

Article Title

The Effectiveness of the Role of the National Narcotics Agency (BNN) of South Sulawesi Province in the Recovery and Social Reintegration of Drug Abusers

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How to cite:

Awal, J., Husen, L. A. & Gadjong, A. (2026). The Effectiveness of the Role of the National Narcotics Agency (BNN) of South Sulawesi Province in the Recovery and Social Reintegration of Drug Abusers, 29(1), *Al-Ishlah: Jurnal Ilmiah Hukum*, 29(1), 110-123

ABSTRACT

This study analyzes the effectiveness of the role of the National Narcotics Agency (BNN) of South Sulawesi Province in implementing recovery (rehabilitation) and social reintegration programs for drug abusers. It employs an empirical juridical (socio-legal) approach with a descriptive-analytical design and qualitative method, using data from interviews, observation, and documentation involving key stakeholders. The findings show that BNN's role has been relatively effective, reflected in comprehensive, structured, and sustainable rehabilitation programs that embody a shift from a repressive to a humanistic and restorative approach. Effectiveness is indicated by behavioral changes among clients, reduced relapse rates, and increased social acceptance supported by family, community, and inter-agency collaboration. Nonetheless, effectiveness is influenced by legal frameworks, law enforcement, facilities, societal attitudes, and legal culture, with limitations in human resources, budget, and infrastructure as key challenges. The study concludes that a holistic and integrated approach is essential, with strengthened institutional capacity, improved facilities, increased public awareness, and expanded community-based programs to support sustainable reintegration and reduce drug abuse.

Keywords: Rehabilitation, Social Reintegration, Drug Abuse, BNN South Sulawesi

INTRODUCTION

The control of narcotics-related crimes in Indonesia has a strong normative foundation through Law Number 35 of 2009 concerning Narcotics. This regulation clearly distinguishes between illicit traffickers and narcotics abusers (Sanubari & Hermansyah, 2025). Dealers and producers are positioned as serious criminals who must be subject to severe criminal sanctions. Narcotics abusers are not merely viewed as offenders, but also as victims of substance dependence (Haris, *et al*, 2025). Article 54 stipulates the obligation for medical and social rehabilitation for addicts and victims of narcotics abuse. This norm reflects a paradigm shift from a repressive approach toward a rehabilitative approach (Jumanudin, 2026).

The strengthening of the rehabilitative paradigm is also reflected in the authority of judges as regulated in Article 103 of the Narcotics Law. Judges are granted the authority to order abusers to undergo rehabilitation as part of a court decision (Panjaitan, Kusbianto & Zuliah, 2025). The Indonesian criminal justice system has essentially accommodated a non-repressive approach toward drug users. Law enforcement practices, however, still show the dominance of imprisonment for abusers. This condition results in the suboptimal achievement of recovery objectives. The imbalance contributes to the high number of inmates in correctional institutions for narcotics cases.

The institutional framework for narcotics control is reinforced through Presidential Regulation Number 23 of 2010 concerning the National Narcotics Agency (BNN) (Dewi, Adnyani & Hartono, 2021). BNN is established as a non-ministerial government institution directly responsible to the President. Its mandate includes prevention, eradication, and rehabilitation of narcotics abusers. The organizational

structure extends to provincial and district/city levels through BNNP and BNNK (Salman, Syam, 2026). The existence of BNNP South Sulawesi represents the implementation of decentralized operational policies. This approach is expected to enhance responsiveness to regional conditions.

Cross-sector coordination becomes a key principle in narcotics control. BNN must collaborate with the police, prosecutors, local governments, as well as health and educational institutions (Khoirullah & Hutabarat, 2025). This approach reflects the multidimensional nature of narcotics problems. Narcotics control cannot rely solely on criminal law enforcement. The role of BNNP South Sulawesi is strategic in integrating various policies (Nugroho, 2025). The effectiveness of coordination depends on resources and institutional commitment.

Technical regulation of rehabilitation is strengthened through BNN Regulation Number 6 of 2022 concerning Sustainable Rehabilitation. The concept of rehabilitation is not limited to initial detoxification (Mutalib, Thalib & Mamonto, 2025). The stages include medical rehabilitation, social rehabilitation, and post-rehabilitation. This approach emphasizes long-term recovery. Post-rehabilitation functions to prevent relapse by strengthening individual capacity. A sustainable approach is key to successful recovery (Raharni, Idaiani & Prihatini, 2020).

Social reintegration is the primary objective of sustainable rehabilitation. Abusers are encouraged to regain their roles in social life (Jura, *et al*, 2025). Family and environmental support are essential factors in this process. Social stigma remains a major obstacle to reintegration. This condition often leads to failure in long-term recovery. These challenges are serious concerns for BNNP South Sulawesi (Ismail & Bangun, 2025).

The existing legal framework actually reflects a balance between repressive and rehabilitative approaches. The Narcotics Law provides the substantive legal basis. The Presidential Regulation governs institutional and coordination aspects. The BNN Regulation provides operational guidance for rehabilitation. Synchronization among regulations still faces challenges in implementation. The dominance of imprisonment remains a key issue.

The narcotics problem in Indonesia shows an alarming trend. The 2023 national survey recorded a prevalence of 1.73 percent. This figure is equivalent to approximately 3.3 million people of productive age. This phenomenon indicates that narcotics have become a structural problem. Patterns of abuse tend to lead to chronic dependence. The resulting social and economic impacts are increasingly complex (Ikrar, 2025).

Global data indicate a significant escalation in narcotics abuse. The number of global users reaches hundreds of millions. Globalization accelerates the spread of transnational drug networks. Indonesia is part of this dynamic. Strategic regions such

as South Sulawesi face high vulnerability. This global linkage intensifies the complexity of narcotics control (Herindrasti, 2018).

South Sulawesi Province is among the regions with high narcotics cases. National data place this region among the top ranks. The number of cases and suspects shows a significant increase. This condition reflects a narcotics emergency status. South Sulawesi serves as both a market and distribution route. This situation requires comprehensive handling (Afrisal, Renggong & Mading, 2025).

The geographical position of South Sulawesi increases its vulnerability. Open transportation access facilitates illegal distribution. Makassar serves as a center of economic activity and mobility. This condition provides opportunities for drug networks. The intensity of drug circulation continues to increase. The risk of exposure to society becomes higher.

Prevalence data show a continuous increase in drug abuse. The number of users reaches tens of thousands. This trend indicates the ineffectiveness of current measures. The increase reflects policy shortcomings. More effective strategies need to be formulated. A rehabilitative approach is a strategic solution.

The productive age group is the most vulnerable. Abuse commonly occurs among those aged 15 to 30 years. This group represents the backbone of regional development. Drug abuse reduces the quality of human resources. The risk of losing a productive generation is real. This condition requires serious attention.

The social impact is evident in families and communities. Family conflicts increase due to addiction. Social stigma worsens the condition of abusers. Communities often label victims negatively. Social isolation becomes inevitable. This situation hinders recovery (Febriansyah, Farih & Hanifatuzzahrah, 2025).

The link between narcotics and crime is increasingly evident. Many crimes are committed to support addiction. Drug trafficking involves organized networks. This threatens public security. Public safety becomes disturbed. The urgency of effective control increases.

The economic burden affects individuals and the state. Productivity declines significantly. The state allocates large budgets for handling. Social and economic costs are very high. Repressive approaches fail to reduce these costs. Investment in rehabilitation is more rational.

The correctional system faces pressure from narcotics cases. Prisons experience overcapacity. This condition hampers inmate development. Drug circulation inside prisons becomes a risk. Sentencing policies need evaluation. Rehabilitation is a more effective alternative.

Repressive approaches have not reduced abuse rates. Many former inmates relapse. Deterrence is not achieved. Psychosocial interventions are lacking. Humanistic approaches are necessary. Policy paradigms must shift toward recovery.

The role of BNNP South Sulawesi is highly strategic. BNN is responsible for prevention, eradication, and rehabilitation. Rehabilitation programs show positive development. The number of rehabilitated individuals increases. Service capacity remains limited. Strengthening BNNP is essential.

Recovery does not end at rehabilitation stages. Social reintegration is crucial. Stigma remains a major barrier. Former abusers need strong support. Failure leads to relapse. Community-based approaches are relevant.

Scientific study on BNNP South Sulawesi is essential. Evaluation of effectiveness is needed. Identification of supporting and inhibiting factors is important. Findings will contribute academically and practically. Recommendations will strengthen policy. This research is expected to support sustainable narcotics control.

METHOD

This study employs an empirical juridical research approach (socio-legal research), which not only examines written legal norms (law in the books) but also analyzes how the law is implemented in practice (law in action). This approach is selected because the focus of the study is not limited to the normative aspects concerning the authority of the National Narcotics Agency (BNN), but also encompasses the actual implementation of rehabilitation and social reintegration programs for drug abusers in South Sulawesi Province. This research is descriptive-analytical in nature and utilizes a qualitative approach, aiming to systematically describe and analyze the effectiveness of the role of BNN of South Sulawesi Province in the recovery process of drug abusers. The data used consist of primary and secondary data. Primary data are obtained through in-depth interviews and observations involving BNN officials, rehabilitation professionals, former drug abusers, families, and the community. Secondary data are collected through literature review, including statutory regulations, scientific journals, books, and official documents relevant to the study.

The research is conducted in South Sulawesi Province, with a primary focus on the National Narcotics Agency of South Sulawesi Province in Makassar City as the central coordinator of rehabilitation and social reintegration programs. Data collection techniques include semi-structured interviews, direct observation at rehabilitation centers and social environments, and documentation studies of official reports and data. Data validity is ensured through triangulation techniques by comparing various sources and data collection methods. Data analysis is carried out qualitatively through stages of data reduction, data display, and conclusion drawing. The analysis process is conducted simultaneously from the data collection stage to the final writing of the

research. This approach is expected to produce a comprehensive, objective, and in-depth analysis regarding the effectiveness of BNN's role in the recovery and social reintegration of drug abusers.

RESULT AND DISCUSSION

A. The Effectiveness of the Role of the National Narcotics Agency (BNN) of South Sulawesi Province in the Implementation of Recovery (Rehabilitation) Programs for Drug Abusers in South Sulawesi

The effectiveness of the role of the National Narcotics Agency (BNN) of South Sulawesi Province in implementing rehabilitation programs can be analyzed through the perspective of legal objectives theory, which includes justice, utility, and legal certainty. Rehabilitation programs reflect a paradigm shift from a repressive approach to a rehabilitative one. This approach positions drug abusers as individuals in need of recovery. BNNP South Sulawesi carries out a strategic function in ensuring such recovery. This role demonstrates that law functions not only to punish but also to restore. The implementation of rehabilitation policies serves as the main indicator of effectiveness.

The role of BNNP South Sulawesi in rehabilitation services reflects the application of the principle of legal utility. The assessment program serves as the initial stage in determining each individual's rehabilitation needs. This approach is individualized rather than generalized. Service flexibility indicates an orientation toward client needs. Statements from BNNP officials emphasize the importance of assessment in determining the type of rehabilitation. This demonstrates that services are delivered in a targeted manner.

A structured rehabilitation mechanism reflects legal certainty in its implementation. Systematic stages provide procedural guarantees for clients. This process prevents abuse of authority. Clear operational standards enhance institutional professionalism. Public trust in rehabilitation programs increases. Procedural certainty becomes an indicator of program effectiveness.

The implementation of medical rehabilitation through detoxification reflects a humanistic approach. This process is conducted under controlled supervision by medical professionals. The method is safer compared to non-medical approaches. Drug abusers are treated as individuals requiring care. This approach aligns with legal objectives oriented toward protection. Program effectiveness is evident in the successful management of withdrawal symptoms.

Social rehabilitation through the Therapeutic Community method constitutes an essential component of recovery. This approach emphasizes behavioral and mindset changes. Group interaction helps clients understand the impact of drug abuse. The process strengthens psychological and social aspects. Individual and group counseling are integral to this method. The integration of social aspects enhances rehabilitation effectiveness.

Post-rehabilitation programs play an important role in preventing relapse. Continued assistance helps maintain recovery sustainability. This program indicates that rehabilitation is a continuous process. Monitoring clients becomes a key component. Preventive measures are emphasized at this stage. Effectiveness is reflected in reduced relapse rates.

Quantitative achievements serve as empirical indicators of rehabilitation effectiveness. The number of clients served reflects program reach. Data indicate an increasing number of clients each year. This demonstrates growing public trust. Rehabilitation programs have reached broader segments of society. Effectiveness can be statistically demonstrated.

Inter-agency coordination is a key factor in rehabilitation success. Synergy between BNN, the police, and prosecutors creates an integrated approach. This system allows drug abusers to be directed toward rehabilitation. The approach reduces reliance on imprisonment. Institutional integration enhances effectiveness in narcotics control. Collaboration is essential to program success.

Behavioral change among clients is a primary indicator of rehabilitation success. Clients demonstrate improved emotional control and self-awareness. These changes reflect successful rehabilitative intervention. Programs help clients overcome dependence. Client experiences indicate positive impacts. Effectiveness is evident through these changes.

Family support plays a crucial role in the recovery process. Family involvement provides additional motivation. This support accelerates rehabilitation. The family environment acts as a primary support system. Rehabilitation success is not solely dependent on institutions. Family synergy enhances program effectiveness.

Relapse rates are an important indicator of rehabilitation success. Effective programs are able to reduce relapse. Continuous assistance helps maintain client stability. Long-term approaches are essential. Post-rehabilitation programs support sustained recovery. Effectiveness is reflected in low relapse rates.

The quality of human resources determines rehabilitation success. Medical staff and counselors play a vital role. Professional competence improves service quality. Proper handling increases success rates. Training and development are priorities. Program effectiveness depends on human resource quality.

Facility availability is a supporting factor in rehabilitation implementation. Adequate infrastructure enhances client comfort. Good facilities support recovery processes. Limited facilities can be a barrier. Collaboration with various parties provides solutions. Facility support improves effectiveness.

Innovation in services enhances rehabilitation reach. Community-based programs extend services to wider areas. This approach reflects adaptation to societal needs. Innovation improves access to rehabilitation services. Programs expand service coverage. Effectiveness increases through innovation.

Rehabilitation within correctional institutions reflects a comprehensive approach. Programs ensure inmates receive recovery services. Rehabilitation is not limited outside the justice system. This approach prevents relapse after release. Cooperation with correctional facilities expands program scope. Effectiveness increases through system integration.

Community participation is essential for rehabilitation success. Public support accelerates social reintegration. Community involvement creates a supportive environment. Rehabilitation becomes a shared responsibility. Community organizations contribute to prevention efforts. Effectiveness improves through participation.

Social acceptance of former drug abusers indicates successful reintegration. Social stigma remains a major obstacle. Public education helps reduce stigma. Acceptance provides opportunities for former abusers. Social support enhances recovery success. Effectiveness is reflected in increased acceptance.

Local government support influences program sustainability. Regional policies affect rehabilitation implementation. Budget and facility support are crucial. Synergy between central and local government enhances effectiveness. Programs operate more optimally with such support. Regional policies strengthen rehabilitation efforts.

A rehabilitative approach proves more effective than a repressive one. Imprisonment does not always create deterrence. Rehabilitation focuses on individual recovery. This approach aligns with modern legal objectives. Paradigm shifts are necessary. Effectiveness is evident in recovery outcomes.

A holistic approach is key to rehabilitation success. Integration of medical, social, and psychological aspects improves outcomes. Skills training enhances client independence. Economic support strengthens reintegration. This approach addresses root causes. Effectiveness increases through comprehensive strategies.

Overall findings indicate that the role of BNN of South Sulawesi Province in rehabilitation has been effective. Rehabilitation programs provide tangible benefits to drug abusers. The approach is comprehensive and sustainable. Behavioral changes and social support indicate success. Synergy among stakeholders strengthens effectiveness.

Rehabilitation serves as a strategic solution in addressing narcotics issues in South Sulawesi.

B. Factors Influencing the Role of the National Narcotics Agency (BNN) of South Sulawesi Province in the Implementation of Rehabilitation Programs for Drug Abusers in South Sulawesi

The analysis of factors influencing the role of the National Narcotics Agency (BNN) of South Sulawesi Province in implementing rehabilitation programs can be examined through Soerjono Soekanto's theory of legal effectiveness. This theory identifies law, law enforcement, facilities, society, and legal culture as the main determining factors. These five factors are interrelated in determining policy success. Narcotics rehabilitation programs represent a concrete application of this theory. Program effectiveness is not only determined by regulations but also by their implementation in practice. This approach provides a comprehensive understanding of rehabilitation dynamics.

The legal factor serves as the primary foundation in the implementation of rehabilitation for drug abusers. Regulations that support a rehabilitative approach provide strong legitimacy for the policy. Laws that position drug abusers as victims reflect a humanistic orientation. Legal certainty is a crucial prerequisite in program implementation. Clear regulations facilitate decision-making by authorities. Program effectiveness is strongly influenced by the strength of this legal foundation.

The legal factor is also related to the integrated assessment mechanism in handling narcotics cases. Assessment functions as a key instrument in determining whether an individual should undergo rehabilitation or legal proceedings. This process involves both medical and legal elements simultaneously. Such integration produces objective and fair decisions. Procedural certainty enhances the effectiveness of rehabilitation policies. This mechanism also prevents the criminalization of drug abusers.

The law enforcement factor plays a crucial role in determining the direction of rehabilitation policy implementation. Law enforcement officers are responsible for deciding the approach to handling narcotics cases. Their understanding of the rehabilitative paradigm significantly influences program success. A continued repressive orientation among officers may hinder rehabilitation efforts. A paradigm shift is therefore essential within the legal system. Law enforcement must recognize drug abusers as victims in need of recovery.

Coordination among law enforcement agencies is a key factor in rehabilitation effectiveness. Synergy between BNN, the police, and prosecutors creates an integrated system. This cooperation enables more comprehensive case handling. An integrated approach improves decision-making quality. Without coordination, rehabilitation

programs cannot operate optimally. Collaboration is essential for successful policy implementation.

Challenges within the law enforcement factor also affect rehabilitation implementation. Limited personnel constitutes a major obstacle. A lack of specialized training in rehabilitative approaches reduces service quality. This condition results in uneven policy implementation. Capacity building for law enforcement is therefore essential. Standardized training is required to ensure consistent implementation.

Facilities and infrastructure constitute important determinants of rehabilitation effectiveness. The availability of facilities determines service capacity. Adequate infrastructure enhances service quality. Limited facilities hinder outreach to broader communities. The lack of rehabilitation centers remains a primary challenge. Strengthening infrastructure is a strategic necessity.

Facility factors are also closely related to budget constraints. Limited funding affects both the quality and accessibility of services. Individuals from economically disadvantaged backgrounds are most affected. These limitations restrict access to rehabilitation. Financial support is crucial for program sustainability. Government funding allocation must be increased to support rehabilitation.

The use of technology forms part of the facility factor in rehabilitation. Technology assists in data management and client monitoring. Information systems enhance service efficiency. However, technological limitations hinder implementation. Inadequate digital infrastructure reduces program effectiveness. Digitalization of services is therefore essential.

The societal factor plays a significant role in rehabilitation effectiveness. Community support facilitates social reintegration. A positive social environment contributes to successful recovery. Public participation reflects collective awareness. Rehabilitation is not solely the responsibility of the government. Community involvement enhances program effectiveness.

Social acceptance of former drug abusers serves as an important indicator of rehabilitation success. Social stigma remains a major obstacle in this process. Acceptance provides opportunities for individuals to reintegrate into society. Public education is essential in reducing stigma. Inclusive environments support recovery processes. Program effectiveness is reflected in increasing social acceptance.

Community participation in prevention and rehabilitation programs reflects active societal engagement. Community organizations contribute to narcotics control efforts. Collective awareness strengthens policy implementation. Community involvement expands rehabilitation program reach. This demonstrates that law operates within society. Program effectiveness improves through social engagement.

Legal culture influences public attitudes toward rehabilitation policies. Legal culture reflects the level of awareness and compliance within society. A strong legal culture facilitates policy implementation. Low legal awareness constitutes a barrier to rehabilitation. Changes in public mindset are therefore necessary. A positive legal culture enhances program effectiveness.

Stigma against drug abusers forms part of the legal culture factor. Drug abusers are often perceived as criminals rather than victims. Such perceptions hinder social reintegration. Changing public perspectives is therefore essential. Education serves as a strategic approach to reduce stigma. Effectiveness improves as stigma decreases.

Family factors play a significant role in rehabilitation success. Families act as primary support systems for clients. Family support increases motivation during recovery. Involvement of family members accelerates rehabilitation. A supportive family environment is essential. Program effectiveness increases with family involvement.

Family factors may also become obstacles when support is lacking. Insufficient attention from family members worsens client conditions. Poor communication within the family creates additional risks. Families may function as both supportive and inhibiting factors. Family education becomes essential in rehabilitation. Family support ultimately determines recovery success.

Economic factors act as both causes and determinants of rehabilitation success. Economic hardship often contributes to drug abuse. Clients without employment are more prone to relapse. Economic independence is crucial for recovery. Rehabilitation programs must integrate economic empowerment. Effectiveness increases with economic support.

Client readiness is a crucial factor in the rehabilitation process. Self-awareness determines recovery success. Motivated clients are more likely to complete rehabilitation. Mental readiness becomes a key determinant. Psychological approaches are necessary to build awareness. Program effectiveness depends on individual readiness.

Peer environment also influences rehabilitation outcomes. Negative environments may lead to relapse. Positive environments support recovery processes. Environmental change is essential in rehabilitation. Clients must be separated from previous negative influences. Effectiveness increases within supportive environments.

Institutional and local government policy factors determine program sustainability. Institutional performance influences implementation effectiveness. Local government support expands rehabilitation coverage. Synergy between central and regional authorities enhances policy effectiveness. Strong institutions support program execution. Regional policies play a strategic role in rehabilitation.

Overall, rehabilitation effectiveness is influenced by multiple interrelated factors. No single factor operates independently in determining program success. Synergy among factors is essential for effectiveness. A holistic approach is required in addressing narcotics issues. Comprehensive improvements are necessary across all factors. Effective rehabilitation can be achieved through integrated policy and implementation.

CONCLUSION AND SUGGESTIONS

The role of the National Narcotics Agency (BNN) of South Sulawesi Province in implementing recovery (rehabilitation) and social reintegration programs for drug abusers has been effective, as demonstrated by a comprehensive, structured, and sustainable rehabilitative approach supported by a shift in legal paradigm from repressive to humanistic. This effectiveness is reflected in the program's success in promoting behavioral change among clients, reducing relapse rates, and increasing social acceptance through support from families, communities, and inter-agency synergy. Various factors influencing effectiveness, including legal factors, law enforcement, facilities and infrastructure, society, and legal culture, indicate that the success of rehabilitation is multidimensional and requires integrated policies and optimal implementation. Recommendations include strengthening human resource capacity, improving rehabilitation facilities and funding, optimizing cross-sector coordination, and developing community-based and economic empowerment programs to support sustainable social reintegration. Public education efforts should also be enhanced to reduce stigma against former drug abusers. Consistent reinforcement of rehabilitative policies is expected to position rehabilitation as the primary approach in addressing drug abuse in Indonesia.

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