

## An Alternative Approach To Narcotics Trafficking Eradication In Indonesia: Institutional Perspectives From The National Narcotics Agency

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### ABSTRACT

The Prevention and Eradication of Narcotics Abuse and Illicit Trafficking (P4GN) represents Indonesia's principal national policy response to the escalating narcotics threat. This study evaluates the effectiveness of P4GN implementation by the National Narcotics Agency (BNN) and proposes an alternative model to strengthen its policy framework. Recognizing narcotics abuse as not merely a legal violation but also a complex social and public health issue, the research underscores the need to integrate legal, institutional, and socio-cultural dimensions in both policy design and execution. This study adopts a normative legal approach, supported by qualitative analysis of key regulatory instruments, including Law No. 35 of 2009 on Narcotics, Presidential Instructions, the National Action Plan for P4GN (RAN P4GN), and internal BNN regulations. The analysis focuses on policy coherence, orientation, and implementation gaps within the existing framework. The findings reveal that, despite a relatively comprehensive legal and institutional foundation, P4GN implementation remains predominantly repressive. Current strategies prioritize law enforcement while insufficiently addressing prevention, rehabilitation, and community empowerment. Moreover, the absence of clear differentiation between drug users and traffickers undermines policy effectiveness and raises human rights concerns, ultimately limiting the sustainability of narcotics control efforts. To address these shortcomings, this study proposes an alternative policy model that reconfigures P4GN through a more balanced and integrated approach. The model emphasizes legal reform, institutional strengthening, and transformation of legal culture, while prioritizing preventive measures, rehabilitation, and community engagement alongside targeted enforcement against drug syndicates. It also advocates the use of data-driven strategies and information technology to enhance coordination. Within this framework, BNN is repositioned as a central cross-sectoral coordinator, promoting synergy among stakeholders. Grounded in public health and restorative justice perspectives, the model offers a more adaptive, effective, and humane approach to narcotics control in Indonesia.

**Keywords:** *Narcotics Policy; P4GN; National Narcotics Agency (BNN); Drug Control; Public Health; Restorative Justice*

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## INTRODUCTION

The global expansion of narcotics abuse and illicit drug trafficking remains a persistent and increasingly complex challenge confronting both developed and developing countries. The transnational nature of drug networks, combined with advances in technology, logistics, and financial systems, has enabled illicit markets to operate with greater sophistication and resilience (Manzi & Calderoni, 2024). As a result, narcotics-related issues are no longer confined within national borders but have become part of a broader global security and governance concern (Mostyn, 2024).

Beyond its legal dimension, narcotics abuse constitutes a multidimensional problem with far-reaching implications. From a legal perspective, it involves violations of national and international drug control regimes (Analisa et al., 2022). Socially, it contributes to the erosion of community structures, increased crime rates, and social disintegration (Tartila, 2022). Economically, illicit drug markets distort formal economies, facilitate money laundering, and impose significant fiscal burdens on states through enforcement and healthcare costs (Ali et al., 2024). From a public health standpoint, drug abuse is closely associated with addiction, the spread of infectious diseases, mental health disorders, and long-term societal harm (Crépault et al., 2023). These interconnected dimensions underscore the inadequacy of viewing narcotics solely through a criminal justice lens.

In response to these complexities, there has been a gradual but significant shift in global drug policy paradigms. Traditional approaches, which primarily emphasized punitive enforcement and criminalization, are increasingly being reassessed due to their limited effectiveness and unintended consequences, including prison overcrowding and human rights concerns. Contemporary policy discourse now advocates for more balanced and integrated strategies that combine law enforcement with prevention, rehabilitation, harm reduction, and community-based interventions (Hambali et al., 2024). This shift reflects a growing recognition that effective narcotics control requires a holistic framework that addresses both the supply and demand sides of the drug problem while incorporating legal, institutional, and socio-cultural considerations.

Within this global context, Indonesia faces a significant and evolving narcotics challenge. The country's strategic geographic position, coupled with its large population and dynamic socio-economic landscape, makes it both a target market and a transit point for illicit drug trafficking (Nasution & Argenti, 2025). Over time, the scale and complexity of narcotics distribution networks in Indonesia have increased, posing serious threats to public health, national security, and social stability.

In response, the Indonesian government has established a comprehensive national policy framework known as the Prevention and Eradication of Narcotics Abuse and Illicit Trafficking (P4GN) (Althafah et al., 2026). This policy serves as the primary strategic instrument for addressing narcotics-related issues and reflects the state's commitment to tackling the problem in a systematic and coordinated manner. P4GN is designed to integrate various approaches, including law enforcement, prevention, rehabilitation, and community participation, into a unified national strategy (Eka Putri et al., 2023).

The implementation of P4GN is primarily entrusted to the National Narcotics Agency (Badan Narkotika Nasional/BNN), which functions as the central coordinating and executing body. BNN plays a critical role in formulating policies, coordinating cross-sectoral efforts, conducting law enforcement operations, and overseeing prevention and rehabilitation programs (Ramadani, 2024). Its position as a national focal point underscores the importance of institutional leadership in ensuring the effectiveness of narcotics control strategies.

In addition to institutional arrangements, Indonesia's narcotics policy is supported by a range of legal and regulatory instruments that provide the formal foundation for P4GN implementation. These include statutory laws, executive directives, national action plans, and internal agency regulations. Collectively, these frameworks are intended to create a comprehensive system capable of addressing the multifaceted nature of narcotics problems (Maulana et al., 2025). However, the extent to which these instruments are effectively implemented and integrated in practice remains a critical issue that warrants further examination.

Despite the establishment of a comprehensive legal and institutional framework for narcotics control, a significant gap persists between policy design and its real-world outcomes in Indonesia. The P4GN policy, in principle, reflects an integrated approach that combines enforcement, prevention, rehabilitation, and community participation (Kartini et al., 2024). However, in practice, its implementation often falls short of achieving these intended objectives (Santoso et al., 2025). This discrepancy raises critical questions regarding the effectiveness, coherence, and operationalization of existing narcotics policies.

Empirical realities indicate that the prevalence of drug abuse and illicit trafficking remains high and, in some cases, continues to grow. The persistence of narcotics circulation networks, alongside recurring patterns of drug dependency and relapse among users, suggests that current strategies have not been sufficiently effective in addressing both the supply and demand dimensions of the problem (Volkow & Blanco, 2023). These conditions highlight structural and strategic limitations within the current policy framework.

One of the most prominent weaknesses lies in the continued overreliance on repressive law enforcement measures. While enforcement is an essential component of narcotics control, its dominance often overshadows other critical elements such as prevention, rehabilitation, and community empowerment (Handayani & Utari, 2024). As a result, policy implementation tends to prioritize punitive actions over long-term, sustainable solutions aimed at reducing demand and supporting recovery.

In addition, there remains a limited emphasis on preventive strategies and public health-oriented interventions. Programs designed to raise awareness, strengthen community resilience, and provide accessible rehabilitation services are often underdeveloped or insufficiently integrated into the broader policy framework (Zainal & Syaiful Asmi Hasibuan, 2023). This imbalance reduces the overall effectiveness of narcotics control efforts and limits their social impact.

Another critical issue concerns the weak differentiation between drug users and traffickers within both legal interpretation and enforcement practices. The tendency to

treat users within a predominantly criminal framework, rather than as individuals requiring medical and social intervention, raises concerns related to proportionality and human rights protection (Ciucă Anghel et al., 2023). This lack of distinction not only affects the fairness of the legal system but also undermines rehabilitation efforts and contributes to recidivism.

Furthermore, institutional and coordination challenges continue to hinder effective policy implementation. Narcotics control involves multiple stakeholders across various sectors, including law enforcement agencies, health institutions, and community organizations. However, fragmentation, overlapping authorities, and limited inter-agency coordination reduce policy coherence and efficiency. These challenges suggest that the issue is not merely one of regulatory adequacy, but also of governance, institutional capacity, and strategic alignment (Ramli et al., 2025).

Existing studies on narcotics policy in Indonesia have predominantly concentrated on specific aspects of the issue, particularly legal enforcement mechanisms and institutional performance (Malquna & Nurfadilah, 2025; Pambudi & Redi, 2024; Wananda et al., 2025). While these studies provide valuable insights into the functioning of regulatory frameworks and enforcement agencies, they often adopt a sectoral or fragmented perspective. As a result, they tend to overlook the broader, interconnected nature of narcotics problems.

There remains a limited body of research that systematically examines narcotics control through an integrated and multidimensional lens. In particular, insufficient attention has been given to the development of policy models that simultaneously address legal substance, institutional structure, and socio-cultural dynamics. This gap is significant, given that the effectiveness of narcotics policies depends not only on legal provisions and enforcement capacity but also on societal attitudes, behavioral patterns, and community engagement.

Moreover, current research rarely explores how different policy components, such as prevention, rehabilitation, law enforcement, and community empowerment, can be strategically aligned within a single, coherent framework. The absence of such integrative approaches limits the ability to design policies that are both comprehensive and adaptive to evolving challenges.

Accordingly, there is a clear need for research that moves beyond isolated analyses and proposes a holistic policy model. Such a model should bridge the divide between legal, institutional, and socio-cultural dimensions, while also addressing the practical realities of policy implementation. By filling this gap, the present study seeks to contribute to the advancement of more balanced, effective, and sustainable approaches to narcotics control in Indonesia.

In light of the identified challenges and gaps, this study aims to provide a comprehensive assessment of Indonesia's narcotics control policy within the P4GN framework. Specifically, the objectives of this research are fourfold. First, it seeks to analyze the implementation of P4GN by the National Narcotics Agency (BNN), with particular attention to how policy directives are translated into operational practices. Second, the study evaluates the adequacy of the existing legal and policy framework in addressing the multidimensional nature of narcotics abuse and illicit trafficking.

Third, this research aims to identify key weaknesses and structural limitations that hinder the effectiveness of current policies, including issues related to enforcement orientation, institutional coordination, and the balance between punitive and rehabilitative approaches. Finally, based on these findings, the study develops an alternative model for narcotics eradication that emphasizes a more integrated, balanced, and sustainable strategy. This proposed model seeks to align legal, institutional, and socio-cultural dimensions while strengthening prevention, rehabilitation, and community-based interventions alongside targeted law enforcement.

## **METHOD**

This study adopts a normative legal research approach to examine the regulatory and policy framework governing narcotics control in Indonesia, particularly within the context of the Prevention and Eradication of Narcotics Abuse and Illicit Trafficking (P4GN). Normative legal research is employed to analyze legal norms, principles, and doctrines embedded in statutory regulations and policy instruments, with the aim of assessing their coherence, adequacy, and effectiveness in addressing narcotics-related issues.

The study utilizes a qualitative analytical method, focusing on the interpretation and evaluation of legal and policy documents. The primary sources of data consist of statutory regulations, including laws, presidential directives, and national policy frameworks related to narcotics control, as well as institutional regulations issued by the National Narcotics Agency (BNN). Secondary sources include scholarly literature, policy reports, and relevant academic discussions that provide conceptual and contextual insights into narcotics governance.

Data collection is conducted through document-based research, involving a systematic review of legal texts and policy documents. These materials are then analyzed using descriptive and prescriptive techniques. The descriptive analysis aims to map and explain the existing legal and institutional framework of P4GN implementation, while the prescriptive analysis seeks to evaluate its strengths and weaknesses and formulate recommendations for improvement.

To enhance analytical depth, the study applies a conceptual and statutory approach. The conceptual approach is used to examine theoretical perspectives on drug policy, including punitive, public health, and restorative justice paradigms. The statutory approach focuses on assessing the consistency and alignment of existing regulations within the broader legal system (Hehanussa et al., 2023). Through these approaches, the study identifies gaps between normative provisions and practical implementation.

The final stage of the analysis involves the development of an alternative policy model for narcotics eradication. This model is constructed based on the synthesis of legal analysis, theoretical frameworks, and identified implementation challenges. It is designed to provide a more integrated and balanced strategy that incorporates legal reform, institutional strengthening, prevention, rehabilitation, and community empowerment within the P4GN framework.

## RESULTS

### ***Legal and Policy Framework of P4GN Implementation***

The analysis of statutory and policy documents demonstrates that Indonesia has established a comprehensive and multilayered legal framework for the implementation of the Prevention and Eradication of Narcotics Abuse and Illicit Trafficking (P4GN). This framework is primarily grounded in Law Number 35 of 2009 concerning Narcotics, which serves as the principal legal basis for regulating narcotics control, including provisions on prevention, law enforcement, rehabilitation, and international cooperation. The law defines the classification of narcotics, criminal offenses, sanctions, and institutional authority, while also recognizing the need for medical and social rehabilitation for narcotics users and addicts.

At the executive level, the implementation of P4GN is further reinforced through Presidential Instruction Number 2 of 2020 on the National Action Plan for the Prevention and Eradication of Narcotics Abuse and Illicit Trafficking (RAN P4GN) 2020–2024. This instrument outlines strategic priorities, coordination mechanisms, and sectoral responsibilities across ministries, agencies, and regional governments. It mandates a coordinated national response by integrating efforts in prevention, community empowerment, law enforcement, and rehabilitation.

Institutionally, the authority and role of the National Narcotics Agency (Badan Narkotika Nasional/BNN) are established under Presidential Regulation Number 23 of 2010 concerning the National Narcotics Agency, as amended by Presidential Regulation Number 47 of 2019. These regulations define BNN's position as a non-ministerial government institution with the mandate to formulate and implement national policies on narcotics control, coordinate cross-sectoral efforts, and carry out operational activities, including investigation and enforcement. BNN's authority extends to both central and regional levels, supported by its vertical organizational structure.

In addition, sectoral and technical implementation is supported by various internal regulations and guidelines issued by BNN, as well as ministerial regulations from related institutions, particularly in the fields of health, education, and social affairs. These regulatory instruments provide operational standards for prevention programs, rehabilitation services, and community-based interventions. The integration of these regulations is intended to ensure that P4GN implementation is carried out in a systematic and coordinated manner across different sectors.

The regulatory framework formally incorporates multiple dimensions of intervention. Law enforcement is addressed through criminal provisions and investigative authority as stipulated in Law No. 35 of 2009 and supported by the Indonesian Criminal Code (KUHP) and Criminal Procedure Code (KUHAP). Preventive measures are reflected in national strategies and public awareness programs mandated under RAN P4GN. Rehabilitation is explicitly recognized in legal provisions requiring medical and social treatment for users and addicts. Community participation is also encouraged through policy directives that involve civil society and local institutions in prevention and recovery efforts.

Normatively, this framework reflects an integrated approach to narcotics control, combining punitive and non-punitive measures within a single policy structure. The designation of BNN as the central coordinating body further establishes a clear institutional mandate to align and synchronize the roles of various stakeholders. Through its coordination function, BNN is tasked with ensuring that national policies are implemented consistently across sectors and administrative levels, thereby reinforcing the overall coherence of the P4GN framework.

### ***Implementation Orientation and Policy Emphasis***

Despite the formal comprehensiveness of the legal framework, the analysis indicates that the operational orientation of P4GN implementation remains predominantly focused on repressive law enforcement measures. This tendency is closely linked to the structure of Law No. 35 of 2009 concerning Narcotics, which contains extensive provisions on criminalization, investigation, prosecution, and sanctions. The law grants significant authority to investigators, including those within BNN, to conduct arrests, searches, seizures, and dismantling of narcotics networks. These enforcement powers are further operationalized through the Indonesian Criminal Procedure Code (KUHAP), which governs procedural aspects of criminal investigation and prosecution. As a result, institutional practices tend to prioritize activities related to detection, interdiction, and penal enforcement.

This enforcement-oriented approach is also reflected in the implementation of Presidential Instruction Number 2 of 2020 on the National Action Plan for the Prevention and Eradication of Narcotics Abuse and Illicit Trafficking (RAN P4GN) 2020–2024, where law enforcement remains one of the most visible and measurable components of policy execution. Institutional reporting mechanisms and performance indicators within implementing agencies frequently emphasize quantitative outputs such as the number of cases processed, suspects apprehended, and narcotics seized. These indicators reinforce the centrality of repressive measures within the operational landscape of P4GN.

Programs related to prevention and community empowerment are formally embedded within the same policy framework. The RAN P4GN mandates public awareness campaigns, educational initiatives, and community-based interventions aimed at reducing demand for narcotics. In addition, sectoral regulations from ministries and BNN guidelines provide direction for preventive outreach and social participation. However, the analysis of policy implementation documents suggests that these programs receive comparatively less institutional prioritization, both in terms of resource allocation and strategic emphasis. Preventive efforts tend to be programmatic and periodic rather than systemic and sustained.

Similarly, rehabilitation initiatives are explicitly recognized within Law No. 35 of 2009, which provides for medical and social rehabilitation for narcotics users and addicts. The law mandates that individuals categorized as users should, under certain conditions, be directed toward treatment rather than purely punitive sanctions. Supporting regulations, including joint decrees among law enforcement and health institutions, establish

mechanisms for assessment and referral to rehabilitation services. Nevertheless, these provisions are not consistently positioned as central components of implementation strategies. In practice, rehabilitation is often treated as a complementary measure rather than a primary response, and its integration into the broader enforcement system remains uneven.

Overall, the findings demonstrate a disparity between the normative design of the P4GN framework, which incorporates enforcement, prevention, and rehabilitation, and its practical orientation, which continues to be dominated by repressive law enforcement activities. This imbalance is reflected in institutional priorities, operational indicators, and the relative positioning of non-penal interventions within the broader policy structure.

### ***Differentiation Between Drug Users and Traffickers***

The findings further indicate that the differentiation between drug users and traffickers within Indonesia's legal and policy framework is not consistently operationalized. Normatively, Law No. 35 of 2009 concerning Narcotics provides a basis for distinguishing between these categories. The law recognizes narcotics addicts and victims of abuse as subjects eligible for medical and social rehabilitation, as reflected in provisions such as Articles 54, 55, and 103, which mandate treatment and allow judicial orders for rehabilitation. At the same time, the law contains strict penal provisions for possession, distribution, and trafficking under articles that prescribe significant criminal sanctions. This dual structure indicates a formal intent to separate users who require treatment, from traffickers who are subject to punitive enforcement.

To operationalize this distinction, the government has introduced implementing mechanisms, including the Joint Regulation of 2014 involving the Supreme Court, Ministry of Law and Human Rights, Ministry of Health, Ministry of Social Affairs, the Attorney General's Office, the Indonesian National Police, and BNN. This regulation establishes procedures for the assessment of narcotics suspects through Integrated Assessment Teams to determine whether an individual should be categorized as a user/addict or as part of a trafficking network. Additionally, Supreme Court Circular Letter (SEMA) No. 4 of 2010 provides guidance to judges in placing narcotics users into rehabilitation facilities rather than correctional institutions (Siregar et al., 2025).

However, the analysis shows that the practical application of these provisions remains limited and inconsistent. In many cases, individuals identified as drug users are processed within the general criminal justice framework under provisions related to possession or control of narcotics, without undergoing comprehensive assessment procedures. The reliance on evidentiary thresholds, such as the quantity of narcotics possessed, often results in users being classified in a manner similar to traffickers, thereby subjecting them to criminal sanctions rather than rehabilitative measures (Marbun et al., 2025).

This pattern reflects a gap between normative regulation and enforcement practice. Although the legal framework formally supports a differentiated approach, its implementation is influenced by institutional practices, evidentiary standards, and

enforcement priorities that tend to favor punitive outcomes. As a result, rehabilitation provisions are not consistently utilized as the primary response for users.

The absence of a clear and uniformly applied classification mechanism has direct implications for the allocation of appropriate interventions. Drug users who require medical and social treatment may instead be placed within correctional institutions, while the intended diversion toward rehabilitation remains underutilized. This inconsistency affects not only the effectiveness of narcotics control policies but also the alignment of implementation practices with the legal principles embedded in the regulatory framework.

### ***Institutional Structure and Coordination Mechanisms***

The institutional analysis shows that the implementation of P4GN involves a wide range of actors across sectors, reflecting the multidimensional nature of narcotics control. Key institutions include the National Narcotics Agency (BNN), the Indonesian National Police (Polri), the Attorney General's Office, the judiciary, as well as sectoral ministries such as the Ministry of Health and the Ministry of Social Affairs. In addition, regional governments and community-based organizations are formally engaged in prevention, rehabilitation, and social reintegration efforts. This multi-actor structure is consistent with the policy design of P4GN, which emphasizes cross-sectoral collaboration.

Formally, BNN is designated as the central coordinating body under Presidential Regulation Number 23 of 2010, as amended by Presidential Regulation Number 47 of 2019, with the mandate to formulate and implement national narcotics policies and to coordinate relevant institutions. This coordinating role is further reinforced by Presidential Instruction Number 2 of 2020 on the National Action Plan (RAN P4GN) 2020–2024, which assigns specific responsibilities to ministries, agencies, and regional governments while placing BNN at the center of coordination and monitoring. These regulatory instruments establish a structured framework intended to ensure policy coherence and integrated implementation.

However, the analysis of institutional practices and policy documents indicates that coordination mechanisms among these actors are not fully integrated in practice. Despite the existence of formal coordination platforms and inter-agency agreements, implementation often reflects sectoral approaches, with each institution operating within its own mandate and operational priorities. Law enforcement agencies tend to focus on investigation and prosecution, while health and social institutions concentrate on rehabilitation services, with limited synchronization between these functions.

The findings also reveal the presence of overlapping authorities, particularly in areas such as investigation, rehabilitation referral, and data management. For example, both BNN and the police possess investigative authority under Law Number 35 of 2009 concerning Narcotics, which may lead to parallel or uncoordinated enforcement actions (Sudibyo & Suparno, 2025). Similarly, multiple institutions are involved in rehabilitation processes, but referral systems and case management procedures are not consistently aligned across sectors. These overlaps contribute to fragmentation and reduce the efficiency of policy implementation (Hartono et al., 2023).

Coordination frameworks are clearly articulated at the regulatory level through national action plans, joint regulations, and inter-agency agreements. However, their operational execution varies across institutions and administrative levels, particularly between central and regional authorities. Differences in institutional capacity, resource allocation, and local governance practices further influence the consistency of implementation.

Overall, the findings suggest that while institutional arrangements for P4GN implementation are formally well-structured, challenges remain in achieving effective synchronization across sectors. The gap between regulatory coordination frameworks and their practical application highlights the need for stronger integration mechanisms, clearer delineation of authority, and more consistent inter-agency collaboration.

### ***Preventive, Rehabilitative, and Community-Based Measures***

The results indicate that preventive and community-based measures are formally embedded within the P4GN framework and supported by a range of legal and policy instruments. Law Number 35 of 2009 concerning Narcotics explicitly mandates preventive efforts aimed at reducing demand, including public education, early detection, and community participation. These provisions are further operationalized through Presidential Instruction Number 2 of 2020 on the National Action Plan (RAN P4GN) 2020–2024, which assigns responsibilities to ministries, regional governments, and BNN to implement awareness campaigns, educational programs, and community empowerment initiatives.

In addition, sectoral regulations from institutions such as the Ministry of Health, Ministry of Education, and Ministry of Social Affairs provide technical guidance for preventive interventions in schools, workplaces, and communities. BNN also implements various outreach programs targeting vulnerable groups, including youth and high-risk populations. These regulatory and programmatic frameworks demonstrate that prevention and community participation are normatively recognized as integral components of narcotics control.

However, the analysis shows that the implementation of these measures is not consistently supported by proportional institutional capacity or systematic execution. Preventive programs are often conducted in a programmatic and periodic manner rather than as sustained and integrated strategies. Variations in resource allocation, institutional commitment, and local capacity contribute to uneven implementation across regions. As a result, community-based interventions do not always achieve the level of coverage and continuity required to significantly reduce demand for narcotics.

Similarly, rehabilitation services are recognized as a central element of the legal framework, particularly for narcotics users and addicts. Law No. 35 of 2009 mandates medical and social rehabilitation, while Government Regulation Number 25 of 2011 concerning the Implementation of Mandatory Reporting for Narcotics Addicts establishes procedures for reporting and accessing treatment. These provisions are further supported by joint regulations and technical guidelines that outline assessment, referral, and treatment mechanisms involving health and social institutions.

Despite this normative recognition, the availability and accessibility of rehabilitation services remain uneven (Dewabhrata et al., 2023; Putra et al., 2024). The distribution of rehabilitation facilities, both governmental and community-based, varies significantly across regions, affecting access for individuals in need of treatment. In addition, coordination between law enforcement and health institutions in referring users to rehabilitation programs is not consistently implemented, resulting in underutilization of available services.

The integration of rehabilitation within the broader P4GN framework also appears limited. Rehabilitation is often positioned as a complementary measure rather than a primary response for drug users, particularly in the context of enforcement-driven practices. This condition reflects a gap between policy recognition and implementation capacity in non-repressive dimensions of narcotics control, particularly in prevention, rehabilitation, and community-based interventions.

### ***Formulation of an Alternative Policy Model***

Based on the synthesis of the legal analysis and the implementation patterns identified in the preceding sections, this study formulates an alternative policy model for narcotics eradication within the P4GN framework. The model is designed as a structured reconfiguration of the existing system, maintaining its legal foundations while addressing gaps in implementation, coordination, and strategic orientation.

The first component of the model involves legal substance reform, aimed at strengthening clarity, consistency, and enforceability of regulatory provisions. Particular emphasis is placed on refining the distinction between drug users and traffickers within Law Number 35 of 2009 concerning Narcotics, as well as improving the operational application of rehabilitation mandates under Articles 54 and 103. This includes reinforcing implementing regulations, such as the 2014 Joint Regulation on Integrated Assessment, to ensure consistent classification and appropriate legal treatment.

The second component focuses on institutional strengthening, particularly in enhancing coordination and reducing fragmentation among agencies involved in P4GN implementation. While Presidential Regulation Number 23 of 2010, as amended by Presidential Regulation Number 47 of 2019, formally positions BNN as the central coordinating body, the model emphasizes the need to operationalize this role more effectively. This includes clarifying institutional mandates, improving inter-agency communication mechanisms, and strengthening coordination across central and regional levels.

The third component addresses the transformation of legal culture, promoting a shift from a predominantly punitive paradigm toward a more balanced approach that integrates enforcement with public health and social perspectives. This transformation involves aligning institutional practices with the rehabilitative and preventive principles already embedded in the legal framework, thereby supporting a more proportionate and humane response to narcotics issues.

The fourth component emphasizes the expansion of preventive and community empowerment strategies. Building on the directives outlined in Presidential Instruction Number 2 of 2020 (RAN P4GN 2020–2024), the model prioritizes the development of sustained, community-based interventions that address demand-side factors. This includes strengthening education, awareness, and local participation to enhance social resilience against narcotics abuse.

The fifth component involves the strengthening of rehabilitation systems, ensuring greater accessibility, availability, and integration of treatment services. This includes optimizing the implementation of Government Regulation Number 25 of 2011 on Mandatory Reporting for Narcotics Addicts, improving referral mechanisms between law enforcement and health institutions, and expanding the capacity of rehabilitation facilities across regions.

The sixth component proposes a shift toward targeted law enforcement, focusing on the disruption of organized trafficking networks rather than generalized punitive measures. While maintaining the enforcement authority provided under Law No. 35 of 2009 and procedural frameworks such as the Criminal Procedure Code (KUHAP), this approach prioritizes intelligence-based operations and strategic targeting of high-level actors within narcotics syndicates.

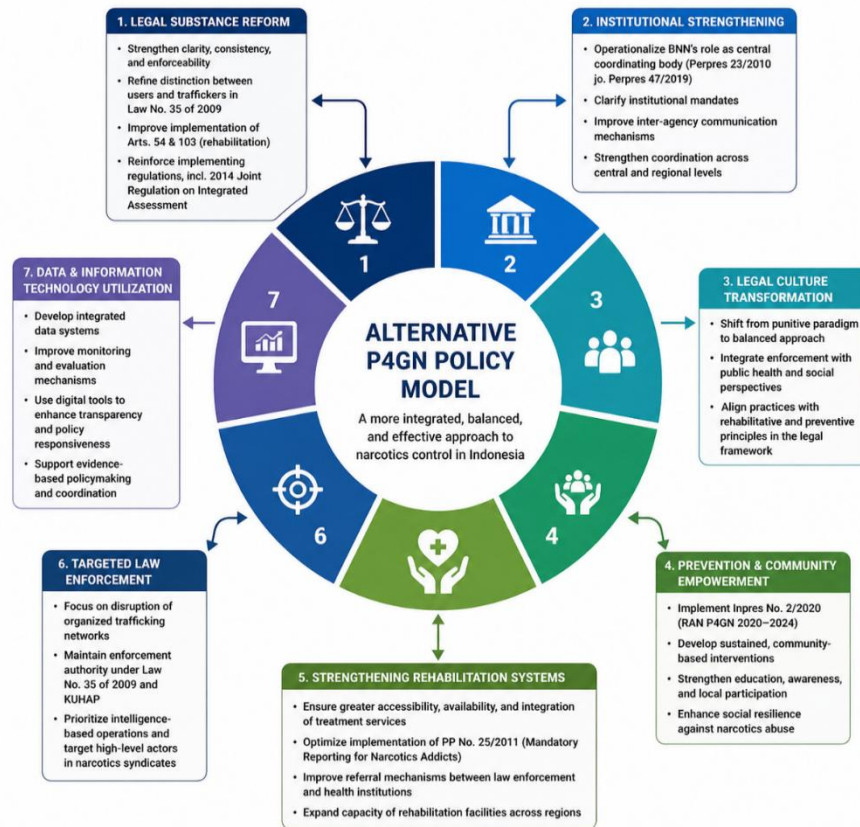


Figure 1. Alternative P4GN Policy Model for Narcotics Control in Indonesia

The final component highlights the utilization of data and information technology to support evidence-based policymaking and inter-agency coordination. This includes the development of integrated data systems, improved monitoring and evaluation mechanisms, and the use of digital tools to enhance transparency and policy responsiveness.

This figure presents a circular, integrated policy framework that reconceptualizes the implementation of P4GN (Prevention and Eradication of Narcotics Abuse and Illicit Trafficking). At the core lies a balanced approach combining law enforcement, public health, and social intervention. Surrounding the core are seven interrelated components: (1) legal substance reform, (2) institutional strengthening, (3) legal culture transformation, (4) prevention and community empowerment, (5) strengthening rehabilitation systems, (6) targeted law enforcement, and (7) data and information technology utilization. The circular structure emphasizes continuous coordination, systemic interdependence, and adaptive policy implementation to enhance the effectiveness and sustainability of narcotics control in Indonesia.

Overall, this alternative model represents a comprehensive restructuring of the existing P4GN framework. It is derived from the analysis of regulatory provisions and implementation gaps, and is intended to provide a more integrated, balanced, and effective approach to narcotics control in Indonesia.

## **CONCLUSION**

This study demonstrates that Indonesia's P4GN framework is normatively comprehensive, supported by a robust set of legal instruments and institutional arrangements that formally integrate law enforcement, prevention, rehabilitation, and community participation. However, a significant gap persists between this normative design and its practical implementation. The findings reveal that the operational orientation of P4GN remains predominantly repressive, with law enforcement measures receiving greater emphasis than preventive, rehabilitative, and community-based interventions. This imbalance is further compounded by inconsistencies in distinguishing between drug users and traffickers, limited accessibility and integration of rehabilitation services, and fragmented coordination among institutions involved in narcotics control.

These structural and operational limitations reduce the overall effectiveness, proportionality, and sustainability of Indonesia's narcotics policy. The dominance of punitive approaches not only constrains the development of long-term demand-reduction strategies but also raises concerns regarding the alignment of implementation practices with public health principles and human rights considerations embedded within the legal framework.

In response to these challenges, this study proposes an alternative policy model that reconfigures the P4GN framework into a more integrated, balanced, and adaptive system. The model emphasizes seven key components: legal substance reform, institutional strengthening, transformation of legal culture, expansion of prevention and community empowerment, strengthening of rehabilitation systems, targeted law enforcement, and the

utilization of data and information technology. Central to this model is the repositioning of BNN as an effective cross-sectoral coordinator capable of ensuring policy coherence and synchronization across institutional boundaries.

The proposed model reflects a shift from a predominantly punitive paradigm toward a more holistic approach that integrates enforcement with public health and social perspectives. By prioritizing proportionality, coordination, and evidence-based policymaking, the model seeks to enhance both the effectiveness and legitimacy of narcotics control efforts in Indonesia. Ultimately, this study underscores that addressing the complex and multidimensional nature of narcotics problems requires not only strong legal foundations but also coherent implementation, institutional synergy, and a sustained commitment to balancing enforcement with prevention and rehabilitation.

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