

Collaborative Governance Between the Medan City Social Service and Medan Plus Foundation for the Rehabilitation of Victims of Narcotics, Psychotropics, and Addictive Substances (NAPZA)

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Abstract

The city of Medan is a drug haven in North Sumatra as evidenced by the high number of drug abuse cases. Victims of drug abuse need to receive rehabilitation. The Medan City Social Service and the Medan Plus Foundation organized rehabilitation as a form of collaborative governance. This research aims to analyze collaborative governance between the Medan City Social Service and the Medan Plus Foundation for the rehabilitation of drug abuse victims. This research uses qualitative descriptive research. The data obtained was analyzed qualitatively using the collaborative governance model according to Ansell and Gash which consists of several stages, namely: initial conditions, institutional design, facilitative leadership, and collaborative processes. The research results show that first, the initial conditions between the Medan City Social Service and the Medan Plus Foundation were supported by human resource dependency. Second, the institutional design regarding drug rehabilitation is structured from the center to the regions. Third, the facilitative leadership of the Medan City Social Service leads collaboration in handling victims. Fourth, the collaborative process in drug rehabilitation runs well between the two parties through face-to-face dialogue with a sense of trust, commitment and mutual understanding based on regulations. On the one hand, both of them must remind each other and invite each other to hold meetings in collaboration.

Keywords: Collaborative Governance, Rehabilitation, NAPZA, Social Policy Implementation.

1. Introduction

The Republic of Indonesia has a strategic geographical location, namely located between the Asian Continent and the Australian Continent, as well as between the Indian Ocean and the Pacific Ocean. This strategic location makes Indonesia one of the busiest shipping routes so that many ships pass through it. Meanwhile, Indonesia's population in 2020 was 270.2 million people (BPS, 2021). Its strategic location and large population make Indonesia a target for narcotics and dangerous drugs dealers as their market (Marbun & Ismed, 2023). The development of science and technology as well as the influence of globalization have also become causes of the rampant drug trafficking in Indonesia (Kiha et al., 2025).

Article 1 Paragraph 1 of Law Number 35 of 2009 concerning Narcotics defines that narcotics are substances or drugs derived from plants or non-plants, both synthetic and semi-synthetic, which can cause decreased or altered consciousness, loss of sensation, reduce to eliminate pain, and can cause dependence. Indonesian society is currently facing a very worrying situation due to the rampant illegal distribution and use of various types of drugs.



This concern is further reinforced by the rampant illicit drug trafficking that has spread to all levels of society in Indonesia.

As reported by Savitri (2022), the Head of the National Narcotics Agency (BNN) Commissioner General Pol. Petrus Reinhard Golose revealed an increase in the prevalence of drug users in Indonesia in 2021 by 0.15 percent, bringing it to 1.95 percent or 3.66 million people. Previously, in 2019, the prevalence of drug users in Indonesia was 1.80 percent or 3.41 million people. Meanwhile, the world prevalence in 2020 was 5.5 percent or around 275 million people worldwide using narcotics.

According to Pahlevi (2021), the National Narcotics Agency (BNN) recorded 12,890 drug cases up to the first quarter of 2021. North Sumatra became the province with the highest number of drug cases. There were 2,049 cases recorded in North Sumatra. North Sumatra also became the province with the highest number of people caught in drugs, namely 2,661 suspects. Then, according to Siregar (2021), drug distribution will always exist in North Sumatra Province, in fact the Provincial National Narcotics Agency (BNNP) of North Sumatra stated that drug users in the North Sumatra region reached 1.5 million people. This number is equivalent to 1 out of 10 residents being drug abusers.

Medan City is a city in North Sumatra Province that is a strategic area in drug distribution according to the Indonesia Drugs Report 2021. This is because Medan City is the nearest alternative stopover from Banda Aceh City and Lhokseumawe City seen from the drug distribution route that originates in Sumatra Island to Java Island. Medan City is also one of the cities with widespread drug users in Indonesia and ranks first in North Sumatra Province according to drug prevalence figures in the 2019 Drug Abuse Prevalence Survey, a research result by the Indonesian Institute of Sciences (LIPI) in collaboration with the National Narcotics Agency (BNN). As reported by Molana (2019), Medan Metropolitan Police successfully uncovered 5,645 criminal cases in Medan City throughout 2019. Of that number, 2,117 were drug cases. This number increased by 14 percent from 2018, which recorded 1,852 cases. The support of strong and well-organized networks by drug dealers makes this problem complex and difficult to resolve. This makes the drug problem in Medan City so worrying that it must be addressed immediately.

For victims of drug abuse, serious handling needs to be carried out through medical and social rehabilitation in accordance with Article 54 of Law No. 35 of 2009. Rehabilitation is a good way to handle victims of drug abuse (Delmiati & Irsal, 2023; Hairul & Anisah, 2024). Community commitment is manifested through the existence of a social rehabilitation service institution for handling drug abuse problems involving the participation of actors as a form of collaborative governance (Lubis, 2025; Saptanti et al., 2023). Collaborative governance according to Ansell & Gash (2008) is a method of government management that directly involves stakeholders outside the state, is consensus-oriented, and deliberative in the collective decision-making process, which aims to make or implement public policies and programs.

The Medan City Social Service has the authority to coordinate the implementation of policies, programs, and activities for providing social rehabilitation as well as issuing recommendations for rehabilitation for victims of narcotics, psychotropic substances, and addictive substances (NAPZA) abuse. Yayasan Medan Plus as one of the providers of rehabilitation for victims of drug abuse in Medan City naturally coordinates with the Medan City Social Service for every activity it carries out. Thus, the Medan City Social Service as a government actor and Yayasan Medan Plus as a non-government actor in providing rehabilitation for NAPZA abuse victims is a form of collaborative governance.

The relationship between the Medan City Social Service and Yayasan Medan Plus can be clearly seen through the Decree (SK) of the Head of the Medan City Social Service Number: 465.3/9833 concerning the Operational Permit for the Foundation/Social Welfare Institution (LKS) Yayasan Medan Plus in 2019. The operational permit issued by the Medan City Social Service is related to the registration of Yayasan Medan Plus in accordance with the Registration Certificate Number: 460/- which states it has been registered with Number 08 of 2019. This makes Yayasan Medan Plus recommended in accordance with the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 19/HUK/2019 concerning Social Rehabilitation Institutions for Victims of Narcotics, Psychotropic Substances, and Other Addictive Substances Abuse as Mandatory Reporting Receiving Institutions for Victims of Narcotics, Psychotropic Substances, and Other Addictive Substances Abuse, evidenced by Recommendation Letter Number: 460/9303 of 2019.

Indirectly, the City Social Service and Yayasan Medan Plus have cooperation in written form. Quality cooperation is not just about signing a Memorandum of Understanding (MoU). In accordance with the concept proposed by the Mayor of Medan, namely Medan Berkah Collaboration, where this is a joint movement to collaborate potential, power, and efforts for Medan City in improving itself to achieve blessings. Therefore, anyone can collaborate with the Medan City Government and be bound in the form of a cooperation agreement. This is also supported through Ministerial Regulation Number 3 of 2012 showing that the concept built by the Medan City Social Service as the government party with Yayasan Medan Plus as the non-government party in managing rehabilitation for NAPZA abuse victims is through collaboration.

This research uses the collaborative governance model according to Ansell and Gash which consists of several stages namely: (1) Starting Conditions, (2) Institutional Design, (3) Facilitative Leadership, and (4) Collaborative Process. Initial conditions influence before the collaboration process occurs. There are three sub-indicators of initial conditions, one of which is the imbalance between influence/power, resources, and knowledge of stakeholders. Pre-research conducted by researchers provided information that the Medan City Social Service only has two employees who have competence in NAPZA rehabilitation. Competent Human Resources (HR) with limited quantity experience difficulties in overseeing all non-government organizations. This shows that the Medan City Social Service has minimal influence and knowledge about rehabilitation on the collaboration process with Yayasan Medan Plus.

HR improvement is also needed for the implementation of NAPZA abuse victim rehabilitation at Yayasan Medan Plus which must be provided by the Medan City Social Service as a form of institutional capacity strengthening. However, from the explanation of the Board Member of Yayasan Medan Plus, it is known as follows:

“The social service opens forums and holds meetings with all institutions/shelters not only NAPZA rehabilitation institutions to provide understanding on managing standard values. Yayasan Medan Plus receives training for its HR directly from the Ministry of Social Affairs.” (Interview with Board Member of Yayasan Medan Plus, September 21, 2022)

The Medan City Social Service has provided a lot of understanding to Yayasan Medan Plus for document management but this understanding is only related to technical matters. For the development of HR that carries out the rehabilitation process, there has been no further understanding. Another problem indication in the initial condition for collaboration is not going well because in the resource section, where the Board Member of Yayasan Medan Plus said:

“The relationship between Yayasan Medan Plus and the Social Service is only for managing permits and recommendations. Regarding assistance from the Social Service

itself, there is none. Yayasan Medan Plus only receives assistance from the Ministry of Social Affairs.” (Interview with Board Member of Yayasan Medan Plus, September 21, 2022)

The facilitation of NAPZA abuse victim rehabilitation implementation in the form of grants/assistance has not been provided by the Medan City Social Service. Several explanations of problem indications above show that the Medan City Government, in this case the Medan City Social Service, has not yet carried out its authority and responsibilities in accordance with existing regulatory foundations. Currently, the Medan City Social Service has not yet provided much action to Yayasan Medan Plus to carry out NAPZA abuse victim rehabilitation. Therefore, the collaboration between the Medan City Social Service and Yayasan Medan Plus has not yet run the collaborative dynamics in accordance with collaborative principal values.

The above problems show differences between what should be and what is. This can be resolved by involving various parties through active collaboration. The above problems make researchers interested in knowing, describing, and analyzing collaborative governance between the Medan City Social Service as the government party and Yayasan Medan Plus as the non-government party participating in providing social rehabilitation for NAPZA abuse victims. Therefore, this research aims to analyze collaborative governance between the Medan City Social Service and the Medan Plus Foundation for the rehabilitation of drug abuse victims.

2. Literature Review

Collaborative governance provides an effective strategy to solve intricate public challenges that are beyond the capabilities of individual organizations (Gash, 2022). This approach involves public entities working directly with non-governmental stakeholders to make decisions collaboratively and reach consensus through a structured process.

In the context of social policy, especially drug rehabilitation, requires close cooperation between government agencies and non-governmental organizations. Government sets policy guidelines, while NGOs like Yayasan Medan Plus provide direct community support and specialized services. Indonesian law, specifically the National Narcotics Law No. 35 of 2009, legally mandates rehabilitation approaches for drug abuse victims (Hartono et al., 2023).

This study uses Ansell and Gash's (2008) collaborative governance model, which focuses on four key variables: (1) Starting Conditions, including the power, resources, and history that parties bring to the table; (2) Institutional Design, which refers to the formal rules and structures governing the collaboration; (3) Facilitative Leadership, the role of guiding and sustaining the process; and (4) Collaborative Process, a cyclical core of trust-building, commitment, and face-to-face dialogue that leads to outcomes.

3. Methods

This research uses a descriptive qualitative approach which is research conducted through the process of exploring and understanding the meaning of phenomena as complex social problems Bungin (2007). Through descriptive qualitative research, researchers attempt to describe objects, explore, and understand meanings based on visible facts related to collaborative governance between the Medan City Social Service and Yayasan Medan Plus to conduct rehabilitation for NAPZA abuse victims in Medan City. The research was conducted at the Medan City Social Service and Yayasan Medan Plus Medan City.

The data collection techniques in this research include primary data collection techniques (structured observation and in-depth interviews) as well as secondary data

collection techniques (documentation and literature study) to produce both primary and secondary data. The data analysis technique in this research uses data analysis techniques according to Miles and Huberman (1992) who stated that activities in qualitative data analysis are carried out interactively and continuously until complete so that data is saturated. These techniques include data reduction, data presentation, and conclusion drawing. Finally, to obtain data validity, researchers conducted triangulation of data sources and techniques.

4. Results and Discussion

Collaborative governance is cooperation carried out by government agencies with other parties who have the same problems and goals such as the Medan City Social Service and Yayasan Medan Plus in handling victims or drug addicts. To understand how collaborative governance rehabilitates NAPZA abuse victims between the Medan City Social Service and Yayasan Medan Plus, researchers use analytical tools in the form of a collaborative governance model proposed by Ansell & Gash (2008). This model uses four indicators including starting conditions, institutional design, facilitative leadership, and collaborative process.

4.1. Starting Conditions

The starting conditions indicator begins with the history of past cooperation. Past cooperation can show and assess whether the cooperation that has been running so far has been going well. This history of past cooperation becomes a sub-indicator in the initial conditions by looking at how stakeholders such as Medan City Social Service and Medan Plus carry out their activities in providing rehabilitation services for NAPZA abuse victims. Their cooperation has been carried out since the beginning when Medan Plus was officially registered in 2003 until now. This is supported through Medan City Mayor Regulation No. 35 of 2017 that only the Social Rehabilitation Division of Medan City Social Service has the task and carries out the function of issuing recommendations for rehabilitation of NAPZA abuse victims in Medan City. Therefore, the only party that can issue permits, recommendations, and registration certificates is the Social Rehabilitation Division of Medan City Social Service. Therefore, the cooperation between Medan Plus and Medan City Social Service has been established for a long time. Since the operational permit was issued and continues to be renewed every five years and most recently in 2019.

The history of cooperation carried out by Medan City Social Service and Medan Plus has been established for a long time. The cooperation began with the issuance of operational permits, registration certificates, and recommendation letters in 2003 which are renewed periodically and most recently in 2019 and are still valid today including cooperation contracts. The cooperation between the two is driven by meetings and face-to-face dialogues that produce agreements to collaborate. The above explanation shows the history of the relationship between Medan City Social Service and Medan Plus from the time its legality was created until the last five years of document renewal, socialization, meetings, monitoring, and distribution of assistance. Finally, unlike the phenomenon of collaboration for NAPZA abuse victim rehabilitation by Medan City Social Service and Medan Plus, the initiative does not emerge from a dark history of the past but from well-established relationships and resource gaps owned by each stakeholder.

Furthermore, unbalanced resources between Medan City Social Service and Medan Plus create an obstacle in collaborative governance. Collaboration will never be implemented if both do not have equality in HR, facilities, and finance. The lack of HR and knowledge possessed by Medan City Social Service makes them have to invite BNN and the Police to participate in collaboration in handling NAPZA abuse in Medan City. Not only Medan City

Social Service lacks resources, Medan Plus as a private institution needs to receive support both material and non-material from the government. One of them is Medan City Social Service as a form of responsibility and concern for the presence of Medan Plus. Assistance is provided in the form of capital assistance to help its finances although Medan Plus can still run independently from its client payments. Finally, the large resource gap creates incentives for both. According to Ansell & Gash (2008), both weak and strong stakeholders must believe that they will benefit from this collaboration equally. Resource gaps create conditions of mutual need and even dependence. As a result, Medan Plus continues to collaborate for the sake of its legality. As a result, in carrying out the vision, mission, and main tasks and functions to rehabilitate NAPZA abuse victims, it runs well.

4.2. Institutional Design

Collaborative Governance carried out by Medan Plus with Medan City Social Service has basic rules and documents in order to provide NAPZA rehabilitation services. The basic rules are the Decree (SK) of the Head of the Medan City Social Service Number: 465.3/9833 concerning the Operational Permit for the Foundation/Social Welfare Institution (LKS) Yayasan Medan Plus of 2019, Registration certificate Number: 460/- of 2019, and Recommendation letter Number: 460/9303 of 2019. To know the number of rules that underlie collaborative governance between Medan City Social Service and Medan Plus can be known through the following table 1.

Table 1. Regulations Governing Rehabilitation Services for NAPZA Abuse Victims Regulation

Regulation	Brief Description
Law of the Republic of Indonesia Number 35 of 2009 concerning Narcotics	This law becomes the basis for all forms of activities and/or actions related to Narcotics and Narcotic Precursors.
Law of the Republic of Indonesia Number 5 of 1997 concerning Psychotropic Substances	This law becomes the basis for regulating the control of psychotropic substances, including procurement, storage, use, and abuse of psychotropic substances
Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 03 of 2012 concerning Standards for Social Rehabilitation Institutions for Victims of Narcotics, Psychotropic Substances, and Other Addictive Substances Abuse	This regulation serves as a standard for an institution in providing social rehabilitation for NAPZA abuse victims. It also contains the authority of the Regency/City government as responsibility for the provision of rehabilitation for drug abuse victims in the region.
Regional Regulation of North Sumatra Province Number 1 of 2019 concerning Facilitation of Prevention of Narcotics, Psychotropic Substances and Other Addictive Substances Abuse	Regulations that form the basis of North Sumatra Provincial regional policy in preventing, protecting and saving the community from NAPZA abuse, as well as providing rehabilitation services to addicts, abusers and victims of NAPZA abuse.
Governor Regulation of North Sumatra Province Number 19 of 2021 concerning Implementation Guidelines for Regional Regulation of North Sumatra Province Number 1 of 2019 Concerning Facilitation of Prevention of Narcotics, Psychotropic Substances and Other Addictive Substances Abuse	This regulation serves as implementation guidelines for Regional Regulation of North Sumatra Province No. 1 of 2019 which aims to support or provide facilities in preventing NAPZA abuse in the North Sumatra Province area.
Medan City Mayor Regulation Number 20 of 2017 concerning Task Force for Eradication, Prevention, Abuse, and Illicit Trafficking of Narcotics in Medan City	Regulations that contain the formation of P4GN Task Force in the region to carry out integrated handling activities against drug abuse and illicit trafficking.

Source: Processed by Researcher from Various Data Sources, 2023

Furthermore, there is also a foundation in the form of an MoU as a form of cooperation agreement between Medan City Social Service and Yayasan Medan Plus. The contract through the MoU must be renewed by Medan Plus every five years so that their collaborative relationship in drug rehabilitation services remains intact. Before permits and accreditation are issued, of course Social Service (Dinsos) must come to the Medan Plus location to see the situation there. Observations conducted by researchers at the Medan Plus location make researchers state that Medan Plus is worthy of obtaining very good accreditation and its operational permit continues. This is because researchers see good rehabilitation activity support facilities and good and friendly rehabilitation services as well as administrative services.

4.3. Facilitative Leadership

Facilitative leaders must be trustworthy and have high ability and dedication to solve drug problems so they must come from the stakeholder community itself (Nusa et al., 2022). This is why Medan City Social Service must lead the collaboration because they are the ones who have interests as well as authority and responsibility in the field of NAPZA rehabilitation in Medan City. Perhaps, there are conflicts and great distrust between stakeholders, but the Social Service is able to facilitate its group dynamics to hold meetings and can lead these meetings among Mandatory Report Recipient Institution (IPWL) to produce common goals. Medan Plus sees that Medan City Social Service's leadership is very strong. If there are needs from Medan Plus, they are ready and responsive to help, especially in correspondence matters.

Medan City Social Service also has the ability to invite other institutions to collaborate directly. Medan Plus always participates and facilitates activities created by government institutions. Medan Plus is also willing to accept Medan City Social Service to visit and supervise its place. The activity referred to is preparing the things needed by Medan City Social Service in conducting monitoring at Medan Plus. The permit issued by Medan City Social Service allows Medan Plus to collaborate with other agencies such as BNN and the Police plus Educational Institutions. Medan Plus is very open to collaborating with anyone. This is done to support the rehabilitation program it runs.

The strong leadership of Medan City Social Service must be respected and trusted by other stakeholders, including Medan Plus because it will be very much needed for the success of collaborative governance. For Medan City Social Service and Medan Plus, socialization plays an important role in promoting their participation and strengthening their control influence in collaborating. However, based on observations conducted by researchers, Medan City Social Service rarely conducts socialization even to fellow parties with interests in the field of NAPZA rehabilitation. This is because the website owned by Medan City Social Service is not specifically for the social rehabilitation sector only, let alone drug rehabilitation. The following is the website owned by the Medan City Social Service. In addition, socialization is also carried out by Medan Plus not only to get financial support, but also to promote its rehabilitation services so that the community is willing to use its services. Based on researcher observations, only information on the Instagram account is frequently updated, while the website and even Facebook are not. Medan Plus really uses online media to promote its institution.

4.4. Collaborative Process

4.4.1. Face to Face Dialogue

Dialogue between Medan City Social Service and Medan Plus is carried out in a meeting, where in that dialogue Medan City Social Service and Medan Plus negotiate and exchange ideas regarding the rehabilitation that is ongoing. Medan City Social Service naturally asks

questions about the actions that Medan Plus has taken so far in running its rehabilitation program. Face-to-face dialogue conducted by Medan City Social Service with Medan Plus has been running smoothly and there has never been any conflict. Medan City Social Service assesses that Medan Plus is easy to communicate with and open. This should be done by Medan Plus so that mutual trust grows between the two. Dialogues that are often carried out by Medan Plus with Medan City Social Service along with other IPWLs are in the form of negotiations about assistance such as assistance to 1000 addicts in 2020, which is the hard work of IPWL and Medan City Social Service who can invite the North Sumatra Provincial Government to help victims of NAPZA abusers. Meetings or just communicating via telephone regularly become the basis for a good collaboration process.

Through face-to-face dialogue, Medan City Social Service and Medan Plus reach agreement in decision making. Both parties will meet or communicate by telephone regularly to reach agreements or consensus together. Decision making between the two is naturally the result of joint agreements that have been discussed rationally and with mature consideration. Moreover, if the dialogue takes place face-to-face, it will further strengthen the relationship between the two parties. Face-to-face dialogue usually discusses decision making about improvements or evaluations in rehabilitating victims, assistance needed to be provided in supporting rehabilitation, and other parties.

4.4.2. Trust Building

While running its rehabilitation process, Medan Plus has complied with all existing rules, so Medan City Social Service has no doubts about Medan Plus. Medan City Social Service respects the interests of Medan Plus as another party handling drug problems in Medan City. Medan City Social Service is always responsive in dealing with Medan Plus if they encounter a problem. Of course, Medan City Social Service will immediately go to the Medan Plus location to help solve problems related to NAPZA rehabilitation. Medan Plus also always provides services to victims of drug abuse well so that both parties trust each other. During the process of building trust, it certainly requires a long time and requires high commitment between Medan City Social Service and Medan Plus. Trust is also formed by how often face-to-face dialogue is conducted between the two.

This sense of mutual trust can be interpreted as the result of the implementation of collaboration between Medan City Social Service and Medan Plus for handling drug problems in Medan City. Mutual trust between both parties is very important because collaboration without a sense of trust is considered not going well. The trust of Medan City Social Service and Medan Plus in collaboration to rehabilitate NAPZA abuse victims is good because it already shows mutual trust. Therefore, it is hoped that face-to-face dialogue conducted by both should be more regular and must be supported by trust that can support collaboration in handling drug problems in Medan City by involving various agencies or other parties.

4.4.3. Commitment to Process

It should be noted that what triggers Medan City Social Service's commitment in handling drug problems is the laws and regulations that researchers have discussed in the institutional design indicator of the basic rules sub-indicator. In that section, it is explained that the existence of regulations makes Medan City Social Service have legal standing or authority to play a role in NAPZA rehabilitation and further support IPWLs working in the same field in carrying out drug rehabilitation. The slogan of Medan Mayor Mr. Bobby Nasution namely "*Kolaborasi Medan Berkah*", makes Social Service have to participate in collaboration related to services to the community.

Medan Plus's commitment to conducting NAPZA rehabilitation is based on the rules, namely the Decree (SK) of the Head of the Medan City Social Service which also serves as their collaboration contract. Looking at the observations that researchers conducted, their commitment clearly exists, it's just that the commitment is not high because their meetings and negotiations are rarely carried out. Based on the established rules, Medan City Social Service must be committed and then responsible for leading and directing all IPWLs including Medan Plus in collaborating to try to reduce the number of drug abusers so that drug users in Medan City decrease.

4.4.4. Share Understanding

The shared understanding of Medan City Social Service with Medan Plus is built based on the cooperation contract agreement between the two that has been made. Their shared understanding in collaborating to provide drug rehabilitation services comes from mutual trust and is supported by existing commitments. Indeed, both institutions respect each other's vision, mission, and main tasks and functions and support work plans between the two to rehabilitate NAPZA abuse victims.

Medan Plus truly understands that Medan City Social Service has various tasks and responsibilities in social rehabilitation, not only conducting NAPZA rehabilitation. Therefore, Medan Plus never makes demands or coercion to Medan City Social Service and respects its duties. Medan Plus's focus remains on its actions to help and save the community, especially Medan City, who have become victims of NAPZA abuse by conducting rehabilitation. Shared understanding also means respecting the main tasks and functions and work of Medan City Social Service in supervising IPWLs that cooperate with it to conduct drug rehabilitation. Thus, the essence of shared understanding between Medan City Social Service and Medan Plus is mutual understanding and respect for differences in collaborating to handle NAPZA abuse victims.

4.4.5. Intermediate Outcomes

During the collaboration to handle NAPZA abuse victims, Medan City Social Service benefits in the form of being helped to carry out its social rehabilitation function through Medan Plus which has a shelter and clear drug rehabilitation program with complete facilities. Then Medan Plus gets results during collaboration, first, permits, registration certificates, and recommendation letters issued by Medan City Social Service so that the activities carried out by Medan Plus are legal. Second, Medan Plus has been qualified as a rehabilitation service with SNI and obtained an Accreditation Certificate as a NAPZA LKS with Rating "A" (Very Good). Third, Medan Plus receives information from any institution through Medan City Social Service including receiving assistance to support its activities. Fourth and last, Medan Plus is helped by social workers placed by Medan City Social Service at its shelter to support the rehabilitation program.

Meanwhile, residents who are undergoing rehabilitation programs receive financial assistance, especially for Medan City residents who cannot afford it. In addition, Medan City Social Service often holds skill development programs for former residents, so that after returning to the community they can support themselves and can eliminate their habit of abusing NAPZA. Skill development assistance is in the form of barista training for those interested in coffee beverage businesses, training for mushroom cultivation, tire patching training, and those interested in trading are given capital to open grocery stores. Everything is initiated by Medan City Social Service and subsequently capital will be provided by Medan City Social Service. Further, the following figure 1 is the collaborative governance scheme for NAPZA abuse victim rehabilitation.

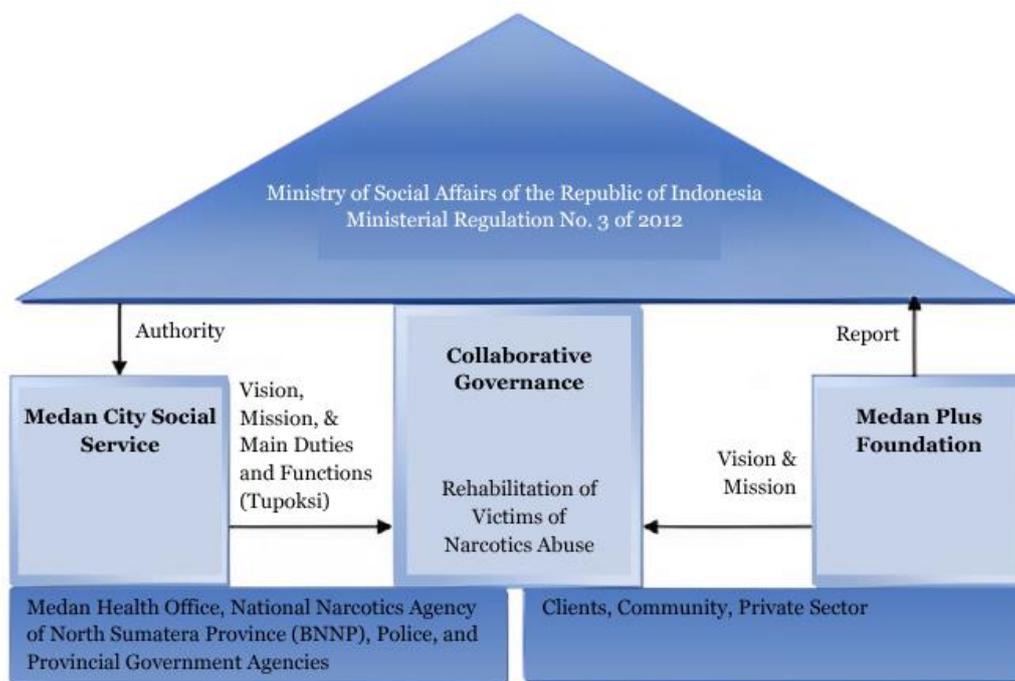


Figure 1. Collaborative Governance Scheme for NAPZA Abuse Victim Rehabilitation

Source: Processed by Researcher, 2023

In accordance with its vision and mission, Medan Plus strives to become a drug rehabilitation center by providing the best services in helping NAPZA abuse victims to live a better and more decent life. Medan City Social Service naturally has the authority and responsibility to ensure that the rehabilitation program runs well and in accordance with applicable regulations as mandated by Ministerial Regulation No. 3 of 2012 where Medan City Social Service has a vision, mission, and main tasks and functions relating to administration and connecting the Ministry of Social Affairs to IPWLs including Yayasan Medan Plus.

The rehabilitation program is also supported by Medan City Health Office (Dinkes Medan) by providing health services and medication assistance to residents undergoing rehabilitation. Likewise, North Sumatra Provincial Government Agencies such as National and Political Unity Agency (Kesbangpol) distribute their assistance to addicts. BNN and the Police also attend meetings to monitor the development of Medan Plus's foster programs so that they do not deviate and comply with regulations, and do not abuse the foundation's authority. Thus, Collaborative governance for NAPZA abuse victim rehabilitation shows that government, private sector, and community can work together to address the problem of NAPZA abuse in Medan City. On the other hand, the family, especially parents, is also a supporting factor for the success of NAPZA abuse victim rehabilitation (Reza, 2017).

5. Conclusion

Initial conditions are influenced by the history of past relationships between the Medan City Social Service and Yayasan Medan Plus. Their cooperation history has begun since the administrative document processing of Yayasan Medan Plus which was officially registered in 2003 until now. Although Dinsos Medan still has minimal resources to support NAPZA rehabilitation services in Medan City, both can see incentives that are beneficial to supporting each other's vision and mission to rehabilitate NAPZA abuse victims. Regulations governing

NAPZA rehabilitation services are structured from the center to the regions so that the position and authority of the Medan City Social Service as a government agency and Yayasan Medan Plus as a Mandatory Reporting Receiving Institution (IPWL) are clear. Forms of rules or clear procedures and openness in the collaboration implementation process that starts from managing legality documents to rehabilitation activities carried out by Medan Plus. In addition, there is also a work contract that becomes the foundation for the Social Service and Medan Plus to collaborate.

The Medan City Social Service can facilitate its group dynamics to hold meetings and lead these meetings to produce common targets. The strong leadership of the Medan City Social Service is trusted by Medan Plus because it will be very much needed for the success of collaborative governance. Facilitative leadership refers to socialization conducted by the Medan City Social Service and Yayasan Medan Plus to promote their participation and strengthen their control influence in collaborating. Socialization and promotion through websites or social media make the collaboration scope of the Medan City Social Service and Yayasan Medan Plus wide not only between the two but also with other government agencies, companies, and the community. Face-to-face dialogue between both is said to be successful as indicated by the implementation of meetings that produce benefits among collaborating parties. In addition, Medan Plus has trust in the authority and main tasks and functions of the Medan City Social Service as a government agency. Likewise, the Medan City Social Service has trust in Medan Plus in running its drug rehabilitation program.

The existence of this sense of trust is based on regulations and their work contracts that give rise to mutual commitment to the collaborative process. Their commitment has been formed but is still low due to the lack of interaction, especially face-to-face, to share information or support each other's work. Therefore, their collaborative process produces achievement of intermediate results as experienced by the Medan City Social Service with being helped in carrying out its social rehabilitation function. Yayasan Medan Plus also receives results, namely the continuation of institutional operational permits, obtaining accreditation certificates, supporting its rehabilitation activities with social workers placed at Medan Plus, then Medan Plus residents who receive financial assistance and skills training.

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