communication factor have been implemented well. Because of the opinions of three policy implementers in the BNN Banjarmasin City, everything stated in the legal basis regarding P4GN has been consistent.

As expressed by the Head of Sub-Section for General BNN Banjarmasin City who said that it has been running consistently. For example, during the implementation of P4GN, the staffs were competent and ready based on knowledge about counseling.

This is also in accordance with Edward III's opinion because the consistency indicator according to Edward III can be interpreted as an order given in the implementation of a communication, where the order must be consistent and clear (to be established or executed).

B. Resource

a. Staff

From the interview results, it can be concluded that the staff indicators are still not optimally implemented. This is in accordance with the information obtained from policy implementers in BNN Banjarmasin City. Where among the three policy implementers, there were two policy implementers who said the staffs at the BNN Banjarmasin City were inadequate. This was revealed by the Head of General Subsection for Prevention and Community Empowerment who agreed that the number of staff at the BNN Banjarmasin City was insufficient due to a lack of human resources.

However, the staffs at BNN Banjarmasin City are already competent in their respective fields, as stated by the Head of Community Prevention and Empowerment Section. The staffs are competent in their fields because they are able to provide access to communication, information and education to the public about P4GN. Meanwhile, according to the community, public does not know whether the staffs at the BNN Banjarmasin City are adequate and competent or not. Since they never got the information and saw firsthand the staff at BNN Banjarmasin City.

But there are two people, namely Ahmad Aminullah, who said that the staffs at the BNN Banjarmasin City are not sufficiently staffed because there is still a lack of public knowledge of the Regional Regulation (PERDA) and their staffs are still not competent

in their fields because of the drugs' use widespread in Banjarmasin. Another implementer named Denny also echoes the same thing. According to Denny, the staffs at the BNN Banjarmasin City currently have insufficient staff because the informant has never received socialization and according to him the staff is less competent because they have not carried out the socialization to the maximum.

b. Information

According to Edward III, the information indicator has been successfully implemented. Where the three policy implementers at BNN Banjarmasin City already know their respective duties and have carried out their duties in accordance with the existing regulations based on the legal basis of P4GN policies.

One of them was, as expressed by the Head of the General Subdivision who said that he already knew his job, namely, to hold outreach / counseling about P4GN and was in accordance with P4GN regulations such as providing outreach / counseling and urine tests. Usually socialization / counseling and urine tests are carried out such as in schools, government agencies, gas stations and anywhere or uncertain.

c. Authority

Based on the opinion of P4GN policy implementers at the BNN Banjarmasin City, as policy implementers they have carried out their duties in accordance with the authorities contained in the P4GN regulations. This is suitable with the opinion of one of the policy implementers, namely the Head of Community Prevention and Empowerment, who said that he had implemented it in accordance with the existing authority because P4GN prevention and countermeasures had been carried out to the community, educational environment and government / private agencies. So, it can be said that the indicators of authority have been successfully implemented.

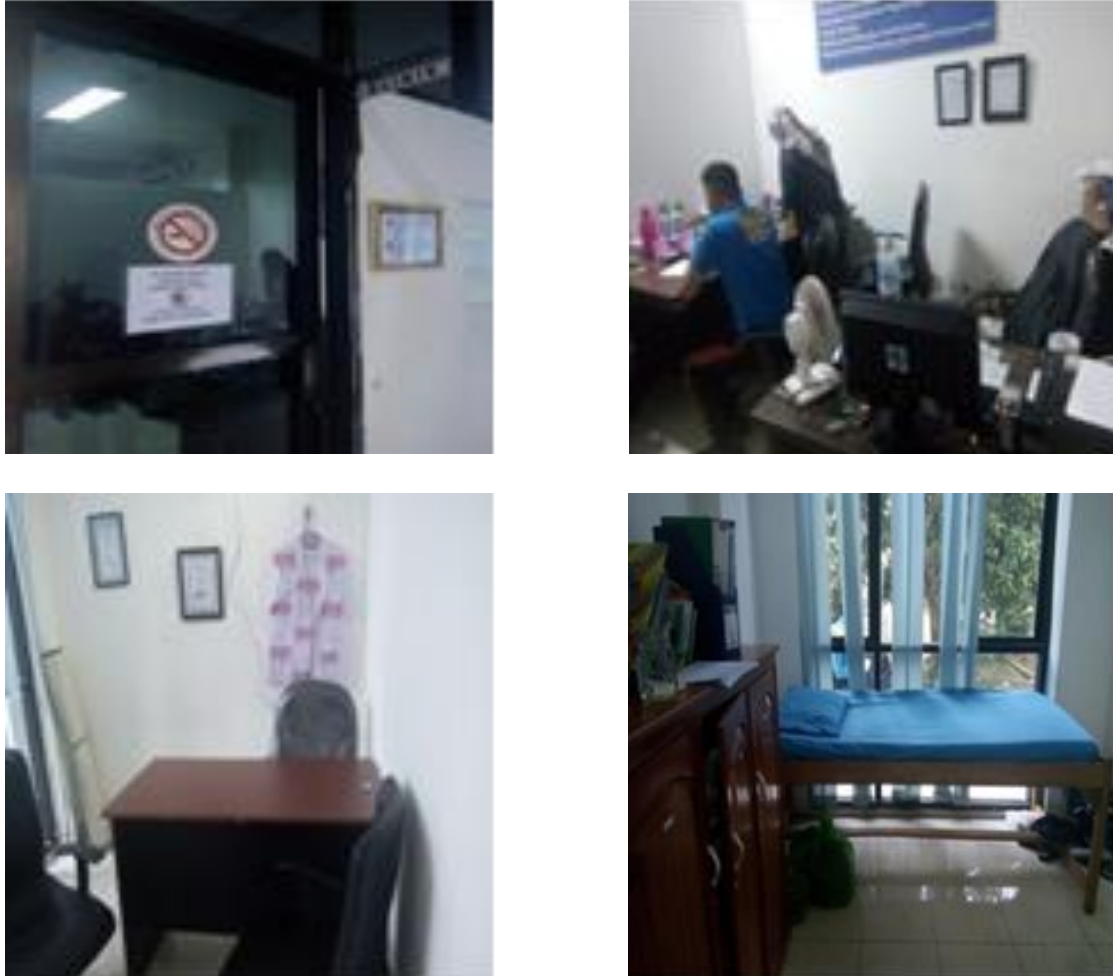
d. Facilities

The last indicator in resource factor according to Edward III is facilities. The facilities at the BNN Banjarmasin City in implementing the P4GN policy can be said have been successfully implemented. This is based on the three opinions of P4GN policy implementers in the BNN Banjarmasin City. This is in accordance with the opinion of the policy implementer, namely Kassubag Umum who said that of course there are facilities such as a building, computer, screen + LCD and a clinic to check urine.

There are also infrastructures such as special official cars to provide socialization and urine tests, which are equipped with toilets in the car (community empowerment unit car). Meanwhile, the public opinion they do not know the existing facilities at BNN Banjarmasin City. But according to the community, of course there are facilities and infrastructure at the BNN Banjarmasin City to support the implementation of the policies that have been made. So, it can be said that this indicator has been successfully implemented properly.

Here below is one of the facilities available at the National Narcotics Agency of Banjarmasin City, namely a clinic for drug addicts.

Picture 1: National Narcotics Agency Clinic Banjarmasin City



C. Disposition

a. Appointment of bureaucrats

The results of the interview show that all policy implementers in the BNN Banjarmasin City have high dedication / responsibility and discipline in implementing P4GN policies in Banjarmasin City. This is in accordance with what was stated by the three policy implementers at BNN Banjarmasin City. As stated by Plt. Head of Rehabilitation who said he was disciplined and responsible. For example, policy implementers in the Rehabilitation Section, if there are addicts who come for treatment, are immediately served properly.

So, it can be concluded that the indicators of bureaucrat appointment contained in disposition factor or the implementer attitude according to Edward III's policy implementation theory have been implemented optimally.

b. Incentives

In the results of the interview above, it can be said that the incentive indicators contained in the disposition factor or the attitude of the implementer according to Edward III's policy implementation theory have not been implemented optimally. Because of the three policy implementers in Banjarmasin City, one of the policy implementers has a different opinion from other policy implementers.

As stated by PLT Head of Rehabilitation who said that there was no incentive. Meanwhile, the Head of General Subdivision for Prevention and Community Empowerment said that there was an incentive received. As revealed by him, the incentives given were in the form of money given to the committee such as transportation funds in accordance with DIPA's.

c. Bureaucratic Structure

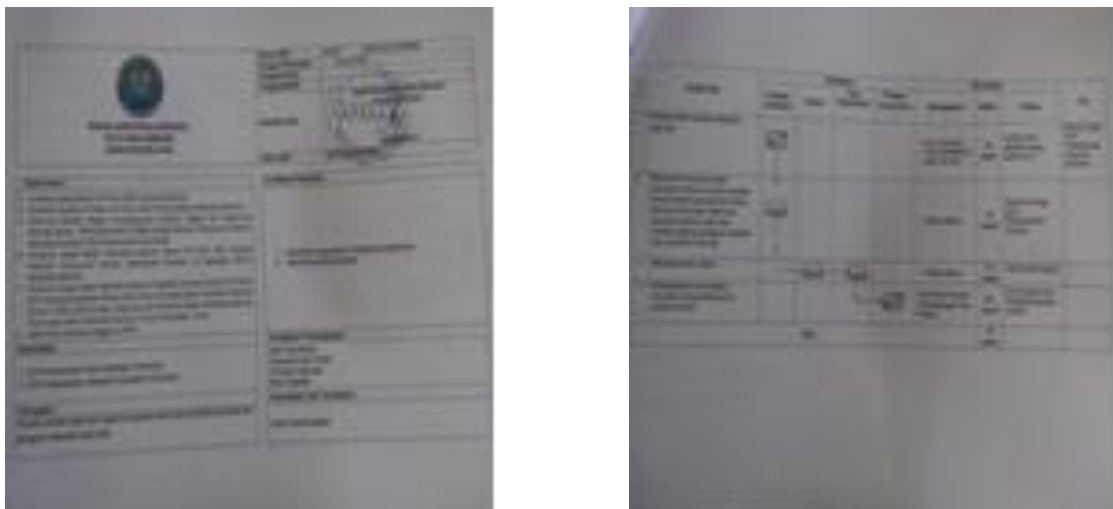
- Standard Operating Procedures (SOPs)

Indicators of Standard Operating Procedures (SOPs) contained in the bureaucratic structure factors according to Edward III's policy implementation theory have been successfully implemented. Since in every activity there are Standard Operating Procedures (SOPs) and all activities have been carried out in accordance with the existing Standard Operating Procedures (SOPs).

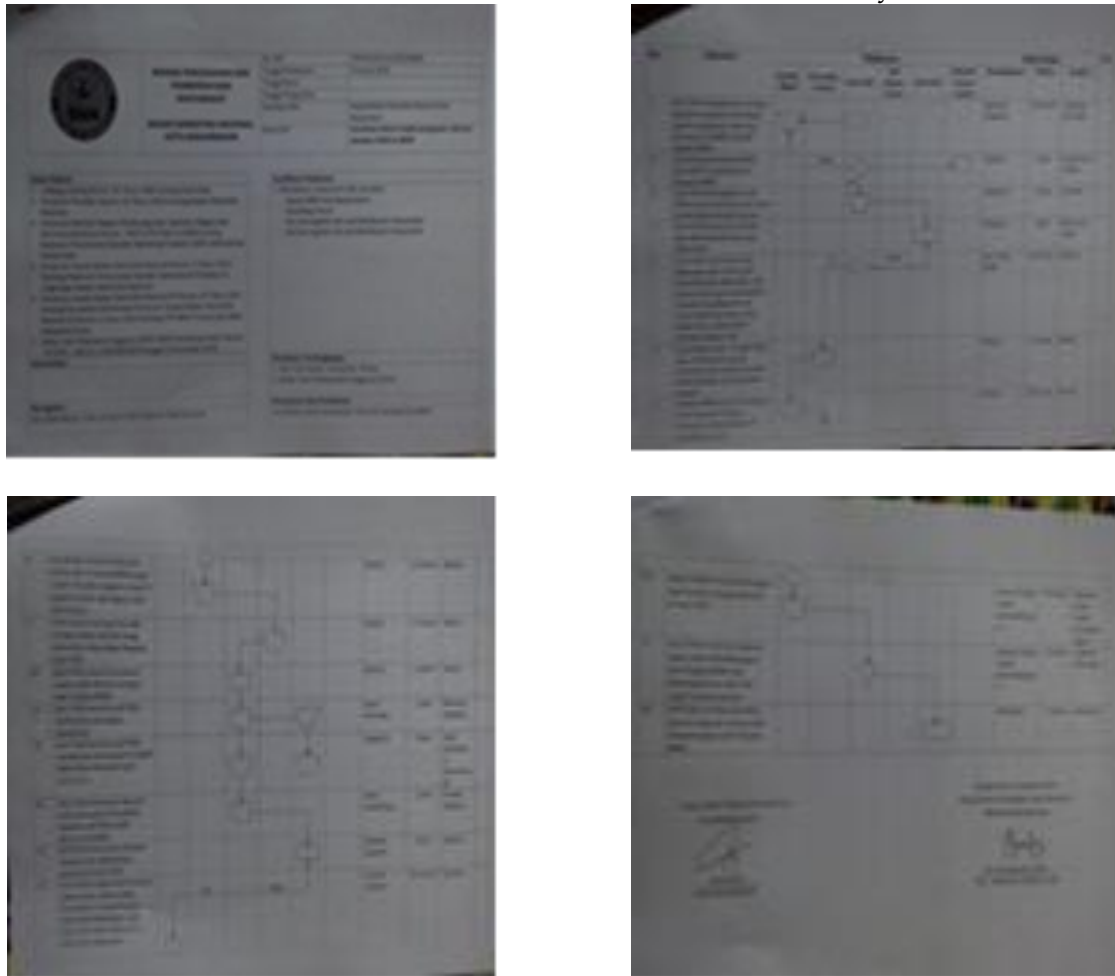
As stated by PLT Head of Rehabilitation who said for example Standard Operating Procedures (SOPs) in referring patients and clinics. Meanwhile, Head of General Subdivision said the examples of existing Standard Operating Procedures (SOPs) were Standard Operating Procedures (SOPs) for government, private, community and educational activities. Based on the results above, it can be seen that this is in accordance with Edward III's theory of implementation and has been successfully implemented.

The following can be seen the SOP (Standard Operating Procedures) of the clinic at the National Narcotics Agency for Banjarmasin City in 2019:

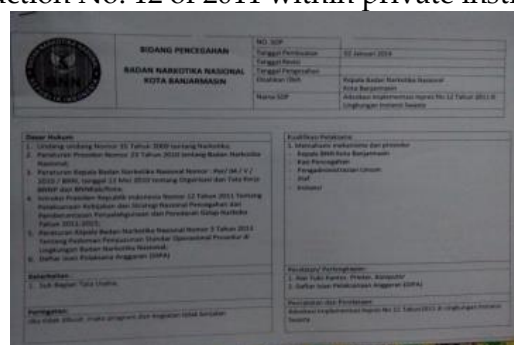
Picture 2: Clinic SOP



Picture 3: SOP for coordination in order enrichment of P4GN advocacy references to BNNP



Picture 4: SOP for implementation advocacy Presidential Instruction No. 12 of 2011 within private institutions



No	Uraian Prosedur	1	2	3	4	5	6	7	8	9	10
1.	Mengajukan permohonan kepada Kepala BNNP untuk melakukan koordinasi dengan instansi terkait.	1	1	1	1	1	1	1	1	1	1
2.	Mengajukan permohonan kepada Kepala BNNP untuk melakukan koordinasi dengan instansi terkait.	1	1	1	1	1	1	1	1	1	1
3.	Mengajukan permohonan kepada Kepala BNNP untuk melakukan koordinasi dengan instansi terkait.	1	1	1	1	1	1	1	1	1	1
4.	Mengajukan permohonan kepada Kepala BNNP untuk melakukan koordinasi dengan instansi terkait.	1	1	1	1	1	1	1	1	1	1

No	Uraian Prosedur	1	2	3	4	5	6	7	8	9	10
1.	Mengajukan permohonan kepada Kepala BNNP untuk melakukan koordinasi dengan instansi terkait.	1	1	1	1	1	1	1	1	1	1
2.	Mengajukan permohonan kepada Kepala BNNP untuk melakukan koordinasi dengan instansi terkait.	1	1	1	1	1	1	1	1	1	1
3.	Mengajukan permohonan kepada Kepala BNNP untuk melakukan koordinasi dengan instansi terkait.	1	1	1	1	1	1	1	1	1	1
4.	Mengajukan permohonan kepada Kepala BNNP untuk melakukan koordinasi dengan instansi terkait.	1	1	1	1	1	1	1	1	1	1

- Fragmentation

The interviews results show that the fragmentation indicators contained in bureaucratic structure have been implemented effectively. This is in accordance with what was stated by the P4GN policy implementer at the BNN Banjarmasin City. The three policy implementers agreed to say that Standard Operating Procedures (SOPs) apply to all communities and there are no special privileges for certain communities.

As disclosed by the Head of Prevention and Empowerment Section who said that no special rights were given because everything was carried out in accordance with the rights and obligations as it should be and PLT The Head of Rehabilitation said that everything applies to all. Where all addicts who want to seek treatment at BNN Banjarmasin City are all served free of charge and no special privileges are given to certain addicts, either ordinary citizens or with any status.

6. Discussion

Persuasive communication of the National Narcotics Agency in the Socialization of the Dangers of Drugs is the National Narcotics Agency's method in efforts to prevent, eradicate, abuse and trafficking drugs (P4GN) among high school students and the same.

6.1 Participation Method

Based on the observations and interviews conducted, the authors analyzed that from the participation method, the problem was that the National Narcotics Agency sometimes lacked time which caused innovations such as musicals and mini-theater to be excluded from socialization activities and members of anti-drug activists who had their respective activities outside of activities. They did it with BNNK Banjarmasin so that in implementing the socialization, BNNK members only use power point slides. Another obstacle is the absence of accountability reports by activist friends, this is because there is no special budget for anti-drug activists themselves and anti-drug activists are also non-organizational which means they are not bound by the Banjarmasin City National Narcotics Agency.

6.2 Association Method

The association method is using message associated presentation with some events that attract public attention. Usually, the messages presented are in the form of criminal events such as mugging, robbery and theft of valuables by one or more perpetrators, who after being investigated are usually the proceeds of crime used to buy shabu-shabu and other types of drugs. The association method is a general method that is very intense used by the National Narcotics Agency of Banjarmasin City in conveying the socialization of the dangers of drug abuse, especially supported by news in the mass media, both printed and electronic, which proves that the events or stories that are told are true and not engineered. So, provide knowledge that the dangers of drugs are around us with or without us knowing it.

For this reason, the National Narcotics Agency of Banjarmasin City is here to provide socialization as well as innovation in the form of online complaints on the Facebook social network so that the public, especially the next generation, namely school students, are more careful about the dangers of drug abuse which is currently increasingly worrying and reporting every drug crime that is around them.

7. Recommendations

- a. Communication factors, the National Narcotics Agency of Banjarmasin City often conducts socialization about P4GN in schools, campuses, government and private. Also provide knowledge to the public about the legal basis and content of P4GN. Socialization can also be done indirectly through social media. So that it is easier for young people and the community to get information.
- b. Resource factor, with the number of staff that is sufficient and competent. Complete facilities because each section chief (KASI) has a computer, print and other supporting tools available. And there are special official cars that have toilets for urine testing. With the details, BNN Banjarmasin City should be able to implement policies optimally. So that all people get P4GN socialization and not only focus on drug abuse but on P4GN policies as a whole. For example, holding regular outreach through social media.
- c. The disposition factor or the attitude of the implementer, it is better if the policy implementer carries out his duties not expecting incentives and the community does not provide incentives.
- d. Bureaucratic structure factors, it is better if the Standard Operating Procedures (SOPs) in the BNN Banjarmasin City are transparently known to the public. For example, Standard Operating Procedures (SOPs) go to BNN Banjarmasin City and inform the people who want to be rehabilitated for free and data confidentiality is safe. So that drug abuse users want to seek treatment immediately and will not go to prison.

8. Conclusion

- a. The communication factor has not been maximally implemented because among the three indicators of Edward III's policy implementation, only one indicator has been successfully implemented, namely consistency. In the transmission indicator, it is because there are people who do not get direct socialization by BNN Banjarmasin City, so they do not know clearly about P4GN. Meanwhile, the indicator of the clarity of the cause is not implemented because the people in Banjarmasin City do not know the legal basis for implementing the P4GN policy.
- b. The resource factor has not been successful because among the four indicators according to Edward III's policy implementation theory there is one indicator that has not been implemented, namely the staff indicator. The reason is because the

human resources available at BNN Banjarmasin City are still lacking. Meanwhile, the indicators, namely information, authority and facilities have been successful in maximizing the implementation.

- c. The disposition factor or the attitude of the executor has not been maximally successful. Because the incentive indicator is caused according to the disclosure of the three policy implementers in BNN Banjarmasin City. Two policy implementers, namely the Head of Sub-Section for General Affairs and the Section Head for Prevention and Community Empowerment said that there are incentives given to employees at BNN Banjarmasin City. Meanwhile, according to PLT. The head of the rehabilitation division said that the incentives were not given.
- d. The bureaucratic structure factor has been successfully implemented optimally. Because the Standard Operating Procedures (SOPs) and fragmentation indicators have been successfully executed optimally. In the BNN Banjarmasin City, there are Standard Operating Procedures (SOPs) for various activities that have been implemented and no special rights are given to certain communities.

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Conflict of Interest Statement

The authors declare no conflicts of interests.

About the Author(s)

Benny Wahyudi H. was born in Sidoarjo, March 26, 1966, 4th child of 5 siblings, graduated from academic education or military academy, graduated in 1990, then was assigned to the Army Strategic Reserves Command unit, then until now at the Military Resort Command and finally moved to the ministry of defense. Now, Benny has graduated from Government Science Master Program at Lambung Mangkurat University Banjarmasin, Indonesia.

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Legislation

- Presidential Instruction Number 12 of 2011 concerning Implementation of National Policies and Strategies for the Prevention and Eradication of Narcotics Abuse and Illicit Narcotics (P4GN).
- Law Number 5 of 2009 concerning Psychotropics.
- Law Number 35 of 2009 concerning Narcotics.
- South Kalimantan Regional Regulation Number 16 of 2012 concerning Prevention and Control of Abuse and Illicit Narcotics, Psychotropics and Other Addictive Substances.
- Presidential Regulation Number 23 of 2010 concerning the National Narcotics Agency.

Appendix

a. Figures and Tables

The table below shows the rehabilitation data for the National Narcotics Agency for Banjarmasin City based on the month of 2018:

Table 1: Rehabilitation of BNN Banjarmasin City by month

No	Month	Numbers (People)
1.	January	4
2.	February	7
3.	March	8
4.	April	7
5.	May	0
6.	June	1
7.	July	8
8.	August	8
9.	September	3
10.	October	7
11.	November	14
12.	December	51
Total		118

The table below shows the rehabilitation data for the National Narcotics Agency for Banjarmasin City by District in 2018:

Table 2: Rehabilitation of BNN City of Banjarmasin by district

No.	Month	Districts						Total (Month)
		Utr	Sltan	Teng	Bart	Tim	Luar Kot	
1.	Jan	-	3	-	-		1	4
2.	Feb	-	1	-	1	2	1	7
3.	March	1	2	-	-	3	2	8
4.	Apr	2	1	-	-	3	1	7
5.	May	-	-	-	-	-	-	0
6.	June	-	-	-	-	1	-	1
7.	July	2	-	-	1	5	-	8
8.	August	3	2	1	-	2	-	8
9.	Sept	1	1	1	-	-	-	3
10.	Oct	1	-	3	-	3	-	7
11.	Nov	2	8	-	-	2	2	14
12.	December	4	8	2	5	4	28	51
Total		16	26	7	7	27	35	118

The table below shows the rehabilitation data for the National Narcotics Agency for Banjarmasin City based on age in 2018, namely:

Table 3: Rehabilitation of BNN Banjarmasin City based on age

No.	Month	Age		Numbers A+C (People)
		Adult (People)	Children (People)	
1.	January	3	1	4
2.	February	7	-	7
3.	March	8	-	8
4.	April	7	-	7
5.	May	-	-	0
6.	June	-	1	1
7.	July	7	1	8
8.	August	5	3	8
9.	September	3	-	3
10.	October	6	1	7
11.	November	3	11	14
12.	December	48	3	51
Total		97	21	118

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