

Collaborative Leadership in Handling Drug Prone Areas

Ade Aryanti Fahrhani^{1*}, Eko Daryanto²

School of Strategic and Global Studies, Universitas Indonesia

Corresponding Author: Ade Aryanti Fahrhani Ade.aryanti@ui.ac.id

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ABSTRACT

Drug problems are complex and multidimensional and require a strategic and collaborative cross-sectoral approach. The leadership aspect is one of the important components for collaborative governance in solving complex problems. This paper is a literature review that aims to explore the application of collaborative leadership, challenges, and strategies faced in dealing with drug-prone areas. The application of strategic and adaptive collaborative leadership can be achieved by building a shared vision, constructive conflict management, and active participation among various stakeholders. Possible challenges include gaps in stakeholder perceptions and priorities, gaps in capacity and resources, organizational culture, resistance to change, and a lack of trust between parties. Strategies include strengthening a shared vision, building an organizational structure that supports collaboration, developing the capacity and competence of all parties involved, and using information and communication technology.

INTRODUCTION

Illicit drug trafficking and abuse in Indonesia are serious threats that have penetrated adolescent generations into remote villages (Oktaviani & Yumitro, 2022). Based on the results of research conducted by BNN together with BRIN and BPS in 2023, we obtained data showing that the prevalence rate of drug abuse in the past year among the population aged 15-64 years reached 1.73%. This shows that out of every 10,000 residents, there are around 173 people involved in drug abuse. In addition, the results also show that there is an increase in prevalence of ever use among students / school students from 1.44 in 2021 to 1.52 in 2023, which indicates an increase in drug abusers who are still classified as productive age/ youth (BNN, 2023).

The existence of drug abuse and illicit drug trafficking activities in an area are some of the main indicators that a village / kelurahan can be categorized as a drug-prone area (Deputy for Community Empowerment of BNN RI, 2019). The formation of drug-prone areas negatively impacts society at the state level. The existence of drug-prone areas can have various negative impacts including health aspects (Boden & Day, 2023), social (Hamel et al., 2020), security (Gutiérrez-Romero & Oviedo, 2017), and community economy (Blackaby et al., 2023), as well as a threat to the human security of a country (Hidayat, 2021). In addition, it can trigger the emergence of other forms of crime, such as increased criminality and social problems that arise as a result of drug crime activities in an area (Rahmawati et al., 2021). This vulnerability to drug threats triggers the emergence of drug crimes and exposes people in vulnerable areas to drug abuse and drug trafficking (Rahmawati et al., 2021).

Numerous studies have emphasized that drug issues in these areas are complex and require the involvement of multiple stakeholders (Machfud, 2019). Research Ardriyunan et al. (2022) found that efforts to address such challenges cannot rely solely on the BNN but must involve various actors from government, civil society, and the private sector—an approach commonly referred to as collaborative governance. According to Emerson et al. (2012) and Ansell & Gash (2008), Collaborative governance is a model of public decision-making that actively involves stakeholders across sectors to achieve public objectives that would be difficult to attain otherwise. This includes cooperation between public institutions, levels of government, and non-state actors. It emphasizes inclusive, consensus-based processes that are deliberative and formalized.

In addressing drug-prone areas, collaborative governance enables the joint implementation of programs by multiple stakeholders, reflecting the complexity and multidimensionality of the issue (Kasita & Sudarmo, 2023). Within this framework, collaborative leadership emerges as a vital component. Leadership not only coordinates efforts but also fosters trust, ensures alignment, and sustains long-term commitment (Murod & Shohib, 2022; Efendi & Astuti, 2022). The collaborative leader acts as both facilitator and catalyst, ensuring inclusive participation and synergistic solutions (Wargadinata, 2017; Khoiri et al., 2024). Collaborative leadership increases awareness, participation, and performance among stakeholders, making it especially suitable for

addressing complex issues like drug-prone areas (Dakabesi & Wicaksono, 2022). Given this background, this paper aims to explore the application of collaborative leadership in managing drug-prone areas, the challenges it faces, and strategic approaches to sustain it effectively

LITERATURE REVIEW

Drug Prone Area

Drug-prone areas are regions identified as being highly vulnerable to drug abuse and trafficking due to the presence of drug-related activities and permissive social environments. According to the National Narcotics Agency of Indonesia, these areas are characterized by drug cultures, illicit drug markets, traces of criminal activities related to drug trafficking, and active distribution networks. Such areas can be urban, rural, coastal, or border zones and are classified into four levels of vulnerability: *danger*, *vigilant*, *alert*, and *safe* (BNN RI, 2023).

The vulnerability of a region to drug abuse is not an isolated phenomenon but rather the result of a complex interaction of social, economic, and structural factors. Lloyd (1998) identified several risk factors, including dysfunctional family dynamics, peer influence, school dropout, and psychological disorders, which contribute to the increased likelihood of individuals becoming involved in drug use. Economic pressures, especially in impoverished areas, also exacerbate this vulnerability, pushing individuals towards illicit activities such as drug trafficking (Hanson, 2001).

Moreover, the breakdown of social institutions, such as education and law enforcement, further worsens the situation. In communities where social bonds are weak, drug trafficking and abuse can thrive due to the lack of effective preventative measures and oversight. This is particularly evident in regions where law enforcement may be overwhelmed or under-resourced to combat drug-related activities effectively. Therefore, addressing drug-prone areas requires a comprehensive, multidimensional approach that combines prevention, empowerment, rehabilitation, and enforcement (Kasita & Sudarmo, 2023).

Efforts to rehabilitate drug-prone areas include a variety of programs aimed at prevention (e.g., information, education, and communication campaigns, anti-drug village programs), community empowerment (e.g., training and capacity-building for activists), rehabilitation (outpatient, inpatient services, and post-rehabilitation care), and law enforcement (including arrests, prosecutions, and dismantling drug trafficking networks) (BNN RI, 2019). Each of these interventions plays a critical role in reducing vulnerability and reversing the damage caused by drug abuse and trafficking. Given the complexity of the issue, a single-sector approach is insufficient; instead, an integrated strategy involving multiple stakeholders from government, civil society, and the private sector is essential. As such, addressing drug-prone areas demands both a coordinated and collaborative approach to ensure long-term and sustainable solutions.

Collaborative Leadership

Collaboration is a form of cooperation between two or more people who are not just using and using an item or service but how to make the parties involved have the same concept and goals to be achieved together (Marezka et al., 2022). In the context of leadership, Lawrence (2017) defined collaborative leadership as leadership characterized by shared vision and values, interdependence and shared responsibility, mutual respect, empathy, ambiguity, effective communication, and synergy . In other words, collaborative leadership is an approach that seeks to create an inclusive culture that maximizes the talents and abilities of all members. This approach also helps create innovative solutions that traditional leadership models cannot achieve (Kasmawati, 2021).

Collaborative leadership theory highlights the importance of cooperation, participation, and involvement of all team members in the decision-making process and the achievement of common goals. This approach encourages transparent communication, empowerment of team members, and mutually supportive and beneficial working relationships (Daulay, 2023). Collaborative leadership has many components and dimensions that form the basis for its application in modern organizations. There are three main roles that a collaborative leader must play. First, the leader acts as a servant who facilitates the collaboration process by maintaining the integrity and sustainability of the process. Second, the leader also acts as a mediator who helps mediate conflicts and build harmonious relationships among stakeholders. Third, the leader acts as a catalyst who is able to assist the parties involved in identifying opportunities and creating new value to achieve common goals (Suhendra et al., 2024).

Essential elements of collaborative leadership include shared vision, trust, and shared decision-making. A shared vision lays the foundation for collaboration by encouraging all parties to move toward the same goal. Trust is a fundamental element in maintaining the integrity and active engagement of all parties. In addition, shared decision-making ensures that all stakeholders play an equal role in determining the direction of policies and strategies (Kasmawati, 2021). Successful implementation of collaborative leadership is highly dependent on many conditions. These include the ability to build organizational mechanisms that support collaboration across boundaries, manage conflict constructively, and create space for sharing ideas and actions. This allows an organization to adapt to complex and dynamic changes . The other fundamental principles that underpin the success of collaborative leadership are openness, transparency, and active participation. Honest and reflective communication allows leaders and organizational members to understand common goals and challenges. Active participation from all parties also encourages a sense of ownership of the results of collaboration, thereby increasing commitment and sustainability of joint efforts (Kasmawati, 2021).

METHODOLOGY

This study employs a qualitative approach using a literature review method. According to Creswell (2020), literature reviews synthesize existing

research to identify gaps and inform future studies. The aim of this review is to explore collaborative leadership's role in managing drug-prone areas, identifying challenges and strategies for its application. Secondary data were gathered from peer-reviewed journals, books, and institutional reports published between 2014 and 2024. A systematic search was conducted using databases like Google Scholar, JSTOR, and ScienceDirect with keywords such as “collaborative leadership,” “drug-prone areas,” and “collaborative governance.” The inclusion criteria focused on studies relevant to collaborative leadership in drug-related contexts.

RESULTS AND DISCUSSION

Implementation of Collaborative Leadership in Drug Handling

Drug problems, due to their complexity and multi-dimensional nature, require a cross-sectoral approach. As outlined by Emerson et al. (2012), no single actor—whether government agencies, law enforcement, or community groups—can effectively address the issue of drug abuse and trafficking alone. A collaborative leadership approach is crucial in managing drug-prone areas, as it brings together diverse stakeholders to form a cohesive, strategic effort aimed at reducing drug-related issues. This approach recognizes that the problem spans across different sectors such as law enforcement, health, education, and community services, all of which must align their efforts to achieve a common goal. Aptery (2019) emphasizes that collaborative governance is particularly essential in regions like Jakarta, where drug trafficking and abuse are rampant. He highlights that government bodies alone cannot address the scope of the problem, necessitating a collaborative framework that integrates various actors such as local governments, non-governmental organizations (NGOs), and community-based initiatives

Building a shared vision for collaboration

The first and most essential step in implementing collaborative leadership is the establishment of a shared vision. According to Ansell & Gash (2008), having a unified vision enables all stakeholders to work towards a common goal despite differing approaches. In the case of drug-prone areas, this vision is often centered on reducing the prevalence of drug abuse and trafficking within a community. A clear, shared vision helps in aligning the efforts of various sectors—government bodies, law enforcement agencies, rehabilitation centers, and local communities—so that all can focus on achieving this collective objective. The leadership must ensure that each stakeholder, despite their differing roles and capacities, understands and supports the common vision (Kasmawati, 2021). Cooper et al. (2019) highlight that involving local communities in shaping this vision is crucial for ensuring the relevance and sustainability of collaborative initiatives. When local populations actively participate in the formulation of a shared vision, they are more likely to engage with and support the subsequent programs and policies, enhancing the overall impact of the collaboration.

Managing conflicts and building trust

One of the major challenges in collaborative governance, particularly in drug-prone areas, is managing conflicts between stakeholders with different priorities and expectations. Governments might prioritize broad, long-term strategies to combat drug trafficking, while local organizations may focus on immediate interventions or community support. Collaborative leaders must act as mediators, facilitating dialogue and ensuring that all voices are heard. Trust is a fundamental element in any collaboration (Kasmawati, 2021). Leaders must work to build and maintain trust among all parties through transparency, consistency, and mutual respect. Without trust, collaboration becomes difficult, as participants may become disengaged or resistant to the shared goals (Suhendra et al., 2024). Machfud (2019) argues that managing trust is particularly challenging in marginalized communities that have previously faced inefficiencies in governance. In such areas, building trust requires consistent engagement and the creation of open communication channels, ensuring that stakeholders can see tangible results from their collaborative efforts.

Role of information and communication technology (ICT)

In the modern era, the use of Information and Communication Technology (ICT) is indispensable in enhancing the effectiveness of collaborative efforts. In the context of managing drug-prone areas, ICT can be used for monitoring drug distribution networks, tracking the effectiveness of intervention programs, and sharing crucial data among stakeholders. Technology enables transparent decision-making by providing all parties with real-time access to data, allowing them to evaluate the progress and effectiveness of collaborative strategies (Soedarwo et al., 2022). ICT also helps streamline communication between different sectors, ensuring that all actors are aligned and can act based on shared knowledge.

Integration of resources and capacity building

Collaborative leadership involves integrating resources and building the capacity of all stakeholders to participate actively in the collaboration. This includes mobilizing financial resources, sharing expertise, and ensuring that all parties – whether government bodies, NGOs, or local communities – have the necessary tools to contribute effectively to the initiative. Leaders must ensure equitable distribution of resources, preventing certain stakeholders from being left behind due to resource disparities. In addition, capacity-building programs, such as training workshops for local actors or the development of organizational structures that support cross-sector collaboration, are crucial for maintaining the momentum and success of collaborative leadership efforts (Kasita & Sudarmo, 2023).

Overcoming challenges in collaborative leadership

The implementation of collaborative leadership in drug-prone areas is not without its challenges. The gap in stakeholder perceptions and priorities is a significant obstacle. For instance, local governments may focus on short-term,

localized interventions, while national agencies may push for broader, more strategic policies. This misalignment of priorities can cause delays in decision-making and hinder the efficiency of collaborative efforts. Collaborative leaders must bridge these gaps by fostering open communication, ensuring that both local and national goals are aligned and that all parties understand their roles in the larger framework (Prasetyo et al., 2021).

Another challenge is the disparity in the capacity and resources available to different stakeholders. Local organizations, particularly non-governmental organizations, often face limitations in funding and technical expertise compared to government institutions. Collaborative leaders must actively work to equalize these imbalances by leveraging available resources and ensuring that all participants can contribute meaningfully to the collaborative effort (Kasita & Sudarmo, 2023).

Challenges of Collaborative Leadership Implementation

One of the primary challenges in implementing collaborative leadership in drug-prone areas is the gap in stakeholder perceptions and priorities. Governments typically focus on large-scale policies such as national drug prevalence reduction, while local organizations often concentrate on addressing immediate, community-specific impacts (Hernanda & Adawiyah, 2023). This misalignment creates significant differences in approaches and complicates the task of aligning common goals. Collaborative leaders must bridge these differences by fostering strategic communication and ensuring that all parties are working toward the same overarching objective, thus ensuring the sustainability of the program.

Disparity in resources and capacity

Another major obstacle is the gap in capacity and resources among the parties involved (Kasita & Sudarmo, 2023). Local organizations and NGOs frequently operate with limited resources, expertise, or technology compared to government institutions. Although government bodies may have more extensive resources, they are often hindered by complex bureaucratic processes, slowing down collaboration efforts. Collaborative leaders must equitably mobilize resources, ensuring that each stakeholder receives the appropriate support to fulfill its role effectively in the collaborative process.

Cultural differences across organizations

Organizational culture differences also present a significant challenge to collaboration (Prasetyo et al., 2021). Each institution involved in the effort to address drug-prone areas brings its own value systems, operational methods, and priorities, which can lead to conflicts. For example, law enforcement agencies focus on repressive measures such as dismantling drug networks, while rehabilitation centers emphasize the recovery of individuals affected by drug abuse. Effective collaborative leadership is required to manage these differences, creating synergies between organizations without compromising the unique contributions of each.

Resistance to change

Resistance to change is a subtle but impactful challenge in collaborative leadership. Some stakeholders, especially in hierarchical organizations, may feel threatened by more inclusive approaches (Kasmawati, 2021). Resistance often manifests in passive forms, such as a lack of commitment or reluctance to support collaborative efforts. Collaborative leaders must act as change agents, motivating stakeholders, building trust, and encouraging active engagement from all parties. A lack of trust, particularly due to previous program failures or negative perceptions, further complicates collaboration (Firmansyah et al., 2023). Leaders must overcome these barriers through transparent communication, honesty, and consistent efforts to foster mutually supportive relationships.

Bureaucratic and structural barriers

Finally, bureaucratic and structural challenges significantly hinder collaborative leadership implementation (Kasmawati, 2021). Overly hierarchical bureaucracies slow down decision-making and delay the implementation of collaborative programs. Additionally, institutional fragmentation across sectors, such as law enforcement, health agencies, and local governments, leads to confusion and poor coordination. To address this, collaborative leaders must design flexible and responsive organizational structures that cater to cross-sector needs, facilitating quicker decision-making and more effective collaboration.

Strategies for Sustainable Collaborative Leadership

Building sustainable collaborative leadership requires a strategic and integrated approach (Bawa, 2019). Collaborative leadership focuses not only on short-term results but also on creating a collaborative ecosystem that can continue to evolve to face complex challenges. In the context of handling drug-prone areas, this sustainability strategy includes strengthening a shared vision, establishing collaborative working mechanisms and developing the capacity and resources of all parties involved.

Strengthening a shared vision

The first strategy is to ensure a strengthened shared vision (Hyun et al., 2014). A shared vision serves as a foundation for collaboration that allows various stakeholders to move toward the same goal, even when taking different approaches. This vision must be developed participatory by involving all interested parties to create a sense of ownership of the goals to be achieved. The success of collaborative leadership is greatly influenced by the leader's ability to develop a relevant vision and acceptable to all parties.

Building collaborative organizational structures

Another important strategy for sustainable collaboration is the establishment of an organizational structure that supports cross-sector collaboration. This includes creating work mechanisms that allow open dialogue, collective reflection, and inclusive decision-making. Leaders should

allocate time and space for stakeholders to assess issues, define common goals, and evaluate progress. Clear definitions of roles and responsibilities are vital to minimize conflicts and uncertainties during implementation (Hyun et al., 2014). By ensuring that the structure supports cooperative efforts across sectors, collaborative leaders can maintain momentum and ensure smooth collaboration.

Capacity and competency development

Sustaining collaborative leadership also depends on capacity and competency development for all stakeholders involved (Kasita & Sudarmo, 2023). Capacity building can be achieved through training, workshops, and mentoring programs aimed at improving the technical, managerial, and communication skills of participants. By enhancing the skills of all parties, collaborative leaders ensure that each stakeholder can perform their role effectively and contribute meaningfully to the initiative. Furthermore, increasing the capacity of actors helps them become agents of change, which is essential for maintaining long-term collaboration and achieving sustained outcomes.

Utilizing technology for enhanced collaboration

In today's digital age, Information and Communication Technology (ICT) plays a crucial role in ensuring the sustainability of collaborative leadership. ICT can enhance the efficiency and transparency of collaboration by enabling real-time monitoring of drug-prone areas, identifying drug distribution networks, and evaluating the effectiveness of intervention programs. Leaders must ensure that the technology is accessible to all stakeholders, allowing data-driven decision-making (Kasmawati, 2021). The use of ICT streamlines communication, enhances information sharing, and supports the implementation of collaborative strategies in real-time, ensuring that all stakeholders are working with the most accurate and up-to-date information.

Regular evaluation and adaptation

The sustainability of collaborative leadership is highly dependent on continuous evaluation and adaptation. Regular evaluations allow leaders to monitor the progress of the collaboration, identify successes, and address challenges that arise during program implementation. By using evaluation results, strategies can be adjusted and improved to remain relevant to the evolving needs of the drug-prone areas (Kasmawati, 2021). Consistent evaluation helps leaders make informed decisions, ensuring that collaborative strategies remain effective and adaptive over time.

CONCLUSIONS AND RECOMMENDATIONS

The complexity and multidimensional nature of drug problems necessitate a strategic, cross-sectoral approach. In drug-prone areas, collaboration among diverse stakeholders is crucial for achieving sustainable solutions. Collaborative leadership requires an adaptive and strategic approach,

beginning with the creation of a shared vision. Leaders must also manage conflicts constructively to build trust, which is essential for fostering synergy among stakeholders. Active participation from all parties is key to the success of collaborative efforts. However, the implementation of collaborative leadership faces challenges, including differences in vision, organizational culture, and capacity among stakeholders. Misaligned goals and limited resources can exacerbate conflicts, undermining collaboration and hindering progress. Overcoming these challenges requires building a strong foundation through a unified vision, capacity-building initiatives, and the use of information and communication technology (ICT) to enhance transparency and efficiency. To ensure sustainability, collaborative leadership must focus on strengthening the shared vision, developing stakeholder capacity, and integrating ICT. These strategies create a solid foundation for cross-sectoral cooperation and enable the collaboration to remain adaptive and effective in addressing the evolving challenges of drug-prone areas.

ADVANCED RESEARCH

This study is limited by its reliance on secondary data through a literature review, which may restrict the depth of empirical insights and the applicability of findings to specific contexts. The lack of field validation and stakeholder perspectives further limits the analysis, preventing a deeper understanding of the real-world dynamics of collaborative leadership implementation.

Future research could benefit from mixed-methods or case study approaches, incorporating interviews with key stakeholders such as community leaders, law enforcement, and rehabilitation practitioners in drug-prone areas. This would provide richer empirical data and allow for comparative analysis across different regions. Additionally, longitudinal studies on the long-term effectiveness of collaborative leadership interventions would enhance understanding of the sustainability of community-based drug prevention strategies.

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