

Implementation of Community Empowerment Program at National Narcotics Agency of Denpasar City in 2019

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ABSTRACT

National Narcotics Agency of Denpasar City (BNNK) is a leading sector of the prevention and eradication of drug abuse and illegal trafficking in Denpasar, Bali. The BNNK Government Institution Performance Report (LKIP) informed the lack of achievement on the community empowerment owing for many of the BNNK's partners have not achieve independent category. The purpose of this study is to explore the implementation of the community empowerment programme carried out by the BNNK Denpasar. This study uses a qualitative approach by collecting data through in-depth interview of 11 BNNK staffs and 4 partners as well as analysis of the programme report. Informants were chosen using purposive technique. The study found that BNNK partner's institution both from government and community have conducted health education activities to support drug abuse prevention program. Activities carried out was in the form of socialization and urine tests. Those activities were funded by Denpasar Government (APBD) and APBDes. Yet, this research shows that the performance of the community empowerment programme by BNNK has not met its target due to several barriers. Those barriers are due to there were no Mayor Regulation to regulate, no written agreement with partners and no activist or person in charge who anti-drugs activists appointed by partners's organization. This research suggests that there is a need for BNNK to continue advocating for the city government and partners to make written regulations regarding the prevention of drug abuse, as well as to seek funding from other sources such as company social responsibility and village fund to cover anti-drug activities in partner's organization.

Keywords: *community empowerment, participatory independence index (IKP), prevention, drug abuse*

1. INTRODUCTION

Drug abuse has become global problems that affect millions of people particularly young people. Based on Indonesian Anti-drugs Agency data (BNN), from 2000 to 2015 there was an increase in direct deaths caused by abuse of drug use which ranged from 60% [1]. Drug abuse cases in Indonesia in 2015 amounted to approximately 5.1-5.6 million people [2]. Drug problems in Indonesia does not only occur in cities, but also in villages' regardless its social strata. In Bali, the prevalence of drug abuse is 2.01% or accounted for 61,353 people [3]. Denpasar City is the capital of the province of Bali which also experienced drug abuse problems. Data from Denpasar City National Narcotics Agency (BNNK) stated that they handled 223 drug abusers from 2015 to 2018 [4].

The BNNK has responsibility and authority to prevention of drug abuse. They specially has program called the prevention and Eradication of Narcotics Abuse and Circulation (P4GN) among to involve community in prevention of drugs abuse. One strategy used on the P4GN is community empowerment activity. The focus of this activity was to empower and to build partnership with government agencies, private / business, education and communities in the city area. Anti-drug empowerment is currently being intensively carried out is community

empowerment which involves all agencies in Denpasar City to participate in conducting P4GN activities. The performance of the community empowerment activity was measured by Independence Participation Index (IKP). Independence Index Participation (IKP) has aspects to be an assessment of agencies in carrying out prevention efforts including aspects of human, budget, infrastructure, activities and systems / regulations [5].

In 2016 BNNK successfully met 100% of its targets in several agencies such as government, private, education and community. Yet, a slight decline in target achievement in 2017 with only six 6 agencies empowered by BNNK Denpasar and their participation index (IKP) was measured. Agencies with independent categories are the Health Office and the Transportation Office. The very independent category is carried out by Renon Pekraman Village, Sanur Tourism Middle School and Pekraman Village Review [5]. Meanwhile, in 2018 there were no agencies that were categorized as very independent [4]. The independence of the agency can be seen from the process of carrying out the activities carried out. The purpose of this study was to determine the implementation of the anti-drug community empowerment program carried out by the National Narcotics Agency of the City of Denpasar in terms of aspects contained in the IKP such as human aspects, activities, budget, infrastructure and system / regulation.

2. METHOD

This research uses descriptive qualitative design. Qualitative research is a social study by collecting and analyzing non-numeric data into information. The qualitative design in this study was carried out to dig up information from BNNK staff and partners in depth about the program. This research was conducted in March to May 2019. The research location was conducted in Denpasar City.

The informants of this study were selected uses a purposive sampling technique with the principle of adequacy and suitability until the information becomes saturated. Informants from this study numbered eleven people, namely one person from BNNP who served in the Field of Community Empowerment, five informants from BNNK, four informants' partners which consist of two from government organization and two from village. Data collection methods used in this study were in-depth interviews and document collection. Interviews were conducted directly by the first authors and activity reports and documentation were gathered from activity's report.

Data analysis in this study was carried out using the thematic method. The steps of analysis include data reduction, data presentation and conclusion drawing. Data validation strategies used include source triangulation, method triangulation, and member checking and peer debriefing. In this study, source triangulation came from the results of various informant interviews. Triangulation of methods by juxtaposing the results of in-depth interviews and documents that researchers have successfully collected as evidence to obtain the truth. Peer debriefing is done with the supervisor by means of discussion. Member checking is used to clarify the answers given by informants by asking again when researchers do not understand the information submitted.

3. RESULTS AND DISCUSSIONS

The National Narcotics Agency has an independent assessment from agencies using the Independence Participation Index (IKP). IKP has several aspects to be assessed, including aspects of people / figures, activities, budgets, systems / regulations and infrastructure. Each aspect will have a value that affects the independence category of partners. There are four categories of independence which are very independent, independent, less independent and not independent. Following are the results of research on the implementation of anti-drug community empowerment programs in terms of aspects contained in the IKP:

Anti-drug activists in BNNK's Partner

The anti-drug activists is a person who appointed to actively voicing a healthy life and being aware of the adverse effects of drugs through prevention efforts in the surrounding area. Based on information from informants, it is known that there are activists and anti-drug leaders in agencies such as

cadres, community groups, employees and agency leaders. Community groups that are empowered include sekuna teruna, pecalang and PKK. As the interview excerpt below:

"... as far as I know, all of them are anti-drug leaders ... from the head of the department, the head of the department, actively participating in the activities. Fully support P4GN activities ... (IDI 9) "

However, there are still partners who say there are no figures or drug activists in their institutions. The informant's statement as follows:

"... We have no anti drug ambassador here in Denpasar... (I8)"

In connection with the human aspect of the IKP, kelurahan and villages are the Village AIDS and Drug Cadres. Cadres have the duty to disseminate information about HIV / AIDS and Drugs. A study concluded that the anti-drug cadres were able to invite the surrounding community to strive to prevent drug abuse and distribution [6]. Meanwhile, the role of the head of the agency to invite the community to participate in the program, as done by the village by empowering community groups. Activities that can be carried out by the village such as face-to-face explanation of the program; hold meetings for planning; involving community leaders, religious leaders, community organizations, exploring the potential of the community [7]. Aspects of activities at the IKP include counseling, outreach, training, urine tests on drug abuse prevention in their respective areas. Based on interviews, information was obtained that the activities carried out by partners in the prevention of drug abuse in the form of face-to-face socialization or through the arts such as the selection of the Teruna Teruni-Terres and Bondres events. This was said by an informant, as in the following interview excerpt:

"... the activities that we have carried out include the first is that we have carried out socialization activities, then communication of information on IEC education related to the social rehabilitation program of our P4GN in collaboration with BNN of Denpasar city ... (IDI 8)"

Other activities undertaken by the agency are urine tests (dialogue checks) as early detection, dialogue checks on migrants

"... some of our activities are socialisation, urine test ... we were appointed as the government agencies to carry out the instructions of the Minister of Home Affairs to carry out budgeted drug abuse

prevention in the municipal district government ... (IDI 9)"

This is the same as the socialization activities of the dangers of drugs abuse carried out in Sumber Pasir Village as a coaching in village youth. This socialization is carried out every two years with the aim of increasing public awareness of the threat of drugs [8]. There are other prevention-related activities carried out in the Villages of the Widuri Village and Tanjung Sari in Pematang Regency in a preventive and repressive manner. Preventive is done by means of socialization, talk shows and recitals. While repressive by reporting cases, carrying out unannounced inspections and urine tests. This is done considering that the sea can be the entrance of the drug trade [9].

Prevention activities in the partner environment are regulated in a memorandum of understanding containing the commitment of partners with BNNK in supporting this community empowerment program. This memorandum of understanding between the village and BNNK explains the duties and responsibilities of each party. The partners have a duty to assist BNNK Denpasar in disseminating information, cooperating in implementing prevention, optimizing training to prevent abuse to community members and becoming an extension of BNNK and the community.

Some of the BNNK's has promotional material used as media to conduct health education on the danger of the drug abuse and how to prevent those drugs. Based on the results of in-depth interviews, an informant from the village and the government agency explained that the provision of those promotion materials and facilities was funded by the government, so that partners did not encounter obstacles in the provision of infrastructure. The government has procured and maintenance those facilities and infrastructure needed in this implementation include urine test kits, projectors, LCDs, speakers and administrative support matters. One informant explained:

"... facilities are funded by the Regional Budget, there are food and beverages, administrative ... (IDI 10)"

However, there are partners who have to coordinate with BNNK because the infrastructure is damaged and has limited equipment. Information obtained that the facilities and infrastructure owned by partner agencies did not experience problems. But there are still partners who have minimal facilities and infrastructure. Related to this, there is research that says that infrastructure is important to support program implementation. Therefore, infrastructure management is needed in the procurement, utilization and management [10].

Anti-Narcotics Regulation in BNNK's partner

Some of the BNNK's partners has anti-drug system regulation in the form of circular and local regulation which

become tools to use to conduct the implementation of P4GN. The BNNK's government partners have release circular regarding prohibit of the illicit drug user while the village has released *Perarem* or village regulations to protect its community from using illicit drugs. The *perarem* stated that the community not to consume, illegally trade drugs and has to conduct illicit drug abuse prevention. The *perarem* is used by villages to urge people not to abuse drugs because there are sanctions for violators. Both of these rules have sanctions imposed on violators. In contrast to the statement above, an informant said that in his institution there were no specific regulations or regulations governing drugs. This is because partners have never made separate written regulations regarding P4GN. Things like in the quote below:

"... For regulations there is no ... We have never made a decree and specific regulations on drugs ... (IDIs 6)"

From the interview results above, it can be seen that the regulations regarding P4GN are not owned by all partners. Partners who have rules regarding P4GN so far have issued circulars and made village regulations or regulations. Regulations or policies are used to regulate the sustainability of program implementation. Regulation is one strategy to change behavior. The existence of regulations can result in social changes that are forced on the target to be willing to do what is expected [11].

Budgetary aspects

Budget aspect is the availability of funds, either by self-help, sponsorship or assistance from the government for the implementation of prevention of drug abuse. From in-depth interviews, three informants said that the funds used to carry out drug abuse prevention activities in agencies were financed from the APBD and APBDes. Like the following quote:

"... yes, we budget it from the Denpasar City Budget ... (IDI 8), (IDI 9)"

"... Every year we always budget P4GN activities through the APBDes ... (IDI 10)"

However, an informant from one of the *kelurahan* (Government regulated village) said that his agency did not have a specific budget for prevention implementation due to limited budget allocation.

Fund budgets have an influence on the agency's ability to carry out activities. With the budget, the agency is able to finance other expenses to carry out activities. Regarding budget funds for prevention efforts, there are rules. These rules include: Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 21 of 2013 which was followed up with the existence of Bali Province Regulation

Number 7 of 2017, and the issuance of Presidential Instruction Number 6 of 2018 in August.

Supporting Aspects of the achievement of the Anti-Narcotics Community Empowerment Program

Based on interviews, the supporting aspect of the achievement of the community empowerment program is the existence of an understanding or common perception of the community that drugs can threaten welfare. This understanding will make people have the desire and ability to find solutions to the adverse effects of drugs that can threaten welfare. The understanding that has led to the emergence of responsiveness regarding the dangers of drugs. Responsiveness makes partners start active in prevention efforts. This is in accordance with the purpose of empowerment, namely the community becomes willing, able and empowered to carry out activities [11].

Commitment from stakeholders to make Denpasar an area free of drugs. The commitment of stakeholders will strengthen prevention efforts at the agency. One of the partners interviewed said that the head of the agency was very supportive of prevention efforts. Support from the head of the agency makes staff across the program support, so that prevention efforts at the agency can be carried out properly and smoothly. Like the following interview excerpt:

"... first is commitment from the coach, second is commitment from program holders, third is commitment from cross-program and cross-sector, commitment from leaders how leaders give commitments to make the drug-free market the first ... (IDI 8)"

The budget is one of the supporting aspects to support the implementation of prevention activities for partners. Most of the partners responded that the implementation of prevention had been funded by the APBD or APBDes. The budget for prevention can be used to complement infrastructure such as purchasing kit test kits, supporting information dissemination activities by agencies.

This is in line with the results of research that says the head of an agency can make decisions to support efforts to prevent drug abuse in its institutions such as the provision of facilities, funds, activists, activities and regulations [12].

Aspects of inhibiting barrier to implementation of the Anti-Drug Community Empowerment Program

Based on interviews, information was obtained that the budget for implementing prevention was still lower than other activities held. However, this agency makes use of its programs to tuck drug abuse prevention activities. By tucking prevention activities into the agency's program, it is able to streamline funding. However, there are partners who

do not have a specific budget for drug prevention. The answer regarding funding at partners was presented by the informant as follows:

"... the special budget is not, we for the funds are not binding on the activity ... (IDI 7)"

In addition to funding, most of the BNNK's partners has no infrastructure and facilities to support prevention activities. To address this barrier, the partners try to borrow equipment from BNNK. Since not many BNNK's partner have anti drug prevention system or regulation, the BNNK's IKP's performance is still low. This finding is in line with the the 2017 BNN Performance Report that revealed that community empowerment activities performance were low. This low performance might due to lack of facilities and infrastructure, budgets, and regulations in the agencies, the lack of optimal synergy between agencies and technical guidance [13].

4. CONCLUSION

This study found that the BNNK's partners has not optimally owned the elements aspects of the IKP: human aspects, funds, infrastructure and regulations. This affects the independence category of partners due to the accumulation of the value of each aspect. The barrier faced by the BNNK's partners to conduct the illicit drug prevention activities are include the unequal existence of anti-drug activists, funding, facilities and infrastructure, and written regulations as a reference for agencies to carry out activities. Since there is no mayor regulation on the implementation of the anti-drug activity in the community, the implementation of the community empowerment is relied on the perception of the community on the threat of the drugs abuse, commitment from the head of agencies / stakeholders and the availability of a budget to carry out activities.

Some activities have been carried forward by the BNNK to empower community are: provides knowledge on how to get funds to support the implementation of drug abuse prevention. The BNNK has also done some advocacies activities to request the Government and community's agencies in Denpasar to implement the Presidential Instruction No. 6 of 2018 on drug abuse preventions. The BNNK has notify those agencies to issue a written regulation and will giving awards to agencies that are actively making efforts prevention.

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