

# The Role National Narcotics Agency in Outpatient Rehabilitation in Drug Users Based on The Law Number 17 of 2023 Concerning Health

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## Abstract

*This study aims to examine the role of the National Narcotics Agency (BNN) in outpatient rehabilitation programs for drug users based on Law Number 17 of 2023 concerning Health. This law provides a clear legal framework regarding medical and social rehabilitation for drug abusers, including access to outpatient rehabilitation services. This research employs a qualitative approach using in-depth interviews and literature review techniques to explore the role of BNN in implementing rehabilitation programs, the challenges encountered, and the effectiveness of the program in reducing the negative impacts of drug abuse. The results of the study indicate that BNN plays an important role in providing outpatient rehabilitation services aimed at helping drug users regain normal functioning within society. This program involves medical and psychosocial services focused on recovery without requiring inpatient treatment. The implementation of outpatient rehabilitation programs by BNN emphasizes education, assistance, and medical as well as psychological treatment for individuals involved in drug abuse. However, the implementation faces several challenges, including limited rehabilitation facilities, a lack of trained human resources, and persistent social stigma attached to drug users. In addition, although Law Number 17 of 2023 provides a strong legal foundation, challenges remain in terms of inter-agency coordination and the availability of rehabilitation services that are affordable and accessible to the wider community. This study highlights the importance of BNN's role in improving access to rehabilitation for drug abusers and provides recommendations to strengthen collaboration among the government, non-governmental organizations, and communities in supporting the success of rehabilitation programs. The study concludes that the National Narcotics Agency has a crucial role in outpatient rehabilitation for drug users in accordance with the mandate provided by Law Number 17 of 2023.*

**Keywords:** Drug users, National Narcotics Agency, Law Number 17 of 2023, Outpatient rehabilitation,

## Abstrak

Studi ini bertujuan untuk meneliti peran Badan Narkotika Nasional (BNN) dalam program rehabilitasi rawat jalan bagi pengguna narkoba berdasarkan Undang-Undang Nomor 17 Tahun 2023 tentang Kesehatan. Undang-undang ini memberikan kerangka hukum yang jelas mengenai rehabilitasi medis dan sosial bagi pengguna narkoba, termasuk akses ke layanan rehabilitasi rawat jalan. Penelitian ini menggunakan pendekatan kualitatif dengan menggunakan teknik wawancara mendalam dan tinjauan pustaka untuk mengeksplorasi peran BNN dalam melaksanakan program rehabilitasi, tantangan yang dihadapi, dan efektivitas program dalam mengurangi dampak negatif penyalahgunaan narkoba. Hasil penelitian menunjukkan bahwa BNN memainkan peran penting dalam menyediakan layanan rehabilitasi rawat jalan yang bertujuan membantu pengguna narkoba mendapatkan kembali fungsi normal dalam masyarakat. Program ini melibatkan layanan medis dan psikososial yang berfokus pada pemulihan tanpa memerlukan perawatan rawat inap. Pelaksanaan program rehabilitasi rawat jalan oleh BNN menekankan pendidikan, bantuan, dan perawatan medis serta psikologis bagi individu yang terlibat dalam penyalahgunaan narkoba. Namun, pelaksanaannya menghadapi beberapa tantangan, termasuk keterbatasan



fasilitas rehabilitasi, kurangnya sumber daya manusia terlatih, dan stigma sosial yang terus melekat pada pengguna narkoba. Selain itu, meskipun Undang-Undang Nomor 17 Tahun 2023 memberikan landasan hukum yang kuat, tantangan tetap ada dalam hal koordinasi antarlembaga dan ketersediaan layanan rehabilitasi yang terjangkau dan mudah diakses oleh masyarakat luas. Studi ini menyoroti pentingnya peran BNN dalam meningkatkan akses rehabilitasi bagi pecandu narkoba dan memberikan rekomendasi untuk memperkuat kolaborasi antara pemerintah, organisasi non-pemerintah, dan masyarakat dalam mendukung keberhasilan program rehabilitasi. Studi ini menyimpulkan bahwa Badan Narkotika Nasional memiliki peran penting dalam rehabilitasi rawat jalan bagi pengguna narkoba sesuai dengan mandat yang diberikan oleh Undang-Undang Nomor 17 Tahun 2023.

**Kata kunci:** Badan Narkotika Nasional, Rehabilitasi rawat jalan, Pengguna narkoba, Undang-Undang Nomor 17 Tahun 2023

## Introduction

Drug abuse is a major problem in Indonesia that has an impact on public health, social stability, and the country's economy. Drug users not only have an impact on themselves, but also on their families and the surrounding environment. In an effort to overcome this problem, rehabilitation for drug users is one of the important steps taken by the government. Drug abuse in Indonesia is a serious problem that has a wide impact on various aspects of people's lives. Based on the National Survey on Drug Abuse until 2023, the prevalence of drug abuse reached In 2023, the number of Indonesians aged 15-64 years who have used drugs (prevalence of having used) was recorded as 3,337,911 people out of the total Indonesian population with details of men as many as 70.6% of people and women as many as 29.4% of people. Despite the decrease compared to the previous year, the figure still shows that drugs are still a significant threat to public health. For drug user data in 2025, the National Narcotics Agency has not yet released its report. Drug abuse not only affects an individual's physical and mental health, but also contributes to an increase in crime rates and huge economic losses. Data from the National Narcotics Agency (BNN) shows that drug trafficking in Indonesia involves international syndicates, with money turnover reaching Rp99 trillion in the last two years. In addition, drug users in Indonesia are dominated by the younger generation, especially adolescents aged 15 to 24, which makes them a vulnerable group that requires special attention in prevention and rehabilitation efforts.

Rehabilitation is one of the main aspects in the recovery efforts of drug users. Law Number 17 of 2023 concerning Health provides a legal basis for the implementation of rehabilitation, both inpatient and outpatient. In this context, outpatient rehabilitation becomes an option that allows drug users to continue their daily lives while getting the necessary treatment. The importance of rehabilitation in the drug control system in Indonesia cannot be underestimated. Rehabilitation acts as a more humane alternative to punishment, with the main goal of restoring the physical and psychological condition of drug users. According to Anang Iskandar in his book *Narcotics Law Politics*, rehabilitation aims to cure narcotics users so that they can escape addiction and be able to function socially again in society. This is in line with treatment theory that emphasizes that sanctions should be healing and rehabilitative, not merely punitive. The implementation of rehabilitation also has a positive impact on reducing the overcapacity of correctional institutions. By transferring drug users who meet the criteria to rehabilitation, the burden on prisons can be reduced, making the criminal justice system more effective. However, challenges in its implementation remain, such as limited facilities and trained medical personnel. Therefore, a joint effort is needed from the government, rehabilitation institutions, and the community to optimize rehabilitation programs as an integral part of the drug control system in Indonesia.



The National Narcotics Agency (BNN) has a key role in eradicating drug abuse and rehabilitating drug victims in Indonesia. As an authorized institution in dealing with narcotics problems, BNN is responsible for designing, implementing, and supervising rehabilitation programs, including outpatient rehabilitation for drug users. The role of the National Narcotics Agency (BNN) in outpatient rehabilitation for drug users is vital to support individual recovery efforts without having to undergo hospitalization. As an institution that has the authority to overcome narcotics abuse, BNN is responsible for designing and implementing effective and efficient rehabilitation programs. According to the Technical Guidelines for the Implementation of Outpatient Rehabilitation for Narcotics Addicts published by BNN, this program is designed to provide quality rehabilitation services for a certain period of time based on a therapy plan, which includes stages ranging from admission, initial assessment, treatment planning, program implementation, to post-rehabilitation and monitoring evaluation.

The implementation of outpatient rehabilitation by BNN also includes a comprehensive approach, including individual counseling, cognitive behavioral therapy, and social and family support. This is in line with research conducted by Latifatul Latifah, which shows that the Central BNN Mandatory Reporting Institution Clinic (IPWL) applies an outpatient rehabilitation approach with various stages and activities to support the client's recovery process. Through this approach, BNN seeks to facilitate the recovery of drug users without having to stay in a rehabilitation facility, thus allowing them to continue their daily activities while receiving the necessary treatment.

The importance of health law lies in its ability to provide legal certainty in medical practice and health services. With clear regulations, the rights and obligations of patients and health workers can be protected, so that a fair and professional relationship is created between providers and recipients of health services. Law Number 17 of 2023 concerning Health in article 77 paragraph (1) which reads provides Health Service Facilities with mental health services, both at the first and advanced levels throughout Indonesia, including services for patients with narcotics, psychotropics, and other addictive substances and regulates broader health policies, including rehabilitation for drug abusers. Outpatient rehabilitation is set up to provide a solution for those in need of recovery without having to undergo time-consuming and high-cost inpatient treatment. However, the implementation of this policy often faces various obstacles that affect its effectiveness. As part of the omnibus law, this law aims to simplify and harmonize various overlapping regulations in the health sector. This law covers various aspects, ranging from the rights and obligations of the community in obtaining health services, to the responsibility of the central and regional governments in the implementation of health efforts. In addition, this Law also regulates health resources, including health service facilities, health human resources, health supplies, health information systems, health technology, and health funding.

One of the important innovations in the Health Act is the recognition of telehealth services. Article 172 paragraph (1) of the Health Law Number 17 of 2023 states that health service facilities can provide and consult telehealth services, which includes the provision and facilitation of health services through telecommunications and digital communication technology. This shows the adaptation of the Indonesian health system to the development of information technology in providing wider and more efficient access to health services. Thus, Law Number 17 of 2023 is expected to improve the quality and accessibility of health services in Indonesia, as well as provide legal protection for health workers in carrying out their profession.'

## Methods Research



This study uses a normative juridical method with a qualitative approach, which aims to explore an understanding of the role of BNN in outpatient rehabilitation based on Law Number 17 of 2023. Secondary data includes legal documents and regulations, related legal literature, as well as the results of previous research and data collection techniques through analysis of relevant laws and regulations and BNN policies. And Data Analysis Techniques Data analysis was carried out with a qualitative descriptive method, which aims to provide an understanding of the role of BNN, existing challenges, and the impact of outpatient rehabilitation on drug users.

## Results and Discussion

### Policies and Legal Basis of Outpatient Rehabilitation

Outpatient rehabilitation is one of the recovery efforts for individuals who experience disorders due to drug abuse or other addictions, which do not require hospital treatment. Outpatient rehabilitation policies aim to provide patients with the opportunity to receive treatment, therapy, and psychological support in a structured manner without having to leave their daily activities. This is particularly relevant in the context of Indonesia, where the number of drug and illegal drug users continues to increase, so that rehabilitation services that are more affordable and easily accessible to the wider community are needed. Outpatient rehabilitation also allows individuals in recovery to remain in contact with family and community, which is an important part of the healing process.

The legal basis for the outpatient rehabilitation policy in Indonesia can be found in the Law of the Republic of Indonesia No. 35 of 2009 concerning Narcotics. Article 54 of the Law explains that every narcotics user who is entangled in the law has the right to rehabilitation, both medical and social rehabilitation. Outpatient rehabilitation as part of the medical rehabilitation process refers to this provision. Furthermore, in the Presidential Regulation of the Republic of Indonesia No. 25 of 2019 concerning the National Action Plan for the Eradication of Narcotics Abuse and Illicit Trafficking, it is stated that outpatient-based rehabilitation can be carried out to accelerate recovery by providing more flexible support for patients.

In addition, the Decree of the Minister of Health of the Republic of Indonesia No. 7 of 2012 concerning Drug Rehabilitation Health Service Standards also provides guidance on drug rehabilitation services which include inpatient and outpatient treatment. This policy covers various types of services, ranging from health checkups, medical therapies, to psychological counseling, that can be provided to outpatients. This aims to ensure that the rehabilitation provided is in accordance with the patient's needs and can run effectively without interfering with daily life.

It is important to note that outpatient rehabilitation policies are also in line with a human rights-based approach. Every individual who experiences addiction deserves humane and dignified treatment. The Government of Indonesia, through this policy, is committed to providing fair and equitable access to rehabilitation, as well as reducing stigma against drug users by providing more positive and constructive treatment. In the future, it is important to continue to optimize this policy by increasing the capacity of outpatient rehabilitation services throughout Indonesia, so that more individuals can be helped in the recovery process

### The Role of the National Narcotics Agency in Outpatient Rehabilitation

The National Narcotics Agency (BNN) has a very important role in overcoming drug abuse in Indonesia, including in terms of outpatient rehabilitation. As an institution that has the main task in eradicating narcotics abuse, BNN plays a role in providing various rehabilitation services for victims of drug abuse. In the context of outpatient rehabilitation,



BNN is not only responsible for providing medical facilities, but also provides social and psychological assistance programs for individuals undergoing recovery. This outpatient rehabilitation provides an opportunity for drug abusers to continue living their daily lives, such as work or school, while getting the necessary treatment.

As an institution that has authority in the field of narcotics eradication, BNN also coordinates various related agencies in the implementation of outpatient rehabilitation, both at the central and regional levels. In this case, BNN collaborates with hospitals, health centers, and other rehabilitation institutions that provide outpatient services. BNN ensures that the rehabilitation programs carried out follow the standards that have been set, including the use of integrated medical and psychosocial approaches. In addition, BNN also supervises the implementation of outpatient rehabilitation programs in order to achieve optimal results in the recovery of individuals who experience addiction.

BNN's role in outpatient rehabilitation also includes education and prevention aspects. As part of the rehabilitation program, BNN provides various educational activities that aim to provide understanding to the public about the adverse effects of drug abuse. Through this program, BNN not only provides medical therapy to patients, but also seeks to change mindset and behavior so that they do not fall back into addiction. These programs are very important in efforts to prevent and overcome drug abuse in Indonesia, given the importance of involving the community in supporting the success of rehabilitation.

In its implementation, BNN also pays attention to the needs of individuals in outpatient rehabilitation, by adjusting the type of therapy provided. For example, BNN applies a family-based approach, where the family is involved in the recovery process to create an environment that supports patient recovery. This approach aims to reduce the negative stigma often faced by drug users and provide the emotional support necessary for recovery. Thus, BNN plays an important role in ensuring that outpatient rehabilitation not only provides physical healing, but also mental and social recovery for patients.

## **Challenges in the Implementation of Outpatient Rehabilitation**

The implementation of outpatient rehabilitation for drug abusers faces various challenges that affect its effectiveness. One of the main challenges is the lack of public awareness and understanding of the importance of rehabilitation as part of the recovery process, not just punishment or social stigma. Many individuals who are trapped in drug addiction are reluctant to undergo rehabilitation for fear of being negatively labeled by society. This stigma is felt not only by drug users, but also by their families, who often feel embarrassed and isolated. Therefore, an education-based approach and raising public awareness are very important to overcome this challenge, so that more people are willing to participate in rehabilitation programs.

In addition to social stigma, limited facilities and trained medical personnel are also obstacles in the implementation of outpatient rehabilitation. Although this service is more flexible compared to inpatient rehabilitation, not all regions have adequate facilities or medical personnel to provide quality rehabilitation services. This is especially noticeable in remote or underdeveloped areas, where access to rehabilitation facilities is very limited. This lack of infrastructure support often makes outpatient rehabilitation programs not run optimally and reduces the success rate of patient recovery. Therefore, the distribution of facilities and training for medical personnel throughout Indonesia is an urgent matter to be addressed.

Another challenge faced in outpatient rehabilitation is the high rate of recurrence. Many patients find it difficult to undergo the recovery process independently without direct supervision such as in inpatient rehabilitation. Although outpatient rehabilitation offers flexibility, but in the absence of close supervision and ongoing support, many patients fall



back into drug abuse. One solution to this challenge is to improve psychosocial assistance and periodic monitoring of patients, as well as involve families in the recovery process. These efforts can help prevent recurrence and increase the success rate of outpatient rehabilitation.

### **The Impact of Outpatient Rehabilitation on the Recovery of Drug Users**

Outpatient rehabilitation has a significant positive impact on the recovery process of drug users, especially in terms of maintaining their emotional and social stability. With a more flexible rehabilitation program, patients can continue with daily life such as work or interacting with family, which provides them with a sense of normalcy and social support that is essential in the recovery process. This helps reduce the sense of isolation often felt by drug users undergoing inpatient rehabilitation. By staying in a familiar environment, individuals feel safer and more motivated to persevere in the recovery process, which in turn speeds up the rehabilitation process.

Additionally, outpatient rehabilitation allows for a more personalized and structured approach. The programs offered by outpatient rehabilitation institutions often include medical therapy, psychological counseling, and social support specifically designed according to the individual's needs. This approach aims not only to overcome physical dependence on drugs, but also to change the behavior and mindset of patients who have been affected by addiction. Based on research, this approach has been shown to be effective in reducing the rate of drug abuse in users who undergo outpatient rehabilitation compared to those who do not receive structured medical and psychological interventions. In addition, regular monitoring also helps prevent recurrence.

However, the impact of outpatient rehabilitation is also inseparable from challenges, especially related to the rate of recurrence. Although outpatient rehabilitation has a positive impact on long-term recovery, not all patients are able to sustain their recovery outcomes without strong support. An individual's return to a high-risk environment can trigger relapse, especially if they do not have an adequate support system in place. Therefore, ongoing mentoring, including follow-up therapy and family involvement, is indispensable to improve the effectiveness of outpatient rehabilitation and reduce the likelihood of recurrence.

### **Recommendations to Improve the Effectiveness of Outpatient Rehabilitation**

To increase the effectiveness of outpatient rehabilitation, it is necessary to take several strategic steps. First, strengthening psychosocial assistance by actively involving the patient's family in the recovery process, so that the social support provided is maximized. Second, increasing the capacity of medical personnel and counselors through more intensive training to be able to provide services that suit the needs of patients, both in terms of medical therapy and psychological counseling. In addition, there is a need for closer collaboration between BNN, local governments, and private institutions in providing more widespread and accessible rehabilitation facilities, especially in remote areas. Finally, community empowerment to reduce stigma against drug users is essential to make it easier to access rehabilitation services without fear or shame, which will have an impact on the increasing number of patients who successfully undergo recovery.

### **Conclusion**

The National Narcotics Agency (BNN) plays a very important role in outpatient rehabilitation for drug users, which has been regulated in Law Number 17 of 2023 concerning Health. This law provides a clear legal basis for BNN in providing and managing health-based drug rehabilitation services, which includes medical and psychosocial rehabilitation. BNN is responsible for ensuring that outpatient rehabilitation services include not only physical



treatment, but also in-depth therapy to change drug users' behaviors and mindsets. This allows individuals undergoing rehabilitation to continue functioning in daily life, such as work or interacting with family, while gaining the support necessary for recovery.

Outpatient rehabilitation facilitated by BNN also focuses on a more inclusive approach, involving families, communities, and other related institutions. According to Law Number 17 of 2023, rehabilitation aims not only at physical recovery, but also at the social reintegration of patients, which includes recovery in interpersonal relationships and social roles. In this regard, BNN is responsible for developing rehabilitation programs that can reduce the social stigma against drug users and ensure that they receive ongoing support. A family- and community-based approach is critical in creating a supportive environment for patients, which increases the chances of successful recovery.

However, challenges in the implementation of outpatient rehabilitation remain, such as limited facilities in some areas, limited trained medical personnel, and relapse problems. Therefore, BNN needs to continue to optimize its role by improving coordination between government agencies, private institutions, and the community. Strengthening outpatient rehabilitation services, as well as more intensive psychosocial assistance, will help increase the effectiveness of this program. Law Number 17 of 2023 provides a strong foundation for BNN to innovate and improve the quality of rehabilitation services, so that more individuals can be affordable and helped in the recovery process.

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