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The Hexahelix Model in the Prevention and Eradication of Narcotics Abuse in Bandung City

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Abstract

The problem of drug abuse and illicit drug trafficking in Bandung City is a strategic issue that requires a collaborative response across sectors. This study aims to analyse the implementation of Collaborative Governance within the Hexa Helix Model in the execution of the National P4GN Programme by the Bandung City Narcotics Control Board (BNN). The approach used is qualitative interpretative, with data collection techniques including in-depth interviews, observations, and document reviews involving six key actors: government, academia, the private sector, civil society, media, and legal entities. Data analysis is based on the interactive model by Miles, Huberman, and Saldana. The results indicate that the five dimensions of Collaborative Governance according to Ansell and Gash starting condition, facilitative leadership, institutional design, collaborative process, and intermediate outcomes have been implemented in the collaboration between the BNN and the actors. The BNN acts as a facilitator in collaborative forums, agreement formulation, and the implementation of preventive programmes such as socialisation, training, mass urine testing, and the establishment of the Bersinar neighbourhood. Although this collaboration shows positive initial results, challenges still arise, such as limited resources, differences in interests, and the absence of mutually agreed evaluation indicators. This study concludes that the Hexa Helix Model is effective in strengthening synergy among stakeholders, but its sustainability requires strengthened commitment, institutional reforms, and the formulation of measurable and mutually agreed-upon performance indicators.

Keywords: Collaboration; Collaborative Governance; Hexa Helix; P4GN

INTRODUCTION

Narcotics have existed since 2000 BC, originating from flower pollen called Hul Gill, which was then called opion/opium. Initially, opium was used as a medicine to relieve pain when someone was injured, as a sleeping pill, and as a poison for hunting (Humas BNN, 2019). Currently, drug abuse and illicit trafficking have become a global problem that threatens the survival and future of society. Although narcotics are fundamentally needed in the medical field, drug abuse is now increasingly concerning, with its spread even to all levels of society. Modern lifestyles, social pressures, and easy access to narcotics have exacerbated the current situation (Lisa & Sutrisna, 2013; Saragih & Simanjuntak, 2021). According to a report by the United Nations Office on Drug and Crime (UNODC), the prevalence of drug abuse continues to increase globally, including in Indonesia. With its strategic geographical position flanked by two continents and two oceans and with its large population, Indonesia is one of the countries that is very vulnerable to narcotics trafficking, both as a transit area and a destination market for illicit narcotics trafficking (Hariyanto, 2018). On a regional scale, West Java province ranks fourth in the 2024 Supply Reduction Data regarding data on drug crime cases in 2024. This regional context is summarized in Table 1, which is presented in the

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Results and Discussion section. As the capital of West Java Province, with an area of approximately 16,729.50 hectares (167.67 km2) and a population of approximately 2,461,550 (BPS, 2024), Bandung is the city with the highest potential for and contribution to drug abuse and illicit trafficking in West Java Province. To address this issue, the Indonesian government has launched the National Program for the Prevention, Eradication, Abuse, and Illicit Trafficking of Narcotics (P4GN), implemented by the National Narcotics Agency (BNN) and supported by various cross-sector stakeholders (Rahayu, 2017). This program encompasses educational, repressive, rehabilitative, and collaborative approaches, known as the Balanced Approach strategy (BNN, 2023). This strategy was implemented to protect 97.2% of the Indonesian population from drug abuse and illicit trafficking and to ensure that the 2.8% of Indonesians who have become drug users can receive medical rehabilitation and social rehabilitation services in stages (Sholihah, 2015). However, the complexity of the narcotics problem cannot be solved by the sole role of the government. A collaborative governance approach is needed that involves the active participation of all elements of society, including the government sector, academia, civil society, the business world, the mass media, and the legal and regulatory sector as mandated in Article 104 of Law No. 35 of 2009 concerning Narcotics.

Collaborative governance is defined as a formal agreement in which actors coordinate with each other as the basis for a deliberative and multilateral process. Non-governmental actors actively participate and take part in formal decision-making processes within government institutional forums. Therefore, non-governmental actors are also responsible for the outcomes of a policy that has been formulated and ratified (Ansell & Gash, 2008).

In their journal entitled "Collaborative Governance in Theory and Practice" (2008), Christopher Ansell & Alison L. Gash state that the collaborative governance process has several dimensions: Starting Conditions, Facilitative Leadership, Institutional Design, The Collaborative Process, and Intermediate Outcomes. It is undeniable that in the collaboration process, there will be faced with dynamics that are quite difficult to deal with, on that basis Ansell & Gash recommends several things that must be done by stakeholders, namely: 1) Face-To-Face Dialogue, where all stakeholders must conduct a direct dialogue in the sense of meeting face to face between actors; 2) Trust Building, namely building a sense of interconnectedness and also mutual trust between stakeholders; 3) Commitment to The Process, namely demanding commitment from each actor in the collaboration; 4) Share Understanding, the actors provide and develop their respective perceptions so that a shared understanding will be obtained. The Collaborative Governance Model used in this study is presented in Figure 1 in the Results and Discussion section.

The Hexa Helix model is a relevant collaborative approach to examine the synergistic involvement of these actors in the implementation of public policy, particularly in the P4GN program (Calzada, 2017). This model adds one actor from the Penta Helix model, which was previously developed and accepted by the community. This actor plays a vital role and is directly impacted and influenced by the process: law

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and regulation (Zakaria et al., 2019). Law and regulation in this model play a role in providing legal certainty and overseeing the collaboration. The actors in the Hexa Helix model are presented in Figure 2 in the Results and Discussion section.

As a novelty in this study, the researchers also present the results of a bibliometric data analysis using the "Publish or Perish" application, which was then processed using the "VOSviewer" application. Data were collected from 200 journals indexed by Scopus using the keyword "Collaborative Governance." The results of this analysis are presented in Figure 3 in the Results and Discussion section. In the process, the researchers selected 10 term occurrences from 4,021 terms, with 100 terms meeting the threshold. The relevance score for the selected terms was approximately 58% of the 100 terms. The results revealed three clusters: the first cluster contained 29 items, the second cluster contained 15 items, and the third cluster contained 14 items. The network visualization mapping revealed that actors in collaborative governance still operate independently. Therefore, in this study, the researchers attempted to fill this gap with collaborative governance actors using the hexa-helix model.

Research in the P4GN program using a collaborative governance approach has been widely conducted, as conducted by Putri et al., (2023) whose research resulted in collaborative governance in the implementation of the P4GN Strategic Action Plan in Riau Province focusing on the voluntary aspect. Meanwhile, in a study conducted by Aziz & Hikmawan (2023) it was found that in the implementation of the P4GN policy in the city of Cilegon, the BNN plays a leading sector in all aspects of centrally analysis, BNN is the most influential actor in the implementation of the P4GN policy. Complementing previous research, this study attempts to analyze collaborative governance between actors in the P4GN program by offering a novelty from the hexa helix actor approach in the collaborative governance model of Ansell & Gash (2008). The formulation of the problem in this study is: How is the Hexa Helix Model in the Prevention and Eradication of Narcotics Abuse in the City of Bandung?

METHOD

This study employed a qualitative method based on an interpretive paradigm, attempting to understand and explain meaningful social action, using a model derived from Creswell (2016). The informant selection technique employed purposive sampling, selecting informants based on specific considerations or criteria deemed capable of providing maximum data. Five informants were recruited in this study, representing government, private sector, academics, and community actors. Data collection was conducted through in-depth interviews, observation, and documentation studies of mass media and law and regulation. In this study, the researchers used bibliometric analysis by referring to credible data taken from Scopus. The data analysis technique employed the interactive analysis model from Miles, Huberman, and Jhony Saldana (2014), which encompasses data collection encompassing important data related to collaborative governance. Furthermore, data reduction was used to help researchers understand the various data requirements for use in the study. Third, data presentation was used to facilitate reading and viewing of the various data findings during the research process.

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Finally, the authors drew conclusions from the data found. And to check the accuracy and credibility of the research results by determining whether the findings obtained are accurate or not from the perspective of the researcher, participants and readers (Creswell & Miller, 2000), the source triangulation validity technique is used.

RESULTS AND DISCUSSION

Collaborative governance is a key element in today's development. In policy development and implementation, the presence of various actors involved in an issue assists the government in resolving problems. The following are the results and discussions related to the hexa-helix collaborative governance model in the implementation of the national drug abuse prevention and eradication program in Bandung City.

To retain the empirical and analytical context introduced above, Table 1 and Figure 1, Figure 2, and Figure 3 are presented here before the dimension-by-dimension analysis.

Table 1. Drug Crime Cases in 2024

No.	Region	Case	Suspect	Rank
1.	DKI Jakarta	6.941	9.392	I
2.	Jawa Timur	5.593	7.026	II
3.	Sumatera Utara	5.540	6.987	II
4.	Jawa Barat	3.144	3.996	IV
5.	Sulawesi Selatan	2.585	3.641	V

Source: Indonesian National Police and National Narcotics Agency in IDR (2025)

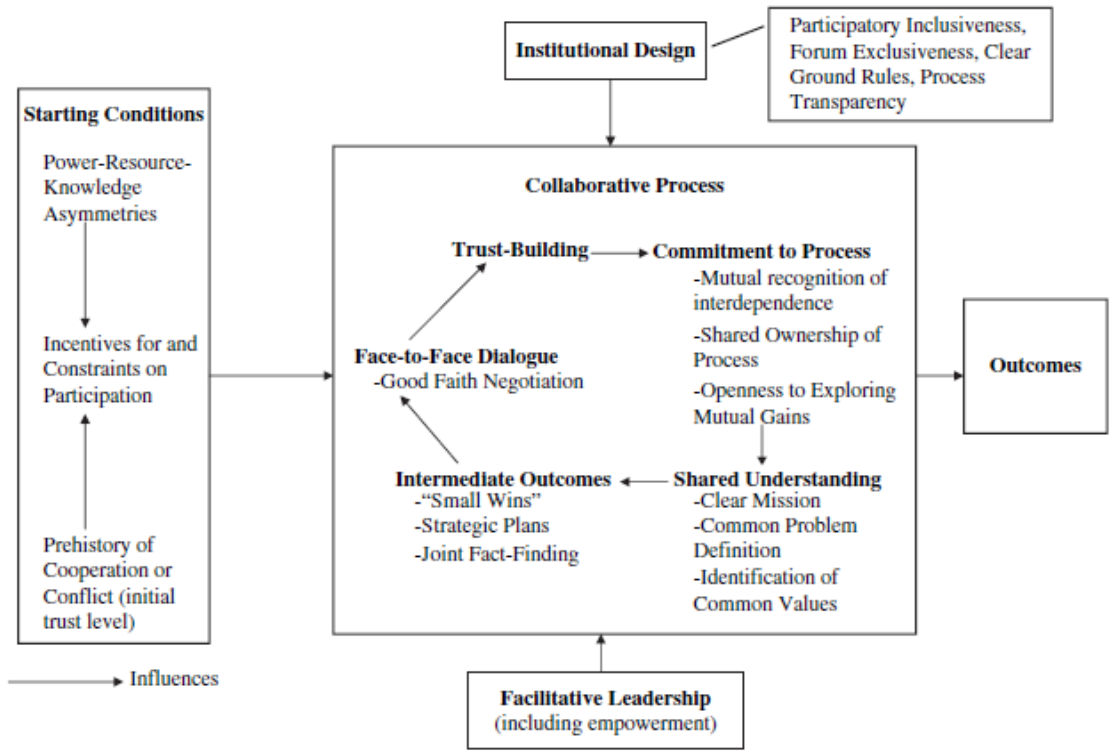

Figure 1. A Model of Collaborative Governance
Source: Ansell & Gash (2008), "Collaborative Governance in Theory and Practice"

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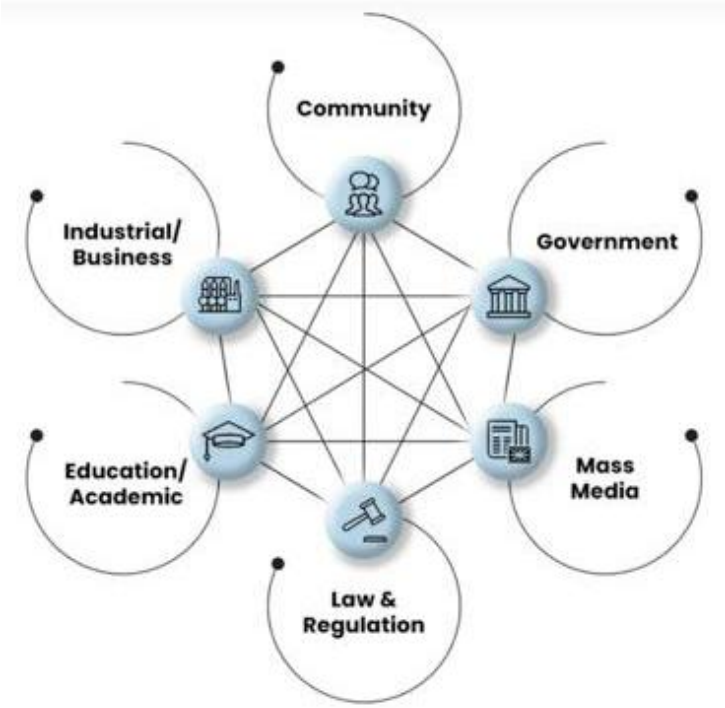

Figure 2. Hexa Helix Model
Source: Zakaria et al. (2019)

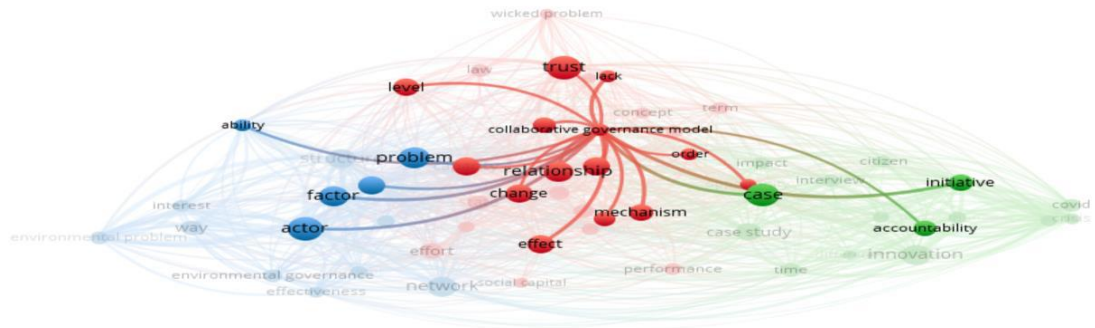

Figure 3. Bibliometric Data Analysis Results

1. Starting Condition

Collaborative governance must be able to assess the views and perceptions of the actors involved, as this determines whether the collaboration will be successful. In the starting condition dimension, stakeholders are revealed to have a shared vision, mission, and interests that must be achieved directly or indirectly, by examining the backgrounds and motivations of various actors for their involvement. In the implementation of the Hexa-Helix model of P4GN in Bandung, it was found that all actors involved from the government, the National Narcotics Agency (BNN), the business world, academia, communities, the media, and the general public shared the same vision: realizing a drug-free Bandung. This shared goal provides a strong foundation for a more inclusive collaboration process, where each actor complements the other's roles and resources to achieve optimal results in the implementation of the P4GN program in Bandung. To build on existing collaborations, the government, through the National Narcotics Agency

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(BNN), is also building synergy with Pasundan University in existing programs. Furthermore, companies are being involved in recruiting employees and security guards. Finally, the media is being invited to collaborate on education and outreach on the dangers of drug use in Bandung through their own media outlets. For further details, the collaborating actors in the P4GN program are summarized in Table 2.

Table 2. Actor in P4GN Program

Actor	Task
Bandung National Narcotics Agency (BNN)	Providing education, carrying out prevention and action
Pasundan University	Education About Narcotics Dangerous
Society	Campaign in the local environment
Media	education in various media
Private Actor	Conducting selection of employees and security guards to ensure they are drug-free
Rule	legitimacy of Bandung City Regional Regulation Number 5 of 2021 concerning the Prevention and Eradication of Abuse and Illicit Trafficking of Narcotics and Narcotics Precursors.

Source: Researcher, 2025

This collaboration has been structured as mandated by Law Number 35 of 2009 concerning Narcotics, and even in Bandung City itself, it has been fully supported by the local government, as evidenced by the legitimacy of Bandung City Regional Regulation Number 5 of 2021 concerning the Prevention and Eradication of Abuse and Illicit Trafficking of Narcotics and Narcotics Precursors. This regulation explicitly requires regional apparatus to participate in P4GN efforts, thus becoming a binding legal basis for every government agency in Bandung City in carrying out their roles. In addition to the regional apparatus itself, this regulation also mandates an Integrated Team involved in P4GN consisting of the Mayor of Bandung and his Deputy, the Regional Secretary of Bandung City, the Head of BAKESBANGPOL, the Head of the Bandung City BNN, and members included in the Mayor's Decree Number: 800/Kep.459-BKBP concerning the Integrated Team for the Prevention and Eradication of Abuse and Illicit Trafficking of Narcotics and Narcotics Precursors. Law Number 35 of 2009 concerning Narcotics affirms the National Narcotics Agency (BNN)'s obligation to implement P4GN efforts, including through collaborative engagement with various community elements. This serves as the legal basis for the National Narcotics Agency (BNN) as the leading sector in this program. Other sectors, including the public, the private sector, and academics, have a collective awareness of the significant threat narcotics poses to the social environment and the future of the younger generation. Although these sectors have limited resources, including financial, capacity, and authority, the commitment to creating a drug-free environment has driven them to engage with the government, particularly the BNN, to form a collaborative partnership. The strong desire of the public, private, and academic sectors to actively participate in P4GN efforts provides crucial social capital for this collaboration. Furthermore, the mass media shares this awareness, as evidenced by their frequent publication of information related to P4GN, as illustrated in the following documentation (Figure 4).

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Figure 4. The Role of the Media in Collaborative Governance
Source: Majalah Hukum (2025)

Based on the above description, the actors involved in collaborative governance come together to build a shared vision, mission, and goals regarding a given issue.

Building shared perceptions is a crucial first step in building collaborative governance (Suaedi & Rahardian, 2023). Furthermore, establishing a shared vision and mission is crucial to ensuring that policy issues are resolved within the established path (Sofyan, Imansyah & Rahardian, 2024).

2. Facilitative Leadership

This dimension influences the collaboration process, specifically the role of leaders in fostering consensus with stakeholders. Facilitative leadership is also key to cross-sector collaboration in the implementation of the National Program for the Prevention, Eradication, and Eradication of Drug Abuse and Illicit Trafficking (P4GN) in Bandung City. In this context, all actors have demonstrated a high level of commitment and enthusiasm in supporting P4GN. However, the process revealed significant dynamics and challenges in leadership collaboration. Each actor tends to maintain its role and influence, leading to a tug-of-war over interests and claims to leadership in some situations. This results in coordination that is not always smooth, as there are still boundaries of interest that have not been fully dissolved in the spirit of collaboration. This indicates the persistence of sectoral egos within the collaboration. Each actor, from government agencies, community organizations, and the private sector, considers themselves to have a strategic role in implementing prevention, empowerment, and rehabilitation, leading to claims that they are the leading sector in the collaboration by coordinating the program. However, the Bandung City National Narcotics Agency (BNN) is formally recognized as the leading sector in implementing this program. This is based on the mandate of Law Number 35 of 2009 concerning Narcotics, which affirms the BNN's primary role in coordinating P4GN efforts. At the regional level, the Bandung City BNN acts as the primary driver, bridging various interests and encouraging the active involvement of all elements in the Hexa Helix model, from local government, business, academia, media, communities, and the public. This dynamic reveals that in

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collaborative practice, sectoral egos remain a significant challenge that must be overcome. This challenge lies in how facilitative leadership can prioritize the role of a bridging leader who can mitigate sectoral egos, encourage open dialogue, and build trust between actors. Good collaborative governance is always initiated by various leading sectors who act as driving forces (Rahardian, 2024). Research conducted by Noer & Putra (2022) explains that leadership is a crucial and critical key in driving collaborative governance.

3. Institutional Design

The institutional design of this collaboration has created an interconnected system between actors, with each party having a clearly defined role. This established structure serves as a foundation for maintaining the sustainability of the collaboration and minimizing the potential for conflict between actors, although challenges such as sectoral egos still arise in practice. Going forward, the primary challenge of this institutional design is ensuring that the existing mechanisms remain effective and adaptable to social dynamics, while strengthening long-term collaboration in P4GN efforts in Bandung City. As a serious step in supporting P4GN efforts, in addition to legitimizing the program through regional regulations, the Bandung City government has specifically established an Integrated P4GN Team through Mayoral Decree Number 800/Kep.459-BKBP concerning the Integrated Team for the Prevention and Eradication of Narcotics and Narcotics Precursor Abuse and Illicit Trafficking, consisting of representatives from various regional agencies and the Bandung City National Narcotics Agency (BNN). This team serves as a formal forum for coordination and synergy between local government agencies in implementing P4GN programs, ranging from preventive, repressive, and rehabilitative efforts. The team's existence not only clarifies the roles and functions of each agency but also strengthens the collaborative structure within a clear legal framework. Documentation of the collaboration within the team can be seen in the following documentation (Figure 6).

Figure 6. Evidence of Established Collaboration
Source: Mudanesia (2025)

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In the community sector, through the "Kelurahan Bersinar" (Clean from Drugs) program, spearheaded by the National Narcotics Agency (BNN), a Community-Based Intervention (IBM) has been established, involving local communities and community leaders in implementing prevention programs. The IBM represents a concrete manifestation of active community participation in the P4GN initiative initiated by the BNN, where communities are involved as the vanguard in early detection, education, and dissemination of information about the dangers of narcotics in their respective communities. This IBM scheme is designed to be more adaptive to social conditions and empower communities to contribute to collaboration. Furthermore, institutional design practices are realized through a Memorandum of Understanding (MoU) that officially regulates the collaboration pattern with the Bandung City BNN.

This MoU serves as a legally binding basis for establishing program synergies, such as education, training, research, and anti-drug campaigns in corporate and university environments. With the MoU, the private sector and academia have the legitimacy to play an active role and become part of a more structured collaborative ecosystem. Collaborative governance can certainly build an institution, which is crucial given that having institutions working together will ensure a clear understanding of the duties and objectives of each collaborating actor (Rahardian, 2024).

4. Collaborative Process

The collaborative process within P4GN in Bandung City demonstrates a collaborative process based on shared commitment, trust built through strong cooperation, and a shared vision and strategy among the actors. However, face-to-face meetings between collaborating actors remain relatively rare. Direct discussion forums are generally only held during specific activities initiated by one of the actors, such as the Bandung City National Narcotics Agency (BNN) or other government agencies. This means that formal communication forums are not yet regularly held, so the intensity of communication still depends on incidental agendas. Unlike between the government, private sector, and academia, in the community sector, face-to-face meetings tend to be more frequent, especially at the village and community levels. This is related to the ongoing implementation of the Drug-Clean Village (Kelurahan Bersinar) program. Residents, volunteers, and community activists actively build direct communication to develop local strategies, map problems, and design drug prevention activities in their respective communities. This intensive communication pattern at the community level exemplifies a more dynamic and adaptive collaborative practice. Although the frequency of formal meetings at the cross-sector level remains limited, the collaboration process remains effective through established cooperative mechanisms among the actors involved. All actors strive to build and maintain trust, particularly through solid cooperation, integrated human resource performance, and open and supportive communication. Mutual support and openness of information serve as the foundation for strengthening trust between actors. Furthermore, strong commitment from each actor is a key driving factor in maintaining the sustainability of this collaboration. Actors from the government, the National Narcotics Agency (BNN), the private sector, academia, the media, and the community share a shared passion for promoting the success of the P4GN

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program. A shared vision regarding the objectives and strategies for implementing this program has been agreed upon by all parties, facilitating the process of aligning actions in the field. An interesting finding in this study was that all actors involved, from the government, the BNN, the community, the private sector, academia, and the media, share a shared understanding of the objectives and strategies for implementing P4GN. The actors recognize that the drug threat is a shared issue that requires cross-sector collaboration, with the ultimate goal of creating a drug-free environment. This shared understanding extends beyond the end goal, encompassing a shared understanding of implementation strategies, such as the importance of community-based prevention efforts, public education, strengthening regulations, and optimizing the roles of educational institutions and the business world. This shared understanding serves as a meeting point that strengthens synergy, thereby minimizing the potential for conflicts of interest in program implementation. Collaborative processes naturally involve numerous dynamics, and each stakeholder must be able to build synergy throughout the collaborative process (Afriyanto, Wijayanti & Rahardian, 2020).

5. Intermediate Outcomes

The intermediary outcomes achieved in the collaboration provide important social capital for its sustainability. This initial success not only fosters a spirit of cooperation among actors but also confirms that the collaboration is on the right track. With stronger commitment from all parties, this collaboration has the potential to continue developing into a more measurable, targeted, and sustainable joint effort. The intermediary outcomes of this collaboration are beginning to be felt by the actors involved and the public at large. Some of these initial achievements include increased public awareness of the dangers of narcotics, growing active participation from various sectors in prevention programs, and the emergence of more structured cross-sectoral collaboration patterns across government, community, private sector, academia, and the media. Programs such as the Shining Village program, education programs in schools and universities, media campaigns, and community-based training programs are concrete manifestations of the collaboration's effectiveness. These interim results have also sparked renewed enthusiasm among actors to continue strengthening the existing collaboration. These achievements demonstrate that this collaboration is effective in building synergy and forming productive networks across various sectors. This initial success automatically encouraged the actors' commitment to continue the collaboration in the future and strengthen the sustainability of the program. However, in practice, to date, there are no specific indicators that have been mutually agreed upon to serve as official measuring tools for assessing the level of success of this collaboration. The absence of standardized indicators makes the evaluation of collaboration achievements subjective, depending on the perspective of each actor. Nevertheless, this condition also indicates an urgent need for all actors to develop mutually agreed upon performance indicators as a basis for future evaluations. Successful collaborative governance will produce various positive impacts related to existing problematic issues (Suaedi & Rahardian, 2023). Research by (Afriyanto, Wijayanti & Rahardian (2020) shows how the Surabaya city government's

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seriousness in building collaboration can impact the preservation of Kampung Maspati as a leading icon of urban tourism in Surabaya.

CONCLUSION

Collaborative Governance in the national program for the Prevention and Eradication of Drug Abuse in Bandung City is not solely a task for the National Narcotics Agency (BNN). It also involves other sectors, such as the community, business actors, academics, and the media. These sectors are already aware of the dangers of drug distribution and abuse. Therefore, all actors synergize to achieve the common goal of a drug-free Bandung City. Through an in-depth study to understand the collaborative process between stakeholders using the collaborative governance theory developed by Christopher Ansell and Alison L. Gash, with its five dimensions, and the HexaHelix approach, it was found that Law Number 35 of 2009 concerning Narcotics mandates the government, specifically the BNN, to collaborate with other sectors in the P4GN effort. This initiative was welcomed by other sectors, such as the community, the private sector, and academics, who already have synchronized awareness and goals. However, in practice, this collaboration still faces dynamics such as sectoral egos. This phenomenon indicates that sectoral egos remain a challenge that stakeholders must address as bridging leaders. To support the national P4GN program and its institutional design, the government has established an Integrated P4GN Team through Mayoral Decree No. 800/Kep.459-BKBP as a formal forum for collaboration between agencies. Furthermore, through the "Shining Village" program with the community, Community-Based Intervention (IBM) has been established at the village level. Numerous Memoranda of Understanding (MoUs) have also served as formal forums between the Bandung City National Narcotics Agency (BNN) and the private sector and academia. Throughout the process, this collaboration has been conducted through occasional face-to-face meetings. However, in villages implementing the "Shining Village" program, meetings tend to be more frequent. Nevertheless, all actors continue to strive to build and maintain trust in one another through various means, which can serve as a strong foundation for strengthening trust between actors. The interim results of this collaboration can be directly felt by the actors involved. This success will encourage the actors' commitment to continued collaboration to achieve common goals. However, on the other hand, there are no specific indicators to assess the success of collaboration. This research has limitations, namely the inability of existing networks within the existing governance system. Therefore, the authors offer suggestions for future research that captures the networking governance and governance capacity derived from our research.

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