

Strategic Multi-Stakeholder Collaboration in Drug Trafficking Prevention: The National Narcotics Board of Banyuwangi Regency

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ABSTRACT

Illicit drug trafficking in the border regency of Banyuwangi, characterised by long coastlines and inter-island ferry routes, systematically undermines social and economic resilience, demonstrating the inadequacy of single-agency law enforcement. This study aims to explore in depth the dynamics of multi-stakeholder partnership that integrates government, private sector, academia, media, and community actors within the BNNK Banyuwangi drug prevention programme. A qualitative single-case study design was adopted, involving semi-structured interviews with twelve key participants, non-participant observation of coordination meetings and outreach activities, and analysis of partnership documents, analysed through reflexive thematic analysis. The analysis identified five reinforcing themes: government policy commitment, private sector resource participation, academic research contribution, digital media amplification, and community volunteer resilience, which collectively form an adaptive prevention ecosystem. The limited number of internal BNNK personnel emerged as a significant structural barrier, mitigated through community-based role substitution and digital campaign strategies. The study concludes that the partnership constitutes a social construction whose resilience rests upon inter-pillar trust and grassroots community empowerment. Practical implications include a replicable conceptual model for institutionalising cross-sector coordination forums and aligning corporate social responsibility with drug prevention in other high-vulnerability archipelagic regions.

1. INTRODUCTION

Illicit drug trafficking in Banyuwangi Regency systematically undermines the social fabric and economic resilience of coastal and rural communities through geographically dispersed supply routes that exploit long coastlines, protected forests, and inter-island ferry connections. These structural vulnerabilities not only expand the illicit narcotics market but also progressively degrade the human capital of the younger generation, who should be the primary drivers of regional development anchored in local cultural and natural resources. Furthermore, exclusive reliance on repressive law enforcement measures has repeatedly proven insufficient to disrupt the deeply entrenched cycle of drug demand and supply at the grassroots level, as documented in border security studies (Pattberg and Widerberg 2019; Arar and Nasra 2019). Moreover, the shift from a reactive crime-fighting paradigm toward proactive crime prevention demands a whole-of-society approach that integrates diverse institutional resources and community assets within a unified and sustainable framework (Ismail, Pawero, and Umar 2021; Wahyudiono 2024b). Therefore, a context-sensitive, partnership-based prevention model becomes critically urgent to address the specific geographic and socio-cultural challenges that characterise Banyuwangi as a border regency. The conceptual foundation of multi-stakeholder partnership has gained substantial traction in public administration

literature as an effective collaborative governance mechanism for addressing complex societal problems that exceed the capacity of any single organisation. This framework deliberately merges the distinct competencies of government agencies, business entities, academic institutions, media organisations, and grassroots communities into a coordinated network capable of generating synergistic outcomes (Ismail, Pawero, and Umar 2021; Wahyudiono 2024b). Additionally, empirical studies conducted in Banyuwangi's education and tourism sectors confirm that cross-sector synergy facilitated by local government can significantly enhance programme effectiveness and expand the breadth of social impact (Ardytia, Imaniar, and Wahyudiono 2021; Wahyudiono 2024a). Furthermore, scholars in the narcotics control field argue that distributed roles and mutually reinforcing responsibilities among multiple stakeholders construct a more adaptive social protection ecosystem that is resilient to environmental fluctuations (Pattberg and Widerberg 2019; Arar and Nasra 2019). Nonetheless, holistic exploration of multi-stakeholder partnership implementation in drug prevention programmes remains scarce, particularly from the perspective of actors' direct lived experiences on the ground.

The analytical gap identified through systematic literature review centres on the minimal number of qualitative studies that examine the subjective meanings, motivations, and structural challenges encountered by each partnership pillar within drug prevention initiatives in border regions. Existing research has predominantly employed policy evaluation frameworks or quantitative descriptive designs that fail to capture the nuanced dynamics of power relations and meaning negotiation among stakeholders (Pongton 2019; Wermke, Rick, and Salokangas 2019). Moreover, understanding the procedural and contextual dimensions of collaboration, including latent frictions and emergent synergies, is essential for formulating evidence-based policy that is genuinely participatory and longitudinally sustainable (Acosta et al. 2019; McClintock and Fainstad 2022). Furthermore, the absence of in-depth inquiry into how government, private, academic, media, and community actors construct collaborative sense-making in Banyuwangi's drug prevention context constitutes a tangible research void that demands empirical attention. A qualitative case study centred on a single institution and its partner network was therefore selected as the most appropriate strategy for uncovering the full complexity of inter-pillar interactions. Based on this identified gap, the present study addresses two interrelated research problems that guide the entire investigative process and analytical framework. The first problem explores how actors from the government, private sector, academia, media, and community collectively construct and make sense of multi-stakeholder partnership within the BNNK Banyuwangi drug prevention programme. The second problem investigates the structural and psychosocial factors that function as either drivers or inhibitors of the overall effectiveness and sustainability of the established collaboration. These questions are answered through naturalistic exploration of phenomena within their authentic organisational and network contexts, deliberately avoiding the imposition of rigid a priori theoretical frameworks that might constrain emergent insights (Slemp, Lee, and Mossman 2021; Doyumgaç, Tanhan, and Kiymaz 2021). Consequently, the novelty of this research resides in revealing the actual cooperation mechanisms, complete with embedded constraints and adaptive responses, that define partnership operations in a border region characterised by high narcotics vulnerability. The overarching aim of this research is to comprehensively describe the structural architecture and dynamic processes of multi-stakeholder partnership in drug prevention in Banyuwangi, while simultaneously identifying the collaborative catalysts and barriers that emerge from real-time actor interactions. The expected contribution includes a data-grounded conceptual model that enriches the existing literature on public-private-community partnership and provides strategic recommendations for BNNK and the local government to optimise limited resources through intensified multi-sector synergy. In addition, the model is designed to be adaptable for replication in other archipelagic regions that share similar geographic fragmentation and narcotics trafficking vulnerability (Ardytia, Imaniar, and Wahyudiono

2021; Wahyudiono 2024a). Thus, this study advances the field of public administration science and concurrently offers a practical, evidence-informed framework that can be directly utilised by stakeholders striving to strengthen drug prevention ecosystems.

2. METHODS

This research employed a qualitative approach with a holistic single-case study design to deeply explore the multi-stakeholder partnership in drug prevention in Banyuwangi, an approach chosen for its capacity to capture complex contemporary phenomena within their real-life contexts when boundaries between phenomenon and context remain blurred. The entire partnership programme implemented by BNNK Banyuwangi with its private sector, academic, media, and community partners constituted the single integrated case under investigation, enabling the use of multiple evidence sources to build a rich and holistic understanding. Furthermore, this design facilitates examination of cooperation mechanisms, inherent challenges, and the adaptive strategies developed by actors as they navigate structural pressures in the field (Rashid et al., 2019; Tapalova & Zhiyenbayeva, 2022). Additionally, the case study method permits the researcher to retain the holistic and meaningful characteristics of organisational and managerial processes that cannot be adequately captured through survey-based or purely quantitative approaches (Braun & Clarke, 2019; Doyumgaç et al., 2021). Therefore, the design aligns precisely with the research objective of comprehensively portraying the partnership as a unified, evolving social system. The research site was centred at the BNNK Banyuwangi Office and extended to several partner collaboration locations, including senior high schools, village halls, and volunteer activity centres situated across three sub-districts selected for their varying levels of narcotics vulnerability. Participants were recruited purposively based on two inclusion criteria: direct and sustained involvement in partnership-based drug prevention programmes and a minimum of two years of field experience to ensure depth of insight (McClintock & Fainstad, 2022; Brown et al., 2019). Twelve key participants were determined to be sufficient because qualitative case study research prioritises information richness over statistical representativeness, and data saturation was achieved when no new themes emerged from the final two interviews conducted across the five distinct partnership pillars. This sample size aligns with established guidelines indicating that 6 to 12 participants typically suffice for thematic saturation in homogeneous case study designs, particularly when triangulation with observation and document analysis is employed (Braun & Clarke, 2019; Rashid et al., 2019). Consequently, the 12 participants comprised 2 BNNK structural officials, 3 village anti-drug volunteers, 2 lecturers involved in evaluation research, 2 local media journalists, 2 private sector representatives supporting CSR, and 1 Osing indigenous community leader, ensuring balanced representation from every pillar.

Data collection was conducted through three primary techniques: in-depth semi-structured interviews, non-participant observation, and document analysis, with each technique designed to illuminate different facets of the multi-stakeholder partnership phenomenon. The semi-structured interviews lasted between 60 and 90 minutes and utilised an open-ended question guide that was flexibly explored to pursue emergent meanings, in accordance with the principles of responsive interviewing that prioritise participant-generated insights over researcher-imposed categories (Doyumgaç et al., 2021; Winarno & Hermana, 2019). Non-participant observation focused on cross-sector coordination meetings, volunteer-led outreach activities, and BNNK's official social media campaigns to capture the natural, unscripted interactions among actors as they occurred in real time. Additionally, the documents analysed included BNNK annual reports, formal memoranda of understanding with partners, and samples of digital educational content products that served as material evidence of the institutionalised collaboration. Technique and source triangulation were applied simultaneously throughout the data collection period to strengthen the credibility of the

findings and ensure that the researcher’s interpretations remained firmly grounded in the empirical evidence (Kapasi & Pei, 2022; Wahyudiono, 2023). Data analysis followed the six-phase thematic analysis procedure developed by Braun and Clarke, which encompasses data familiarisation, initial coding, theme searching, theme reviewing, theme defining, and report writing. The verbatim interview transcripts were read repeatedly to achieve deep immersion, after which units of meaning relevant to the research questions were systematically coded and progressively grouped into overarching themes through a rigorous process of reduction and synthesis (Braun & Clarke, 2019; Rashid et al., 2019). Throughout this process, a constant comparative method was applied to ensure that each candidate theme was internally coherent and externally distinct from other themes before being finalised for the thematic matrix. Member checking was conducted with six key participants who reviewed and confirmed the accuracy of the extracted themes and representative quotes, while peer debriefing was undertaken with two independent researchers not directly involved in the project to challenge and refine the analytical interpretations. Thus, the entire analytical procedure ensured that the research findings presented a coherent, credible, and contextually faithful description of how the multi-stakeholder partnership was built, maintained, and adapted amidst continual field dynamics.

3. RESULTS AND DISCUSSION

RESULTS

Thematic analysis of the interview data revealed five interconnected main themes that collectively constitute the structural and procedural architecture of the multi-stakeholder partnership, namely government policy commitment, private sector resource participation, academic research contribution, digital media amplification, and community volunteer resilience. These themes function not as isolated components but as mutually reinforcing pillars that form a dynamic, adaptive ecosystem capable of responding flexibly to the shifting patterns of drug trafficking in Banyuwangi’s border territory. The synergy among the pillars effectively generates a substitution mechanism that compensates for the chronic limitations of BNNK’s internal resources, thereby enabling prevention programmes to operate with sustained functionality at the grassroots level (Pattberg & Widerberg, 2019; Wahyudiono, 2024b). Moreover, the reciprocal resource, information, and legitimacy flows among all five pillars, as visually modelled in Figure 1, illustrate how collective resilience emerges from the structural interdependence that characterises this partnership network. Table 1 presents the demographic profile of the 12 key participants, providing the contextual background necessary for interpreting how each strategic role contributes to the overall collaborative ecosystem.

Table 1. Demographic Profile and Roles of Key Multi-Stakeholder Partnership Participants

Participant Code	Partnership Pillar	Position/Strategic Role	Experience (years)
P1	Government	Head of General Sub-Division, BNNK	7
P2	Government	Expert Staff to the Regent for People's Welfare	6
P3	Private Sector	CSR Manager, Shipping Company	4
P4	Private Sector	MSME Owner, Campaign Partner	3
P5	Academia	Lecturer, Universitas 17 Agustus 1945 Banyuwangi	6
P6	Academia	Researcher, Centre for Drug Studies	5
P7	Media	Editor, Radar Banyuwangi	8
P8	Media	Anti-Drug Content Creator	3
P9	Community	Chairperson, Village Anti-Drug Volunteers	5
P10	Community	Osing Indigenous Leader, Kemiren	7
P11	Community	High School Teacher, Peer Group Facilitator	6
P12	Community	Former Addict, Storytelling Cadre	4

Source. Primary interview data, processed (2026).

Participants consistently identified the Banyuwangi Regency Government and BNNK as the central architect and facilitator of the institutionalised multi-stakeholder collaboration, a role that was codified through formal policy instruments and exercised through facilitative leadership behaviours. Policy instruments such as the Regional Regulation on P4GN and the Regent's Decree were described by multiple informants as providing the requisite legal legitimacy and a structured formal framework that enabled the systematic involvement of non-state actors in what had previously been a purely governmental domain. Furthermore, BNNK officials explicitly stated that the integrated budget commitment, channelled through corporate social responsibility mechanisms and village fund allocations, had substantially enhanced the programme's financial viability and long-term operational sustainability (Ismail et al., 2021; Arar & Nasra, 2019). Moreover, the transformative and inclusive leadership style demonstrated by the regional head was repeatedly cited as having been instrumental in building interpersonal and inter-institutional trust among actors who had previously operated in a fragmented and sectorally isolated manner. The policy commitment thus functioned as the foundational bedrock upon which the entire multi-pillar partnership structure was subsequently erected. Private sector participation extended considerably beyond the mere provision of financial resources, penetrating into the supply of communication infrastructure and access to expansive commercial networks that were strategically valuable for reaching the youth demographic. The shipping company and local micro, small, and medium enterprises not only allocated CSR funds for printing anti-drug educational materials but also voluntarily made their commercial premises, including cafés and retail shops, available as informal and welcoming venues for socialisation activities targeting adolescents (Hernández-Sánchez et al., 2020; Ndofirepi, 2020). Interview data further revealed that these business actors were motivated by an enlightened self-interest perspective, explicitly linking community stability and the availability of a healthy young workforce to the long-term sustainability of their enterprises within Banyuwangi's tourism and services sectors. In addition, private sector participants openly acknowledged the necessity of government mediation to effectively align their short-term commercial objectives with the longer-term, non-negotiable targets of the drug prevention agenda. The business pillar's willingness to contribute non-monetary assets thus broadened the resource base available to the partnership well beyond conventional budgetary allocations. The contribution of academia and local higher education institutions was centrally anchored in the provision of a rigorous scientific evidence base that directly informed policy refinement and data-driven intervention design through a collaborative co-creation process. Research collaborations between lecturers at Universitas 17 Agustus 1945 Banyuwangi and BNNK produced empirical studies that systematically mapped drug trafficking hotspots and critically evaluated the contextual effectiveness of peer group modules utilised in school-based outreach (Acosta et al., 2019; Masdonati et al., 2022).

The academic participants explicitly reported that knowledge transfer was decidedly bi-directional rather than unidirectional, with research findings being immediately trialled in pilot community projects and practitioner feedback subsequently channelled back to refine the research instruments and analytical frameworks. One academic participant stated, "Our research results were directly used to revise the peer group material, which turned out to be less contextual in coastal areas"(P5). Nevertheless, the academics concurrently highlighted persistent structural challenges, including severely limited dedicated research funding and a notable absence of institutional publication incentives for applied community-based research, which they argued must be strategically addressed through collaborative grant schemes initiated by the local government. Local media outlets and independent digital content creators performed a critical amplification function that proved indispensable for reaching the digitally native younger generation, a demographic segment that remains largely inaccessible through conventional face-to-face outreach methods. The communication strategy co-developed by BNNK and the editorial team of Radar Banyuwangi

strategically integrated citizen journalism principles with the systematic production of short-form video content distributed across the agency's official Instagram, TikTok, and YouTube platforms (Tapalova & Zhiyenbayeva, 2022; Levano-Francia et al., 2019). Observational data indicated that video reels featuring authentic testimonials from former addicts and dynamic footage of volunteer field activities generated significantly higher user engagement and content sharing rates compared with static infographics that lacked emotional proximity. A journalist participant described the personally transformative impact of the partnership, remarking, "From initially just being a crime reporter, I now feel like I am helping to save lives through my writing and videos" (P7). The journalists collectively expressed a profound sense of professional identity transformation, having transitioned from passive crime reporters into active public education agents imbued with a heightened sense of social responsibility and civic duty. The community pillar, composed of village anti-drug volunteers, Osing indigenous leaders, school teachers, and former addicts serving as storytelling cadres, was unequivocally identified as the driving heart of the entire multi-stakeholder ecosystem because of their direct and sustained daily interaction with populations most vulnerable to narcotics exposure. Volunteers who had undergone structured technical guidance from BNNK demonstrably exhibited high levels of workforce agility and workplace spirituality, which were tangibly reflected in their unwavering willingness to perform voluntary assistance duties without receiving adequate financial compensation or material incentives (Paul et al., 2020; Slempt et al., 2021). The storytelling approach employed by recovering former drug users was reported by multiple informants to be exceptionally effective in forging deep emotional connections and substantially reducing cognitive resistance among adolescents, precisely because of the undeniable authenticity that lived personal experience inherently conveys. One former addict serving as a storytelling cadre affirmed with conviction, "My bitter experience has become the most powerful weapon to convince students not to ever try drugs" (P12). Additionally, the strategic embedding of anti-drug messages within Osing local wisdom practices, such as the *selamatan desa* communal ritual, was found to establish a culturally grounded social control mechanism that participants deemed far more powerful and enduring than externally imposed formal regulations alone.

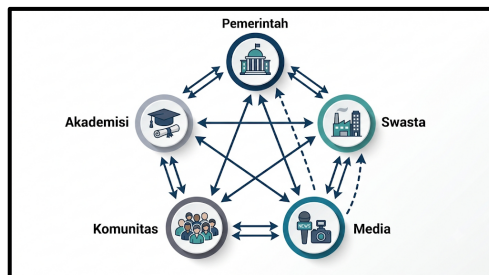


Figure 1. Dynamic Model of Multi-Stakeholder Partnership in the BNNK Banyuwangi Drug Prevention Programme

(Two-way arrows symbolise reciprocal resource and information flows; dashed arrows indicate evaluative feedback from academia and media to the government.)

Source. Qualitative data analysis and partnership documents, 2026.

Table 2. Thematic Matrix, Sub-themes, and Representative Quotes on Multi-Stakeholder Partnership Experience

Main Theme	Sub-theme	Representative Quote (verbatim translation)
Policy Commitment	Regulatory legitimacy and leadership	"The regent's decree was the initial trigger for us in the private sector to confidently invest in this programme." (P3)
Private Sector Participation	Financial support and venue access	"We provide a café as a place for young people to study and have healthy discussions without drugs, while also promoting our business." (P4)

Academic Contribution	Research mapping and module evaluation	“Our research results were directly used to revise the peer group material, which turned out to be less contextual in coastal areas.” (P5)
Media Amplification	Digital content production and citizen journalism	“From initially just being a crime reporter, I now feel like I am helping to save lives through my writing and videos.” (P7)
Community Resilience	Former addict storytelling and local wisdom	“My bitter experience has become the most powerful weapon to convince students not to ever try drugs.” (P12)

Source. In-depth interview transcripts, processed (2025).

DISCUSSION

The finding that government policy commitment constitutes the foundational bedrock of the entire multi-stakeholder partnership structure aligns closely with the broader collaborative governance literature, which consistently emphasises the indispensable role of formal institutional legitimacy and facilitative public leadership in enabling cross-sector collective action. The Regent’s Decree and the Regional Regulation on P4GN provided the unambiguous legal mandate that permitted structured and accountable participation of non-state actors, a condition that Pattberg and Widerberg (2019) identify as a critical success factor for both transnational and local multi-stakeholder partnerships. Furthermore, the transformative leadership style exhibited by the regional head, which systematically built interpersonal trust among previously fragmented and siloed sectors, corroborates empirical studies that underscore the pivotal role of authentic and instructional leadership in fostering organisational citizenship behaviour and durable inter-organisational trust (Zahed-Babelan et al., 2019; Arar & Nasra, 2019). The integration of budget resources through CSR mechanisms and village fund allocations as a deliberate strategy for strengthening programme financial viability further resonates with research demonstrating how humble leadership and psychological empowerment can effectively channel private resources toward successful public project outcomes (Ali et al., 2020; Wahyudiono, 2024a). Critically, however, the heavy reliance on the personal leadership qualities of a single regional head introduces a latent sustainability risk, because the institutionalisation of partnership norms remains partially contingent on individual rather than systemic factors, a vulnerability that warrants proactive mitigation through formalised standard operating procedures that transcend political cycles. The private sector’s involvement, which demonstrably transcended a purely financial contribution to encompass the provision of commercial spaces as informal socialisation venues, provides compelling empirical support for the concept of shared value and enlightened self-interest as motivational drivers for business engagement with complex social issues. This finding is consistent with research indicating that entrepreneurial education and specific psychological traits, including proactive personality and internal locus of control, mediate business actors’ intentions to contribute meaningfully to societal goals, particularly when they perceive a direct and tangible link between community health and the long-term viability of their own commercial ventures (Ndofirepi, 2020; Hernández-Sánchez et al., 2020). Moreover, the private sector’s explicit reliance on government mediation to align inherently short-term commercial agendas with the longer-term, non-negotiable targets of drug prevention reflects the broader dynamics of economic uncertainty, wherein social identity disturbance and psychological well-being models offer a robust explanation for the need for an external stabilising and coordinating force in cross-sector collaborations (Godinić, 2020; Mehmood et al., 2021). The analysis further suggests that while enlightened self-interest serves as an effective initial mobiliser, the long-term durability of business engagement will likely depend on the institutionalisation of mutual benefit mechanisms that deliver measurable reputational and operational returns to the private partners beyond the immediate goodwill generated by participation. The academic pillar’s central role in supplying a scientific evidence base through a genuine co-creation process, whereby research findings were directly

implemented in pilot community projects and subsequently refined based on practitioner feedback, vividly exemplifies the core principles of evidence-based practice and translational research in real-world institutional settings. This finding substantiates the argument advanced in the educational and organisational change literature that whole-school change interventions and restorative practices achieve their greatest impact when rigorous research is deeply embedded within the implementation cycle, thereby creating a continuous and self-correcting feedback loop between theoretical knowledge and field application (Acosta et al., 2019; Masdonati et al., 2022). The empirically observed enhancement of BNNK's adaptive capacity to rapidly respond to emerging narcotics trafficking *modi operandi* through academically informed and contextually tailored prevention modules further strengthens the view that psychological capital constructs, such as grit, resilience, and self-efficacy, can be systematically cultivated within public organisations through sustained organisational learning and collaborative research partnerships (Luthans et al., 2019; Wahyudiono, 2024b). Nonetheless, the persistent challenges of constrained research funding and the absence of institutional publication incentives for applied community-based scholarship, as candidly voiced by the academic participants, reveal a significant structural misalignment between the espoused value of evidence-based policy and the actual resource allocation priorities that govern academic career advancement, a misalignment that must be deliberately addressed through targeted collaborative grant schemes.

The media's amplification function, particularly through the strategic deployment of citizen journalism and the production of emotionally resonant short-form video content on social media platforms such as Instagram and TikTok, confirms the rapidly growing significance of digital competences and artificial intelligence-informed personalisation in designing effective and wide-reaching public health communication campaigns. The observed substantial difference in user engagement rates between testimonial video reels and static infographics aligns closely with studies grounded in Vygotsky's constructivism and differentiated learning theories, which posit that narrative proximity and emotional authenticity significantly enhance the cognitive absorption and internalisation of educational messages, particularly among school-aged populations (Wibowo et al., 2025; Rosmayati & Yulianti, 2022). Furthermore, the profound professional identity transformation articulated by the journalists from detached crime reporters to deeply engaged public education agents vividly illustrates the construct of collective sensemaking, wherein media professionals actively renegotiate and reconstruct their occupational identity in direct response to evolving community needs and the new collaborative frameworks that partnership engenders (Winarno & Hermana, 2019; Kapasi & Pei, 2022). A critical analytical insight that emerges from these observations is that the media's role in drug prevention partnerships should be strategically reconceptualised from that of a passive dissemination channel to that of an active co-producer of prevention narratives, a shift that necessitates sustained investment in journalists' capacity building regarding the socio-psychological complexities of addiction. At the operational heart of the entire ecosystem, the community pillar's demonstrably high levels of workforce agility and the compelling effectiveness of the former addicts' authentic storytelling approach vividly exemplify the theoretical constructs of workplace spirituality and the satisfaction of basic psychological needs for autonomy, competence, and relatedness as powerful intrinsic drivers of sustained volunteer engagement even in the absence of material rewards. The finding that the lived experience testimonials delivered by recovering users were exceptionally effective in reducing adolescent cognitive resistance to anti-drug messages provides robust empirical support for the conceptual framework that advocates for promoting a positive school climate, wherein peer-based interventions and restorative personal narratives are consistently deemed more impactful than traditional didactic instructional methods (Martinsone et al., 2023; Spencer et al., 2019). Moreover, the strategic and culturally sensitive embedding of anti-drug messages within *Osing* local wisdom rituals, such as the *selamatan desa*

ceremony, validates the integration of indigenous cultural capital into formal educational and social intervention designs, thereby creating a culturally resonant social control mechanism that local actors perceive as demonstrably stronger than externally imposed regulatory frameworks (Widyasari et al., 2024; Hanip et al., 2025). The critical analytical inference drawn from this pattern is that community resilience in the context of drug prevention is not a naturally occurring phenomenon but rather a deliberately constructed social achievement that depends upon the systematic recognition and empowerment of local cultural assets and the authentic voices of affected individuals.

Notwithstanding the evident and well-documented synergy among the five pillars, the study's findings expose a critical structural vulnerability that threatens the long-term sustainability of the partnership: the severely limited quantity of BNNK internal personnel relative to the expansive and geographically challenging terrain they must cover. This condition underscores the substantial risk of professional burnout and the gradual erosion of psychological capital among state civil apparatus who are chronically overstretched across vast operational areas, a phenomenon that has been extensively documented in the literature on passionate professionals and the conservation of team resources in demanding public service environments (Horwood et al., 2021; Bogler & Somech, 2019). The significant gap between the ideal counsellor-to-population ratio standardised by the central BNN agency and the stark reality encountered on the ground leaves the supervision and quality coordination functions in a perpetually suboptimal state, echoing research that emphasises the absolute necessity of psychological safety and trust in supervisors for the effective exercise of authentic leadership and the attainment of organisational performance targets (Maximo et al., 2019; Banwo et al., 2022). The forced operational reliance on volunteer delegation, while demonstrably effective in the short term, introduces a latent and potentially escalating risk of gradual intervention quality degradation if such delegation is not systematically accompanied by sustained professional supervision, rigorous quality assurance protocols, and clear accountability frameworks. Despite this significant structural constraint, the institutionalised multi-stakeholder partnership has organically generated a potent mechanism of collective resilience that effectively mitigates the formal resource deficit through the cultivation of dense relational capital. The finding that interpersonal and inter-organisational trust, painstakingly constructed through routine face-to-face interaction and the accumulation of small but consistent collaborative successes, serves as the primary social adhesive that compensates for the shortfall in formal bureaucratic resources strongly aligns with the contemporary literature on psychological safety and the foundational role of trust in fostering a sense of growth, engagement, and belonging in both clinical and organisational learning environments (McClintock & Fainstad, 2022; Lin et al., 2021). Furthermore, the collective sensemaking that routinely occurs during monthly cross-sector coordination meetings, which function as vital discursive spaces for ongoing meaning negotiation and real-time strategic adjustment, confirms the analytical utility of school environment mastery experiences and inclusive teaching self-efficacy theories in explaining how collaborative forums can demonstrably enhance adaptive capacity across institutionally diverse sectors (Wilson et al., 2020; Allen et al., 2022). Consequently, the severe structural limitation has not paralysed the drug prevention programme as might be expected; rather, it has catalysed a significant social innovation in the form of a community-based governance model that is strategically built upon local assets, endogenous community strengths, and culturally embedded resilience mechanisms. These interconnected findings collectively affirm that the multi-stakeholder partnership in Banyuwangi constitutes a dynamic and evolving social construction, whose ultimate success is measured not by the aggregate number of narcotics cases uncovered, but by the community's demonstrably enhanced endogenous capacity to protect itself from the pervasive threat of narcotics.

4. CONCLUSION

Multi-stakeholder partnership in drug prevention in Banyuwangi operates as a dynamic social construction that functions through sustained reciprocal interaction among the government, private sector, academia, media, and community pillars, each contributing distinct yet complementary resources and competencies. The actors' collective experiences demonstrate that this collaboration forms a robust social resilience ecosystem that rests upon five mutually reinforcing foundations: policy legitimacy, private sector resource participation, a scientific evidence base, digital message amplification, and grassroots volunteer resilience. Moreover, the severely limited number of internal BNNK personnel constitutes a fundamental structural barrier that has been partially and creatively mitigated through community-based role substitution and the strategic digitalisation of prevention campaigns, although the risk of volunteer burnout and intervention quality erosion remains an unresolved concern. In addition, this study is constrained by its single-case design, which limits the direct transferability of findings to regions with markedly different socio-cultural configurations and political dynamics, and by its reliance on cross-sectional data, which precludes the longitudinal observation of partnership evolution and institutionalisation over time. Therefore, future research should undertake comparative multi-case studies across diverse border and archipelagic regions and adopt longitudinal designs to trace how trust, power asymmetries, and institutional memory develop and transform throughout the partnership lifecycle, while this study recommends the immediate strengthening of BNNK personnel psychological capacity and the formal institutionalisation of multi-stakeholder coordination forums as a core adaptive strategy for high-vulnerability regions.

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