

Design of a Drug Policy Model Based on Community Participation to Realize a Drug-Free Indonesia (BERSINAR)

Misbahudin Djaba^{1*}, Elnino M. Husein Mohi², Andi Yusuf Katili³

Program Studi Administrasi Publik, Universitas Bina Taruna Gorontalo, Indonesia

Email: misbahudindjaba014@gmail.com ; elninomhuseinmohi@gmail.com ; yusuf2801@gmail.com

Abstract. Repressive approaches alone have proven insufficient in curbing drug distribution and abuse. Therefore, a participatory and context-sensitive approach that positions communities as key actors is urgently needed. This study aims to analyze the implementation of community participation-based narcotics policy in Gorontalo Province and formulate a policy model that places the community as an active subject in the Prevention and Eradication of Drug Abuse and Illicit Trafficking (P4GN) program. A qualitative descriptive approach was chosen to explore the institutional and social dynamics within program implementation. Findings show that implementing P4GN in Gorontalo is suboptimal due to limited organizational capacity at BNNP and the lack of meaningful community engagement in programs such as Volunteers, Anti-Drug Activists, and Shining Villages. This research formulates a policy model integrating Asset-Based Community Development (ABCD) and Deliberative Democracy frameworks. The model emphasizes strengthening internal community assets (human, social, financial, physical, and natural) alongside external dimensions (influence, representation, and deliberation). This dual focus aims to enhance community resilience and ensure active involvement in drug policy formulation and implementation. This study's novelty lies in its structured, deliberative, and asset-oriented community participation model for narcotics policy. This approach remains underdeveloped in Indonesian research and has the potential to be replicated across other vulnerable regions.

Keywords: Drug Policy; Community Participation; Bersinar.

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INTRODUCTION

In 2024, the United Nations Office on Drugs and Crime (UNODC, 2024a, 2024b, 2024c) labelled Indonesia as the “Golden Triangle Southeast,” which positioned Indonesia as one of the countries with a drug danger status. Nationally, the problem of narcotics continues to develop from time to time with a variety of phenomena. The existence of anomalies about drug abuse that no longer looks at age groups and social environments (urban or rural areas), and targets all sectors of work in Indonesia. Making narcotics is an extraordinary crime with multi-dimensional impacts. (Golose, 2023; Polri, 2022; Ritter, 2021; Santika, 2023)

The Government of the Republic of Indonesia through the National Narcotics Agency of the Republic of Indonesia or BNN RI has formulated and implemented narcotics policies, through Law Number 35 of 2009 concerning Narcotics, and several technical policies such as Presidential Instructional Number 2 of 2020 concerning the National Action Plan (RAN) for the Prevention,

Eradication of Abuse and Illicit Trafficking of Narcotics (P4GN) as a form of countermeasures against narcotics that have been massively developing. It also makes narcotics problems one of the main focuses of national development, as outlined in the Asta Cita. (BNN RI: 2024a, 2025)

Drug policy implementation considers three main approaches: the soft power approach, the hard power approach, and the innovative power approach. BNN RI (Golose, 2023) places the soft power approach as the primary focus oriented towards preventive efforts, with several programs, such as Information Communication and Education (IEC), Information Dissemination, the formation of Anti-Drug Volunteers and Activists, and Drug Clean Villages (Desa Bersinar) to optimize preventive efforts. The preventive program refers to the participation of the community in policy formulation to maximize the program's implementation. (BNN RI, et al., 2019)

The role of the community in supporting drug policy is explained in the structure of the P4GN policy, which is carried out in a decentralized manner in each region. Gorontalo Province is an area that carries out preventive efforts in supporting P4GN by making the community the central supporting element, as outlined in Governor Regulation 42 of 2020 concerning the Regional Action Plan (RAD), which was held from 2020 to 2024. The selection of Gorontalo as the primary locus in this study is considered based on several previous studies that show the implementation of preventive programs has not been fully optimal, due to the minimal level of community involvement to support program implementation through direct participation and involvement from the community. Another study showed minimal implementation of preventive programs in RAD P4GN in Gorontalo, with no community involvement and participation in every formulation and implementation of preventive programs. (Djaba, 2021, 2022; Djaba et al., 2023)

The importance of community participation in strengthening drug prevention efforts in Indonesia requires a model that focuses on increasing community participation through the construction of community participation concepts and testing of field findings to realize a Drug-Free Indonesia (Indonesia Bersinar). It can support the implementation of national policies on narcotics based on integrated, comprehensive, and effective policies. (Lancaster et al., 2018)

Several studies have found that no research has focused on designing narcotics policies based on community participation to realize a drug-free Indonesia. Moreover, community participation is an integral part of eradicating drug problems in Indonesia, so a special model is needed to strengthen the implementation of P4GN.

METHODS

This study uses a qualitative approach with a descriptive design to examine the implementation of talent management in the Supreme Court of the Republic of Indonesia in the

era of digital transformation. This design was chosen to explore in depth the phenomenon of implementing human resource management policies based on meritocracy and digitalization, without intervening in the ongoing process (Creswell, 2018; Sugiyono, 2019). The location of the research was conducted at the Supreme Court of the Republic of Indonesia.

This study uses purposive sampling techniques to determine informants who are considered to have knowledge, experience, and direct involvement in the process of implementing talent management at the Supreme Court of the Republic of Indonesia (Chun Tie et al., 2019). The main informants come from two strategic units, namely the Personnel Bureau and the Competency Assessment Unit (UPK AC), which are the main implementers of talent management policies. In addition, this research also involves functional and structural officials who are users of the policy as well as parties directly affected by its implementation. This approach provides a comprehensive overview of various institutional perspectives regarding the readiness, obstacles, and dynamics of the implementation of a digital-based talent management system in the Supreme Court.

Data collection is carried out through in-depth interviews, participatory observations, and the study of internal institutional documents. The technique of determining informants using purposive sampling, namely by selecting individuals who are considered to have knowledge, experience, and direct involvement in the implementation of talent management policies. The main informants in this study consist of: Head of the Personnel Bureau; Head of the General Personnel Section (Head of UPK-AC), Head of the Employee Development Sub-Section (UPK-AC Executive Coordinator) and Other functional and structural officials, including Heads of Mutation Subsection, Head of Appointment Subsection, and technical staff involved in the use of digital systems such as SIKEP and Talent Pool.

The selection of the informant is based on the consideration that they are key actors in the planning, implementation, and evaluation process of digital-based talent management. They also represent strategic units that become the epicenter of decision-making, technical implementation, and direct policy users. By involving informants from various levels and functions, this research is expected to be able to capture various perspectives regarding the dynamics of policy implementation more comprehensively and deeply.

The validity of the data is strengthened through triangulation techniques of sources and methods, as well as member-checking with key informants to ensure the suitability of the researcher's interpretation with the reality in the field (Fusch et al., 2018). This research aims to make an empirical contribution to the development of public sector human resource

management, especially in the use of digital technology to strengthen the merit system in judicial institutions. The findings are expected to be the basis for the formulation of policies that are more adaptive, accountable, and oriented towards improving organizational performance.

RESULTS AND DISCUSSION

This study will describe and discuss the results, focusing on implementing community participation-based narcotics policies and analyzing them by formulating a community participation-based narcotics policy model.

Implementation of Community Participation-Based Narcotics Policy

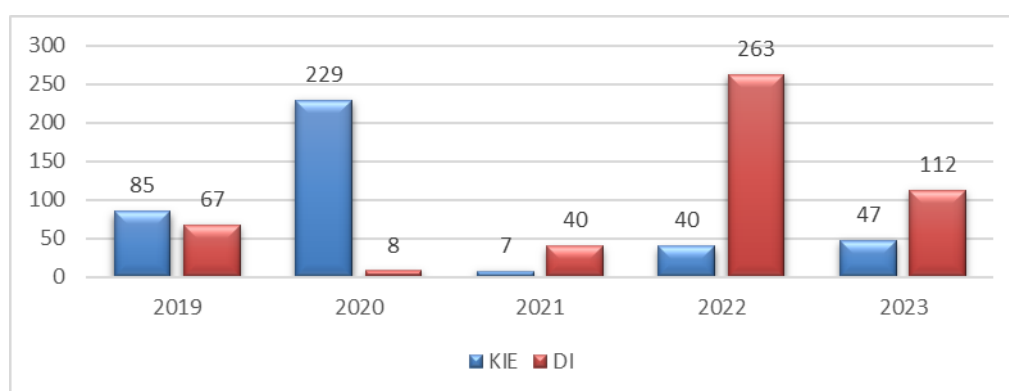
Law Number 35 of 2009 concerning Narcotics is the central policy in combating narcotics in Indonesia. Through this policy instrument, a meso policy was established in the form of Presidential Instruction Number 2 of 2020 concerning the National Action Plan for P4GN for 2020-2024; the presence of this policy is to respond to the phenomenon of narcotics problems that continue to develop in Indonesia, both in terms of abuse, illicit trafficking and also the development of New Psychoactive Substances (NPS) as the type of narcotics that is most widely circulated in the world (BNN RI, 2024).

To optimize the RAN P4GN, the Indonesian government has implemented the Action Plan in each region. This is implemented because of the "upstream to downstream" approach, so drug control can be carried out holistically. Also, it supports implementing the Bersinar Village program as the first step in realizing a Drug-Free Indonesia with the acronym "Indonesia Bersinar." The actualization of this is the stipulation of micro policies in the form of Regional Regulations/Regional Heads. This study's regional regulation is the Governor's Regulation Number 42 of 2020 concerning the Regional Action Plan (RAD) P4GN for 2020-2024. Community participation in the policy sequence is the role of the community in every program coordinated by the BNN in the region (both the Provincial BNN and the City/Regency BNN), in this case, the Gorontalo BNNP. Four main programs with different participation classifications require community participation in implementing narcotics policies. First, individual participation with the Information and Education Communication program, Information Dissemination, and Volunteers and Activists. Then the second is collective participation, namely the Bersinar Village. The main objective of these programs is to increase the community's resilience to drug abuse, which is a "soft power" approach that prioritizes preventive efforts.

The study results show that the program's implementation in individual participation has not been optimal. This is reinforced by the limitations of BNNP Gorontalo in organizing programs such as information and education communication, information dissemination, and recruitment of

activists that are adjusted to the availability of organizational resources, such as extension workers in providing extension and budget allocations from BNN RI. Meanwhile, volunteer recruitment has not been implemented optimally because the volunteer program has no budget allocation or is not included in the Budget Implementation List (DIPA) from BNN RI. This means that the volunteer program is carried out voluntarily, or depends entirely on the willingness of the community to choose to be involved or not involved.

In the following processed results, it can be seen that the problems that have been described previously affect the implementation of the program in individual participation, as follows:

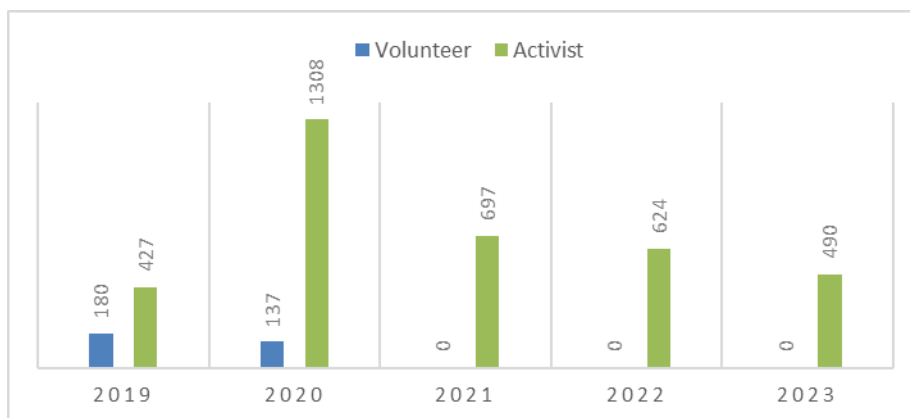


Source: (Badan Narkotika Nasional Republik Indonesia (BNN RI), 2020, 2021, 2022, 2023, 2024b)

Picture 1. Data on Information and Education Communication Activities and Information Dissemination (DI) Based on Year

Figure 2 explains that from 2019 to 2023, the number of Information and Education Communication or KIE activities and Information Dissemination (DI) as the main program in implementing a preventive approach fluctuated. The decrease in the intensity of KIE and DI activities occurred in 2021; this was influenced by the implementation of "budget refocusing" during COVID-19, so the budget allocation for implementing activities was minimal. Then, from 2022 to 2023, DI activities increased by 74% compared to 2019, but in 2023, they decreased by 42% from the previous year. Meanwhile, for KIE activities, from 2022 to 2023, there was an increase of 42% in 2022 and 17.5% in 2023. These data show that KIE and DI activities, as the main activities to increase community resilience, have not been running optimally or have increased significantly from year to year.

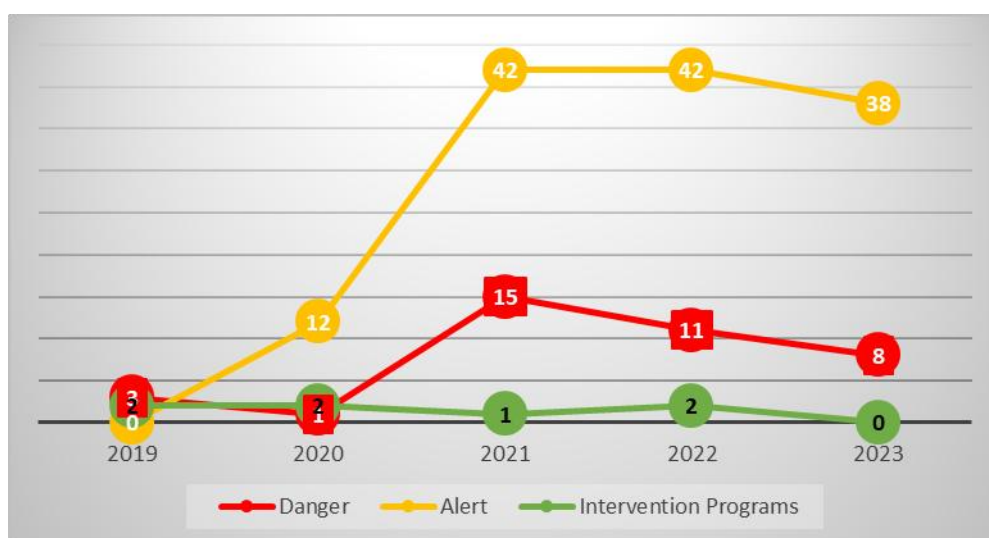
As for the volunteer and activist programs, there is a very significant differentiation; this is influenced by the implementation of activities organized based on budget allocation in the DIPA, which is shown as follows:



Source: (Badan Narkotika Nasional Republik Indonesia (BNN RI), 2020, 2021, 2022, 2023, 2024b)

Picture 2. Volunteer and Activist Data Based on Year

Figure 3 shows that individual participation is higher in the activist program, especially in 2020, when the allocation for preventive activities was prioritized. The high number of activists is significantly different from the number of volunteers. This condition is caused by the type of activity sourced from DIPA and non-DIPA; the volunteer program shows minimal community involvement. The results of the study show that the implementation of the program in collective participation, through Desa Bersinar, has not been fully implemented evenly; this can be seen in the following data:

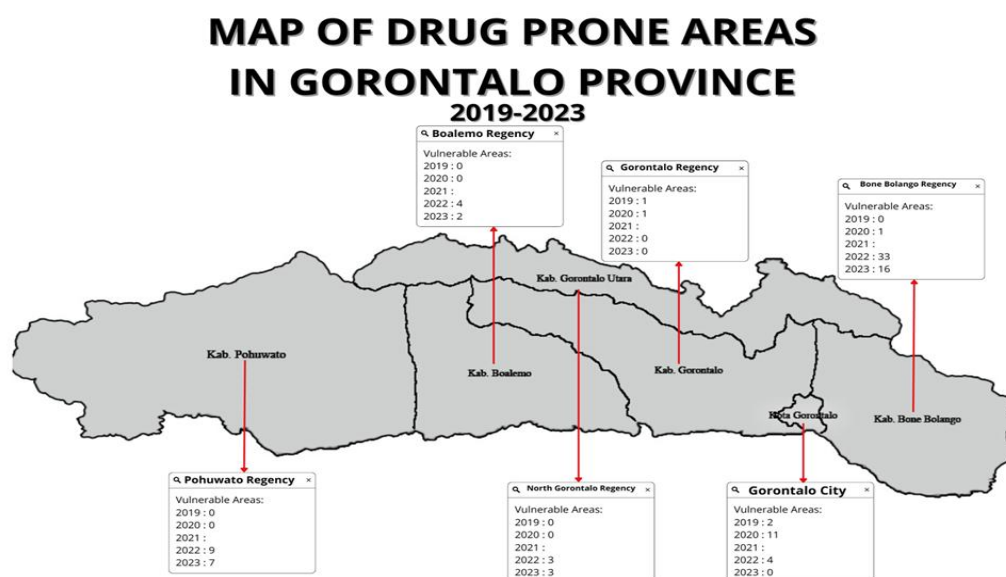


Source: (Badan Narkotika Nasional Republik Indonesia (BNN RI), 2020, 2021, 2022, 2023, 2024b)

Picture 1 .Vulnerable Areas and Intervention Programs Based on Year

Figure 4 shows that the implementation of Desa Bersinar as a form of intervention through a program to increase community resilience to drug abuse has not been able to reduce the number of drug-prone areas, both in the Danger category (Red Zone) and the Alert category (Yellow Zone). Even in 2021, drug-prone regions experienced a significant increase compared to the previous two years. Meanwhile, in the same period, the intervention program continued to be

carried out with an activity ratio less relevant to the number of vulnerable areas. Even in 2023, it was recorded that no Desa Bersinar program was implemented, even though in that year, the number of vulnerable regions reached 46 areas, with 38 Alert Areas and 8 Danger Areas. These vulnerable areas are spread throughout the administrative area of Gorontalo Province, 5 Regencies, and 1 City. The distribution of these vulnerable areas can be seen in the following picture: 5.



Source: Data Processing (2024)

Picture 2 . Map of Drug-Prone Areas in Gorontalo Province Based on the Year

The limitations of the intervention of the Bersinar Village program by BNNP Gorontalo are caused by the implementation of the program, which BNNP Gorontalo entirely carries out, and this will undoubtedly cause limitations in implementation. What was found in this study was that BNNP Gorontalo had to allocate a budget and human resources following the program planning that had been set based on the budget year. So that when it was implemented in the field, it could not run optimally. For example, the number of extension workers is limited. Currently, only three active extension workers can guide the Bersinar Village program. Meanwhile, for the budget, BNNP Gorontalo can only intervene in 1 to 3 villages with one intervention activity, such as training for the community. Thus, this limitation is in line with the findings in the field, which show that the Bersinar Village has not been fully implemented holistically in all vulnerable areas in Gorontalo Province.

The implementation of narcotics policies based on community participation, reviewed from four main programs with a preventive approach, can be concluded as not optimal. This refers to several field findings that refer to BNNP Gorontalo's limitations in implementing the program, so

active involvement from the community is needed to optimize the implementation of narcotics policies.

Community Participation-Based Narcotics Policy Model

Community participation is an essential aspect of drug policy; this has been clearly outlined in the drug regulations in Indonesia, especially for preventive efforts. According to Golose (2023) preventive programs, consisting of Information and Education Communication (IEC), Information Dissemination, Activists and Volunteers, and Shining Villages, emphasize community participation, both collectively and individually, to optimize the implementation of drug policies. Meanwhile, based on field facts and previous research findings, it shows that community participation is still quite minimal in supporting narcotics policies. Research by Djaba & Rachman (2019) and Djaba demonstrated that implementing prevention programs has not been fully maximized because they were only initiated by the Gorontalo BNNP. In contrast, community involvement and participation have not been maximized, thus having implications for the limited accessibility of preventive programs implemented. Likewise, the results of measuring the level of community participation and involvement, both as individuals and collectively, indicate that the level of community participation and involvement is still very low, because there has been no community activation in prevention programs.

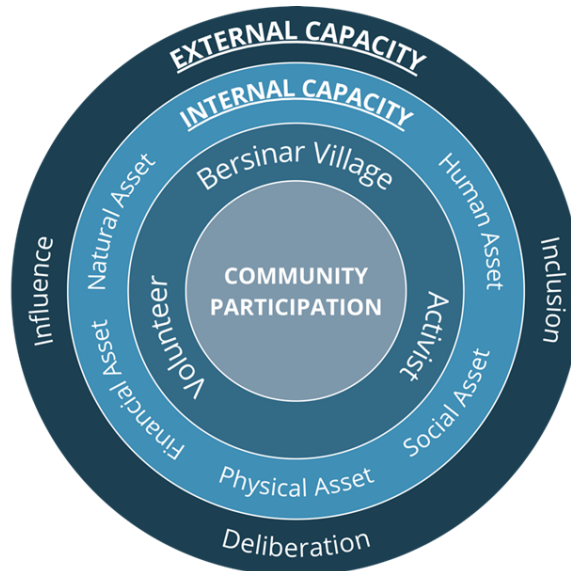
Table 1 . Community Participation Models

Models	Asset Based Community Development	Deliberative Community
Focus	Internal Capacity of Society	External Capacity of Society
	Physical Assets.	Influence.
	Human Assets.	Inclusion.
Dimensions	Social Assets.	Deliberation.
	Financial Assets.	
	Natural Assets.	

The model proposed in this study synthesizes two theoretical approaches: Asset-Based Community Development (ABCD) and Deliberative Democracy. The ABCD approach emphasizes utilizing internal community capacity as a social development asset (Maclure, 2023; Mathie & Cunningham, 2003), while the deliberative approach encourages communities to participate in public decision-making (Dryzek, 2000; Tamano, 2021; Wimmy, 2016). The combination of the two is relevant to the context of drug policy because it aligns empowerment aspects with participatory legitimacy.

This finding aligns with Lancaster et al.'s (2018) research, which emphasizes that effective drug policies must be participatory, evidence-based, and consider local actors in their design and

implementation. On the other hand, research by Ritter et al. (2021) states that a community-based model can strengthen social resilience against drug abuse, provided that there is a representative and inclusive deliberative space. The image model of the synthesis model is described as follows:



Source: Data Processing (2024)

Picture 5. Conceptual Framework of the Drug Policy Model Based on Community Participation

Then, by realizing the community's internal capacity has increased, the community can get "space" to be more involved in formulating narcotics policies. To realize this, the internal capacity that is reduced from the Deliberative Democracy model can increase community involvement in formulating narcotics policies through deliberation efforts. This approach is more effective because it can provide credible input through direct community involvement in developing, implementing, and evaluating narcotics policies. After all, the information provided is based on facts in the field. The description of the model is explained as follows:

a. Internal Capacity

1. Physical Assets: buildings or infrastructure that can last. By analyzing physical assets, the community can use its assets to support the implementation of P4GN.
2. Human Assets are competencies owned by the community that can increase productivity. Human assets can be analyzed by improving the quality of education and training through information and education communication (KIE), information dissemination, or inclusive training adjusted to the standards of volunteers or activists.

3. Social Assets are community resources that can be interventions for the community, manifested in the cycle of social relations, trust, and social networks that already exist and have been formed in each community. Analyzing social assets requires paying attention to the values that apply to each community; this can be local wisdom used to support the P4GN program or encourage the community to be involved in implementing the program because of social awareness.
4. Financial Assets: are the financial capacity of the community. In the analysis of financial assets, it is necessary to make financial arrangements that follow the needs of the P4GN program. This needs to be done, especially in implementing the Bersinar Village program, which should be carried out sustainably using Village Funds, as in the Technical Instructions for implementing Bersinar Village.
5. Natural Assets are essential aspects of society in the form of natural resources. When analyzing natural assets, attention must be paid to environmental sustainability by maintaining the ecological function of each natural resource owned. This aims to optimize the implementation of P4GN.

b. External Capacity

1. Influence: the ability of the community to influence decision-making in policy formulation. The influence analysis focuses on "public hearing," which should be a medium for the community to provide opinions on narcotics policies. This is done by considering the openness of space for the community, which only applies at the sub-district or village level through the Village/Sub-district Development Deliberation. In higher forums, such as the regional level, the space for people to express their opinions is increasingly closed.
2. Representation is an aspect that pays attention to the representation of the community in the policy formulation process. In analyzing the element of representation, it is necessary to maintain the representation of each community so that the results of the formulation meet the community's needs. Because in the policy spectrum, in general, the community is both the object and the subject of the policy, paying attention to the principle of representation is necessary to obtain an effective narcotics policy formulation.
3. Deliberation: a process of deliberation to produce joint decisions. In the analysis related to the deliberation aspect, we can pay attention to the availability of a communication forum between the community, BNN, and the Government (Regional in particular) so that the formulation of narcotics policies and the implementation of P4GN programs can run optimally.

Furthermore, the dimensions of internal community capacity, consisting of physical, human, social, financial, and natural assets, provide a concrete basis for strengthening the role of communities in implementing P4GN. Meanwhile, external capacity—which includes influence, representation, and deliberation—underscores the importance of creating a policy space that opens up opportunities for dialogue between the community, local government, and BNN. This model allows the community to participate in narcotics policy from formulation to implementation. A bottom-up participatory mechanism must complement the top-down approach for narcotics policy to be inclusive and adaptive to local needs. By integrating field findings and participation theory, this model can be a reference for national policy to replicate similar approaches in other regions. This also answers the challenges of national development in Asta Cita, emphasizing the importance of the community as a state partner in development, including combating drug abuse.

CONCLUSION

This study shows that increasing community participation can optimize drug policy implementation. As a solution, a policy model was developed that integrates the Asset-Based Community Development (ABCD) and Deliberative Democracy approaches, focusing on strengthening the community's internal and external capacity. This model is novel in the study of drug policy in Indonesia because it places the community as the leading actor in formulating and implementing policies, not just as an object of program recipients. By relying on community assets and deliberative space, this model encourages independence in the P4GN program. This model also has the potential for replication in other regions in Indonesia, especially areas with high levels of drug vulnerability and social structures that support participation. With local adjustments, this model can be an alternative strategy to strengthen community resilience to drugs sustainably.

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