

Legal Rehabilitation Efforts to Minimize Drug Abuse Rates as an Evaluation Measure by the Government at the National Narcotics Agency (BNN) of Gorontalo Province

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Drug abuse in Indonesia, particularly in Gorontalo Province, has reached a critical point that threatens the younger generation and requires a comprehensive evaluation of existing recovery policies. This study aims to analyze the implementation of legal rehabilitation efforts in minimizing the rate of drug abuse and to evaluate the policies of the National Narcotics Agency (BNN) of Gorontalo Province as both preventive and curative measures. The method used is a descriptive qualitative approach with the CIPP (Context, Input, Process, Product) evaluation model, in which data were collected through in-depth interviews, observations, and documentation studies, and then analyzed inductively. The results show that rehabilitation efforts have successfully recovered 727 drug users during the 2021–2024 period. However, their effectiveness is still constrained by the limited number of addiction counselors, inadequate inpatient facilities, and the high level of social stigma within the community. These findings conclude that although rehabilitation policies at BNNP Gorontalo are aligned with the principles of restorative justice, strengthening is still needed in terms of human resources and public education to eliminate social resistance. The implications of this study emphasize the importance of a more integrative policy transformation between law enforcement and sociological support. This research serves as a basis for recommendations to local governments in optimizing narcotics eradication strategies through the enhancement of more humane and accessible rehabilitation facilities.

Keywords: Rehabilitation, Narcotics, Policy Evaluation, BNNP Gorontalo, Restorative Justice.

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1. Introduction

The phenomenon of drug abuse in Indonesia has currently reached a highly alarming level and poses a serious threat to the sustainability of the younger generation as the nation's future successors. Indonesia is no longer merely a transit point for illicit drug trafficking, but has also become a producer of illegal substances, as evidenced by the discovery of large-scale drug manufacturing facilities. Based on data from the National Narcotics Agency (BNN), the prevalence of drug users exceeds 5 million people, the majority of whom are within the productive age group [1]. This condition is further exacerbated by the rapid development of technology and transportation, which facilitates the widespread distribution of these illegal substances across various regions, including Gorontalo Province.

The urgency of this study is grounded in empirical evidence showing that despite the implementation of various preventive policies, the rate of drug abuse in Gorontalo Province continues to remain high. Data from 2021 to 2024 recorded that as many as 727 drug users have undergone rehabilitation processes in the region [2]. This persistently high number indicates a gap between existing regulations and their actual impact on society. This situation demands immediate attention to assess the extent to which implemented policies are capable of providing effective recovery solutions for victims, preventing them from falling into deeper cycles of criminality.

The scope of this study focuses on evaluating the implementation of legal rehabilitation efforts carried out by the National Narcotics Agency of Gorontalo Province (BNNP Gorontalo) as a vertical institution responsible at the regional level. This study limits its discussion to two primary approaches: a repressive approach in law enforcement and a restorative approach through medical and social rehabilitation programs. In addition, the analysis employs a policy evaluation model to examine environmental conditions, resource readiness, and the tangible outcomes of rehabilitation programs implemented in Gorontalo Province.

This study aims to analyze in depth how legal rehabilitation efforts are implemented to minimize the rate of drug abuse in Gorontalo Province. Furthermore, it specifically seeks to examine the evaluation measures of government policies, particularly those carried out by the National Narcotics Agency of Gorontalo Province, in preventing drug abuse. Through these objectives, this research is expected to explain the effectiveness of rehabilitation policies as a humane legal instrument in providing protection and recovery for drug abuse victims.

2. Literature Review and Problem Statement

The theoretical foundation of this study is grounded in the modern legal paradigm, which positions rehabilitation as a primary instrument of restorative justice in addressing drug abuse [3]. Based on Law Number 35 of 2009 concerning Narcotics, rehabilitation is understood as a holistic recovery process that encompasses medical aspects to free addicts from substance dependence, as well as social aspects to restore individual functioning within society.

Theoretically, the effectiveness of this policy can be analyzed through Lawrence M. Friedman's legal system theory, which emphasizes the integration of legal structure (implementing institutions), legal substance (legislation), and legal culture (public perception) [4]. Previous research by Hariyanto (2018) supports the view that drug abusers should be positioned as victims in need of treatment, rather than merely as perpetrators of crime. However, findings by Neli Sa'adah (2020) at BNNP Aceh indicate that the effectiveness of rehabilitation is often hindered by limited infrastructure and low levels of public legal literacy.

The research gap emerges when rehabilitation policies that are normatively restorative often conflict with practices in the field that still tend to be repressive and stigmatizing [5]. Additionally, there is inconsistency in implementation at the regional level, such as in Gorontalo, where despite strengthened regulations through Regional Regulation Number 4 of 2023, drug abuse rates remain high and supporting facilities—such as the number of addiction counselors—are still very limited.

Based on the gap between the ideal restorative policy and the reality of structural and technical constraints in the field, the research problems are formulated as follows:

1. How is the implementation of legal rehabilitation efforts in minimizing drug abuse rates at the National Narcotics Agency (BNN) of Gorontalo Province viewed from a restorative approach perspective?
2. What are the results of the evaluation of government policies, particularly those of BNN Gorontalo Province, in addressing resource constraints and sociological barriers to optimize the prevention of drug abuse?

3. Method

This study employs a qualitative approach with a descriptive research type. This method is chosen for its ability to provide accurate, stable, and consistent results in capturing complex social and legal phenomena, particularly those related to narcotics rehabilitation efforts at the National Narcotics Agency (BNN) of

Gorontalo Province. Through a qualitative descriptive method, researchers are able to explore the meaning behind policies, examine the experiences of research subjects, and understand the context of legal implementation comprehensively in the field [6].

The methodological steps are carried out systematically. The initial stage begins with the collection of literature data (secondary data) in the form of laws and regulations, such as Law No. 35 of 2009, Joint Regulation of the Chief Justice No. 1 of 2014, and Regional Regulation No. 4 of 2023. In addition, primary data are collected through observations and in-depth interviews with key informants at BNNP Gorontalo. Subsequently, data analysis is conducted by referring to Lawrence M. Friedman's Legal System Theory, which includes aspects of legal structure, substance, and culture [7]. The data are analyzed inductively, where the researcher organizes the data, divides it into units, synthesizes it, and constructs patterns to draw conclusions that answer the research questions.

This study utilizes the CIPP (Context, Input, Process, Product) Evaluation Model developed by Daniel L. Stufflebeam [8]. The underlying assumption of using this model is that the effectiveness of rehabilitation policies is not solely determined by final outcomes (product), but is highly dependent on resource readiness (input), implementation processes (process), and alignment with environmental needs (context). A key condition for the optimal application of this method is the openness of information from BNNP Gorontalo and the honesty of informants in providing information regarding encountered obstacles [9]. The sample in this study is determined using purposive sampling to ensure data relevance to the focus of analysis. The sample characteristics include both primary and secondary data.

1. Primary Data (Informants)

Consist of internal personnel of BNN Gorontalo, including Junior Expert Investigators in the Eradication Division, Detention Officers from the Wastahti Section, and Nurses from the Rehabilitation Division. These informants are selected due to their direct involvement in the technical processes of rehabilitation and law enforcement.

2. Secondary Data (Documentation)

Include statistical data on the number of drug abusers undergoing medical rehabilitation at BNNP Gorontalo from 2021 to 2024, totaling 727 individuals. Specific parameters in this sample are identified based on gender (85% male and 15% female), educational level (predominantly high school graduates), and occupation (mostly students, entrepreneurs, and unemployed individuals).

The identification of these characteristics allows researchers to assess the alignment between policy implementation and the risk profile of drug abusers in the region.

4. Results and Discussion

The research findings indicate that legal rehabilitation efforts at BNNP Gorontalo have contributed to the recovery of drug abusers, although challenges in the field remain significant. Data trends for the period 2021–2024 recorded a total of 727 drug abusers who have undergone medical rehabilitation. The following is a summary of the characteristics of rehabilitated drug abusers:

Table 1. Characteristics of Rehabilitated Drug Abusers

Characteristics	Category	Percentage / Total
Gender	Male	85%
	Female	15%
Total Patients	2021–2024	727 individuals
Dominant Occupation	Students & Entrepreneurs	Majority

Discussion

The data visualization indicates that males of productive age (students and entrepreneurs) constitute the most vulnerable group to drug abuse in Gorontalo. Although the number of rehabilitated individuals is relatively high, the presence of 727 patients suggests that the circulation of illicit substances in the region remains active. Therefore, legal approaches should not be solely repressive but must be balanced with effective rehabilitation measures.

The validity of these findings is strengthened through comparison with previous literature. This study aligns with Hariyanto (2018), which emphasizes that drug abusers should be treated as victims requiring medical and social care rather than merely as criminals [10]. However, a significant difference is found when compared to conditions at BNNP Aceh, where the primary obstacle lies in limited infrastructure [11]. In Gorontalo, the main challenge shifts toward sociological aspects, particularly the persistence of social stigma that perceives rehabilitation as a shameful part of the criminal process, thereby hindering voluntary access.

The pattern emerging from the CIPP evaluation model analysis is consistent with Lawrence M. Friedman's legal system theory. Structurally, BNNP Gorontalo has carried out enforcement and rehabilitation functions professionally. However, in terms of input and process, inconsistencies arise between regulatory frameworks (substance) and the reality of available resources. These issues stem from the limited number of addiction counselors and inadequate independent inpatient facilities, resulting in suboptimal assistance intensity for clients with severe dependency [12]. This condition explains why, despite the adoption of humane policies, a significant reduction in drug abuse rates has not yet been fully achieved.

As a preliminary conclusion, legal rehabilitation efforts at BNNP Gorontalo are on the right track through the strengthening of Community-Based Intervention Programs (IBM), which enhance the participation of village-level cadres. The implications of these findings highlight the need for policy transformation focused on strengthening budgets, improving internal facilities, and implementing widespread legal education to eliminate social stigma. These points serve as a foundation for formulating strategic recommendations to optimize restorative justice in Gorontalo Province in the future.

Further analysis of rehabilitation effectiveness at BNNP Gorontalo demonstrates significant results, with the recovery of hundreds of drug abusers. However, when critically compared with other research designs, distinct dynamics emerge. Compared to legal case studies by Wahyuningsih (2025) and Irawan (2025), there is strong consistency that a restorative justice approach is juridically more effective in breaking cycles of dependency than purely punitive sanctions. The strength of this study lies in its use of the qualitative CIPP evaluation model, which enables a deeper examination of policy layers compared to normative studies that often focus solely on regulatory conformity [13].

Although Indonesian legal substance positions drug abusers as victims, field realities often reveal conflicts between ideal regulations and sociological conditions. Comparisons with qualitative studies in other regions, such as Aceh, show that while technical infrastructure limitations dominate elsewhere, the primary challenge in Gorontalo lies in strong negative stigma and family resistance. This demonstrates that the success of rehabilitation policies depends not only on institutional structure but also on the legal culture of the community as the social environment of former addicts.

Nevertheless, the validity of these findings has certain limitations. The study is geographically limited to BNNP Gorontalo, meaning results may differ in regions with more developed facilities. The descriptive qualitative design also carries a risk of subjectivity, as it heavily depends on the openness of internal institutional sources. Additionally, the sample, predominantly male and high school-educated, limits the

analysis in fully capturing the rehabilitation needs of minority groups or professionals with different socio-economic backgrounds.

The inconsistency between central regulations and regional resource availability is another critical issue requiring further examination. The limited number of addiction counselors and the absence of independent inpatient facilities in Gorontalo explain why a drastic reduction in drug abuse rates has not yet been achieved, despite the implementation of humane policies. Therefore, policy transformation is needed, not only addressing legal aspects but also emphasizing substantial investment in internal facilities and public education to eliminate sociological barriers that hinder voluntary access to rehabilitation.

5. Conclusion

This study concludes that legal rehabilitation efforts implemented by the National Narcotics Agency (BNN) of Gorontalo Province have functioned as a key instrument in reducing drug abuse rates, although gaps in effectiveness remain. The main findings indicate that medical and social rehabilitation approaches successfully facilitated the recovery of 727 drug abusers during the 2021–2024 period. These results directly address the research objective regarding the strategic role of rehabilitation as a government evaluation measure that prioritizes humanitarian values over purely repressive law enforcement.

Theoretically, these findings confirm Lawrence M. Friedman's legal system theory, where the success of rehabilitation depends on the synergy between structure (BNNP institutions), substance (narcotics laws and regional regulations), and legal culture (public perception). Unlike previous studies that often emphasize regulatory failure, this research identifies the primary obstacle in Gorontalo as sociological factors, namely family resistance and persistent negative stigma toward former addicts [14]. This contributes a new perspective that legal effectiveness at the regional level is strongly influenced by local wisdom and community support systems.

The practical significance of the identified patterns suggests that drug abusers from student and entrepreneurial backgrounds require more flexible yet intensive rehabilitation models. The study highlights the importance of strengthening Community-Based Intervention Programs (IBM) as the frontline of prevention at the village level [15]. Scientifically, this research reinforces the effectiveness of the CIPP (Context, Input, Process, Product) evaluation model in analyzing technical constraints such as the limited number of addiction counselors and inadequate inpatient facilities, which have hindered program optimization.

Despite providing comprehensive insights, this study is limited to the scope of BNN Gorontalo Province, and results may vary in regions with more advanced rehabilitation infrastructures. Therefore, future research is recommended to expand the scope to include correctional institutions or private clinics and to conduct longitudinal studies on relapse rates among former patients to enhance sustainable drug abuse prevention strategies.

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