

EVALUATION OF COMMUNICATION STRATEGIES IN ADDRESSING NARCOTICS ISSUES IN THE REGION THROUGH OPTIMIZING THE ROLE OF THE REGIONAL NATIONAL NARCOTICS AGENCY (BNN)

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Abstract:

Indonesia faces a serious risk of narcotics abuse. The National Narcotics Agency of Indonesia (BNN RI) has recorded hundreds of areas vulnerable to narcotics distribution, including regions that are very difficult for authorities to access. The varying levels of threat across different areas demand a strategic approach that is locally adapted yet still effective. Nevertheless, an evaluation regarding the role of regional BNN is necessary. This is important considering Indonesia's 2045 Gold Vision targets, Asta Cita point 4, the Grand Design of Population Development (DBPK), and the Grand Design of Family Development (GDPK). Based on the above description, there is an issue that requires the evaluation of communication strategies in addressing narcotics problems in the regions through optimizing the role of the regional BNN. The evaluation of communication strategies, which is the topic of this research, uses the Lasswell formula. Data was obtained through FGD activities and the collection of various relevant secondary data. Based on the research analysis, communication strategies are not yet optimal in the components of the communicator, message clarity, appropriate media selection, in-depth understanding of the audience, and a systematic feedback system. The weaknesses of these components are related to local political and financial dynamics. With the presence of Regional Regulations, it serves as an umbrella for eradicating narcotics through the spirit of collaboration between Ministries and Agencies.

Keywords: Communication Strategy, BNN Optimization, Narcotics Issues

INTRODUCTION

Indonesia faces serious risks from drug abuse. The National Narcotics Agency of Indonesia (BNN RI) has recorded hundreds of areas prone to drug circulation, including regions that are very difficult for authorities to access. The varying levels of threat across regions require a strategic approach that is locally adapted yet still effective. The one-year prevalence rate among the 15-64 age group is 1.73%, equivalent to 3.3 million people (Humas BNN, 2024). This figure shows a decrease from the peak prevalence in 2021, which reached 1.95% (around 3.6 million people). However, behind the overall decrease in prevalence, there is an increase in prevalence among young people (15-24 years) and an expansion of drug circulation into rural areas.

Within the framework of P4GN (Prevention and Eradication of Narcotics Abuse and Illicit Trafficking), the National Narcotics Agency (BNN) at the regional level (City/Regency, also known as BNNK) plays a vital role. Its duties include coordinating between agencies, forming P4GN task forces, and dismantling local narcotics distribution networks. This is reinforced by reports from Rummi (2025), which indicate that the success of P4GN in various regions is highly dependent on contextual local strategies, including the use of technology (such as the PEKA application by BNN



Kota Bontang to map narcotics vulnerability). The PEKA application based on geospatial information in Bontang City is a collaborative application between the Bontang City National Narcotics Agency (BNNK Bontang), the Geospatial Information Agency (BIG), Bontang Customs and Excise, Bontang Police Department, and the Bontang City Government. It functions as a tool that provides geospatial information on drug vulnerability and serves as a basis for determining measures for drug prevention and rehabilitation through effective and targeted Community-Based Intervention (CBI) services (Rummi, 2025). In addition, there are family and community empowerment activities, such as the role of women in Batu City in 2025. With these activities, it is expected to build a collective commitment to optimize women's participation in realizing Batu City as a City Responsive to Drug Threats, as well as creating a safer, healthier, and drug abuse-free environment (Editor BNN, 2025).

Synergy is the key to the success of regional BNN programs. Several initiatives in various cities and regencies have proven that cross-sector collaboration involving local governments, educational institutions, the private sector, religious leaders, and the community is the foundation for achieving effective and sustainable strategies. However, an evaluation of the role of BNNK is needed. This becomes necessary and important considering the targets of Indonesia Emas 2045, Asta Cita points, the Large Design for Population Development (DBPK), and the Grand Design for Family Development (GDPK). Through good communication strategies, this effective and sustainable synergy can be achieved. Referring to the communication formula presented by Harold Lasswell in 1948, communication consists of at least 5 components: the Communicator, the Message, the Media used to deliver the message, the Communicant, and Feedback from the Communicant. Therefore, if one component is not optimal, it affects the entire communication process. It can be assured that communication will not be successful. In this study, the factors within the communication components that have not been optimally implemented by the BNNK in addressing narcotics issues in their areas will be analyzed.

Referring to the fourth Asta Cita, which is strengthening human resource development, Indonesia must invest in human resources from an early age. In order for Indonesia to achieve an average economic growth rate of 6 to 7 percent and be able to escape the middle-income trap, policies to improve the quality of the population are needed. The quality of the population plays an important role in human resource investment. This aims to produce a productive workforce and maintain health in old age. A large, productive workforce enables Indonesia to invest in industries to enhance the creation of high-value chains, knowledge and innovation, as well as the blue and green economy.

In realizing a Golden Indonesia by 2045, Indonesia needs to prepare a quality next generation. Quoting from the BPS report (2023), in 2045, Indonesia will reach 100 years of age or 1 (one) century of Indonesia's independence, marking a golden moment for Indonesia to realize the Vision of Indonesia 2045. The Vision of Golden Indonesia 2045 is a vision formulated by the Ministry of National Development Planning/BAPPENAS under the direction of President Joko Widodo in 2016 as the government's step in building Indonesia to face global megatrends. This vision contains an ideal depiction of Indonesia's condition and the roadmap that Indonesia needs to achieve by 2045. There are four pillars of development designed to achieve the Vision of Golden Indonesia 2045, namely: (1) Human Development and Mastery of Science and Technology, (2) Sustainable Economic Development, (3) Equitable Development, and (4) Strengthening National Resilience and Government Governance. Furthermore, in the Grand Design of Population Development, it is a document resulting from the refinement of the Grand Design of Population Development (GDPK) as regulated in Presidential Regulation Number 153 of 2014, which includes: (1) Population quantity

control, (2) Improvement of population quality, (3) Family development, (4) Distribution arrangement and mobility guidance, (5) Population administration data and information management.

The Grand Design for Population Development is a more comprehensive and holistic planning concept, formulated with the aim of serving as a strategic guide for population development in Indonesia. In this roadmap, one of the prioritized aspects is periodic monitoring and evaluation. This ensures that the roadmap is not only a theoretical guideline but can also adapt to changing conditions. Citing research by Sari and Samputra (2021), the evaluation of the implementation of Presidential Instruction No. 2/2020 in Prabumulih City showed a low realization rate (around 10%), caused by budget constraints, human resources, and changing policy priorities. In addition, based on the results of research analysis conducted on the Prevention, Eradication, Abuse, and Illicit Trafficking of Narcotics Program (P4GN) by the National Narcotics Agency (BNN) of South Lampung Regency, specifically in the prevention sector for the 2013 budget, similar obstacles appeared in South Lampung. The P4GN program was considered not yet optimal due to issues with resources, surveys, information technology, and the involvement of related institutions, which were still low (Susilawati, 2017).

Based on the description above, there are issues regarding development and population quality that need to be addressed, so evaluating communication strategies in tackling narcotics problems in the regions through optimizing the role of the BNNK is necessary. First, the issue of development and population quality needs to be addressed, referring to GDPK and DBPK. Second, the need for harmonization with the policies/regulations of RPJPN and RPJMN. Third, it is necessary to improve the role of the BNNK in addressing narcotics issues in the region. Furthermore, academic research papers are needed that provide explanations, including theoretical studies and the existing conditions of the role of the BNNK in tackling narcotics problems. This academic research becomes a comprehensive basis that reviews various perspectives on the need for strategies to address narcotics issues in the region through the optimization of the role of the BNNK.

There is a fundamental issue that is the main focus of this study. There is a significant gap between the mandate of the P4GN policy at the national level and the effectiveness of its implementation at the city/regency level. This gap is not caused by inherent weaknesses in the design of the national policy, but rather is rooted in suboptimal and often dysfunctional collaboration between BNNK as a vertical agency and the Regional Government (Pemda) as the authority holder and source of local resources. As a vertical agency, BNNK has the mandate, technical expertise, and intelligence networks in P4GN. However, they face crucial structural limitations such as the lack of adequate budget resources, regulatory authority at the local level, as well as essential political and infrastructure support for program implementation on the ground. All of these elements fall within the local government's authority. This structural dependence creates critical points of failure, where, without synergy and full commitment from the local government, the role of BNNK becomes paralyzed and ineffective.

Ultimately, this academic research plays a significant role as a critical instrument in designing or implementing a program through the evaluation results of communication strategies in addressing narcotics issues in regions by optimizing the role of the BNNK. With an evidence-based and context-driven approach, it will later produce recommendations for the BNNK to optimize its role more effectively and responsively to narcotics problems. Research-based recommendations in this study can be useful in designing effective programs, rehabilitation programs, sustainable partnership programs, and utilizing social media as a preventive effort against narcotics abuse.



METHODS

The primary data and information needed in this method are generally obtained through interviews, observations, and offline FGDs (Focus Group Discussions). In addition, secondary data is used from documents from various sources related to the subject matter. The total number of resource persons is four, namely: Tri Julianto Djatiutomo from the Central BNN, Anggun from BNNK Bogor, Erik Armundito from BAPPENAS, and Wiwin from BNN Province West Java.

RESULT AND DISCUSSION

The National Narcotics Agency (BNN) holds a central position in the institutional framework for combating narcotics in Indonesia. As a non-ministerial government agency that reports directly to the President, BNN is expected to be at the forefront of the fight against narcotics. Public perception of BNN serves as an important barometer for measuring the effectiveness and legitimacy of this institution. In-depth analysis reveals a paradoxical picture: on one hand, national survey data consistently show very high levels of public trust and satisfaction with BNN. On the other hand, various qualitative studies, evaluation reports, and local-level case studies reveal significant operational challenges and service gaps perceived by some members of the community.

Citing the Indonesia Drugs Report 2023 in BNN (2024), at the national level, BNN has successfully built a very positive institutional image. This is evident from the quantitative data officially released by the agency. Two main indicators, namely the Public Satisfaction Index (IKM) with rehabilitation services and the Public Trust Index in general, show impressive scores. The 2024 Rehabilitation Service IKM survey revealed an extraordinarily high level of satisfaction among service users. For outpatient services, the national IKM score reached 3.62 out of 4, equivalent to a converted score of 90.50%. This figure is even slightly higher for inpatient services, reaching 3.66 or equivalent to 91.50%. This data clearly indicates that people who are able to access and utilize the rehabilitation facilities provided or coordinated by BNN feel very satisfied with the quality of the services they receive, both for adults and children.

These findings are reinforced by the results of the 2024 Public Trust Index Survey towards BNN (BNN, 2024). Although the overall composite index score is not detailed in the available materials, an analysis of its constituent variables shows a solid level of trust. The variable "willingness to support" BNN recorded the highest score (88.29), followed by "perceived benefits" (87.86) and "shared norms and values" (87.60), all of which fall into the "Very Good" category. Interestingly, the level of trust is significantly higher among respondents who claim to know BNN's duties and those who have received direct services from BNN. These figures collectively build a narrative that the National Narcotics Agency (BNN) is an institution that is trusted, appreciated, and considered effective by the majority of the surveyed public. This public trust is a crucial form of social capital, providing BNN with strong legitimacy to carry out its complex and often controversial mandate.

Next, this section elaborates on the main challenges identified in the FGD related to the evaluation of communication strategies in addressing drug issues in the region, through optimizing the role of the Regional National Narcotics Agency (BNNK). Through an effective communication strategy, effective and sustainable synergy is expected to be achieved. Referring to the communication formula presented by Harold Lasswell in 1948, communication consists of at least five components: the Communicator, the Message, the Media used to deliver the message, the Communicant, and Feedback from the Communicant. Thus, if there is one component that is not optimal, it affects the entire communication process. Efforts to combat drugs at the regional level require a communication strategy that is structured, adaptive, and evaluation-based. BNNK, as an



agency mandated to carry out prevention, eradication, and rehabilitation of drug abusers, is required to optimize its role through effective public communication at the regional level.

In terms of the communicator aspect, BNNK serves as the main source of information regarding the dangers of narcotics, regulations, and prevention programs. The effectiveness of communication at this stage largely depends on the credibility of the institution, the clarity of its internal structure, and the competence of the officials or officers involved in socialization or campaign activities. The quality of communication improves when the communicator is able to deliver messages consistently, authoritatively, and accompanied by a persuasive approach that aligns with the characteristics of the local community.

In the message component, it becomes a crucial element in shaping public perception and awareness. The messages conveyed by BNNK generally include education about the health, social, and legal impacts of drug abuse, as well as information about rehabilitation services. Evaluations show that clarity, relevance, and cultural sensitivity in message formulation are key factors in determining how well the message is received. Messages that are fragmented or too general have the potential to reduce the effectiveness of behavior change.

In terms of media components, BNNK utilizes a variety of communication channels, ranging from conventional media such as face-to-face counseling and local radio to digital media like social media and website-based platforms. Optimizing digital media has become a strategic necessity, considering the high internet penetration among the public and the vulnerability of young people to exposure to misinformation. Evaluations show that the effectiveness of media is not only determined by the diversity of channels but also by the BNNK's ability to adapt content styles, delivery frequency, and interactivity in accordance with audience dynamics.

Then, regarding the communicant element, it refers to the communication target groups, which include students, families, local communities, and high-risk groups. A deep understanding of the social, psychological, and cultural characteristics of each target segment greatly influences the success of a communication strategy. BNNK needs to implement more precise audience segmentation so that the messages conveyed can be on target and have a measurable impact on reducing the level of drug abuse in the area.

Finally, feedback serves as the basis for assessing the real impact of the communication strategies implemented. Feedback can be obtained through perception surveys, the level of community participation in socialization activities, data on increased community reporting, as well as the decrease in cases of drug abuse. Evaluations indicate that the mechanisms for collecting structured feedback still need to be strengthened so that the results can serve as a foundation for improving future communication strategies. Well-managed feedback enables BNNK to formulate intervention measures that are more responsive and field-based.

Although there are significant implementation challenges, it does not mean that the performance of the National Narcotics Agency (BNN) at the regional level (BNNK) is overall poor. On the contrary, several BNNK demonstrate outstanding performance and have successfully implemented strategic programs effectively. This success shows that when the right supporting factors are available, BNNK can become an effective driving force in narcotics control at the local level. Analysis of high-performing BNNK provides valuable lessons about best practices that can be replicated in other regions.

Analysis shows that the effectiveness of the Prevention and Eradication of Drug Abuse and Illicit Trafficking (P4GN) program is in a critical position, highly dependent on political and financial dynamics at the local level. Discussions consistently reveal that the most significant determining factor for the success of P4GN at the local level is the personal commitment of regional heads,



whether regents or mayors. This condition creates a system that is highly vulnerable to political cycles and personality-driven governance rather than institutional procedures. Djatiutomo (2025), representing the National Narcotics Agency (BNN) of the Republic of Indonesia, shared his extensive experience in the regions. He explicitly states that many regional heads do not have a strong commitment to P4GN. This situation makes advocacy efforts in the field extremely difficult.

The illustration was also provided by Anggun (2025), as the head of BNNK Bogor. She reported that the current regent's commitment is not as strong as that of the previous Acting Regent. Furthermore, although BNNK Bogor received a grant of 1.5 billion rupiahs, the budget is considered very small. The funds are meant to address narcotics issues among the Bogor community, which numbers 6 million people. The budget covers all activities of prevention, rehabilitation, and eradication. In addition, the limitations in both the number and competencies of personnel, as well as infrastructure, are far from ideal. So far, infrastructure has been obtained largely through grants. Difficulty in getting time to meet with the new regional head also occurred and showed how changes in leadership can directly hinder the momentum of a program. Therefore, the concept of regional autonomy is identified as having negative side effects, where the progress or setback of the P4GN program entirely depends on the priorities set by the regional head.

The lack of political will from local governments is not merely a personal weakness. It is a rational response from local leaders to a misaligned incentive system. Drug prevention and control efforts must compete with other development priorities, such as infrastructure and economic growth. These priorities often offer more tangible results and political benefits. Discussions have noted a dichotomy between areas with surplus costs but low commitment versus areas with cost deficits but strong commitment. This shows that funding is not the only determinant of success, meaning that commitment plays a key role.

Realizing this, Armundito (2025), representing BAPPENAS, proposed a systemic solution by making the regional narcotics prevalence rate part of the region's macro indicators. In addition, he suggested making it one of the topics in the debates of regent/gubernatorial candidates. This proposal implicitly acknowledges the current issue, which is that narcotics prevalence is not a primary metric for evaluating the performance of a regional head. Their political capital is built on economic growth, poverty reduction, and infrastructure development. Therefore, a regional head's decision not to prioritize funding or involvement in P4GN is an allocation of political and financial resources. These resources are logically limited to certain areas, with returns considered higher. Thus, the lack of willingness is a symptom of systemic misalignment between national security goals and governance incentives at the local level.

The Minister of Home Affairs Regulation (Permendagri) Number 12 of 2019 serves as the main legal instrument that requires local governments to facilitate P4GN. This regulation replaces Permendagri Number 21 of 2013 and explicitly details the obligations of local governments, including the drafting of regional regulations and the establishment of integrated teams. However, its implementation on the ground is very weak. This situation is evidenced by the widespread failure to create derivative regulations at the local level (Regional Regulations). As a result, this national directive has become ineffective. Julianto also highlighted this critical failure. He stated that the Ministry of Home Affairs regulation should have encouraged the creation of derivative regulations at the provincial and district/city levels, but this has not happened uniformly. Even DKI Jakarta, as the capital city, does not yet have a specific Regional Regulation for P4GN. Recognizing this weakness, identifying the utilization of Regional Regulations can serve as a key strategy to strengthen the push for P4GN implementation and make it more stable, as well as not overly dependent solely on leadership will.



The absence of a Regional Regulation is not merely a legal loophole. This condition is a key mechanism that perpetuates the cycle, where P4GN is treated as an ad-hoc and secondary program. Without a Regional Regulation, there is no strong legal basis to mandate annual budget allocation, define the roles of Regional Work Units (SKPD), or establish a permanent integrated P4GN team. This forces BNNK to rely on discretionary grant funds and personal connections, which in turn reinforces its institutional fragility. Discussion clearly links the absence of a Regional Regulation with inconsistent funding. BNNK Bogor, for example, operates with grant funds. Linking Regional Regulations with budget allocation can be one of the success factors.

Furthermore, the absence of Regional Regulations often leads to P4GN responsibilities being delegated to subordinate positions under other agencies, such as Kesbangpol, as noted by Wiwin (2025), representing BNNP West Java. This hinders P4GN from functioning as a cross-sector and priority government function. A Regional Regulation would mandate the formation of an integrated team as stipulated in the Permendagri (Internal Regulations) framework. Without it, collaboration will remain informal and dependent on goodwill. This condition creates an endless loop. The absence of a Regional Regulation leads to a lack of budget guarantees, resulting in weak capacity of the BNNK and limited programs. These limited impacts then make it even harder to justify the political efforts needed to establish a Regional Regulation. This cycle is the core structural challenge that must be broken.

The success of BNNK greatly depends on a combination of innovative leadership within BNNK, strong synergy with local governments, the existence of legal frameworks and concrete budget support at the local level, as well as the ability to build strategic partnerships with various stakeholders in the community. These findings provide a strong implicit recommendation that, to address implementation gaps, the focus should not only be on enhancing BNN's internal capacity, but also on strengthening political commitment and resource support from local governments across Indonesia.

CONCLUSION

Overall, the evaluation of BNNK's communication strategy through the Lasswell formula shows that its effectiveness is highly influenced by the quality of the communicator, clarity of the message, selection of appropriate media, deep understanding of the audience, and a systematic feedback system. There are weaknesses in these components, particularly as they are heavily dependent on local political and financial dynamics. Optimizing these five components is an essential prerequisite for strengthening the role of the Regional BNN (BNNK) in addressing narcotics issues more comprehensively and sustainably. The presence of Regional Regulations can support the spirit of collaboration between Ministries and Agencies.

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