

INNOVATION IN PUBLIC SERVICES OF THE NATIONAL NARCOTICS AGENCY OF SURABAYA CITY IN THE DRUG PREVENTION PROGRAM

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Abstract :

This study aims to analyze public service innovations implemented by the Surabaya National Narcotics Agency (BNN) in its drug prevention program. The complex public issue of drugs requires reforms in service delivery that are not only administrative but also participatory and collaborative. This study applies a qualitative approach through a case study design. Data were collected through in-depth interviews, observations, and documentation analysis of the drug prevention program implemented by the Surabaya BNN. The research findings indicate that innovations in public services are realized through active community participation as volunteers and cadres in the prevention, eradication, abuse, and illicit trafficking of narcotics (P4GN), the use of digital media for education, intersectoral collaboration, service target segmentation, and the application of data from drug-prone areas in program planning. These innovations demonstrate a shift in the BNN's function from program implementer to a liaison for community participation. Theoretically, these results are consistent with the new public service paradigm, new public governance, and the concept of public value. This study contributes to the development of public service innovation analysis and practical suggestions for strengthening drug prevention strategies that focus on public services.

Keywords : public service innovation; drug prevention; Surabaya City National Narcotics Agency (BNN); public administration; community participation

INTRODUCTION

Drug abuse is a complex public problem that has a significant impact on the quality of human resources, social stability, and the sustainability of national development. In Indonesia, the drug problem is not only a health and crime issue, but also a significant challenge in managing public services, particularly in terms of prevention (Ariyani et al., 2023; Sechan et al., 2025). The shift in drug distribution patterns that are increasingly flexible, digital, and targeting productive age groups is encouraging the state to provide a public service approach that is no longer traditional, but innovative, participatory, and focused on the needs of the community (Prayuda et al., 2025).

The city of Surabaya, which is a metropolitan city with high population mobility, has a special vulnerability to drug circulation and abuse (Aisyah & Wibawani, 2024; Ismail et al., 2025; Wahyuningtyas & Nurilla, 2021). The



Surabaya National Narcotics Agency plays a crucial role as a government agency in implementing drug abuse prevention programs through public services for the public. Various programs have been implemented, including education, the formation of anti-drug volunteers, resilient villages, and the use of digital media. However, the effectiveness and innovative nature of these prevention services require further research, particularly in addressing urban social dynamics and changing community behavior.

Previous studies indicate that innovations in public services related to drug prevention typically focus on elements of outreach, intersectoral collaboration, and community empowerment (Gunawan, 2024; Nurmala et al., 2021; Prabowo et al., 2021). These studies often discuss the role of the National Narcotics Agency normatively or assess program effectiveness quantitatively, but tend to be limited in analyzing public service innovation as an institutional process encompassing reforms in methods, actors, media, and patterns of interaction with the public. Furthermore, research specifically targeting the Surabaya City BNN using a public administration approach is rare.

Based on this gap, this research's novelty lies in its analysis of public service innovations implemented by the Surabaya City National Narcotics Agency in its drug prevention program, focusing on the types of innovations, implementation methods, and their relationship to the needs of urban communities. This research is expected to provide theoretical contributions to the development of public service innovation studies, as well as practical contributions to strengthening public service-based drug prevention strategies. In other words, the main question in this research is: how are the innovations in public services implemented by the Surabaya City National Narcotics Agency related to the drug prevention program?

RESEARCH METHOD

The method chosen in this research is a qualitative approach with a case study design (Pahleviannur et al., 2022). This study aims to gain a deeper understanding of public service innovations implemented by the National Narcotics Agency in Surabaya City in its drug abuse prevention program. This study focuses on the process, forms, and dynamics of service innovation implementation, with data collection conducted through in-depth interviews with key informants consisting of BNN officials and staff in Surabaya City, program implementing partners, and representatives of the community receiving services; direct observation of the implementation of drug prevention programs; and analysis of policy-related documents, activity reports, and socialization materials used. The informant selection method was carried out with a specific purpose, taking into account their involvement and understanding of the program being studied. The data obtained were analyzed using thematic analysis through an iterative process of data reduction, data presentation, and conclusion drawing, to identify patterns of innovation in public services and the factors that support them (Mahardhani, 2021). To ensure the validity of the data, this study uses triangulation of sources and methods, so

that the results obtained are expected to be able to present a comprehensive and reliable picture of the public service innovation of the Surabaya City National Narcotics Agency in drug prevention efforts.

FINDINGS AND DISCUSSION

Transformation of Public Service Approaches to Participatory and Community-Based Drug Prevention

Research findings indicate that the public service innovation implemented by the Surabaya City National Narcotics Agency in its drug prevention program is characterized by fundamental changes in service delivery. The traditional informal outreach model focused on information delivery has been replaced with a participatory approach that places the community at the center. The Surabaya City BNN has created a community-focused service model by establishing anti-drug volunteers and prevention, eradication, abuse, and illicit trafficking of narcotics (P4GN) activists at the sub-district, school, and other community levels. Community participation in the drug prevention program is not merely symbolic but also profound. P4GN volunteers and activists play an active role in conveying prevention messages, conducting peer education, and acting as a bridge between the BNN and the community. This mechanism expands access to public services while strengthening the social legitimacy of the drug prevention program because information is delivered by parties with social ties to the target community.

These findings align with the new public service paradigm proposed by Denhart and denhart (2007), which emphasizes that the primary function of public institutions is to serve the community and strengthen public participation. The service innovations of the Surabaya City National Narcotics Agency reflect the principle of serving rather than directing, where the state does not control the service process but facilitates public participation in achieving public goals. This change in methodology reflects the shift in the role of the Surabaya City National Narcotics Agency from an instructive bureaucracy to a dialogical and collaborative institution. Public service is now seen not only as an administrative activity but also as a social process that requires interaction, trust, and shared commitment between the government and the community (Priyambodo et al., 2025; Sutaji et al., 2025). This improves the quality of relations between the state and society in the context of drug prevention.

A participatory approach also influences the efficiency of public services (Mahardhani, 2023). Community-based prevention programs tend to be more sustainable because they feel ownership of the program. Direct community participation deepens the internalization of anti-drug values and strengthens social oversight in their communities. Therefore, the Surabaya City National Narcotics Agency's public service innovation in its participatory approach demonstrates that the success of drug prevention is determined not only by institutional capacity but also by the government's ability to foster public participation and trust. This transformation affirms the community's role as a

strategic partner in the implementation of public services. (Andrasromo et al., 2024).

Public Service Innovation through Digitalization, Target Segmentation, and Data-Driven Approaches

The development of information technology and the increasing complexity of social issues in urban areas encourage public institutions to implement innovations in responsive, knowledge-based services that focus on the needs of service targets (Mahardhani et al., 2021). In the context of drug prevention, changes in how people communicate, the influence of the digital generation, and differences in vulnerability levels across social groups are making traditional service approaches increasingly inefficient. Therefore, service digitization, targeting, and data utilization are essential tools in contemporary public service innovation. Digitalization enables the expansion of services and the acceleration of information delivery, while target segmentation ensures that prevention messages and methods are tailored to the social, age, and environmental characteristics of the target population (Isabella et al., 2024; Wardana et al., 2025). In contrast, a data-driven approach offers a logical foundation for policy decision-making and prioritizing interventions. By combining these three elements, public service innovation is not only technological, but also strategic and contextual, thereby increasing the effectiveness and relevance of drug prevention programs implemented by the Surabaya City National Narcotics Agency.

Research shows that the Surabaya City National Narcotics Agency innovates in public services by utilizing digital media as a primary tool for education and dissemination of drug prevention information. Social media, video content, and online campaigns are utilized optimally to reach the youth segment targeted in drug prevention programs. In addition to digitalization, the Surabaya City National Narcotics Agency implements service target segmentation by tailoring prevention content, methods, and media to the characteristics of target groups, such as students, employees, and the general public. Each group receives a different approach depending on their level of vulnerability and information needs.

Innovative services are also realized through the utilization of data and mapping of areas vulnerable to drug use. This data is used to determine priority intervention areas and design context-appropriate prevention programs. This data-driven strategy supports more precise and efficient public services. According to Mulgan, (Pratama, 2020), Innovation in public services relies not only on new ideas, but also on effectiveness and sustainability in solving social problems. The use of digital technology, targeted targeting, and a data-driven approach implemented by the Surabaya City National Narcotics Agency demonstrates innovation that focuses on problem-solving, not simply technology adoption.

This approach demonstrates the increased sensitivity of public services to the city's complex social changes. By understanding the characteristics of target groups and local situations, the Surabaya City National Narcotics Agency can

design more appropriate and responsive interventions. This enhances the institution's ability to address changes in the strategic environment. Thus, digital and data-driven public service innovation not only expands access to services but also improves the quality of decision-making in drug prevention programs. This innovation emphasizes the need to integrate technology, information, and social analysis in the implementation of contemporary public services. (Luna-Reyes & Gil-Garcia, 2014).

Collaborative Governance and Public Value Creation in Drug Prevention Service Innovation

Collaborative governance is an important aspect in understanding public service innovation (Lee, 2016), Especially in the context of drug prevention, which is multi-sectoral, complex, and closely tied to the social dynamics of urban communities. The drug problem cannot be effectively resolved solely through a sectoral, top-down bureaucratic approach, but requires the active participation of various parties outside the government as strategic partners in creating public value (Mandell, 2002; Thomson & Perry, 2006). In the context of modern public administration, public service innovation is not only assessed from the uniqueness of the program or the effectiveness of the process, but also from the ability of public institutions to create collaborative networks, manage relationships between parties, and provide social impacts that are directly felt by the community (Emerson et al., 2012). Therefore, a study of the Surabaya City National Narcotics Agency's public service innovation in drug prevention programs needs to be viewed from the perspective of collaborative governance and public value, to assess the extent to which intersectoral synergy contributes to service effectiveness, program sustainability, and strengthening the role of the community as an active actor in drug prevention efforts.

Research findings indicate that innovation in Surabaya City National Narcotics Agency's public services is strengthened through intersectoral collaboration involving local governments, educational institutions, the private sector, the media, and community organizations. This collaboration is realized through various integrated programs, such as drug-resilient villages and drug-free schools. This collaboration allows for the integration of resources, skills, and networks among actors, thereby strengthening public service capacity. Drug prevention is now seen not as the exclusive responsibility of the Surabaya City National Narcotics Agency, but as a shared agenda requiring the participation of various parties.

These findings align with the new public governance approach proposed by Osborne, (Sanrego & Muhammad, 2013) which emphasizes that public services are delivered through a network of interdependent actors. Drug abuse prevention as a complex problem requires network-based management, trust, and collaboration between institutions. According to the public value perspective (Bojang, 2021), The Surabaya City National Narcotics Agency's public service innovations generate public value, including increased public awareness, social resilience, and a sense of shared security. The focus on behavioral change and

community engagement demonstrates that service success is measured through social impact, not simply administrative outcomes.

These service innovations also have normative legitimacy because they align with national policy frameworks, such as Law Number 35 of 2009 concerning Narcotics and Presidential Instruction Number 2 of 2020 concerning the National Action Plan for Drug Prevention and Eradication (RAN P4GN). The alignment between local innovations and national policies strengthens the sustainability of drug prevention programs. Overall, the Surabaya City National Narcotics Agency's public service innovations reflect collaborative management practices that can generate sustainable public value. Through collaboration, engagement, and a focus on behavioral change, the Surabaya City National Narcotics Agency has successfully established its position as a driving force for public service in drug prevention efforts.

CONCLUSION

Based on the analysis and discussion, it can be concluded that the public service innovation implemented by the Surabaya City National Narcotics Agency in its drug prevention program demonstrates a shift in service paradigm from an administrative and instructional approach to a participatory, collaborative service focused on creating public value. This innovation is evident through increased community participation as service providers, the use of digital media as an educational tool suited to the characteristics of the younger generation, the implementation of relevant service target segmentation, and the use of data and maps of drug-risk areas as a basis for decision-making. Cross-sector collaboration involving local governments, educational institutions, the private sector, the media, and community organizations confirms that drug prevention is understood as a complex public issue requiring network-based management. These findings align with the new public service paradigm, which emphasizes citizen-centered service, the new public governance model, which prioritizes collaboration between actors, and the concept of public value, which prioritizes behavioral change, collective awareness, and social resilience as indicators of service success. With the support of a relevant national policy framework, the innovation in public services at the Surabaya City National Narcotics Agency not only gains normative legitimacy but also demonstrates adaptive and sustainable institutional capabilities in building effective drug prevention services that are responsive to social change in urban areas.

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