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## **IMPLEMENTATION OF NARCOTICS POLICY IN THE JURISDICTION OF THE TOMOHON POLICE RESORT**

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**Received: 02/04/2026 | Revised: 11/04/2026 | Accepted: 01/05/2026 | Published: 02/06/2026**

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### **Abstract**

This study aims to describe, analyze, and explain the implementation of drug abuse policies in the Narcotics Criminal Investigation Unit of the Tomohon Police Resort Jurisdiction based on Law Number 35 of 2009 concerning Narcotics. The focus of the study covers three main indicators: (a) the adequacy and qualifications of Narcotics Unit personnel, (b) the adequacy and efficiency of operational budget allocation, and (c) the coverage and effectiveness of community-based prevention programs. This study uses a descriptive qualitative approach with data collection techniques through in-depth interviews, observation, and documentation. Research informants consist of the Head of the Narcotics Unit, members of the Narcotics Unit, and community leaders of Tomohon City. Data analysis uses the interactive model of Miles and Huberman, with data validity checks through source and technique triangulation. The research findings indicate that the implementation of narcotics policy at the Tomohon Police Department still faces various challenges. First, from a personnel perspective, there is a gap between ideal and actual needs, with only about 69 percent of personnel being met. Furthermore, there is uneven distribution of specialized training certification due to limited Education and Training (Dikbang) and Latnis (National Training and Development) quotas. Second, from a budget perspective, the allocation for outreach programs is only about 10-15 percent, without any real-world needs analysis support. There is no efficiency measurement mechanism, and there is still a reliance on the National Narcotics Agency (BNNP) for in-depth forensic analysis. Third, from a prevention program perspective, coverage remains limited, with the Drug-Free Village program limited to only one sub-district. Outreach methods are dominated by one-way, less interactive lectures, and there is no systematic rehabilitation referral mechanism. This study recommends additional personnel, expansion of prevention programs, development of digital-based outreach methods, and an increase in the budget allocated for preventive activities.

**Keywords: Policy Implementation, Narcotics, Personnel, Budget, Prevention, Tomohon Police**

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### **INTRODUCTION**

Public welfare is the ultimate goal of any socio-political order. In the context of the Unitary State of the Republic of Indonesia, this welfare can only be achieved in a society protected from threats, including the threat of drug abuse and illicit trafficking. These addictive substances not only damage individual physical and mental health but also undermine the social, economic, and security foundations of the nation. Therefore, protecting the public from the dangers of narcotics is an urgent moral and collective imperative, demanding a firm, proportional, and sustainable state response. The implementation of drug countermeasures policies must ultimately lead to the realization of public order and the restoration of public health, as prerequisites for the holistic development of Indonesians. The state's response was realized through Law Number 35 of 2009 concerning Narcotics, which replaced the previous law with a more comprehensive and balanced approach between penal (punishment) and non-penal (prevention, rehabilitation, and community empowerment) aspects. However, the effectiveness of a regulation lies not only in the beauty of its normative formulation,

but also in how it is operationalized in everyday reality by state officials (Howlett, Ramesh, & Perl, 2003). This process of transformation from policy to action is known as policy implementation, a critical phase that often determines the success or failure of a public policy. In the context of the Narcotics Law, the critical point of implementation lies in the hands of police institutions at the regional level, particularly the Police Resort Narcotics Unit (Polres), because they are the ones who deal directly with the dynamics of drug abuse in society.

Policy implementation theory emphasizes the complexity of the process of translating policy objectives into tangible *outcomes*.

Implementation performance is influenced by variables such as policy standards and objectives, resources (human resources, budget, facilities), characteristics of the implementing organization, inter-organizational communication, the disposition (attitude) of the implementer, and the social, economic, and political environment. The success of policy implementation is influenced by leadership commitment, technological infrastructure readiness, and human resource capacity (Hutapea, Kairupan Siwij: 2025). The dynamic interaction between these variables creates a *policy gap*, namely the distance between what is expected by policy makers and the reality on the ground (Hill & Hupe, 2002). Edward III (1980) more specifically identified four key variables that determine the success of policy implementation: communication, resources, disposition, and bureaucratic structure. These four variables serve as relevant analytical tools for examining how the Tomohon Police carry out the mandate of Law No. 35/2009, because the implementation of narcotics policy is basically an arena where the policy content *and* the implementation context *influence* each other dynamically (O'Toole, 2004).

The Tomohon Police Resort is a territorial unit under the North Sulawesi Regional Police, with jurisdiction over Tomohon City. This city has a homogeneous population but is close to the province's economic and tourism centers, placing the Tomohon Police in a strategic yet vulnerable position, as it has the potential to become a transit and drug consumption location (Widodo, 2001; Winters & Rasul, 2015). As the spearhead of law enforcement, the Tomohon Police, through its Narcotics Unit, has a firm mandate under Article 59 of Law No. 35/2009 to prevent and eradicate narcotics abuse and illicit trafficking. Article 60 grants special powers, including undercover purchases *and* wiretapping, while Articles 54 and 103 mandate a rehabilitation approach for drug addicts and victims of drug abuse. In other words, the Tomohon Police are not only required to be a repressive institution, but also a key actor in community-based prevention and victim recovery. From 2023 to 2025, the Tomohon Police have handled 19 drug abuse cases (Data from the Narcotics Unit in 2026).

However, research conducted through interviews with several parties revealed several issues in the implementation of the law by the Tomohon Police. The Criminal Investigation Unit, particularly the Narcotics Unit, faces a shortage of specially trained personnel and adequate forensic technical equipment. According to 2023 data, there is a shortage of five specialized training personnel, one dedicated operational vehicle, and three drug testing kits. This results in a high workload and dependence on the National Narcotics Agency (BNNP) for certain technical support. Prevention outreach programs for the community, particularly students, remain sporadic and their effectiveness is poorly measured. Coordination with the Tomohon City government, the leading sector for the Prevention of Drug Abuse and Illicit Trafficking (P3GN) at the regional level, has been suboptimal, tending to be administrative and reactive, rather than collaborative and strategic. (Saiful, 2018)

From the various descriptions above, it is found that the implementation of narcotics policies by the Tomohon Police Department still faces several quite fundamental problems. The first problem lies in the human resources aspect. The Tomohon Police Narcotics Unit experiences a gap between the ideal personnel needs based on workload analysis and the number of personnel currently available. Furthermore, not all personnel have specialized training certifications for narcotics handling due to limited quotas for Development Education (Dikbang) and Technical Training (Latnis), and there is no digital forensic training to address information technology-based narcotics trafficking methods. The second problem relates to the operational budget aspect. The budget allocation for P3GN (Prevention of Narcotics Abuse and Illicit Trafficking) activities at the Tomohon Police Department is very limited and is not supported by a documented cost analysis. The proportion of the budget for outreach and prevention programs is also relatively small compared to the urgency of prevention in vulnerable areas. Furthermore, the Tomohon Police Department still relies on in-depth forensic analysis from the North Sulawesi National Narcotics Agency (BNNP), which has the potential to slow the process of resolving cases. These budget limitations limit the scope for proactive operations and innovation in prevention programs (Grindle, 2004; World Bank, 2003), and also reflect the weak capacity for performance-based planning and budgeting within the Tomohon Police.

The third problem concerns aspects of community-based prevention programs. Flagship programs like the Drug-Free Village program are limited to one sub-district, while many other vulnerable areas remain untouched by similar programs. The dominant delivery method is one-way lectures, which are less interactive and less relevant to the communication styles of the younger generation, who are more familiar with digital media. Furthermore, the absence of a systematic rehabilitation referral mechanism for victims of drug abuse makes it difficult for the Tomohon Police to implement the restorative justice approach mandated by Articles 54 and 103 of Law No. 35/2009. From the community perspective, sociological challenges such as low digital literacy among parents, reluctance or shame to report suspected neighbors for fear of damaging family ties, and negative stigma against former users further complicate prevention efforts. These conditions indicate weaknesses in *communication variables* and *bureaucratic structures* (particularly cross-organizational coordination) within the implementation framework of Edward III. Kairupan (2013) also stated that the success of a policy is not only determined by the availability of funds, but also by how the policy message is communicated (communication), the behavioral tendencies of implementers, and the bureaucratic flow that supports it. Viewed from the perspective of Public Administration, the gap between the mandate of Law No. 35 of 2009 and the reality of implementation in the Tomohon Police Department reflects the classic problem of *administrative capacity* and *inter-organizational collaboration*. This study touches on aspects of public organization resource management (human resources, budget, facilities), policy communication (socialization), and policy network coordination *between* the Police Department and other stakeholders. Thus, this research is at the heart of Public Administration studies, namely how the bureaucracy (in this case the Tomohon Police Department) carries out its legal and policy mandates amidst various internal and external constraints.

Although the importance of the role of resort police in implementing narcotics policy has been recognized, few academic studies have systematically and in-depth analyzed the dynamics of implementation at the organizational level by simultaneously and integratively combining the three focus indicators (personnel, budget, prevention programs). Existing studies tend to be fragmented: most of the literature focuses on evaluating the normative legal aspects of the Narcotics Law or analyzing the performance of institutions such as the National Narcotics Agency (BNN) at the national level (Tanggol, 2015), while studies that highlight implementation at the police precinct level often address only one aspect, such as law enforcement alone or partial prevention programs. Furthermore, studies that simultaneously integrate analysis of the organization's internal administrative capacity (personnel, budget, facilities) with analysis of the effectiveness of policy communication and external coordination within the P3GN policy network at the local level are still very limited. This gap becomes even more significant when linked to the unique operational context of Tomohon City. Therefore, this study aims to fill this gap by providing a comprehensive analytical overview of the implementation of drug abuse policies at the Tomohon Police based on the three focus indicators, so that its contribution is not only academic but also practical as a basis for policy recommendations to strengthen institutional capacity and increase synergy in countering narcotics at the regional level.

## METHOD

This study uses a qualitative approach with a descriptive research type. The qualitative approach was chosen because it aims to understand phenomena holistically about what the research subjects experience, such as behavior, perception, motivation, and actions, in a natural context through descriptions in the form of words and language (Moleong, 2017). The descriptive qualitative method allows researchers to analyze data and describe it as it is, so that an in-depth explanation of the implementation of narcotics policies at the Tomohon Police can be obtained (Tumbel, 2023). The research location was determined at the Tomohon Police Resort, with informants determined by purposive sampling including the Head of the Narcotics Unit, members of the Narcotics Unit, and community leaders of Tomohon City. The main focus of this study is the Implementation of the Narcotics Abuse Policy in the Tomohon Police Resort's jurisdiction as regulated in Law Number 35 of 2009 concerning Narcotics. This study focuses on three main indicators. First, the adequacy and qualifications of the Tomohon Police Narcotics Unit personnel, which measures the availability of personnel specifically trained in narcotics with competencies that meet operational standards for handling narcotics cases. Second, the adequacy and efficiency of operational budget allocation, which measures the availability of adequate funds for the implementation of prevention, law enforcement, and rehabilitation tasks, as well as the effectiveness of its use in achieving performance targets. Third, the scope and effectiveness of community-based prevention programs, which measure the breadth of target reach and the impact of outreach programs on increasing public awareness and changing behavior in preventing narcotics abuse in Tomohon City.

Data collection techniques were conducted through *in-depth interviews*, observation, and documentation. Interviews were conducted to openly identify problems by soliciting opinions and ideas from informants, while observations were conducted through direct observation of the objects being studied. The main research instrument was the researcher himself, assisted by supporting tools such as *a mobile phone*, *a tape recorder*, and a notebook. Data sources came from three categories: informants (Police leaders, members of the Narcotics Unit, and BNK staff), places and events within the Tomohon Police area, and supporting documents such as photographs and related reports. Data analysis uses the Miles and Huberman interactive model consisting of three stages: data reduction (eliminating parts of the data that do not support the problem), data presentation (presenting data in the form of narrative text and images), and drawing conclusions (carried out from the beginning of the research and verified until the data is saturated). To ensure the validity of the data, this study uses four criteria from Lincoln and Guba, namely the degree of trust (*credibility*) through triangulation of sources and techniques, the degree of transferability *with* detailed and systematic descriptions, the degree of dependability *through* auditing the research process, and the degree of certainty (*confirmability*) by testing the research results in relation to the process carried out.

## **DISCUSSION**

Implementation of Narcotics Abuse in the Narcotics Criminal Investigation Unit in the Tomohon Police Resort Area

Narcotics policy in Indonesia is normatively regulated in Law Number 35 of 2009 concerning Narcotics, which is a strategic regulation in maintaining national resilience from the increasingly complex threat of narcotics. The main objective of narcotics policy is formulated explicitly in Article 4 of Law No. 35/2009, which states that this law aims to: (a) guarantee the availability of narcotics for the benefit of health services and/or the development of science and technology; (b) prevent, protect, and save the Indonesian people from narcotics abuse; (c) eradicate the illicit trafficking of narcotics and narcotic precursors; and (d) guarantee the arrangement of medical and social rehabilitation efforts for narcotics abusers and addicts.

Within the framework of public policy theory, policy implementation is defined as actions undertaken by public organizations directed at achieving the objectives established in previous decisions, encompassing efforts to transform decisions into operational actions within a specific timeframe (Van Meter & Van Horn, 1975). Edward III (1980) identified four key variables influencing the success of policy implementation: communication, resources, implementer disposition, and bureaucratic structure. Communication relates to the clear, accurate, and consistent transmission of policy information to implementers. Resources include the availability of sufficient staff with the necessary expertise, budget, and supporting facilities. Disposition relates to the implementers' inclination, desire, and commitment to implementing the policy. Bureaucratic structure relates to the suitability of the implementing organization, coordination mechanisms, and clear standard operating procedures (SOPs). These four variables serve as important analytical tools for understanding why the implementation of the Narcotics Law at the Tomohon Police Department still faces various obstacles. To comprehensively understand the dynamics of the implementation of this policy, the discussion will focus on three main sub-indicators which are the focus of the research, namely:

### **A. Adequacy and qualification of personnel**

The concept of personnel adequacy and qualification in the implementation of public policy refers to the availability of adequate human resources in terms of both quantity and quality to carry out organizational tasks and functions effectively and efficiently. Personnel adequacy is defined as the ideal ratio between the number of available personnel and the workload that must be borne, which is calculated based on an analysis of the organization's real needs, while personnel qualifications include formal educational background, technical training, expertise certification, and work experience relevant to the field of work carried out (Mathis & Jackson, 2011). In the context of the police, especially the Narcotics Unit, personnel adequacy and qualification are determining factors because handling narcotics crimes requires specialized expertise ranging from investigative techniques, wiretapping, undercover buying, evidence management, to a deep understanding of legal aspects and rehabilitation. The benefits of meeting personnel adequacy and qualification include optimizing case resolution time, improving the quality of investigations and network disclosures, reducing individual workloads that can trigger stress and fatigue, increasing accuracy in distinguishing between victims and dealers, and creating a sustainable case handling system that is not disrupted by personnel transfers.

Field conditions indicate that the Tomohon Police Narcotics Unit still faces a significant gap between ideal needs and actual personnel availability. Based on a workload analysis, the ideal requirement is 26 personnel, but in reality only 18 are available, meaning only about 69 percent of the requirement is met. This shortage of eight personnel has a direct impact on work patterns, where each officer must juggle several functions simultaneously, from fieldwork and administration to evidence management. In major operations or cases requiring speed, all personnel must work at full capacity, reducing rest time. From a qualification perspective, it was found that not all personnel have specialized training certifications due to the very limited quota for Dikbang (Education and Development) and Latnis (Technical Training) training. New personnel must learn independently from their seniors, so the quality of case handling is highly dependent on the availability of experienced senior personnel. Furthermore, the lack of specialized digital forensics training is a serious weakness amidst the rampant distribution of narcotics through social media and instant messaging applications. The ideal conditions that should occur based on the mandate of Law Number 2 of 2002 concerning the Republic of Indonesia National Police and Regulation of the Chief of Police Number 10 of 2020 concerning the Organization and Work Procedures of the National Police Narcotics Unit stipulate that every Narcotics Unit at the Polres level must have a complete organizational structure with personnel who have special competence in the field of handling narcotics crimes. Perkap No. 10 of 2020 mandates that personnel placed in the Narcotics Unit must meet specific criteria, including having attended specialized development education for narcotics investigation functions, having integrity and a good disciplinary track record, and regularly attending capacity building training. In addition, Decree of the Chief of Police No. Pol.: Kep./II/2010 concerning Guidelines for the Implementation of Handling Narcotics Crimes also technically regulates the minimum competency standards that must be possessed by every narcotics investigator, including intelligence analysis skills, mastery of interrogation techniques, understanding of new types of narcotics ( *new psychoactive substances* ), and digital forensic skills. Unfortunately, this ideal standard has not been fully met at the Tomohon Police due to limited training quotas and the absence of an adequate digital forensics training program.

From the perspective of Edward III's (1980) policy implementation theory, the issue of personnel adequacy and qualifications reflects weaknesses in the resource aspect, which is one of four key variables (communication, resources, disposition, and bureaucratic structure) that determine the success of policy implementation. Edward III emphasized that policy implementation resources include three main elements: a sufficient number of staff with the necessary expertise, adequate authority for staff to carry out their duties, and supporting facilities that enable staff to work effectively. The shortage of personnel at the Tomohon Police shows that the first element is not optimally fulfilled, and sufficient staff without the necessary expertise will be wasted. The absence of personnel with digital forensic qualifications is also a serious weakness that can hamper the disclosure of narcotics distribution networks that utilize information technology. Edward III warned that without adequate resources, it is impossible to expect effective policy implementation, because implementers lack the capacity to translate policy mandates into concrete actions on the ground. Previous research relevant to these findings includes that conducted by Setyawan and Santoso (2022), who analyzed the institutional capacity of the Malang City Police Narcotics Unit. The study found that limited trained human resources resulted in case resolution times that were 40 percent longer than standard, a case resolution rate of only 65 percent, and a reliance on the National Narcotics Agency (BNNP) for 70 percent of forensic analysis. These findings confirm that the issue of personnel adequacy and qualifications is not unique to the Tomohon Police, but rather a structural problem faced by many police institutions in Indonesia, particularly at the resort level, requiring serious attention from the National Police leadership and local governments.

The above description demonstrates the multidimensional nature of the root causes of personnel adequacy and qualifications in the Tomohon Police Narcotics Unit. First, from a recruitment policy perspective, personnel allocation to the Narcotics Unit is highly dependent on the policies of the Police and North Sulawesi Regional Police leadership, which are often not based on a comprehensive *workload analysis*. Second, from a competency development perspective, centralized training policies at the Regional Police and National Police Headquarters levels result in limited quotas, making it difficult for personnel at the Police Resort level to obtain equitable access to training. Third, the lack of explicit minimum competency standards as prerequisites for personnel serving in the Narcotics Unit has resulted in suboptimal case handling. Fourth, an inadequately planned rotation and transfer system has the potential to disrupt the accumulation of experience and expertise at the technical level. Fifth, culturally, high workloads and personnel shortages have been normalized as "occupational hazards" by personnel, leading them to refrain from openly voicing complaints. This situation is further exacerbated by the absence of an adequate *reward system* for high-performing personnel and the lack of an objective workload measurement mechanism.

## B. Adequacy and efficiency of operational budget allocation

The concept of adequacy and efficiency of operational budget allocation in the implementation of public policy refers to the availability of adequate financial resources and their optimal use to achieve policy objectives at the lowest possible cost while remaining effective. In the perspective of public financial management, budget adequacy is defined as the suitability between the allocation of available funds and the real needs of the organization to carry out all its main functions and duties, while budget efficiency refers to the ratio between the output produced and the input (costs) incurred, where the greater the output with the same or smaller costs, the more efficient the budget management is (Mardiasmo, 2018). In the context of the Police Narcotics Unit, the adequacy and efficiency of the operational budget are determinant factors because handling narcotics crimes requires a lot of costs, starting from intelligence operations, investigations, wiretapping, undercover purchases, evidence management, to prevention programs and outreach to the community. Edward III (1980) in his policy implementation theory places resources as one of four key variables (communication, resources, disposition, and bureaucratic structure) that determine the success of policy implementation, with financial resources being a component that is no less important than human resources.

The mechanism for submitting, disbursing, and accounting for operational budgets at the Tomohon Police Narcotics Unit is carried out through a structured system. Informants explained that submissions are made by preparing a Renbut (Budget Needs Plan) which is submitted to the leadership through the planning section. Once approved, funds are disbursed through the head of the finance section, and upon completion of activities, each budget-using unit is required to account for the funds through an SPJ (Accountability Letter) document accompanied by evidence of expenditures such as receipts, activity photos, and reports. All informants stated that this mechanism runs smoothly and there are no significant obstacles in the budget bureaucracy process, provided all documents are completed neatly. However, behind this procedural smoothness, it was found that there is no documented comparative data or real needs analysis (*cost analysis*) to prove the adequacy of the 300 million rupiah budget per year. The assessment of "adequate" by informants remains subjective based on perceptions and field experience, rather than based on documented objective calculations. From the perspective of public financial management theory, the absence of a systematic analysis of real needs can result in suboptimal budget allocation and difficulty in conducting accurate performance evaluations (Mardiasmo, 2018; Bastian, 2019).

The main components of the Tomohon Police Narcotics Unit's operational budget include investigations, field operations, outreach, and maintenance of facilities and infrastructure. Based on interviews, the largest proportion of the budget is allocated to field operations such as fuel, officer allowances, and evidence procurement costs for *undercover buy operations*. Meanwhile, the proportion of the budget for outreach is only around 10-15 percent of the total budget, or around 30-45 million rupiah per year. This relatively small proportion is quite concerning considering the urgency of prevention programs in Tomohon City, which is highly vulnerable due to its proximity to the center of economic activity and tourism in North Sulawesi, making it a potential transit area for narcotics distribution. From the perspective of public health primary prevention theory, investment in effective prevention programs can significantly reduce future law enforcement and rehabilitation costs (Damanhuri & Tripadmi, 2015; Teuku, 2020). However, with a small proportion of the outreach budget, the coverage and effectiveness of prevention programs are hampered. This is reflected in field findings that the flagship Drug-Free Village program can only be implemented in one sub-district (North Woloan 1), while there are still many other vulnerable sub-districts that have not been touched by similar programs.

The availability of operational support facilities and infrastructure is a crucial concern in the implementation of narcotics policy. Interviews revealed that the Tomohon Police Narcotics Unit's facilities and infrastructure, such as operational vehicles, drug testing kits, communication equipment, and evidence storage space, are available and sufficient for the required needs. However, upon closer examination, several weaknesses were identified. Background data indicates that, based on the table of availability of Human Resources and Special Facilities for Narcotics at the Tomohon Police (2023), there are gaps in the number of specially trained personnel (ideal requirement: 8, actual requirement: 3), special operational vehicles (ideal requirement: 2, actual requirement: 1), and drug testing equipment (ideal requirement: 5, actual requirement: 2). This indicates that, although verbally stated as "sufficient," quantitatively, there is still a significant shortage of facilities. In Edward III's (1980) policy implementation theory, the absence or limited availability of supporting facilities can hinder the effectiveness of implementation because the implementer does not have adequate tools to carry out their duties. Sahroni (2026) also emphasized that the BNN and its staff must be adaptive, not only in enforcement but also in rehabilitative approaches, and this requires adequate infrastructure support.

The Tomohon Police Narcotics Unit has adopted a strategy to optimize its limited budget. Interviews revealed that the Head of the Narcotics Unit explained that the strategy employed is to allocate the budget according to operational activities, prioritizing the most urgent activities with a direct impact on reducing drug trafficking. Efficiency is also achieved through joint operations with other units to share costs, and through leveraging support from the Regional Police for large-scale operations. From a public management perspective, budget efficiency should be measured using clear and measurable indicators, such as the ratio between the number of cases uncovered and the operational costs incurred, or the ratio between the number of participants in outreach programs and the costs incurred (Mardiasmo, 2018; Mahmudi, 2019). Without a robust measurement mechanism, ongoing evaluation and improvement are difficult. The most significant finding from this indicator is the reliance on the North Sulawesi National Narcotics Agency (BNNP) for more in-depth forensic analysis. For example, to identify new types of narcotics (*new psychoactive substances*) or for large amounts of evidence, the Tomohon Police continue to rely on the BNNP. The most crucial budgetary aspect, according to informants, is the budget for investigations. The Head of the Narcotics Unit emphasized that without proper investigations, drug trafficking networks are difficult to uncover. Investigations require significant costs, ranging from intelligence operations, target monitoring, information gathering, and payments to informants.

From a budget planning perspective, the absence of a documented *cost analysis* leads to subjective assessments of budget adequacy. This indicates a weak capacity for performance-based planning and budgeting within the Tomohon Police. Third, from a budget priority perspective, the proportion of the budget allocated for outreach, at only 10-15 percent, is relatively small compared to the urgency of prevention in vulnerable areas. Fourth, from an independence perspective, the reliance on the National Narcotics Agency (BNNP) for in-depth forensic analysis demonstrates the limited internal technical capacity of the Tomohon Police. While this is partly due to authority and standardization, it remains a weakness in terms of time and cost efficiency. Fifth, from an evaluation perspective, the absence of a formal mechanism for measuring budget efficiency makes it difficult to gauge the impact of each rupiah spent on reducing drug trafficking.

### **C. Scope and Effectiveness of Community-Based Prevention Programs**

The concept of coverage and effectiveness of community-based prevention programs in the implementation of narcotics policy refers to the extent to which programs designed to prevent drug abuse can reach all levels of society (coverage) and achieve the expected goals of changing community knowledge, attitudes, and behavior (effectiveness). From a public health perspective, primary prevention *is* the most important strategy because it aims to prevent drug abuse before individuals are exposed, by strengthening protective factors and reducing risk factors (Damanhuri & Tripadmi, 2015; Teuku, 2020). Article 48 explicitly mandates that prevention is carried out through counseling, coaching, and mentoring for the community, while Article 49 regulates community participation in prevention, including the obligation to report drug abuse. From the perspective of Edward III's (1980) policy implementation theory, the communication aspect *is* a key variable that determines the success of policy implementation, because the effectiveness of prevention programs depends heavily on how information about the dangers of narcotics is transmitted to target groups clearly, accurately, and consistently.

Interviews with informants indicate that the scope of prevention programs remains very limited. Ideally, every sub-district with a high level of vulnerability to drug trafficking should have a similar program, but in reality, many other vulnerable sub-districts remain untouched. However, based on the regional profile, Tomohon City has a homogeneous population but is close to the province's economic and tourism centers, making it a potential location for drug transit and consumption (Widodo, 2001; Winters & Rasul, 2015). The delivery methods used in prevention programs are a concerning finding. Monotonous lectures can also lead to boredom and a lack of attention from the audience, resulting in poorly absorbed messages. Sahroni (2026) emphasized that the National Narcotics Agency (BNN) must be adaptive, not only in enforcement but also in its rehabilitative approach, and that prevention approaches must also adapt to changing times. In interviews, the community itself recommended programs that engage young people, such as sports competitions, arts, or creative anti-drug content on social media, as prevention is better than cure. The outreach materials presented covered the dangers of drug abuse, the physical and psychological impacts, legal consequences for users and dealers, and rehabilitation for victims. The Head of the Narcotics Unit acknowledged that the effectiveness of a prevention program is measured by the number of drug crimes that occur. If outreach increases but cases remain high or even increase, it indicates that the outreach is ineffective. However, many factors influence the number of cases, not just outreach. In policy evaluation theory, the effectiveness of a prevention program should be measured using more comprehensive

indicators, such as changes in knowledge, attitudes, skills, risk perception, and behavioral intention (Dunn, 2017; Weiss, 2018). The lack of standard and systematic measurement instruments is a serious weakness in evaluating the impact of the prevention program at the Tomohon Police Department. The outreach of the prevention program to vulnerable areas is also a concern. Tomohon is a mountainous city with many villages located on hillsides with winding access, making it difficult for officers to reach remote areas, which have the potential to become loopholes for drug trafficking. From the perspective of Van Meter and Van Horn's (1975) policy implementation theory, the geographic environment is one of the variables influencing policy implementation. Limited access to remote areas requires specific outreach strategies, such as utilizing local volunteers or long-distance communication technology. However, such strategies have not been systematically developed by the Tomohon Police or the local government. Saiful's (2018) research also found that suboptimal inter-agency coordination in P3GN at the regional level tends to be administrative and reactive, rather than collaborative and strategic.

Furthermore, the rehabilitation program for drug abuse victims is a particularly concerning finding. Drug abuse victims who should receive rehabilitation may still be prosecuted due to the lack of available alternative treatments. Sahroni's (2026) research also emphasizes that drug handling can no longer be solely repressive; there must be a balance between eradication and rehabilitation, as well as strong synergy between the police, the prosecutor's office, and the National Narcotics Agency (BNN). Therefore, active participation in the form of reporting or becoming a cadre still needs to be improved. From a community perspective, social capital in Tomohon is quite strong and a very valuable asset if managed properly. However, sociological challenges remain. The community acknowledges a sense of reluctance or shame in reporting suspected neighbors for fear of damaging family relationships, as well as a negative stigma against former users that actually hinders their recovery process. This aligns with the concept of social norms (*social norm theory*) developed by Ajzen in *the Theory of Planned Behavior*, where a person's behavior is strongly influenced by subjective norms, namely the perception of social pressure from the surrounding environment to perform or not perform a behavior (Ajzen, 1991; Fishbein & Ajzen, 2010). If social norms in the community still consider reporting neighbors to be inappropriate, then reporting efforts will be difficult even if the community individually has good awareness.

## CONCLUSION

Based on the research and discussion regarding the implementation of narcotics policy within the jurisdiction of the Tomohon Police Resort, it can be concluded that its implementation is still suboptimal. This is reflected in the three main indicators that were the focus of the research: First, in terms of personnel adequacy and qualifications, it was found that the Tomohon Police Narcotics Unit still faces a significant gap between the ideal requirement (26 personnel) and the actual requirement (18 personnel), resulting in only about 69 percent of the requirement being met. Furthermore, not all personnel have specialized training certification due to limited training and training quotas, and there is a lack of digital forensics training to address IT-based narcotics trafficking strategies. Consequently, each personnel must juggle multiple functions, increasing the workload. Second, from the aspect of the adequacy and efficiency of operational budget allocation, it was found that the proportion of the budget for socialization was only around 10-15 percent of the total budget without being supported by a documented *cost analysis*. There is no formal mechanism for measuring budget efficiency, making it difficult to measure the impact of every rupiah spent. Furthermore, the Tomohon Police still rely on in-depth forensic analysis from the North Sulawesi National Narcotics Agency (BNNP), which has the potential to slow down the case resolution process. The absence of the Tomohon City Narcotics Agency (BNK) further exacerbates this situation due to the lack of structured institutional coordination. Third, in terms of the scope and effectiveness of community-based prevention programs, it was found that the flagship Drug-Free Village program was limited to one sub-district (Woloan 1 Utara) with the initiative of local community leaders, rather than a structured program from the Police. The socialization method is still dominated by one-way lectures that are less interactive and less relevant to the communication style of the younger generation. The effectiveness indicators used are still very simple (based only on the number of cases), without instruments to measure changes in community knowledge, attitudes, and behavior. The absence of a systematic rehabilitation referral mechanism makes it difficult for the Police to implement the restorative justice approach as mandated by Article 54 and Article 103 of Law No. 35/2009.

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