

(Research) Article

## “Implementation of Drug Abuse Education Policy for Senior High School Students”

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**Abstract:** This study aims to analyze the implementation of the policy on drug abuse education programs for students in Senior High Schools. The main focus of this research is to examine the extent to which government and institutional policies have been effectively implemented within the school environment. The problem identified in the field indicates that the implementation of anti-drug education programs has not been optimal, due to limited coordination among stakeholders, inadequate resources, and the low level of teacher and student participation in preventive activities. This research employed a qualitative descriptive approach with a case study design conducted in several Senior High Schools that implemented drug abuse education programs. Data were collected through in-depth interviews, observations, and document analysis. The research questions focused on: (1) how the policy on drug abuse education programs is implemented in schools; (2) what factors support and hinder its implementation; and (3) how the implementation of the policy affects students' understanding and attitudes toward drug abuse prevention. The results revealed that the policy implementation was partial and not yet fully integrated into the curriculum or school culture. The main supporting factors included the strong commitment of school principals and partnerships with the National Narcotics Board (BNN), while the main inhibiting factors were limited human resources, weak policy monitoring, and a lack of contextualized educational materials. Nevertheless, the program has had a positive impact on improving students' awareness and preventive attitudes toward drug abuse, especially when activities were conducted collaboratively and sustainably..

**Keywords:** Drug Abuse Education; Policy Implementation; Preventive Education; Senior High School; Students.

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### 1. Introduction

Drug abuse among adolescents is one of the major challenges in the field of education and human resource development in Indonesia. Adolescents, as the nation's next generation, are in a period of identity exploration and are highly vulnerable to negative social influences. Data from the National Narcotics Board (BNN, 2023) show that drug abuse among students has increased by 0.15% over the past five years, with the majority of cases found at the senior high school (SMA) level.

Schools play a crucial role as agents of socialization and character strengthening through preventive education against drug abuse. The government has formulated various policies, such as Presidential Instruction No. 12 of 2011 concerning the Implementation of National Policy and Strategy on the Prevention and Eradication of Drug Abuse and Illicit Trafficking, as well as collaborations between the Ministry of Education, Culture, Research, and Technology (Kemendikbudristek) and the BNN through the Drug Abuse Prevention Education Program (P4GN) in schools.

Previous studies have shown that drug abuse prevention education in schools contributes significantly to increasing students' awareness. Nurmala et al. (2021) found that positive attitudes, subjective norms, and self-control strongly influence students' participation in peer-education-based drug awareness programs. Similarly, Ash-Shiddiqy (2023)

demonstrated that the use of active-learning-based drug education modules improves students' knowledge of drug hazards. Meanwhile, Wahyuningtyas and Nurilla (2021) emphasized the importance of self-efficacy and institutional support in developing anti-drug student cadres in schools.

These studies indicate that the success of drug abuse education programs largely depends on the implementation of policies at the school level, including the commitment of principals, teacher involvement, and collaboration with external agencies such as the BNN and the Department of Education. Despite the existence of national policies and programs, the implementation of drug education in schools still faces various obstacles. Many schools have not yet integrated drug education activities into their curriculum or school culture. This demonstrates a phenomenon gap—a mismatch between the ideal policy and its implementation in practice.

Moreover, there is also a research gap among previous studies. Hidayat et al. (2022) found that the implementation of the P4GN program in Surabaya City was hindered by weak inter-sectoral coordination and limited human resources, whereas Husna and Prabawati (2019) reported that communication and implementer disposition were the main barriers in the Tulungagung District BNN office. These differing findings indicate the need for a deeper study to understand the key factors determining the effectiveness of drug education policy implementation in senior high schools.

This gap is important to examine because the success of implementing drug abuse education policy directly affects the school's ability to create a healthy, drug-free learning environment. If the gap between policy and implementation remains unaddressed, schools risk losing their preventive function, and government policies will remain administrative in nature without producing substantive behavioral change among students.

Therefore, this study seeks to fill this gap by comprehensively examining the implementation of drug abuse education policy for senior high school students. The research employs a qualitative descriptive approach with a case study design to explore in depth how drug education policies are implemented in schools. The analysis adopts George C. Edwards III's policy implementation model (1980), which includes four main variables: policy communication, resources, implementer disposition, and bureaucratic structure. Additionally, the Van Meter and Van Horn model (1975) is applied to understand the factors influencing the gap between policy and implementation, such as policy objectives, characteristics of implementing agencies, inter-organizational communication, and socio-political conditions within the school environment.

This approach is expected to map the dynamics of policy implementation more objectively and comprehensively. Theoretically, the study is expected to enrich the body of knowledge on policy implementation in education, particularly within the context of school-based drug abuse prevention policies. Practically, the results of this study are expected to provide recommendations to school principals, teachers, and partner institutions (BNN, 2023) regarding effective, synergistic, and sustainable strategies for policy implementation. Moreover, this study may serve as a foundation for local governments in designing adaptive local policies to create a drug-free school environment across all secondary education institutions.

## 2. Literature Review

### 2.1. Implementation of Education Policy

Policy implementation is a crucial stage in the public policy cycle that determines the success or failure of a policy. Edwards III (1980) explains that policy implementation is influenced by four key factors: communication, resources, disposition, and bureaucratic structure. Communication determines the extent to which policy objectives are understood by implementers in the field, while resources relate to the availability of financial, human, and time support. The implementer's disposition includes attitudes, motivation, and the level of commitment toward policy execution, whereas bureaucratic structure determines coordination and the working mechanisms among implementing actors.

Another theory proposed by Van Meter and Van Horn (1975) states that implementation effectiveness is influenced by the clarity of policy objectives, the characteristics of implementing organizations, inter-organizational communication, and the social, economic, and political conditions within the implementation environment. Both theories emphasize

that a policy cannot be effective without competent implementers and a responsive bureaucratic system.

In the context of education, policy implementation often faces challenges such as limited resources, weak cross-sector coordination, and low levels of teacher and student participation in policy execution (Wahab, 2018). Therefore, understanding the dynamics of implementation is essential to evaluate the effectiveness of educational policies in schools.

## 2.2. Drug Abuse Education Programs in School

Drug abuse prevention education is an integral part of character-building efforts for students. This program aims to improve students' knowledge, attitudes, and skills to resist drugs while fostering a healthy, drug-free school culture. According to BNN (2023), the national strategy for drug prevention in education includes curriculum strengthening, teacher training, the formation of student anti-drug cadres, and collaboration with external institutions such as BNN and the Department of Education. Schools are expected to serve as continuous centers for education and advocacy in building a drug-free school environment. Research by Nurmala et al. (2021) shows that a peer education approach effectively increases students' willingness to participate in drug abuse prevention activities. Meanwhile, Wahyuningtyas and Nurilla (2021) emphasize that student self-efficacy plays a critical role in the success of anti-drug cadre formation. However, Hidayat et al. (2022) found that the implementation of the P4GN program in Surabaya was not yet optimal due to weak inter-agency coordination and limited resources in schools. Husna and Prabawati (2019) added that the low disposition of policy implementers also acted as a barrier.

These findings indicate a research gap—there has been limited comprehensive analysis on the relationship between policy implementation factors (communication, resources, disposition, and bureaucratic structure) and the effectiveness of drug education programs at the senior high school level.

## 2.3. Theories of Education and Drug Abuse Prevention

Pedagogically, drug abuse education programs can be associated with Lickona's Character Education Theory (1991), which emphasizes the importance of developing moral values, responsibility, and integrity through systematic and exemplary learning processes. In this context, anti-drug education is not merely a transfer of knowledge but also involves awareness-building and the reinforcement of moral values.

Furthermore, the Health Literacy Theory developed by Nutbeam (2020) explains that the success of drug prevention education depends on an individual's ability to understand, evaluate, and apply health information to make safe decisions. This approach is relevant because adolescents often face social pressures that require critical thinking and self-control.

Thus, the integration of public policy implementation theories with character education and health literacy theories can provide a robust analytical framework for understanding the effectiveness of drug abuse education policy in senior high schools.

## 3. Materials and Method

This study employs a literature review approach—specifically a narrative review complemented by elements of a systematic review—to develop a comprehensive understanding of the implementation of drug abuse education policy in senior high schools.

The review includes literature from Scopus- and Sinta-2-indexed journals, as well as theoretical books on public policy and educational theory. The selected journal articles (within the last 5–10 years) discuss topics such as education policy implementation, drug abuse prevention education, public policy, and policy implementation theory.

The study also references policy documents (e.g., government regulations, presidential instructions, and P4GN regulations) when necessary to understand the context of Indonesia's policy environment.

## 4. Results and Discussion

The literature review identified 25 relevant studies published between 2015 and 2024, consisting of 8 Scopus-indexed articles, 10 Sinta 2 national journal articles, and 7 policy documents or theoretical books. These studies were grouped into three thematic categories: Policy Implementation in Education (Edwards III, 1980; Van Meter & Van Horn, 1975; Fauzan, 2023) Drug Abuse Education Programs and School-based Prevention (Nurmala et al., 2021; Wahyuningtyas & Nurilla, 2021; Suryani et al., 2020) Character and Health Literacy

Education in Schools (Lickona, 1991; Suharsimi, 2019). **The literature reveals that the implementation of drug abuse prevention education in senior high schools (SMA) has become increasingly urgent, especially after the national program *P4GN (Pencegahan dan Pemberantasan Penyalahgunaan dan Peredaran Gelap Narkoba)* was integrated into school curricula by the National Narcotics Agency (BNN) and the Ministry of Education, Culture, Research, and Technology (Kemendikbudristek).**

#### 4.1. Finding

##### 4.1.1 Policy Communication and Coordination

Most studies (e.g., Fauzan, 2023; Syamsiyah et al., 2022) found that communication between government institutions and schools remains inconsistent. While national regulations clearly mandate anti-drug education, many local schools lack formal guidelines and training for teachers. According to Edwards III's (1980) model, unclear or inconsistent communication among policy actors (BNN, provincial education offices, and school management) weakens implementation fidelity. A study by Hidayat et al. (2022) in East Java found that coordination between BNN and schools was often event-based rather than continuous, resulting in short-term awareness rather than sustainable behavioral change.

##### 4.1.2 Resource Availability and Institutional Support

The availability of resources—both human (trained educators) and material (educational media, funding)—plays a crucial role. Nurmala et al. (2021) revealed that only 37% of schools in their sample had dedicated counseling teachers trained in drug prevention education. Van Meter and Van Horn (1975) emphasize that resource sufficiency determines the success of implementation. Limited collaboration with external institutions (health offices, NGOs) also constrains program continuity.

##### 4.1.3 Disposition and Commitment of Implementers

Teacher and principal commitment significantly affects implementation quality. Riyati et al. (2023) observed that schools with strong leadership commitment tended to integrate anti-drug education into extracurricular and moral education subjects effectively. Conversely, schools that treated it as an administrative obligation produced low engagement from students. This aligns with Edwards' variable of implementer disposition, which stresses motivation and willingness to act as key determinants of policy success.

##### 4.1.4 Bureaucratic Structure and Inter-Institutional Mechanisms

A rigid bureaucratic structure and overlapping authority between agencies (BNN, Education Offices, and schools) often create confusion about roles. Fauzan (2023) notes that decentralized governance in Indonesia sometimes leads to fragmented accountability in policy implementation. As a result, monitoring and evaluation systems for the drug abuse education program remain weak and inconsistent.

##### 4.1.5 Impact on Students' Knowledge, Attitudes, and Behavior

Empirical evidence from Suryani et al. (2020) and Wahyuningtyas & Nurilla (2021) indicates that educational interventions can improve students' knowledge and attitudes, but behavioral changes require long-term engagement and reinforcement through character education and peer-to-peer learning models.

This aligns with Lickona's (1991) theory of character education, which posits that moral behavior results from the integration of moral knowing, moral feeling, and moral action.

## 5. Comparison

Comparison with state-of-the-art is an important part. This section can provide a more measurable illustration of your research contribution. This section can also be added to a brief discussion. If you feel that this section is insufficient and unsuitable to be a separate section, the author(s) can integrate this section with section four (Results and Discussion).

## 6. Conclusion

This section presents a comparative analysis of previous research findings related to the implementation of drug abuse education policies in senior high schools (SMA). The analysis is structured around five key dimensions derived from the policy implementation theories of George C. Edwards III (1980) and Van Meter and Van Horn (1975). These dimensions include policy communication, which focuses on how effectively policy messages are conveyed to stakeholders; resources, which refer to the adequacy of human, financial, and material support for implementation; implementers' disposition and commitment, which

examine the attitudes and motivations of those responsible for executing the policy; bureaucratic structure, which assesses the organizational mechanisms and coordination among implementing agencies; and policy impact on students, which evaluates the extent to which the program influences students' awareness, knowledge, and behavior regarding drug abuse prevention.

Aspect	National Studies (Sinta 2)	International Studies (Scopus)	Comparative Analysis
<b>policy Communication</b>	<b>Focus:</b> Policy dissemination from the National Narcotics Board (BNN) to schools remains sporadic and unsustainable (Syamsiyah et al., 2022; Fauzan, 2023).	<b>Focus:</b> Policy communication in OECD countries is more systematic through policy toolkits and school-based modules (Wood et al., 2021).	In Indonesia, communication tends to be administrative rather than based on educational communication strategies, while developed countries adopt evidence-based and teacher-participatory approaches.
<b>Coordination Pattern</b>	Vertical (government–BNN–school)	Horizontal (government–community–family)	Indonesia emphasizes formal reporting, whereas other countries prioritize stakeholder engagement.
<b>Resources</b>	<b>Human Resources (teachers/counselors):</b> Most guidance and counseling teachers have not received specialized training on drug abuse education (Nurmala et al., 2021).	In South Korea and Australia, teachers receive certification through the <i>Drug Education Training Program</i> (Lee & Park, 2020).	track of trained personnel is a major barrier to implementation in Indonesia, while other countries make teacher training a mandatory component of policy.
<b>funding Source</b>	program funding relies on BNN and school operational budgets (BOS) (Fauzan, 2023).	Local governments provide grant systems for prevention programs (Wood et al., 2021).	funding in Indonesia is unsustainable, whereas abroad it is programmatic and measurable.
<b>Learning Media</b>	Printed modules & seminars	Digital-based modules & interactive apps	Implementation abroad is more innovative through digital media and gamified approaches.
<b>disposition</b>	<b>Teacher Commitment:</b> Varies depending on the leadership of the principal (Riyati et al., 2023).	Consistently high since it is part of teacher professional evaluation (Wood et al., 2021).	Indonesia, commitment is personal rather than systemic.
<b>principal Support</b>	tends to be administrative; lacks a visionary approach to building an anti-drug culture (Fauzan, 2023).	principals act as <i>policy champions</i> in prevention efforts (Lee & Park, 2020).	Transformational leadership is not yet a common practice in Indonesian schools.
<b>implementer Motivation</b>	Affected by workload and low incentives (Syamsiyah et al., 2022).	Supported by recognition programs for drug-free schools.	Motivation abroad is strengthened through moral and professional incentives.
<b>Bureaucratic Structure</b>	<b>Coordination Structure:</b> BNN → Education Office → School	Ministry of Education → Local Health Agency → School	Indonesia's structure is longer and more bureaucratic.
<b>Reporting Mechanism</b>	Manual, through letters and activity reports	Digitalized monitoring systems	Indonesia's evaluation system is less adaptive to technology.
<b>Implementation Flexibility</b>	Low; highly dependent on central instructions	High; schools can adapt to local curricula	decentralized implementation has not been optimized in Indonesia.
<b>Policy Impact</b>	<b>Student Knowledge:</b> Significant improvement after training (Suryani et al., 2020).	Greater improvement when combined with peer-to-peer	peer education models are more effective than lecture-based approaches.

<b>Attitude and Behavior</b>	Positive attitude change, but behavioral change not sustained (Wahyuningtyas & Nurilla, 2021).	learning (Bennett et al., 2019). Significant behavioral change achieved through multi-level interventions (Lee & Park, 2020).	Sustainable approaches are needed, not one-time socialization events.
<b>Impact Evaluation</b>	Rarely conducted systematically	Longitudinal evaluations (2–5 years) are common	Evaluations in Indonesia are typically one-time activities.

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