

## Implementation of Assessment on Recidivist Perpetrators of Narcotics Abuse at the National Narcotics Agency (BNN) of Gorontalo Province

Orpa Febrina Huru<sup>1</sup>, Sumiyati Beddu<sup>2</sup>, Apriyanto Nusa<sup>3</sup>

Ichsan Gorontalo University

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### Abstract

*This study aims to determine the implementation of assessments of recidivist perpetrators of narcotics abuse at the National Narcotics Agency (BNN) of Gorontalo Province, as well as identify supporting and inhibiting factors in the assessment process. The research method used is a qualitative method with a descriptive approach. Data were obtained through in-depth interviews, observations, and documentation of assessment officers, addiction counselors, and recidivist perpetrators undergoing rehabilitation programs. The results of the study show that the implementation of the assessment at the Gorontalo Province BNN includes the screening stage, initial assessment, follow-up assessment, and determination of rehabilitation intervention plans. The implementation of the assessment was carried out in accordance with the Standard Operating Procedures (SOP) set by BNN, but in practice there were still obstacles such as limited human resources, lack of standardized psychological measuring tools, and low level of cooperation from recidivist actors. Nevertheless, assessment plays an important role in determining the level of dependence and the right direction of treatment for recidivists in order to reduce the risk of recurrence of narcotics abuse. Thus, increasing the capacity of officers and providing assessment support facilities are things that need to be considered for optimizing rehabilitation programs within the Gorontalo Province BNN.*

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### Corresponding Author:

Orpa Febrina Huru

Ichsan Gorontalo University

Email: [orpafebrina11@gmail.com](mailto:orpafebrina11@gmail.com)

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## 1. INTRODUCTION

Narcotics abuse is one of the social and legal problems that is still a serious concern in Indonesia. These problems not only have an impact on individual health, but also have far-reaching implications for social, economic, and national security stability. The National Narcotics Agency (BNN) as a non-ministerial government institution has the main mandate to implement policies to prevent, eradicate, and rehabilitate the abuse and illicit circulation of narcotics throughout Indonesia.

The phenomenon of increasing the number of recidivist perpetrators, namely those who return to drug abuse after serving their sentence or rehabilitation, shows that law enforcement and rehabilitation efforts have not been fully effective. There are many factors that cause a person to fall back into narcotics abuse, including unstable psychological conditions, social pressure, an environment that does not support the recovery process, and a weak post-rehabilitation monitoring system. In this context, the implementation of assessments of narcotics abusers, especially recidivists, is an important step to

comprehensively understand the conditions and needs of individuals before determining the appropriate form of intervention.

The participation of the police in the assessment team is an important part in handling narcotics addicts because Law Number 35 of the Year concerning Narcotics includes an investigator section other than the National Narcotics Agency. Although in Law Number 35 of 2009 concerning Narcotics, the portion of the authority of the National Narcotics Agency for narcotics crimes is larger than that of the police. However, the presence of the police in every investigation or investigation of criminal acts plays a big role because basically the functioning of the law in the field is very determined by the police in social engineering.

Assessment is the process of collecting information about the background, physical, psychological, social conditions, and level of dependence of narcotics abusers to determine the appropriate type of rehabilitation services. Within BNN, assessments are carried out by a team consisting of health workers, psychologists, addiction counselors, and social workers using standard instruments such as the Screening Instrument of Substance Abuse (ASSIST), Drug Abuse Screening Test (DAST), and clinical interviews. The implementation of accurate assessments plays an important role in determining the direction of rehabilitation policies, as errors in assessments can result in untargeted handling and increase the risk of recidivism.

Data on the Implementation of Narcotics Rehabilitation at the Gorontalo Class IIA Community Institution

Yes	Year	Number of Correctional Rehabilitation Participants	Number of Rehabilitation Participants Based on Court Decisions	Implementation of Narcotics Rehabilitation Recidivism
1	Year 2021	50 People	-	15 People
2	Year 2022	60 People	20 People	
3	Year 2023	40 People	15 People	
Sum		150 People	35 People	

The Gorontalo Provincial BNN as one of the central BNN vertical institutions has the task of implementing national policies in the field of prevention, eradication, and rehabilitation of narcotics abuse in the Gorontalo Province area. Based on data from the Gorontalo Province BNN in 2023, the number of narcotics abuse cases involving recidivists shows an increasing trend of 15% compared to the previous year. This is an indication that the implementation of existing assessments and rehabilitation needs to be evaluated, especially in the context of the effectiveness of recidivism handling.

The assessment process for recidivist perpetrators has its own challenges. In contrast to first-time users, recidivists generally have poor experiences with the legal system and previous rehabilitation, so their level of trust in government agencies is relatively low.<sup>7</sup> In addition, their psychological conditions are often more complex, including personality disorders, depression, or trauma due to incarceration and social stigma. Therefore, the

implementation of assessments requires a more in-depth, empathetic, and recovery-oriented approach.

Narcotics abuse is the use of narcotics that are not intended as a means of treatment but because they want to enjoy in excessive amounts, regularly and for a long time, resulting in health, physical, mental and social life disorders. Drug abuse in a vulnerable period of time continuously can result in addiction, which is a behavior of dependence on the use of narcotics.

Narcotics users or addicts on the one hand are perpetrators of criminal acts, but on the other hand they are victims. Narcotics users or addicts according to the narcotics law as perpetrators of narcotics crimes that can be threatened with imprisonment. Then on the other hand, it can be said that according to the narcotics law, the narcotics addict is a victim who must be rehabilitated.

Regulations in the narcotics law and the Joint Regulation that determine rehabilitation for addicts and victims of narcotics abuse who are suspects, defendants are very rarely implemented by law enforcement, especially if they are also dealers. Both investigators, public prosecutors and judges, almost never give the opportunity to be assessed, let alone rehabilitated. Prison sentences are still the main law enforcement option compared to rehabilitation measures.

This is considered an easy choice in handling the crime of narcotics abuse, rather than having to go through a long process to place a defendant of narcotics abuse into the rehabilitation system through an assessment process. However, the impact that occurs from criminalization for a victim of narcotics abuse, one of which is increasingly falling into narcotics trafficking while in prison. This will certainly be a veil in handling narcotics law enforcement

This research is important to describe how the implementation of assessments of recidivist perpetrators of narcotics abuse at the Gorontalo Provincial BNN is carried out, what are the supporting and inhibiting factors, and the extent to which the results of the assessment contribute to the effectiveness of the rehabilitation program. Through this understanding, it is hoped that strategies can be found to improve the quality of assessments and rehabilitation services, so that efforts to overcome narcotics abuse can run more optimally and sustainably.

## **2. RESEARCH METHODS**

This type of research is empirical research, which is research with field data as the main source of data, such as interviews and observations. Empirical research is used to analyze the law which is seen as a patterned community behavior in the lives of people who are always interacting and related in social aspects.

## **3. RESULTS OF RESEARCH AND DISCUSSION**

### **a. Implementation of Assessment of Recidivist Perpetrators of Narcotics Abuse at BNN Gorontalo Province.**

The implementation of the assessment at the Gorontalo Provincial BNN is the initial stage in the rehabilitation process for drug abusers and addicts, including recidivists. The assessment serves as a step to understand the level of dependence, physical and mental conditions, and social factors that influence narcotics abuse behavior. The assessment process at the Gorontalo Provincial BNN is carried out through several stages, namely screening, initial assessment, comprehensive assessment, and determination of intervention plans or rehabilitation recommendations.

The screening stage is carried out to determine whether the examined individual meets the criteria for narcotics abuse. The measuring tools used include the Alcohol, Smoking and Substance Involvement Screening Test (ASSIST) developed by WHO. After the screening results show indications of abuse, it is followed by an initial assessment which includes in-depth interviews related to substance use history, family conditions, work, and social support owned by the client.

In the case of recidivist perpetrators, assessment officers at BNN Gorontalo Province emphasized the clinical interview approach by paying attention to the individual's past experience while undergoing previous rehabilitation. It is important to assess the extent to which the previous program was successful or failed, as well as the factors that cause relapse. Based on the results of field observations and interviews with assessment officers, it is known that recidivist perpetrators generally show resistance in the early stages of assessment due to previous negative experiences with the legal system and rehabilitation institutions. To overcome this, assessment officers take a client-centered approach, by providing empathy and building safe therapeutic relationships.

The follow-up assessment stage is then carried out to dig deeper information related to the client's psychological and medical condition. The Gorontalo Provincial BNN collaborates with doctors and psychologists in this process to ensure an accurate diagnosis of substance dependence disorder. After all the data is collected, the assessment results are compiled in the form of a report that is the basis for the rehabilitation team to determine the appropriate type of service, such as outpatient rehabilitation, inpatient care, or referral to other institutions.

However, there are several factors that support the successful implementation of the assessment at the Gorontalo Provincial BNN. First, the availability of competent human resources, where most of the assessment officers have participated in the Integrated Assessment training organized by the central BNN. The training improves the ability of officers to understand assessment instruments and effective communication techniques for narcotics abusers, including recidivists.

Second, support for clear regulations and standard operating procedures (SOPs) is also an important factor. The Gorontalo Provincial BNN carried out the assessment in accordance with the Technical Guidelines for the Implementation of Integrated Assessments issued by BNN in 2020. This SOP is a work guideline that ensures that the assessment process runs consistently, measurably, and can be accounted for administratively.

Third, there is cross-sectoral cooperation between BNN, the Health Office, and private rehabilitation institutions in Gorontalo to strengthen the implementation of assessments. This collaboration allows for the exchange of data and resources, such as laboratory examinations and advanced counseling. This collaboration also makes it easier for clients to refer clients to rehabilitation facilities that are in accordance with the assessment results.

#### **b. Factors Inhibiting the Implementation of Assessment of Recidivist Perpetrators of Narcotics Abuse at BNN Gorontalo Province**

Although the implementation of the assessment at the Gorontalo Provincial BNN has been carried out according to procedures, there are still various obstacles in the field. One of the main obstacles is the limitation of human resources (HR). The limited number of assessment officers leads to a high workload, especially when cases increase.

As a result, the time required to conduct an in-depth assessment is often insufficient, especially in recidivism cases that require more attention.

The next obstacle is the lack of up-to-date psychological and medical measuring tools. Some of the assessment instruments used are still manual and have not been fully integrated into the BNN digital system. In addition, the urine test kits used are often limited in availability, thus hindering the initial assessment process.

Another significant inhibiting factor is the low participation and cooperation of recidivist actors. Many of them show a defensive attitude, dishonesty in providing information, or even refuse to take a thorough assessment. This is understandable considering that some recidivists have had traumatic experiences during previous legal or rehabilitation proceedings. Therefore, an empathetic and non-stigmatic communication approach is very important to build trust between officers and clients.

In addition, family support and the social environment also play an important role. Many cases show that recidivists who do not receive adequate social support find it more difficult to undergo proper assessments and rehabilitation programs. In this context, assessments should not only focus on the individual, but also involve families and social environments as part of the recovery process.

The results of the assessment serve as a basis for the preparation of an individual treatment plan. Through assessment, officers can determine the level of dependence and risk of relapse, so that the rehabilitation program can be tailored to the needs of each client. In the Gorontalo Provincial BNN, the results of recidivism assessments generally show a pattern of dependence that is heavier and more complex than that of new users, so it requires more intensive therapeutic interventions.

The implementation of proper assessments has been proven to contribute to the success of rehabilitation. Clients who receive comprehensive assessments tend to have higher levels of adherence to rehabilitation programs. On the other hand, hasty assessments without understanding the client's underlying conditions can result in a failed recovery process and an increased risk of recidivism.

Thus, assessment is not only an administrative stage, but is the heart of the rehabilitation process. To increase its effectiveness, the Gorontalo Provincial BNN needs to strengthen the data-based assessment system, increase the capacity of officers, and develop an integrated assessment model that involves medical, psychological, social, and legal aspects in a balanced manner.

#### 4. CONCLUSION

The implementation of assessments of recidivist perpetrators of narcotics abuse at the Gorontalo Province BNN has been carried out in accordance with BNN guidelines, including the screening stage, initial assessment, follow-up, and formulation of rehabilitation plans. Assessment plays an important role in determining the right direction of treatment and reducing the risk of recidivism. However, its implementation still faces obstacles such as limited professional personnel, inadequate assessment tools, and low cooperation from recidivist actors. Therefore, improving the competence of officers, strengthening cross-sector coordination, and government policy support are urgently needed to increase the effectiveness of assessments in the future.

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