



Communication planning clean drug program at village level (Case study of BNN Bantul Regency)

¹Eka Anisa Sari*, ²Ari Wijanarko

^{1,2} Universitas Ahmad Dahlan, 55191, Indonesia
¹ eka.sari@comm.uad.ac.id; ² ari1900030006@webmail.uad.ac.id
*Correspondent email author: eka.sari@comm.uad.ac.id

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ABSTRACT

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Narcotics cases are complex problems related to legal, state security, health, economic and social issues. In 2022 Bantul Regency had 104 cases and became the second highest area prone to narcotics. In 2023 there was an increase to 129 cases. The drug-free village program aims to create a safe, comfortable, and peaceful situation in the village community. The study aims to find out the communication planning of the National Narcotics Board of Bantul Regency through Desa Bersinar (Drug-Free Village) in implementing the Drug Abuse Eradication and Illicit Trafficking Prevention program. This research uses an interpretive paradigm with a qualitative descriptive approach. Then the approach of the P-D-C-A (Plan-Do-Check-Action) stages of Strategic Management. The implementation of the shining village program has been running for 1 year, starting in January 2023. However, the implementation has not been optimal, such as budget planning for 2023 has not been budgeted, passive participation from the community in Shining Village activities, and the absence of effective communication between working groups, so that the use of communication media is still not optimal. The Plan and Do stages are very prominent, while the Check and Action stages are less prominent due to ineffective communication. A strategy is needed to develop all stages of effective communication. Then there is a need for additional outdoor communication media, such as pamphlets, posters, billboards, and banners at several points. As well as conducting Community-Based Intervention surveys every month so that evaluation and follow-up are running.

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1. Introduction

Narcotics is the biggest enemy for all elements that are real. Narcotics is also a complex issue that has links to various issues including law, state security, health, economics, and social issues. The crimes caused by narcotics are organized crime, and transnational crime, which can be part of a proxy war that causes damage to a country's ideology and national resilience. In Indonesia (Kim et al., 2023). In 2021, Indonesia through the National Police Chief General Listyo Sigit Prabowo at a press conference (14/6/2021) Ramadhan Ardito (2021) stated that during the period January - June 2021, the National Police had succeeded in uncovering 19,229 cases throughout Indonesia and



24,878 people were arrested. BNN RI in 2022 reported 851 findings of cases of narcotics and drug abuse or drugs, these findings are of course very different compared to the 2021 data. With the number of cases of narcotics and drug abuse increasing by 11.1% or 766 cases found (Annur, 2023).

According to the results of a national survey of drug abuse cases in 2021 conducted by BNN, it shows that from 2019 to 2021, the total prevalence rate of drug abuse increased by 0.15% from 1.80% (2019) then in 2021 it increased by 1, 95% when viewed from the total population of Indonesia, which is 3,662,646 people (Agus, 2021) To deal with the problem of drug abuse cases and drugs, in 1997 the Government and the House of Representatives (DPR) passed two laws governing Psychotropic, namely Law No. 5 of 1997 and the Law governing Narcotics Law No. 22 of 1997 (Humas BNN, 2020).

In 2019 Yogyakarta was ranked as the 5th largest city with drug cases in Indonesia. Based on the results of a survey conducted by the data and information research center (Puslitdatin) of BNN in collaboration with the Indonesian Institute of Sciences (LIPI), the prevalence rate of drug abuse in Yogyakarta Special Region Province in 2019 was 2.30% or around 29,000 people. This number shows an increase of 0.53% since 2017 or the same number as 18,082 people who abuse drugs. Then in 2021 and 2022 based on BNNP DIY data, there were 33 cases found with 47 suspects in 2021 and in 2022 there were 30 cases with 37 suspects (Bramantyo Gregorius, 2023). According to Polres Bantul Police in 2022 Kabupaten was the second highest drug-prone area in Yogyakarta with 104 cases. Then in 2023 the drug problem in Bantul regency again experienced an increase of 129 cases (Rahmawati, 2022).

Reducing the prevalence of drug cases in Indonesia is necessary. Today, narcotics cases that have been found have entered the village or kelurahan area. BNN RI through the Deputy for Prevention on December 5, 2019, through a circular letter containing "Badan Narkotika Nasional Republik Indonesia No Memorandum of Service SE/82/XII/DE/PC.00/2019/BNN" in the second point which reads "In connection with the above reference, it is hereby conveyed to the Head of BNN / BNN Regency / City that as a follow-up to realizing Drug Clean Villages in their respective areas" (Bupati Bantul, 2023).

The clean drug village (Desa Bersinar) program has the aim of creating a situation of safe, comfortable and peaceful conditions in the village or kelurahan community, as well as realizing a clean drug village in implementing the Prevention of Drug Abuse and Illicit Trafficking program. Thus, in accordance with the above official memorandum, BNN Regency and BNN City have an obligation to run a *Desa Bersih Narkoba* program or Bersinar (Putra, 2019). The village or kalurahan *Bersinar (Bersih Narkoba)* program is an obligation and one of the ways out of the Narcotics Board at the provincial / district / city level in implementing the National Narcotics Board's Prevention of

Drug Abuse and Illicit Trafficking program (Irawan, 2018). BNNK Bantul started this program in 2019, in that year until 2023 BNNK Bantul has selected and formed 9 clean drug villages or villages out of 75 villages in Bantul Regency. Including:

Table 1. LIST OF DESA BERSINAR IN BANTUL REGENCY

No.	Village Name	Year
1.	Banguntapan	2019
2.	Panggungharjo	2019
3.	Bangunjiwo	2019
4.	Baturetno	2019
5.	Parangtritis	2019
6.	Mulyodadi	2019
7.	Ngestiharjo	2019
8.	Pendowoharjo	2023
9.	Trirenggo	2023

SOURCE: BADAN NARKOTIKA NASIONAL KABUPATEN BANTUL (2023)

The neighborhoods or villages were selected according to the mapping conducted by BNNK Bantul, with an alert level of drug-prone cases. Drug cases in Bantul Regency are increasing. This research was conducted to reduce and prevent the spread of drugs at the village level because narcotics have entered the village, so a clean drug village program is needed. This research is useful to provide communication planning for drug-free villages in Pendowoharjo. And to provide insight to readers or further researchers in discussing the same research related to the clean drug village program.

To succeed the activities of Bersinar (Bersih Narkoba) program, effective and efficient communication steps or strategies are needed to support the Bersinar program. According to (Karlina Siregar & Djuwita, 2020), communication strategy is a guide to communication planning with communication management, which is useful as a way to achieve a goal, the communication strategy must show its operation tactically carried out in the sense that the approach can be different at any time, depending on the situation and conditions, communication that is formed and maintained properly and the delivery of messages will make a program run smoothly. Then the formulation of the problem that can be taken is how is the communication planning of the National Narcotics Board of Bantul Regency through Kalurahan or Desa Bersinar (Desa Bersih Narkoba/ Village Clean Drugs) in carrying out the Eradication, Abuse and Illicit Drug Distribution?

The purpose of this research is to find out the communication planning of the National Narcotics Board of Bantul Regency through Desa Bersinar (Bersih Narkoba/ Village Clean Drugs) in implementing the Prevention of Drug Eradication, Abuse and Illicit Trafficking (Hardiana Ratni et al., 2022).

2. Theoretical Framework

The According to Sari & Farid (2021) strategic management is an ongoing action to obtain achievements by guiding a process that is being implemented with the aim of improving quality. Then it requires continuous and sustainable application, which first begins with finding ideas or related programs, developing these program ideas and implementing these programs which will have an impact on society and so on (Ng'ang'a et al., 2021). Strategic management is a set of actions that are continuously taken to guide various processes with the aim of improving quality and achieving desired results. This process is continuous, with a focus on organizing and controlling each step in an effort to create improvements (Granovskaya, 2023). Strategic management also requires adaptability to dynamic environmental changes, so that the organization can respond effectively to emerging challenges and opportunities (Ritson, 2008).

In the context of strategic management, effective communication plays an important role to execute each stage of the strategy smoothly. Proper communication planning not only helps convey the goals and direction of the program, but also ensures that all parties involved clearly understand their roles (David, 2017). In a program like Desa Bersinar, where community involvement and collaboration with various institutions are key components, effective communication is essential to coordinate drug abuse prevention efforts at the village level. Without good communication, strategy implementation can be hampered by misunderstandings, lack of coordination, or insufficient engagement from stakeholders (Thao et al., 2019).

The Importance of Adaptability in Strategic Management. In an increasingly global and competitive environment, organizations must always be ready to respond to unexpected dynamics. Adaptability is the ability to quickly change the strategy or approach used, in line with changes in the external environment such as technology, policies, or consumer preferences. Without the ability to adapt, effective strategies can become obsolete and hinder organizational growth (Singh & Shah, 2021).

Strategic Management in the Context of Change. Strategic management is also linked to innovation and long-term growth (Raksanakorn & Khumsamart, 2020). Organizations that implement good strategic management not only react to change, but also proactively seek new opportunities that can strengthen their position in the market. This could be through developing new products, exploring new markets, or improving operational efficiency.

Benefits of Strategic Management. More Focused Goal Achievement: Strategic management helps organizations to focus more on key objectives, directing all resources to achieve optimal results. (1) Resource Efficiency: With a clear strategy, organizations can manage human, financial, and physical resources more efficiently, reducing waste and improving results. (2) Competitive Advantage: Strategic management enables organizations to remain relevant and competitive by capitalizing on opportunities and minimizing threats present in the market (Gupta, 2020). (3) Resilience to Uncertainty: Through good planning and adaptability, organizations can be better prepared for uncertainty, whether in terms of economic, political, or social change (Stamevska et al., 2019).

Overall, strategic management is not only about thinking about the future, but also about acting in the present with continuous improvement-focused thinking. Organizations that succeed in strategic management are those that are able to balance between long-term vision and short-term execution, while remaining flexible to adjust strategies according to changes in the external environment.

Related to this Walter Shewhart (1984) as cited by Sari & Farid (2021) who put forward an analysis called the Deming cycle or when in management science it is called the concept of problem solving in a concise manner and finally formed the concept of P-D-C-A, namely P as plan, D as do, C as check, and A as act. This is a continuous and sustainable cycle, so it is in line with the improvement of strategic management, which must be improved in every process to achieve the main goal.

The overall PDCA process can be explained as follows: (a) Plan in English means plan. Here plan means planning the goals and processes that will be used to achieve a goal. Plan acts as the focal point of a goal which is then described through the process from beginning to end. (b) Do in English means to do, it can be interpreted that carrying out the planning process that was previously planned and implementing the concept of do to minimize delays and refer to the planning that has been previously determined. (c) Check in English is evaluation or assessment, in this case related to the evaluation or assessment carried out on targets and processes that refer to verification of implementation or to check the implementation of the program, so that weaknesses can be evaluated and can be corrected. (d) Act in English is to follow up, this is done to follow up if there is an evaluation of the implementation, so that it can revise the implementation process (Sari & Farid, 2021). Strategic Management is a continuous effort to improve quality through regulation of operational procedures (Sari & Farid, 2021).

The cycle of finding new ideas and putting them into action, developing the concepts behind programs, and putting them into action so that they can impact society and beyond, should continue

indefinitely. To this end, Merdeka (2024) cites Walter Shewhart (1984), where this analysis is referred to as the “deming circus,” or when the concept of problem solving in management science is called “briefly” and “finally” formed as the concept of P-D-C-A, namely. P for “plan”, “do” for “check” and “act”. is an endless cycle that ensures every step of the way brings us closer to our ultimate goal thanks to better management of static (Bastuti & Alfatiyah, 2022).

In the context of this research, the P-D-C-A cycle is applied to evaluate and develop the communication strategy used by the Bantul Regency National Narcotics Agency (BNNK) in implementing the Desa Bersinar program. This program aims to prevent drug abuse through effective communication at the village level.

Relevance of the P-D-C-A Cycle in Communication Management. In the context of communication management, the P-D-C-A cycle is relevant because it helps organizations, such as BNNK Bantul, to systematically identify communication problems, formulate strategies, implement interventions, evaluate communication effectiveness, and take corrective action as needed. This cycle allows for a more adaptive, effective and sustainable communication process, so that it can deal with challenges in message delivery, information reception and community involvement in the program (Amirudin & Dewi Masrurroh, 2020).

As part of Strategic Management, this theory helps in ensuring that each stage of program implementation is thoroughly examined to improve the quality of program outcomes. By applying the P-D-C-A principle on an ongoing basis, BNNK Bantul can assess the impact of communication on the community and improve the communication strategy to make the Desa Bersinar program more effective in the long term.

3. Method

The type and approach of this research is descriptive qualitative with an interpretive paradigm. In this study, researchers used the interpretive paradigm with the aim of knowing what the events of social problems of drug cases through the existence of the *Desa Bersinar* program, especially in the Pendowoharjo Village Government, Sewon District, Bantul Regency, Yogyakarta Special Region. Then in this research observation, researchers hope to analyze and explain the communication planning carried out by BNNK Bantul in the *Desa Bersinar (Bersih Narkoba)* program.

The research method used is a case study method, namely BNNK Bantul. Then to examine the effectiveness of BNNK Bantul's communication strategy implemented through the *Bersinar (Bersih Narkoba/Clean Drugs)* village program in relation to the prevention, eradication, abuse and illicit drug trafficking, this research uses a qualitative descriptive research approach. The purpose of qualitative descriptive research is to provide a comprehensive description of the symptoms or conditions as they were at the time of the research (Rusandi & Rusli, 2021).

According to Moleong (2017) research subjects are informants who can provide information related to the situation and conditions of the research location. The research subject is in Pendowoharjo Village. The object of this research is the National Narcotics Agency of Bantul Regency (BNNK Bantul). The data sources needed are primary and secondary data. Primary data sources of this research are direct interviews with informants from BNNK Bantul and Pendowoharjo Village. Secondary data in this study were obtained from journals, books, websites, booklets, and the internet.

According to Sugiyono (2019), research data is obtained and collected through data collection techniques. Data collection techniques use interviews, observation, and documentation. Then the data analysis technique is carried out by organizing data, breaking it down into units, synthesizing, arranging into patterns, choosing which ones are important and which ones will be studied, and making conclusions that can be told to others (Sugiyono, 2019).

The final stage in this research requires data validity testing. Conducting data validity and checking back before research is carried out in the form of a presented report. Therefore, the author validates the data using triangulation techniques. Triangulation is a method of checking used in data validity that utilizes something other than the data for the purpose of checking or comparing with the data (Moleong, 2016: 330).

In data validity, the author uses Source Triangulation. By combining and comparing data from observations and interviews from informants and other document sources and then drawing conclusions. Comparing the results of interviews with observations from various document sources was carried out by researchers to determine the truth of the data submitted by the sources.

4. Result and Discussion

Desa Bersinar

In the implementation of the Desa Bersinar program, there are various collaborations involving various elements of society in Pendowoharjo Village. This is a shared responsibility to eradicate narcotics cases, especially in Pendowoharjo Village. Thus, more and more people will be educated about narcotics. Sri Wahyuningsih as a Junior Expert Drug Counselor of BNNK Bantul stated that with the activities carried out in the shining village program, it will create understanding and a fortress for the community to avoid narcotics. This research will be associated with using strategic management theory by conducting 4 stages, namely plan, do, check, and action.

Planning for the Pendowoharjo Desa Bersinar Program

Researchers found what things BNNK Bantul and Pendowoharjo Village did in planning the *Desa Bersinar* program such as joint coordination meetings to determine what activities would be carried out in the *Desa Bersinar* program activities, then researchers also found problems contained in the

program planning process. In the planning process there are significant problems such as during the coordination meeting which should be attended by the Village Head or head of the village, however, only representatives of the assigned ranks are present, then also representatives of the ranks who often change so that during the implementation of the meeting they have to explain again and this makes the communication conveyed by BNNK Bantul ineffective.

According to (Wahyu, 2022) this ineffectiveness occurs because of the limited Human Resources (HR) such as the availability of technical implementing resources that are still lacking to be a hindrance that is quite influential in planning the *Desa Bersinar* program. This is indicated by the number of staff available in the field is not enough to carry out program planning optimally, so that program planning has not been effective. Thus, the lack of availability of technical implementation resources is a significant obstacle in planning the *Desa Bersinar* program in Pendowoharjo Sub-district. Planning in the BNNK Bantul media team is not yet optimal, as seen from the lack of clear content about the *Desa Bersinar* program. For example, on BNNK Bantul's Instagram account, which mostly contains reports on team activities and a lack of focus on the *Desa Bersinar* Program.



Fig. 1. Social Media Instagram

Source: Instagram BNN Kabupaten Bantul (2024)

In accordance with the analysis of the results of interviews and observations conducted by researchers, the planning process for the *Desa Bersinar* program has been good and maximized by BNNK Bantul and Pendowoharjo Village. However, researchers can conclude that there are shortcomings in the *Desa Bersinar* program such as in conveying information conveyed during meeting activities but, many are not present and also meeting participants often change so that the

information conveyed cannot be understood properly so that in this case communication does not go well. According to (Ahmad, 2021) the simplest communication model in the process of socialization or meetings consists of three basic elements, namely the sender of the message, the media used in communicating or the message and the recipient of the message, if one of these elements is missing, the communication process cannot take place effectively (Rahmawati, 2022).

Implementation of the Pendowoharjo Desa Bersinar Program

The Desa Bersinar program is carried out according to the event that has been determined by BNNK Bantul and Pendowoharjo Village. Activities that have been carried out include the Coordination Meeting of BNNK Bantul with the Pendowoharjo Village, the Assistance Meeting of BNNK Bantul with the Pendowoharjo Village, Technical Guidance and advocacy for 3 days BNNK Bantul with elements of the Pendowoharjo Village community, the Inauguration of the Desa Bersinar, Evaluation and Monitoring. In addition to conducting a coordination meeting with the village, the community counseling and prevention section of BNNK Bantul reviewed and conducted socialization in Pendowoharjo Village with the initial target of employees and visitors to Pendowoharjo Village with the aim of being the first step before the inauguration of Pendowoharjo Village as a Desa Bersinar. The coordination meeting aims to adjust the division of tasks of each employee in the relevant agencies, namely BNNK Bantul and Pendowoharjo Village. The coordination meeting was attended by BNNK Bantul staff and representatives of Pendowoharjo Village. This is also to minimize any miscommunication in carrying out tasks when it has been inaugurated as a Desa Bersinar.



Fig. 2. Assistance Meeting

Source: Data from the field (2024)

In this activity, no communication problems have been found and communication has begun to build such as creating a discussion group on Whatsapp which is useful for coordination between BNNK Bantul and representatives of Pendowoharjo Village community elements. Whatsapp is a suitable option as an information medium when compared to others because it is a simple

application, but has a variety of features such as sending messages, images, videos, sounds, and creating groups. In addition, it is very easy to use (Sudarman & Ardian, 2021). In this Whatsapp group, all information related to the *Desa Bersinar* program will be provided which can then be disseminated to elements of society in Pendowoharjo Village online, this is also one of the activities carried out by the Media Team and the P2M (Prevention and Community Empowerment) section of BNNK Bantul. This information is provided in infographics that will be shared every day, and participants must send the infographics to their group and then as proof, they must upload screenshots of the infographics they have uploaded or sent in their group. Obstacles are found here, starting from the delay in response from the BNNK Bantul when a participant asks a question and rarely or even never the BNNK Bantul provides infographics to the group, delays in providing responses and responses can give the impression that the admin or a party is not paying attention or does not care about questions or users (Sari & Farid, 2021).

In addition to using the whatsapp social media platform as a discussion space in the *Desa Bersinar* program, BNNK also utilizes Instagram social media to disseminate information about what activities are carried out and information about Prevention of Drug Abuse and Illicit Trafficking. However, in practice, Instagram social media accounts contain more content about activities carried out by BNNK Bantul and information content about Prevention of Drug Abuse and Illicit Trafficking so that content that is specifically about the activities of the *Desa Bersinar* program both in Pendowoharjo Village and in other villages is not found. Apart from using social media platforms, BNNK Bantul also conducts outdoor media communication in the form of installing billboards/banners containing information on *Desa Bersinar* in front of the Pendowoharjo Village office as part of outdoor media communication. Outdoor media communication in the form of billboards/banners makes it easier for people to receive information messages because they use easy language and attractive colors and designs (Takaeb, 2021).



Fig. 3. Outdoor Media
Source: Data from the field (2024)

The evaluation of the *Desa Bersinar* Program in Pendowoharjo Village is part of a series of activities of the Shining Village Program. In this evaluation, all representatives of the Pendowoharjo Village community were present, including from the *Dukuh* to the Village Head or *Lurah*, as well as the Regional Secretary (Sekda) of Bantul Regency and the Bersinar (Bersih Narkoba) Youth. The main focus of this evaluation was the performance and cooperation between the Bantul Regency National Narcotics Agency (BNNK) and Pendowoharjo Village, from coordination meetings to the implementation of the *Desa Bersinar* program activities. The performance that has been carried out during the one-year implementation of the *Desa Bersinar* program has been quite satisfactory. All working groups (*pokja*) have worked optimally even though there is still ineffective communication. Communication that is still not optimal is that there is still horizontal and vertical miss-communication. Miss communication with the village and BNNK as well as with the community.



Fig. 4. Evaluation Meeting

Source: Data from the field (2024)

In this activity, there are also challenges in terms of communication. One of the problems that arose was the increasing number of participants during coordination on the proposal and formulation of program activities. At that time, there were no representatives from the *dukuh* and *lurah*, perhaps because they were unable to attend. However, when the evaluation was conducted, they were present, so they did not fully understand what was being communicated. As a result, the communication was less effective.

Action *Desa Bersinar* Program

The action the Pendowoharjo *Desa Bersinar* Program carried out by BNNK Bantul, in this case, is to first carry out internal coordination with all levels together with the head of BNNK Bantul, in addition to conducting internal coordination, BNNK Bantul also cross-checks the *Desa Bersinar* program in Pendowoharjo Village. After cross-checking, BNNK Bantul and Pendowoharjo Village coordinated to determine whether the *Desa Bersinar* Program in Pendowoharjo Village would

continue to run with the existing cooperation or would be managed independently without coordination with BNNK Bantul.



Fig. 5. Internal Meeting

Source: Data from the field (2024)

The coordination carried out by the Pendowoharjo Sub-district Office with BNNK Bantul was less effective because the results were not conveyed back to *Pokja*/working grup members who were absent from the coordination meeting. This resulted in differences of opinion and reduced the effectiveness of communication. Communication that occurs causes a division of views between participants who attend and those who do not attend the meeting. To address this, the authors recommend the addition of online meetings as a complement to face-to-face meetings. This allows *Pokja*/working grup members to stay engaged online.

In research using Strategic Management theory Walter Shewart (1984) which is in line with the content of the findings conducted by researchers, namely in this study it is associated with using strategic management theory by carrying out 4 stages, namely plan, do, check, and action. By using this theory and by performing the stages in this strategic management theory, researchers can find the desired results and in accordance with the theory.

5. Conclusion

The implementation of the Desa Bersinar program has been running for 1 year, starting from January 2023. The implementation of this program has been supported by various elements of society in Pendowoharjo Village. However, in its implementation there are still things that are not optimal, such as budget planning (plan) for 2023 has not been budgeted. This happened because there was no budget allocation for the program in 2023.

Overall, the researcher concluded that in communication planning using the P-D-C-A (Plan-Do-Check-Action) stage approach from Strategic Management, there are two prominent stages, namely

the planning stage (Plan) and the implementation stage (Do). However, there are also two stages that are less prominent, namely the evaluation (Check) and follow-up (Action) stages, because there are often obstacles that result in ineffective communication. Thus, a strategy is needed to develop all stages so that communication becomes more effective and the Desa Bersinar program can achieve success. This includes improvements to the evaluation stage to ensure efficiency and accuracy in measuring program outcomes, as well as the implementation of appropriate follow-up to address findings from the evaluation.

Researchers provide advice to the BNNK Bantul Media Team, BNNK Bantul Public Relations, Kalurahan Media and Pendowoharjo Village Public Relations must be able to optimize digital media platforms or social media. This is given in order to disseminate information widely both on the BNNK side and on the Pendowoharjo Village side, especially information that contains and contains the Desa Bersinar Program in Pendowoharjo Village. Then add outdoor communication media, media such as leaflets, posters, billboards or banners at several points of pedukuhan to RT in Pendowoharjo village which contains information about Prevention of Drug Abuse and Illicit Trafficking or about the Pendowoharjo Village Program. And conducting Community-Based Intervention surveys every month, especially to the Pendowoharjo village community, so that evaluation and follow-up refer to Community-Based Intervention.

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