Public Policy:
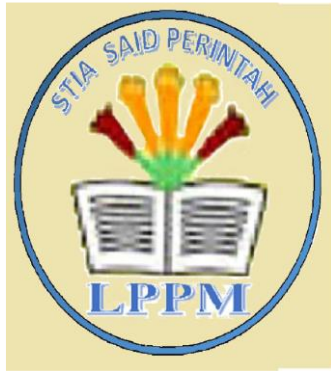## Jurnal Aplikasi Kebijakan Publik dan Bisnis

Implementing Pekanbaru Regulation No. 10/2021; Narcotics Prevention Case Study

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Abstract
The residents of Pekanbaru City are This study examines the implementation of drug prevention programs in Pekanbaru City, which are guided by Regional Regulation Number 10 of 2021, focusing on prevention efforts. Using George Edward III's implementation theory, the research identifies key barriers to successful program execution, such as limited budget, inadequate socialization, and insufficient human resources. These factors hinder effective communication and program activities. The study concludes that improvements in resource allocation, communication, and structural support are needed for more effective and comprehensive drug prevention efforts in the city.
Keywords : Implementation, Policy Implementation, Prevention of Drug Abuse and Illicit Trafficking (P4GN), National Narcotics Agency of Pekanbaru City.

Introduction

The residents of Pekanbaru City are diverse, exhibiting varied lifestyles shaped by their family backgrounds and social environments. However, when social control weakens and societal standards become relaxed, certain lifestyles that may contravene established social norms emerge. A prominent issue affecting Pekanbaru City's residents is drug use, a substantial problem that requires a collective response. As a pressing social concern, drug abuse prevention is critical and demands effective policies and strategies. This study evaluates the effectiveness of regional policies, particularly the Pekanbaru City Regional Regulation No. 10 of 2021, which addresses the prevention and eradication of narcotic abuse and illicit trafficking. The purpose of this research is to assess the success of this regulation and other related strategies in combating drug abuse within the city. Understanding the impact of these policies is essential to safeguarding the health and safety of Pekanbaru's residents and promoting a healthier community. By analyzing the effectiveness of these measures, this study aims to provide insights that can enhance current strategies and help develop more resilient solutions to this urgent issue.
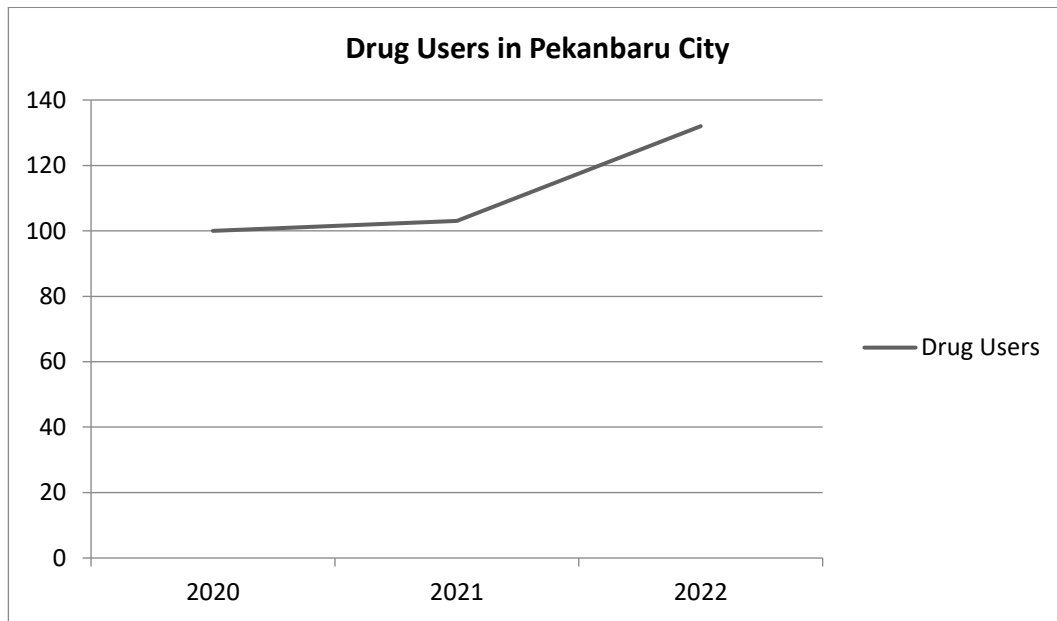
Globally, drug abuse and illicit trafficking have been long-standing issues that affect societies worldwide. For example, the opioid crisis in the United States, which began in the late 1990s, saw a dramatic increase in the misuse of prescription and non-prescription opioids, leading to widespread addiction and overdose deaths. This crisis highlighted the need for effective policies and strategies to combat drug abuse at the national and local levels.

In Southeast Asia, countries like Thailand and the Philippines have faced severe drug-related challenges. Thailand's "war on drugs" in the early 2000s aimed to eliminate drug abuse and trafficking but faced criticism for human rights violations. Similarly, the Philippines' aggressive anti-drug campaign launched in 2016 led to numerous deaths and drew international condemnation, underscoring the complex nature of addressing drug-related issues.

These global phenomena underline the importance of implementing effective and humane policies to combat drug abuse. In Pekanbaru City, addressing this social problem requires targeted interventions and comprehensive strategies. Regional Regulation Number 10 of 2021 concerning the Facilitation of Prevention, Eradication of Abuse, and Illicit

Trafficking of Narcotics in Pekanbaru City is one such policy aimed at mitigating the drug problem. This regulation seeks to prevent drug abuse through coordinated efforts involving various stakeholders, reflecting lessons learned from global experiences and tailored to the local context.

Figure Drug Users in Pekanbaru City

Source: National Narcotics Agency, Pekanbaru City, (2022)

Based on the figure, it can be analyzed that drug abuse in Pekanbaru City is increasing from year to year, where in 2020 100 people abused drugs, then in 2021 103 people abused drugs, and in 2022 it rose to 132 people abused drugs in Pekanbaru City. This increase shows an alarming trend and requires further attention and action from the National Narcotics Agency of Pekanbaru City to reduce the number of drug abusers in the future by conducting several drug prevention programs to prevent people from abusing drugs in Pekanbaru City. From this data, if in 2022 narcotics users are classified based on submissions from Polresta and Polsek in Pekanbaru City, it will be as follows.

Drug Users in Pekanbaru City in 2022

No	Post	Gender		Amount
		Man	**Women**	
1	Polda Riau	4	0	4
2	Polresta Pekanbaru	58	11	69
3	Polsek Bukit Raya	10	0	10
4	Polsek Lima Puluh	4	0	4
5	Polsek Rumbai	5	1	6
6	Polsek Rumbai Pesisir	1	0	1
7	Polsek Senapelan	9	1	10
8	Polsek Sukajadi	2	0	2
9	Polsek Tampan	2	0	2
10	Polsek Tenayan Raya	4	1	5
11	Polsek Rohil	1	0	1
12	Voluntary	13	3	16
13	BNNP DKI Jakarta	1	0	1
14	BNNK Dumai	1	0	1
		115	17	
Total		**132**		

Source; Head of General Affairs of the BNN Pekanbaru City, (2022)

The table illustrates the cooperation between the National Narcotics Agency (BNN) of Pekanbaru City, the provincial or district/city BNN, and the police. The collaboration process begins when the police catch a narcotics abuser. The police first conducted a urine test to confirm narcotics use. If the results are positive and the individual is not part of a distribution network, the police send a request to BNN Pekanbaru City for an assessment to determine the severity of the addiction. Based on this assessment, the appropriate rehabilitation group is identified. If the individual is caught with evidence, a TAT program involving prosecutors, police, doctors, and counselors is conducted for 6x24 hours. According to the Joint Circular Letter (SEMA), if the evidence is below certain thresholds (1 gram for methamphetamine, 5 grams for marijuana, and 10 pills for ecstasy), the abuser is sent for rehabilitation. Cases involving quantities above these limits proceed to legal prosecution and potential imprisonment. This summary is based on data from that table, which provides detailed information on the cooperative efforts and processes between the BNN and the police in Pekanbaru City.

The effects of drug abuse are severe, leading to addiction that can rapidly deteriorate a user's life and future. Addiction can result in a host of other crimes such as assault, theft, fraud, drug distribution embezzlement, and extortion, committed by addicts to fund their

drug use. Furthermore, drugs are highly dangerous because addiction often leads to increasing dosage, which can result in overdose and, if not treated immediately, death.

Preventive measures against drug abuse include engaging in positive activities, fostering a closer relationship with God, exercising, understanding the dangers of narcotics, choosing positive social circles, and maintaining a healthy lifestyle. For those who have already abused narcotics, rehabilitation services provided by the National Narcotics Agency (BNN) offer effective treatment. These services include medical rehabilitation, social rehabilitation, spiritual activities, and skill enhancement programs (National Narcotics Agency, 2021).

The Pekanbaru City Government grants significant support and authority to the National Narcotics Agency (BNN) of Pekanbaru City to tackle narcotics abuse effectively. This support includes providing access to data on narcotics abuse, formulating and implementing preventive policies, developing accurate information systems to educate the public, and safeguarding community interests against the risks of narcotics abuse. These efforts are aligned with the Pekanbaru City Regional Regulation Number 10 of 2021, which focuses on the facilitation of prevention, eradication of abuse, and combating illicit trafficking of narcotics.

To enhance the effectiveness of these measures, it is crucial to understand the underlying concepts and theories of public policy and prevention strategies. According to the policy implementation theory, effective policy execution requires clear objectives, adequate resources, and robust coordination among stakeholders (Pressman & Wildavsky, 1984). The integration of data collection, public information systems, and community protection efforts should be guided by these principles to ensure a cohesive and comprehensive approach to narcotics prevention.

Furthermore, the Social Learning Theory, as proposed by Albert Bandura (1977), highlights the importance of role models and social environments in shaping behaviors. Applying this theory, the BNN's educational initiatives and public information campaigns should focus on promoting positive role models and creating supportive environments to discourage narcotics use. The success of these strategies is contingent upon their implementation and adherence to the concepts outlined. Therefore, ongoing evaluation and

adjustment of these policies are necessary to address the evolving nature of narcotics abuse effectively.

In recent years, the problem of drug abuse and illicit trafficking has become one of the main challenges for major cities in Indonesia, including Pekanbaru. The Pekanbaru City Government responded to this problem by passing Regional Regulation Number 10 of 2021 which aims to facilitate the prevention, eradication, and abuse and illicit trafficking of narcotics. This study focuses on the implementation of the regulation, particularly in drug prevention efforts in Pekanbaru City. This research is expected to provide an overview of the effectiveness of the policy and identify the challenges and obstacles faced in its implementation.

The novelty of this study lies in the in-depth analysis of the effectiveness of the regulation and the direct evaluation of policy implementation in the field, which is expected to provide concrete recommendations for future policy improvements. On the implementation and effectiveness of Regional Regulation Number 10 of 2021 in Pekanbaru City regarding drug abuse prevention, you can refer to several studies that highlight similar evaluations and their novelty in the context of substance abuse policies.

To emphasize the novelty of this study, it is essential to compare its findings with similar research, highlighting its unique contributions. For instance, the article "Drug-free ASEAN 2025: Tantangan Indonesia dalam Penanggulangan Penyalahgunaan Narkoba" by Valentina Lusia Sinta Herindrasti reviews Indonesia's broader anti-drug efforts, focusing on implementation challenges such as infrastructure and system limitations. This context provides valuable insight into local policy enforcement issues in Pekanbaru, aligning with this study's examination of policy effectiveness.

Additional research underscores the importance of evidence-based policy in substance abuse prevention, linking public policy directly to treatment and recovery outcomes (Stephan Arndt, 2006). Similarly, a study by William B. Hansen (2002) highlights process evaluation as crucial for measuring prevention program effectiveness, supporting the in-depth policy evaluation conducted in Pekanbaru. Another review emphasizes the need for rigorous methodologies in prevention program success, offering practical guidance for this study's methodological approach (Peggy C. Stephens et al., 2017). Together, these studies provide a robust framework for understanding substance abuse prevention's challenges,

methodologies, and policy impacts, supporting the novelty of Pekanbaru's regulatory assessment by distinguishing its unique aspects and contributions.

Theoretical Framework

Implementation

Implementation is a multifaceted concept involving several key factors that influence how policies are put into action. Successful policy implementation can be assessed through various metrics, including adherence to procedures and Standard Operating Procedures (SOPs), effective budget utilization, and the achievement of policy goals or targets (Jumroh & Pratama, 2021). Grindle highlights that implementation is a general process of administrative action studied at the program level. The implementation process, according to Grindle, begins only when clear goals and objectives are established, activity programs are designed, and funds are allocated and distributed to achieve these goals (Tresiana & Djuadji, 2021).

Mazmanian and Sabatier emphasize that the essence of implementation lies in understanding what happens after a program is declared effective. Their focus is on the events and activities following the ratification of policy guidelines, including the administrative efforts required to execute the policy and the actual impacts on society (Pramono, 2020). Additionally, frameworks like the Implementation Theory by Pressman and Wildavsky underscore the importance of aligning resources, administrative procedures, and stakeholder cooperation to achieve policy objectives (Pressman & Wildavsky, 1984). Theories of Administrative Action, such as those proposed by Grindle and Mazmanian and Sabatier, provide insights into the processes and factors that affect the execution and outcomes of public policies.

To enhance the theoretical framework, more contemporary theories or models could be integrated, particularly those addressing the complexities of modern challenges in policy implementation related to drug abuse prevention. For instance, the Multiple Streams Framework (Kingdon, 1984) can provide insights into how problems, policies, and politics converge to create policy windows for effective implementation. Similarly, the Advocacy Coalition Framework (Sabatier & Jenkins-Smith, 1993) can help explain how different

stakeholders with varying beliefs and resources interact to shape policy outcomes, which is particularly relevant in addressing complex social issues like drug abuse.

Policy

Public policy is a decision taken for the broader community, and it can be understood through various definitions collected from different scientific sources. According to Dye (Subianto, 2020), policy is what the government does or does not do, interpreting public policy as an effort to understand government actions and the reasons behind them. Dye suggests that if the government chooses to take action, that action must have a clear purpose. Laswell and Kaplan (Patarai, 2020) define public policy as a planned program composed of values and actions aimed at achieving specific goals. "Planned" does not necessarily imply following a strict procedural mechanism but focuses on achieving desired outcomes.

Anderson (Agustino, 2020) describes public policy as a series of activities with specific objectives that are followed and implemented by individuals or groups of actors concerning a particular issue or consideration. Peters (Prasetya & Pangestuty, 2021) further defines public policy as activities carried out by the government, either directly or indirectly, that influence people's lives. These definitions collectively emphasize that public policy is inherently purposeful and targeted toward solving public issues.

Policy Implementation

Policy implementation refers to the activities involved in executing or applying policies in their practical form, carried out by government bodies or designated parties (Mahendra & Zulkarnaini, 2021). This process usually involves implementers and target groups, making it a critical stage in the policy cycle. Awang (Sueca, 2020) describes the policy implementation process as beginning with policy outputs from the organization, followed by the willingness of target groups to comply with these outputs. The real impact of policy outputs is then assessed through fundamental improvements to regulations, which are vital for evaluating the performance of policy implementation.

To strengthen the framework further, contemporary models such as the Complexity Theory in Public Administration (Teisman & Klijn, 2008) can be integrated. This theory addresses the adaptive nature of policy processes, especially in dynamic and multi-actor

environments like those found in drug abuse prevention. By incorporating these modern frameworks, the analysis of policy implementation becomes more comprehensive, reflecting the nuanced realities of contemporary governance and public administration challenges.

Research Method

This study employs a qualitative, descriptive case study approach to explore the research problem and identify potential solutions in-depth. Conducted at the National Narcotics Agency of Pekanbaru City, the research utilizes direct observation, interviews, and document analysis to understand behaviors, insights, motivations, and activities within their natural context. The study examines Pekanbaru City Regional Regulation No. 10 of 2021 through thematic analysis, systematically coding data from observations, interviews with ten key informants (using purposive and snowball sampling), and official documents to identify patterns aligned with research objectives.

Data analysis follows George Edward III's implementation theory, focusing on Communication, Resources, Disposition, and Bureaucratic Structure to evaluate the regulation's effectiveness. Findings reveal both strengths, such as structured policy implementation and active community involvement, and challenges, including limited resources, insufficient socialization, and a need for stronger public awareness efforts. Preliminary results show positive outcomes like reduced drug use and improved inter-agency coordination but emphasize areas for improvement, such as better resource allocation and enhanced communication strategies. This analysis provides actionable insights into Pekanbaru's drug prevention and rehabilitation efforts, offering evidence-based recommendations to support future improvements and strengthen policy impact.

Discussion of Research Results

Implementation of the Narcotics Prevention Program in Pekanbaru City

The National Narcotics Agency of Pekanbaru City is the primary body responsible for implementing drug prevention programs in Pekanbaru City. The agency leverages several strategic potentials, including the Pekanbaru City Regional Regulation Number 10 of 2021 on the Prevention and eradication of Abuse, and Illicit Trafficking of Narcotics. This

regulation signifies the support from the Pekanbaru City Government in combating narcotics abuse and trafficking.

Communication

Effective communication is critical for coordinating efforts between different stakeholders to achieve shared goals. In public policy implementation, communication between implementers and stakeholders is essential to ensure effective policy execution. Insights from interviews with informants revealed the following about internal and external communication at the National Narcotics Agency of Pekanbaru City during the implementation of the Narcotics Prevention Program:

> *"Internal communication involves conducting internal work meetings, socialization, creating and disseminating internal documents, and conducting evaluations and feedback. We consistently carry out these activities to ensure good internal communication and cooperation within the National Narcotics Agency of Pekanbaru City while implementing the Pekanbaru City Regional Regulation." (Interview with Functional Position of National Narcotics Agency of Pekanbaru City, March 18, 2024).*

Resources

Human resources, encompassing employees of adequate quantity and quality, are vital for successfully implementing the Narcotics Control Program. An interview excerpt emphasizes this aspect:

> *"This regional regulation applies to all city governments. While I may not fully understand the resources within the city government, this regulation has an allocated budget for implementation. Regarding the National Narcotics Agency, we have sufficient human resources to implement this program. All departments are involved in prevention efforts, not just the prevention department alone. We also conduct training to enhance our abilities, which serves as an educational foundation for implementing drug prevention programs in Pekanbaru City. Additionally, we provide training for the community, such as the Prevention Activist Training." (Interview with Functional Position of Drug Counselor of National Narcotics Agency Pekanbaru City, March 18, 2024).*

Financial resources are also crucial for the sustainability of any program or policy. Adequate financial investment impacts various aspects of policy implementation. For instance, in the context of the Narcotics Prevention Program, financial resources significantly impact program effectiveness:

> *"Financial resources are crucial to support the needs during the implementation of drug prevention programs, including procurement and provision of facilities, training and development of human resources, campaigns, socialization, urine tests,*

operational activities, and more." (Interview with Functional Position of Drug Counselor of the National Narcotics Agency of Pekanbaru City, March 18, 2024).

Technological resources play a significant role in supporting the success of programs or policies. In the context of the Narcotics Prevention Program, they enable collaboration among stakeholders and facilitate knowledge exchange through online tools and platforms:

> *"Social media and technology greatly support the implementation of the Narcotics Prevention Program. We disseminate a lot of information related to drug prevention and our activities through social media platforms such as Facebook, X, Instagram, YouTube, and TikTok. Each activity we conduct is shared on social media so that followers receive updates on our activities and drug prevention information. Technology also allows us to monitor social media activity to detect trends in drug use and drug trafficking networks. By leveraging social media and technology, we can run drug prevention programs more effectively, reach a broader audience, and quickly adapt to changing social and technological dynamics." (Interview with Functional Position of Drug Counselor of the National Narcotics Agency of Pekanbaru City, March 18, 2024).*

Disposition

Disposition in the context of the Narcotics Prevention Program refers to the attitudes and behaviors of the implementers and how these attitudes affect their roles. An interview with a representative from Senapelan Sub-district illustrates this:

> *"Our disposition process involves receiving letters from the National Narcotics Agency of Pekanbaru City, such as requests for participants for narcotics socialization. The letter is then forwarded to the general sub-district head, who assigns it to the relevant department head or sub-district head. The sub-district head disposes of the letter based on the instructions, such as making an SPT (Task Order) for employees to participate in counseling/socialization activities." (Interview with Section Head of Peace and Order of Senapelan Sub-district, Pekanbaru City, March 19, 2024).*

Bureaucratic Structure

The bureaucratic structure is a key determinant of the success of policy implementation, focusing on the mechanisms and organizational structure of the implementing body. An interview provided insights into the bureaucratic mechanism of the National Narcotics Agency of Pekanbaru City:

> *"Overall, the organizational structure of the Pekanbaru City BNN is comprehensive and covers all vital aspects of implementing drug prevention programs. However, the effectiveness of this structure is highly dependent on available resources, including budget and manpower. To ensure optimal performance, each department within the*

National Narcotics Agency must have adequate resources and streamlined bureaucratic procedures." (Interview with Functional Position of Drug Counselor of National Narcotics Board of Pekanbaru City, March 18, 2024).

Socialization has not been Implemented Equally in Pekanbaru City

An interview revealed that socialization efforts have not been uniformly implemented across Pekanbaru City:

"In Sidomulyo Timur urban village, there has been no socialization about the dangers of narcotics. I have not received any invitations or information about such socialization. However, I have seen billboards about the dangers of drugs on Jalan Arifin Ahmad." (Interview with Nikmah, May 17, 2024).

Limited Human Resources and the High Workload of Employees of the National Narcotics Agency of Pekanbaru City.

The following interview highlights the challenges related to human resources at the National Narcotics Agency of Pekanbaru City:

"*The main obstacle in improving the quality of human resources at the National Narcotics Board of Pekanbaru City is the high workload. One person cannot manage multiple tasks while handling the entire city. Additionally, the numerous narcotics programs we must implement each year limit the time available for self-development." (Interview with Functional Position of Drug Counselor of the National Narcotics Board of Pekanbaru City, March 18, 2024).*

Budget Limitations

Budget constraints pose significant challenges to the implementation of the Narcotics Prevention Program. An interview provided insights into these financial obstacles:

"The National Narcotics Agency of Pekanbaru City faces budget constraints due to centralization in the state financial system. For example, during the Covid era, many budget cuts were made. Currently, most funds are allocated to social assistance, and some activities are halted due to budget limitations. Additionally, local government budgets depend on local revenue (PAD), affecting the available budget for various departments. Budget constraints impact the implementation of activities like urine tests and other preventive measures." (Interview with Functional Position of Drug Counselor of National Narcotics Agency of Pekanbaru City, March 18, 2024).

Conclusion

The implementation of Pekanbaru City Regional Regulation Number 10 of 2021 concerning the Facilitation of Prevention, Eradication of Abuse, and Illicit Trafficking of Narcotics, particularly in the case of narcotics prevention in Pekanbaru City, has not been

fully optimal. This conclusion is drawn from comprehensive observations, interviews, and documentation analysis. The effectiveness of this Narcotics Prevention Program was assessed based on four critical aspects: communication, resources, disposition, and bureaucratic structure.

Several inhibiting factors have been identified in the implementation of this regulation. Firstly, there is uneven socialization and dissemination of information regarding the dangers of narcotics, resulting in a lack of comprehensive community awareness. Secondly, the National Narcotics Board of Pekanbaru City faces challenges due to limited human resources, leading to a high workload on the available officers, which hinders their ability to conduct widespread outreach and preventive measures. Thirdly, the budget allocated for narcotics prevention programs is very limited, restricting the scope and frequency of activities that can be conducted to combat drug abuse effectively.

To address these challenges, specific recommendations for policymakers are proposed. Firstly, enhancing communication strategies through community-based outreach programs and leveraging digital platforms could ensure more consistent and widespread socialization efforts. Engaging local community leaders and organizations can also aid in spreading awareness at the grassroots level. Secondly, increasing the budget allocation for the National Narcotics Board and partnering with non-governmental organizations could help augment the available human resources and reduce the workload on officers. Thirdly, policy revisions should focus on establishing more collaborative frameworks among government agencies, law enforcement, and community stakeholders to pool resources and expertise, thereby strengthening the overall implementation process.

The findings of this study have important implications for future policy development in Pekanbaru City and other similar urban settings. By addressing these identified challenges through targeted action steps, policymakers can improve the effectiveness of narcotics prevention programs and ensure a more coordinated and sustainable approach to combating drug abuse. Future policies should prioritize resource allocation, inter-agency coordination, and community involvement to build a more resilient and comprehensive narcotics prevention framework.

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