Policy Implementation of the Community-Based Intervention (IBM) Program BNN Central Kalimantan Province

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ABSTRACT: The Community-Based Intervention (IBM) Programme is one of the programmes of the National Narcotics Agency (BNN) which aims to eradicate drug abuse and illicit drug trafficking through community empowerment. This programme was implemented in Central Kalimantan Province in 2021 by involving recovery agents who have been trained by BNN. This research aims to produce recommendations and strategies so that the Community-Based Intervention Programme at BNNP Central Kalimantan can run optimally. This research uses qualitative methods with data analysis of the interactive model from Miles, Huberman, and Saldana. The results showed that the factors that influence the success of programme implementation have been fulfilled. However, there are obstacles such as the human resource capacity of recovery agents, minimal budget support, and negative community stigma that still need to be overcome. This programme is regulated by BNN Regulation Number 4 of 2020 concerning Procedures for Implementing the Community-Based Intervention Programme. The real implication of the results of this study is the importance of improving programme socialisation, selection and training of recovery agents, as well as communication related to budget support from the Regency/City APBD and third parties to support the sustainability of the programme in the future.

Keywords: Community Based Intervention, Policy Implementation

INTRODUCTION

The Community-Based Intervention (IBM) program in 2021 was selected as one of the national priority programs of the Rehabilitation sector of the National Narcotics Agency (BNN). (National Narcotics Board of Bali Province, 2023).. This program has actually started since 2020 under the name Community-Based Rehabilitation but changed its name in 2021 with various improvements.

Community-Based Intervention (IBM) is one of the Prevention of Combating Drug Abuse and Illicit Trafficking programs with the concept of community empowerment (from the community, by the community and for the community) which aims to make light drug abusers intervened by people who have been trained by BNN and have competence.

The concept of this program is community empowerment by involving Recovery Agents who have been trained to identify drug abuse that occurs in the surrounding environment. If after screening there are abusers in the moderate or severe category, they can be referred by the Recovery Agents for rehabilitation at the BNN. Meanwhile, if the abuser is still in the mild category, they can be handled by themselves.

The survey results of the National Narcotics Agency (BNN) in collaboration with the Center for Research on Society and Culture of the Indonesian Institute of Sciences (LIPI), the prevalence rate of drug abuse has ever used (*lifetime* prevalence), namely those who have used drugs at least once in their lifetime, as much as 2.40% or around 240 out of 10,000 Indonesian residents aged 15-64 years or equivalent to approximately 4.5 million people. (Purnamasari and Nuryati 2022).. The survey also found that drug abuse has penetrated into rural areas with drug use being particularly prominent in the highly productive age (25-49 years) and the prevalence rate of past-year use above 2.5%. The current condition of drug abuse and illicit drug trafficking has penetrated to the rural level, and has even spread to remote villages.

It has been difficult for abusers to access rehabilitation services due to distance and cost constraints. In addition, the stigma of addicts in society makes it more difficult for rehabilitation services to reach abusers. (Gunawan 2016). With the Community-Based Intervention program, it is hoped that each of these limitations can be minimized. The intervention is carried out from the community, by the community and for the community itself through Recovery Agents (APs) who have been selected and received debriefing.

Central Kalimantan BNNP has started implementing the Community Based Intervention Program since 2021. The IBM program has been carried out in 3 (three) villages by the Central Kalimantan BNNP and its ranks (West Kotawaringin BNNP and Palangka Raya BNNK). In its implementation, there are several obstacles, including many people who discredit the existence of recovery agents, minimal funding, and recovery agents who are not actively carrying out their duties if they are not monitored by BNNP and BNNK officers (Dauti 2017a; 2017b).

Based on this picture, it is necessary to evaluate the implementation of the Community-Based Intervention (IBM) program in Central Kalimantan Province as a whole in order to obtain an overview of the implementation of the Community-Based Intervention (IBM) program. This research is expected to produce recommendations and strategies so that the Community-Based Intervention program at the Central Kalimantan BNNP can run optimally. Based on the research problem, the research questions were formulated, among others: 1) How is the implementation of the Community-Based Intervention Program in Central Kalimantan Province and 2) What factors influence the implementation of the Community-Based Intervention Program in Central Kalimantan Province.

The National Narcotics Agency (BNN) established the Community-Based Intervention (IBM) program in 2021 as a national priority initiative to address the pressing need for accessible, community-driven drug abuse solutions, especially in remote areas where traditional rehabilitation services are hard to come by. This program, which developed from the Community-Based Rehabilitation program that it replaced, uses Recovery Agents who have received training to locate and help drug abusers in local communities while encouraging self-sufficiency and empowerment. The IBM program offers an intriguing and cutting-edge paradigm for public health intervention because of its distinctive approach to community empowerment and emphasis on local knowledge and resources. Even with its potential, there are still a lot of unanswered questions about what influences its application and performance, especially in areas like Central Kalimantan where issues like stigma, financial constraints, and community involvement are common. By analyzing the IBM program in Central Kalimantan, this study aims to fill these gaps by determining the critical factors influencing its implementation and formulating plans for maximizing its impact. This study is guided by the following research questions: 1) How is the Community-Based Intervention Program conducted in the Province of Central Kalimantan? 2) What aspects of this region's Community-Based Intervention Program execution are influenced by these factors? It is anticipated that the results will offer practical perspectives and policy suggestions to improve the efficiency and long-term viability of the IBM initiative.

Public Policy

In principle, the party that makes the policy has the power to implement it. Public policy is defined as a choice for the government to do or not do something (Dye 1992). Policy as a means to achieve goals and is an activity related to goals, values and practices (Sawir and Syarifuddin 2020). An object in political science is government policy, including the process of formation and its consequences (Hoogerwerf 1972). Based on this quote, public policy aims to develop society in a directed manner through the use of power (Haesevoets et al. 2023; Andrews and Entwistle 2015; Power et al. 2016).

According to Lasswell and Kaplan define policy as a tool / program to achieve a goal, and policy is an activity related to the existence of goals, values and practices (Sri 2014). A similar understanding of public policy was expressed by James E. Anderson who was quoted in (Winarno 2007) that policy is the direction of an action that has a purpose and is determined by an actor or a number of actors in addressing a problem or issue. Public policy is a series of actions carried out or not carried out by the government, a response to pressure on a problem that has certain objectives in the interests of the entire community (Sukatin et al. 2022).

As a product of legislation, public policy should be relevant to the interests of society. Therefore, public policy includes a process of selecting and sorting out the best alternatives to solve certain problems in society. Public policy also includes the process of forming a problem, how to solve it, how to determine the policy, how the policy is implemented, and evaluated (Sahya 2014).

Public Policy Implementation

Implementation is an action taken by private and public individuals or groups that directly achieves a series of continuous goals in a previously established policy decision (Ekawati 2005; Teodoro, Zhang, and Switzer 2020; Gollata and Newig 2017; Chen 2020). This includes efforts to transform decisions into operational actions, trying to achieve large and small changes as mandated by policy decision makers. Policy implementation is an implementation of policy provisions either individually or in groups, where there are several factors, procedures, organizations and techniques that work together to implement a policy in order to produce the expected and planned impacts or goals (Acep 2023; Aall et al. 2015; Nudzor 2014).

Various opinions of experts reveal that public policy implementation is a series of activities carried out by policy actors after the policy has passed the problem formulation stage with clear objectives to obtain the desired impact, but in practice many policies are not implemented properly. So that the implementation stage includes objectives, program implementation and the resulting impact. The concept of public policy implementation will be seen in how the implementation of the Central Kalimantan BNNP IBM program, which was implemented in 2021.

Policy Implementation Model

The Edward III policy implementation model was chosen for its comprehensive framework, incorporating communication, resources, dispositions, and bureaucratic structure. These variables provide a robust structure for analyzing policy effectiveness and efficiency. The model's simplicity and practical applicability in diverse contexts make it suitable for this study on public policy implementation. It allows for a thorough examination of policy success or failure and helps policymakers identify strengths and weaknesses effectively. Its proven success in various studies further supports its selection for this research.

In this study, researchers used the Edward III implementation model. The policy implementation model developed by George Edward III in (Winarno 2012) states that policy implementation is influenced by four variables, namely 1) Communication; 2) Resources; 3) Disposition / Tendency of Implementers; and 4) Bureaucratic Structure, with the relationship between the factors shown in Figure 1:
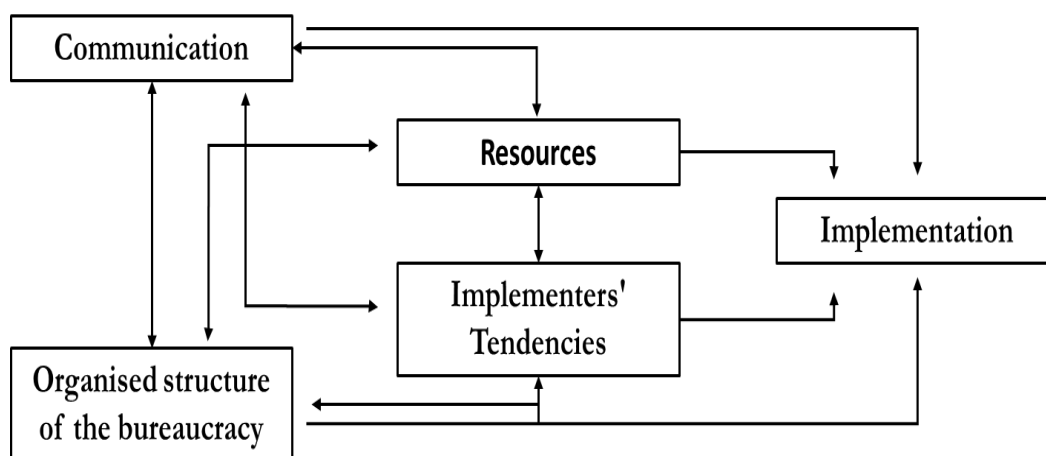
Figure 1. Conceptual Framework of Factors Affecting Policy Implementation (George Edward III)

Community Empowerment

The various definitions of empowerment are a process of community awareness that is carried out in a transformative, participatory, and sustainable manner through increasing the ability to deal with the basic problems faced and improve living conditions in accordance with expectations. (Lawrenche et al. 2020). Another definition of empowerment is a process and goal (Suharto 2005)As a process, empowerment is a series of activities to strengthen the strength and empowerment of weak groups in society, including individuals experiencing poverty problems. Meanwhile, as a goal, empowerment refers to the state or result to be achieved in a social change, namely a society that is empowered, has power or has the knowledge and ability to fulfill its life (Doering 2014; Zhao et al. 2022; Herdiansyah 2023).

Basically, empowerment states that every human being and society has potential that can be developed. So that empowerment is an effort to build potential, provide motivation, raise awareness of the potential that is owned and strive to develop it (SOEPRODJO, RURU, and LONDA 2020).. Winarmi revealed that the essence of empowerment includes three things, namely development (enabling), strengthening power (empowering), and creating independence (Winarni 1998). Therefore, generally the targets of empowerment are usually people who are classified as still or not empowered materially or non-materially in order to develop all their potential so that the community becomes independent.

Community empowerment has several principles: 1) Working, where empowerment activities are aimed at making the level of community involvement to do/apply something in activities high, with the hope that the learning process will make empowerment work. 2) As a result, where empowerment activities must have a good and beneficial effect because the sustainability of empowerment activities in the future is also influenced by the results of the consequences of previous activities; 3) Association, where community empowerment must be continuously related

to other activities because dynamic communities will usually connect one activity with another (Mardikanto and Soebianto 2012; Bahaudin and Wasisto 2019).

Empowerment is an implication of a *people centered development* strategy (Bahaudin and Wasisto 2019). Related to this, development refers to improvement efforts, especially the improvement of the quality of human life both physically, mentally, economically and socio-culturally. According to Mardikanto (Mardikanto and Soebianto 2012), there are six objectives of community empowerment, namely: 1) Institutional Improvement (better institution). With the improvement of activities or actions carried out, it is hoped that it will improve institutions including the development of business partnership networks. 2) Business Improvement (better business). Improved education (learning spirit), improved accessibility, activities and institutional improvements are expected to improve the business conducted. 3) Income Improvement (better income). With the improvement of the business conducted, it is expected that the income earned will improve, including the opinions of families and communities. 4) Improved Environment (better environment). Improved income is expected to improve the environment (physical and social) because environmental damage is often caused by poverty or limited income. 5) Better Living. Good income levels and environmental conditions are expected to improve the living conditions of individual families and communities. 6) Better community. A better life supported by the environment will lead to the realization of a better community life as well.

There are several stages in empowerment (Mardikanto and Soebianto 2012) namely: 1) Cultivating a desire in a person to change and improve is the starting point for the need for empowerment. Without the desire to change and improve, all community empowerment efforts made do not get the attention or sympathy and participation of the community. 2) Cultivate the willingness and courage to break away from perceived pleasures and obstacles to then make a decision to participate in empowerment for the realization of the desired changes and improvements. 3) Develop a willingness to participate or take part in empowerment activities that provide benefits or improve conditions. 4) Increased role or participation in empowerment activities that have perceived benefits/improvements 5) Increased role and loyalty to empowerment activities shown by the development of motivation to make changes 6) Increased effectiveness and efficiency of empowerment activities 7) Increased competence to make changes through new empowerment activities.

The model used in this research is the Edward III implementation model. This model was developed by George Edward III and states that policy implementation is influenced by four main variables: communication, resources, disposition or tendency of implementers, and bureaucratic structure. Meanwhile, data analysis in this study was conducted using the interaction analysis model of Miles, Huberman, and Saldana (2019). This model focuses on analysing qualitative data through three main stages: data reduction, data presentation, and conclusion drawing or verification. It emphasises a continuous interactive and cyclical process between the three stages to achieve an in-depth and holistic analysis. The relationship between Edward III's implementation model and Miles, Huberman and Saldana's interaction analysis model lies in their focus on the process and factors that influence policy or programme outcomes. Edward III's implementation model provides a framework for understanding how policies can be implemented effectively through

clear communication, adequate resources, positive dispositions of implementers, and a supportive bureaucratic structure. Meanwhile, Miles, Huberman and Saldana's interaction analysis model provides a methodology to analyse qualitative data generated from the policy implementation, so as to understand the factors and dynamics that occur during the implementation process.

METHOD

The research was conducted using a descriptive qualitative method, which describes and conducts an in-depth understanding of the implementation of Community-Based Interventions implemented in Central Kalimantan Province. The research was conducted in areas that have implemented the Community-Based Intervention program implemented in Central Kalimantan Province, namely Palangka Raya City and West Kotawaringin Regency. Primary data was collected using observation and interview methods, where the selection of resource persons was carried out using *purposive sampling* techniques, namely with IBM implementers such as BNNP/K officers, recovery agents and village heads. The data collected in this study were analyzed using the Interactive analysis model of Miles, Huberman and Saldana (Miles et al., 2019).

RESULT AND DISCUSSION

1. Overview of the Community-Based Intervention Program

Community-Based Intervention is a community empowerment program in the field of National Narcotics Agency rehabilitation of drug abusers designed from the community, for the community, and by the community. Through Recovery Agents. Community-Based Intervention utilizes the facilities and potential of the community in accordance with local wisdom, the implementation of which is intended only to deal with low-level drug use risks or those that require further development services. Meanwhile, moderate and severe risk levels are referred to rehabilitation institutions or health facilities. This research on IBM was conducted in Central Kalimantan Province, namely Palangka Raya City and West Kotawaringin Regency. The implementers of the Community-Based Intervention consisted of village heads, recovery agents (APs), BNNP officers and BNNK officers.

2. Implementation of the Community-Based Intervention (IBM) Program in Central Kalimantan Province

Table 1. Implementation IBM

Region	Communication Effectiveness (Score 1-5)	Resource Availability (Score 1-5)	Disposition of Implementers (Score 1-5)	Bureaucratic Structure (Score 1-5)	Overall Success (Score 1-5)
Palangka Raya	4.5	4.0	4.2	4.3	4.3
Kotawaringin Barat	4.2	3.8	4.0	4.1	4.0
Katingan	3.8	3.5	3.9	3.7	3.7
Kapuas	4.1	3.9	4.1	4.0	4.0
Barito Selatan	3.7	3.4	3.6	3.5	3.6

There are notable differences in important elements when the IBM program's implementation is evaluated in different countries. Palangka Raya had the best communication efficacy, using several platforms and regular meetings to earn 4.5, whereas Barito Selatan received a lesser score of 3.7, suggesting that there is still potential for development. In terms of resource availability, Palangka Raya likewise performed exceptionally well (4.0), exhibiting effective resource allocation, but Katingan and Barito Selatan encountered difficulties (3.5 and 3.4, respectively). Palangka Raya had the highest level of motivation (4.2) among implementers, whereas Katingan (3.9) and Barito Selatan (3.6) displayed different degrees of commitment. Palangka Raya had the best procedural efficiency and administrative support (4.3), whilst Barito Selatan and Katingan had bureaucratic roadblocks (3.5 and 3.7). Overall, Barito Selatan struggled the most (3.6), showing areas that needed work, while Palangka Raya achieved the highest success score (4.3), indicating good program implementation. This analysis highlights the critical elements of successful program implementation, including efficient bureaucratic procedures, consistent resource distribution, supportive implementers, and effective communication. It also offers solutions that are specifically designed to tackle the issues that have been found.

Based on the results of research observations and interviews in the field regarding the implementation of the Community-Based Intervention Program (IBM) policy and associated with the theory of policy implementation asserted by Edward III, the following is a description of the variables that need attention as well as preconditions for the success of the implementation process:

a. Communication

Implementation of a policy program will be effective if those who implement decisions understand what they are doing. Communication must be well established between BNNP and BNNK / City, village heads / lurah, and recovery agents (AP). Furthermore, there are 3 indicators that can be used in measuring the success of communication variables, namely: 1) Transmission, refers to the channeling of good communication to avoid misunderstanding (miscommunication). This usually

occurs because of the many levels of bureaucracy that must be passed, so that information becomes distorted. 2) Clarity, refers to the clarity of communication received by policy implementers so that it is unambiguous and not confusing. 3) Consistency, refers to the orders given must be clear and consistent.

The results showed that communication has been established from the implementors both from the BNN, Local Government Stakeholders, Related Institutions/Agencies and the local community. In the next stage, a coordination meeting was held by BNN which was attended by the Sub-District Head, Village Head, Head of Kesbangpol and the Mayor. This coordination meeting explained the IBM program, its objectives and how it would be implemented. The communication process in the IBM formation process is illustrated in the roles of several parties as follows:

1. The Village Head plays a role in opening access or facilitation to the IBM program proposed by BNNP and BNNK/Kota when determining the IBM location. The Head of Village/Lurah consolidates the IBM program with all local stakeholders, such as RT/RW heads, community leaders, youth leaders, village security, Village Consultative Body (BPD) to support the IBM program. The Head of Village/Lurah through the Head of Government Affairs (in charge of the Community Protection Unit (Satlinmas)) identifies local community members and or other villages in one sub-district area that have the potential to participate in the IBM program and at the same time conducts recruitment and designation as IBM program implementers or called Recovery Agents (APs) through a Decree of the Head of Village/Lurah regarding the establishment of the IBM and the designation of APs, and copied to the local Camat. The Village Head/Lurah provides support to APs from funding sources in accordance with existing laws and regulations for the implementation of IBM activities and services. The Village Head/Lurah is entitled to receive periodic reports on the IBM activities and services carried out by the AP, considering that the AP is appointed and determined by the Village Head/Lurah.

1. 2. Recovery Agents (APs) are community members who live in the village and are selected by the village head to carry out IBM activities and services after being briefed as partners of the National Narcotics Board. Community members who can be selected and designated as APs are: anti-drug activists and volunteers, members of youth organizations, PKK cadres, Satlinmas, Posyandu, Village or Kelurahan Community Empowerment Institutions (LPMD/LPMK), members of community organizations, religious leaders, youth leaders, community leaders, former drug addicts and health workers. APs have the following tasks: a) Conduct mapping related to the situation and condition of drug abuse in the designated IBM area/in accordance with its domicile; b) Conduct outreach to drug abusers and identify drug use and the level of the problem; c) Conduct IBM activities and services consisting of mandatory services and optional services individually or in groups according to client needs; d) Conduct recovery support through follow-up and relapse handling for drug abusers; e) Make referrals to social health services needed for drug abusers in coordination with BNNP/BNNK/Kota; and f) Involve former drug abusers and the community to provide support to drug abusers in the local area.

2. BNNP and BNNK/City officers have an important role in the implementation and success of IBM, namely: a) Conducting socialization and initiation of IBM with local stakeholders such as the Regional Government, Regional Police, community organizations, Non-Governmental Organizations etc.; b) Mapping and determining IBM locations in coordination with local stakeholders. c) Providing assistance to APs in the implementation of activities and services; d) Evaluating the development of IBM clients through 2 stages during initial admission and completion of the follow-up stage where the evaluation carried out is URICA examination, urine tests and quality of life measurements; e) Outcome assessment, which is the final assessment of a rehabilitation service; and f) Development of IBM networks.

At the beginning of the task, Recovery Agents (APs) had difficulty communicating with the community. This is because guarding the community regarding drug abuse is something that must be done strategically. For these obstacles, BNNK officers provided assistance and repeated socialization support to provide understanding to the community that the IBM program does not deal with dealers but rather health services for victims of low-risk abusers. This was done to support the performance of Recovery Agents to support the achievement of IBM activity objectives. Thus, in the early days of outreach, Recovery Agents (APs) still need to be accompanied by BNNK Officers.

Communication is also reflected between implementers and the community. Public understanding of the IBM program is important to be socialized to the community, because in fact this rehabilitation is a health service not looking for abusers to be arrested and processed criminally. This is as stated by the BNNK Officer of Palangka Raya City that "There were 10 times of socialization conducted not only for abusers but also to the recitation forum and PKK. Recovery Agents provide material in the socialization. This is in line with the concept of IBM which is from the community, by the community and for the community so the recovery agents themselves conduct the socialization. Officers from BNN only assist" (Interview, August 2022).

b. Resources

The implementation of the 2021 IBM Program in West Kotawaringin Regency is determined to be located in Bumiharjo Village with 5 Recovery Agents and 10 clients. The selection and determination of Recovery Agents is carried out based on the recommendation of the Village Head where the process is assisted by the Village apparatus. Based on the research results, the 5 recovery agents in Bumiharjo village consisted of 3 village officials, 1 PKK activist mother and 1 community leader.

The determination of Recovery Agents in IBM activities in 2021 was carried out in Kereng Bangkirai Village, Sabaru Village and Tumbang Rungan Village which are shining villages in Palangka Raya City, with procedures as conveyed by one of the BNNK staff of Palangka Raya City as follows:

"The beginning of our determination starts with BNN officers providing a kind of recovery agent training that has been appointed through the making of a training participant decree by the respective village head. Furthermore, the Head of BNNP Central Kalimantan issued a decree appointing the person concerned as a Recovery Agent. This agent is tasked with reaching out,

especially in their kelurahan area, to find, assist and recover for mild addiction in abusers" (Interview, August 2022).

The implementation of the IBM program initially experienced difficulties in terms of getting clients. Based on the researchers' observations in the field, some recovery agents were constrained by their busy schedules, especially those from the village apparatus. Meanwhile, recovery agents who come from community leaders and PKK mothers have more time to mingle with the community. In carrying out this task, the IBM program Recovery Agent in Bumiharjo village in 2021, obtained a total of 10 clients, of which 3 people came from the community and 7 people came from school. These clients are obtained by recovery agents through a series of efforts including screening schools in collaboration with relevant stakeholders, namely schools and companies located in the Bumiharjo Village area to support recovery agent service programs.

Furthermore, in 2022 the implementation of the 2022 IBM Program in West Kotawaringin district was carried out in Pasir Panjang Village, South Arut Village under the name IBM Langan Tumpu. The selection and determination of Pasir Panjang Village began by asking for consideration and approval from BNN RI. In the implementation in the field, the 2022 recovery agents were selected from community members with the additional consideration that recovery agents are residents who are active in community social activities and are considered to have a spirit of devotion to the community.

Related to this, the Recovery Agents in Pasir Panjang Village consist of 3 PKK members, 1 religious leader, and 1 RT head. The flexibility of the change agents' time allows them to carry out their duties. However, there is no secretariat, so they still use the PKK hall. Although the condition of the hall is adequate, when planning an activity, it must pay attention to the PKK schedule so that it does not coincide.

In identifying and finding clients, the role of BNN officers is still very much needed, because there are limitations if only by recovery agents. Efforts to achieve client targets are the performance targets of the work unit, so joint synergy is needed. During 2021-2022 the client target was achieved with the intervention of BNN officers in the field. When Recovery Agents perform services, in terms of quality, it can be said that it is still not optimal. When recovery agents perform services, the assistance of BNN officers is still very much needed to complete the delivery of material. The training activities provided to recovery agents for three days are still considered insufficient to equip Recovery Agents to be fully prepared to carry out tasks in the field. As a Recovery Agent. This agent is tasked with reaching out, especially in their urban village area, to find, assist and recover for mild addiction in abusers" (Interview, August 2022).

The achievement of the client target in the 2021 activity is quite encouraging, where out of 20 clients the target was reached by 21 people from Kereng Bangkirai Village and Sabaru Village. Meanwhile, Tumbang Rungan Village is still not reached due to various factors, including because the recovery agent has not played an active role, the location is not affordable and communication with village officials is still not effective.

The above is in line with what was conveyed by the Staff of BNNK Palangka Raya City as follows "In 2021 there were 10 recovery agents but only 4 were really active, the reason was because they

were busy working. Their performance gets 21 clients, 10 of whom are referred, 11 people are categorized as mild through a brief screening process, while for 10 who are in the severe category, further examination is carried out until assessment. Then for post-rehabilitation recovery return to the recovery agency again" (interview, August 2022).

Based on observations and interviews, community leaders play an important role in attracting clients. Their personal prominence in daily life is formed by their positive evaluation by the community, which in turn has an impact on the high level of public trust. On the other hand, village officials as Recovery Agents are busy with their daily work responsibilities and have less time to interact directly with the community because they are mostly at the Village Office. The positive aspect of the village apparatus as Recovery Agents is that they can provide input into the management of the village budget, allowing for dialogue on the allocation of village funds that can support the program's services. Another positive aspect is that it allows the IBM program in Bumiharjo village to have a secretariat at the village office.

c. Disposition

IBM Program implementers show a tendency to be committed and consistent in carrying out their duties. In preparation activities, this can be seen during training. this year by conducting its own socialization. The training itself was specifically conducted for 3 days by BNNK Palangka Raya City. All agents were present from the beginning to the end of the training activities which equipped them with how to conduct screening, communication techniques and approaches to the community, how to conduct good socialization, and various knowledge related to the rehabilitation process itself. On the other hand, the enthusiasm and involvement of the Head of Village who is the location of this IBM activity is quite encouraging, as stated by BNNK Palangka Raya City Staff as follows "The Head of Village who was involved at the time in my opinion was very active. Starting from the Member Meeting activities which were held five times, he attended and was very familiar with the development of IBM in his area. He constantly encouraged the Recovery Agents to move. Some of the Heads of Recovery Agents told me that they always communicate with the Head of Village to discuss and report on their activities" (Interview, August 2022).

In IBM implementation activities, BNN officers and recovery agents have a tendency to carry out their roles optimally to support each other's tasks. This is reflected in the achievement of client targets, which is the task of recovery agents, but in its implementation BNN officers are also ready to play a role. Another thing can also be seen from Bumiharjo Village, which budgeted part of the village fund in 2022 to support the implementation of the IBM program. They have a budget and are starting to do self-service.

BNNK staff in Palangkaraya City also consistently provided support to the agents of change. This is in line with the phenomenon that occurred at the IBM activity site in West Kotawaringan District, where the staff of BNNK Palangkaraya City (Interview, August 2022) stated that when recovery agents were in the field, they still needed assistance from clinic staff for several reasons, including:

1) There is a fear in the community that their children who are abusers will be imprisoned, so it requires community education accompanied by the BNN to convince the community that

abusers are not imprisoned but rehabilitated. Skill in communicating with the community is needed to dispel their fears.

2) Fear of recovery agents being considered an extension of the BNN as informants, eventually their information from the community is considered like a spy.

3) Recovery agents lack education on rehabilitation issues, so they still need assistance when communicating with the community.

Consideration of Recovery Agents having fear and hesitation is the basis for BNNK officers to provide assistance and feel the need to provide socialization support repeatedly to provide understanding to the community that the IBM program does not deal with dealers but rather health services for victims of low-risk abusers. This is done to support the performance of Recovery Agents to support the achievement of IBM activity objectives.

The village head also has a tendency to be committed to the success of the IBM program. Lurah Kereng Bangkirai stated that various ways were attempted to make the IBM program a success, as he said "As the Lurah, I made a kind of punishment for the community if they had a family that was not reported. Incidentally, in the kelurahan there is an action of one thousand per family who can afford it, so the money is collected and given to poor families for the purchase of rice or basic necessities. For families who are found to have abusers and do not report them, we will not provide the groceries or if the family wants to take care of anything, we will not process it. So there is a kind of encouragement for people to report" (Interview, August 2022).

The active participation and commitment of the Head of Village who is able to support the success of the IBM program is also as expressed by BNNK staff of Palangka Raya City "The factor that most influences the success of IBM here is more about policy makers. Because the Head of Village actively participates, the target is achieved. Another factor is that Recovery Agents also need attention, not only communication but starting from honorarium, transportation' (Interview, August 2022).

d. Bureaucratic Structure

The anti-drug task force certainly has a different role from the recovery agent, the Recovery Agent targets its activities more in the field of services. Therefore, after the Decree on the Determination of Recovery Agents signed by the Village Head, they were given training as Recovery Agents by BNN Kotawaringin Barat for three days. This training is also intended to establish a network in advance so that the Recovery Agents will not work alone. The head of the RT as a respected figure in the surrounding community must be aware of existing IBM services so that when there are abusers in their area they can report to the recovery agent.

As we all know, based on the document review, the criteria for recovery agents are people who are active in the community, in particular people who are considered by the community to have a high social spirit and are elders. There are no specific criteria and the selection of individual recovery agent candidates is based on consideration and appointment by the village head. BNNP receives an appointment decree from the Lurah and then conducts training for those appointed. Screening and recruitment is carried out entirely by the Lurah. There is no intervention from BNNP Central Kalimantan in the appointment of recovery agents.

CONCLUSION

Based on the results and discussion of the research, it can be concluded that the implementation of the Community-Based Intervention Programme in Central Kalimantan Province has been implemented in two districts/cities in accordance with BNN RI guidelines, involving the Village Government, Implementing Agents, and BNNK/BNNP Central Kalimantan. The programme has been running quite well with one of the villages reaching the resilient phase. However, its success is affected by several inhibiting factors such as the lack of human resource capacity in recovery agents, minimal budget support, and negative community stigma related to the rule of law. On the other hand, supporting factors include positive responses from local policy makers, stakeholder engagement, and village budget support.

Referring to the research conclusions, to improve the Community-Based Intervention Programme in Central Kalimantan Province, several steps are suggested. First, the Central Kalimantan Provincial BNN and its staff need to increase the socialisation of the programme more widely, given the importance of support from local policy makers, stakeholders, and the community as the key to successful implementation. Secondly, more attention needs to be paid to the selection, appointment and debriefing of Recovery Agents as this factor is often a major obstacle in implementation. Third, the Central Kalimantan Provincial BNN and its staff should communicate the possibility of budget support from the Regency/City APBD or other sources of funds to support further activities.

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