



# EFFORTS TO PREVENT AND OVERCOME DRUG CRIMES COMMITTED BY HOUSEWIVES AS DRUG DEALERS (Study at the Lampung Province National Narcotics Agency)

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## Abstract

This research aims to analyze the effectiveness of the Juvenile Criminal Justice System in tackling the rising criminal offenses committed by minors and to identify the inhibiting factors of its implementation in Bandar Lampung City. This research uses normative juridical and empirical juridical methods, with primary data obtained through interviews with the Juvenile Judge of the Tanjung Karang District Court, the Juvenile Prosecutor of the Bandar Lampung District Attorney, members of the Women and Children Protection Unit of the Bandar Lampung Resort Police, the Damar Lampung NGO, and a Criminal Law lecturer at Lampung University. Secondary data were sourced from laws and regulations, legal literature, and relevant official documents. The data were analyzed qualitatively through literature and field studies. The research results indicate that the effectiveness of the SPPA in Bandar Lampung City is still not optimal, where out of 747 cases of children facing the law in 2020, only about 7–10% were resolved through a diversion. The inhibiting factors include legal substances that are not yet adaptive, limitations in facilities and infrastructure, lack of implementation of restorative justice principles by law enforcement officials, and the minimal role of family and community in child guidance. The limitation of this study lies in its restricted regional scope. This research contributes to the development of juvenile criminal law by strengthening the implementation of restorative justice. The novelty of this research lies in the analysis of the Juvenile Criminal Justice System's effectiveness based on Hiroshi Ishikawa's and Soerjano Soekanto's legal effectiveness indicators after the implementation of Law Number 11 of 2012.

**Keywords:** *narcotics prevention, housewives, crime control, penal and non-penal approach, gender-sensitive policy.*

## 1. Introduction

Narcotics, psychotropics, and other addictive substances are drugs, materials, or chemical compounds that are not classified as food products. When consumed by drinking, inhaling, smoking, swallowing, or injecting, they primarily affect the brain (central nervous system) and frequently cause dependency. As a result, brain function changes (either increasing or decreasing), along with the vital functions of other organs, such as the heart, circulatory system, and respiratory system (Julianan, 2013). The distribution of narcotics using sophisticated techniques has spread across Indonesia. There has been a shift in the modus operandi of syndicates.

Specifically, psychotropic substances are no longer solely imported; instead, distributors prefer to establish factories to produce them. The procurement of raw materials, formulation processes, and recruitment of individuals for various production tasks were meticulously planned. This trend is evident from the increasing number of narcotic laboratories discovered in recent years. Narcotics crimes have become transnational in nature, carried out with advanced methods and technology, supported by wide organizational networks, and have resulted in numerous victims, particularly among the younger generation, causing serious harm to society, the nation, and the state (Bayu, 2018).

The circulation of narcotics and other dangerous drugs in Indonesia has escalated into a serious national problem in recent years. Victims of narcotics abuse now span all social strata, age groups, and genders. The widespread distribution of narcotics in communities and various social environments has caused significant economic and social loss. This alarming situation has raised public awareness and encouraged various groups to wage a collective war against narcotics and other illegal drugs (Subagyo 2006).



Narcotics crimes are generally not committed individually but rather collectively and often involve highly organized and secretive syndicates. These crimes pose a serious threat to human life. To strengthen the control and supervision of narcotics distribution, cooperation between law enforcement and the community is essential. Without proper coordination, the impact of narcotics distribution becomes increasingly evident. Signs of its spread can already be seen infiltrating families, schools, and local communities in the region. The circulation of narcotics in Indonesia has become increasingly complex and now involves various segments of society, including housewives. In several cases, housewives are not only users but also become narcotics distributors, driven by economic pressure, environmental influence, or involvement with narcotics networks.

This phenomenon is particularly concerning because the role of a housewife is traditionally associated with nurturing and guiding the family, not engaging in illegal activities that damage society. In Bandar Lampung City, the number of housewives involved in narcotics distribution has increased, as recorded by the Bandar Lampung Police. This trend indicates that economic difficulties, lack of education on the dangers of drugs, and weak social supervision contribute to their involvement. Furthermore, recruitment patterns that target housewives as couriers or small-scale distributors add to the complexity of this issue.

One such case resurfaced with the arrest of YW (52), a resident of Bumi Waras, Bandar Lampung, who became a dealer of crystal methamphetamine and ecstasy pills. During a raid conducted by the Narcotics Unit of the Bandar Lampung Police on February 20, 2025, officers seized 150 g of methamphetamine and 90 ecstasy pills from her residence. Based on her statement, YW had only been involved in the business for three days, acting as both the storage keeper and seller. Urine tests confirmed the consumption of narcotics. In principle, Law Number 35 of 2009 on Narcotics provides regulations for preventing and combating narcotics abuse and illicit trafficking, including cases involving vulnerable groups, such as housewives. Articles 104–108 highlight opportunities for community participation in prevention, eradication, and rehabilitation efforts. However, in practice, housewives often become easy targets for narcotics networks to recruit as couriers, storekeepers, or small-scale distributors, as they are perceived as easily persuaded, lacking a stable income, and frequently experiencing economic hardship.

The increasing involvement of housewives in narcotics networks is a complex social issue that requires serious attention from both legal and societal perspectives. Recruitment patterns by narcotics syndicates reveal a shift in modus operandi that exploits economic inequality and psychological vulnerability, especially among lower-income women. Thus, an approach that is not only repressive but also preventive is needed, such as women's economic empowerment programs, increased access to informal education on the dangers of narcotics, and strengthening community-based social control systems. Based on the above explanation, the writer is interested in conducting a thesis research entitled: "Efforts to Prevent and Combat Narcotics Crimes Committed by Housewives as Narcotics Distributors (A Study at the National Narcotics Agency of Lampung Province)."

Based on the background described above, the research problems can be formulated as follows: First, how are the efforts to prevent and combat narcotics distribution carried out by housewives who are narcotics distributors? Second, what factors hinder the prevention and countermeasures against narcotics distribution by housewives as narcotics dealers? These questions form the core issues explored in this study and guide the analysis of both preventive strategies and obstacles encountered in addressing this phenomenon.

## **2. Literature review and hypothesis/es development**

### **A. Efforts to Prevent and Combat Narcotics Distribution**

Efforts to prevent and combat narcotics distribution represent comprehensive measures taken by individuals, communities, and the state to suppress drug use, production, and illegal trafficking. Indonesia regulates these efforts through Law No. 35 of 2009 on Narcotics, which aims to ensure the availability of narcotics for medical and scientific purposes, protect citizens from drug abuse, eradicate illicit trafficking, and guarantee medical and social rehabilitation for users and addicts. This legal framework is strengthened by Government Regulation No. 25 of 2011 on Mandatory Reporting for



Narcotics Addicts, Presidential Instruction No. 12 of 2011 on National Strategies for Preventing and Combating Drug Abuse and Illicit Trafficking, and Minister of Home Affairs Regulation No. 21 of 2013, which involves regional governments in prevention efforts. Combating narcotics requires a multidimensional approach that integrates scientific, technological, legal, and social strategies, including demand reduction through primary, secondary, and tertiary prevention, supply control through legal and illegal market supervision, and harm reduction to address the spread of HIV/AIDS among injecting drug users. Collaboration among law enforcement, health institutions, and community organizations is essential to break the chain of narcotics distribution and minimize its adverse impacts (Hesri, 2021).

### **B. Definition of Criminal Acts and Narcotics Crimes**

A criminal act, derived from the Dutch term *strafbaar feit*, refers to conduct prohibited by law and is subject to punishment. Scholars such as Pompe, Simons, Vos, Van Hamel, Moeljatno, and Wirjono Prodjodikoro provide varying definitions, but all emphasize unlawful conduct committed with fault and punishable under criminal law. Criminal acts may be interpreted normatively, referring to abstract violations of legal norms or criminologically, as behaviors violating social norms. Narcotic crimes specifically involve the misuse or illegal distribution of substances that affect the central nervous system and cause dependence.

Etymologically derived from the Greek word *narke*, narcotics refer to substances that numb the sensation or induce unconsciousness. Law No. 35 of 2009 defines narcotics as natural or synthetic substances that can cause altered consciousness, pain loss, and addiction. The misuse of narcotics, defined as consumption outside medical supervision, constitutes a criminal act punishable under Article 127, which prescribes imprisonment based on narcotic classification. The regulation of narcotics aims to ensure controlled medical use while preventing illegal distribution and social harm, such as crime, family breakdown, and community instability. Prevention programs emphasize public education, awareness campaigns, and cooperation among the government, civil society, and local communities to reduce abuse and illicit trafficking (Hesri, 2021).

### **C. Factors Influencing Law Enforcement**

Law enforcement represents an effort to actualize justice, legal certainty, and social welfare through actions that maintain legal norms. Its effectiveness is influenced by several factors, as noted by Lawrence M. Friedman: legal substance (laws and regulations), legal structure (institutions and authorities), and legal culture (societal values and attitudes). These factors interact to determine how laws are implemented in practice. In narcotics cases, enforcement sometimes conflicts with societal notions of justice, particularly when the rigid application of the law prevents actions intended to save a life. According to Soerjono Soekanto, the effectiveness of law enforcement depends on five key factors: the law itself, law enforcers, supporting facilities, society, and culture. Problems may arise due to unclear laws, a lack of implementing regulations, or ambiguous terminology. Law enforcers may face internal or external obstacles, including limited capacity, low aspirations, poor future orientation, materialistic tendencies and resistance to innovation. Adequate facilities, legal awareness among citizens, and a cultural balance between order and innovation are essential. These interconnected factors collectively shape the success or failure of narcotics enforcement (Adam, 2002).

### **D. General Overview of Crime Prevention Efforts**

Crime prevention involves deliberate efforts by individuals or institutions to maintain social security and welfare in accordance with human rights laws. Criminal policy is part of a broader social and legal policy, encompassing legislative, judicial, and executive stages. Preventing and combating crime requires the formulation of laws (formulative policy), application of laws by law enforcement agencies (applicative policy), and execution of criminal sanctions (executive policy). Rational crime control uses both penal (criminal law) and non-penal approaches to crime control. Penal policy focuses on defining criminal acts and determining appropriate sanctions, functioning primarily as a repressive tool after a crime occurs.



Non-penal policies emphasize preventive measures, such as improving public welfare, enhancing administrative supervision, expanding legal education, increasing law enforcement personnel, and strengthening moral and professional standards. According to Barda Nawawi Arief, effective crime prevention must integrate both approaches, addressing not only legal technicalities but also broader social conditions. Modern criminal policy, as proposed by Marc Ancel, views criminal law as a rational instrument of social defence and human dignity. It must adhere to the principle of *ultimum remedium*, which applies criminal sanctions only as a last resort. Therefore, comprehensive crime prevention must be multidisciplinary, harmonizing legal measures with social, psychological, and educational interventions to achieve rehabilitation and reduce the root causes of criminal behavior (Barda, 2008).

### **E. Definition and Role of Housewives**

According to the Indonesian Dictionary (KBBI), the term "housewife" refers to a woman whose primary responsibility is managing her household. Joan describes a housewife as a married woman who assumes responsibility for fulfilling domestic needs, while Walker and Thompson view housewives as married, non-working women who spend most of their time handling routine household tasks. Fredian and Maule further emphasize that, in traditional societies, a woman's primary function is to raise and educate children. The figure of the mother carries deep cultural significance, symbolizing the natural capacity of women to bear and nurture children regardless of marital or social status. Within the family structure, the mother plays a central role in shaping the values, behaviors, and communication patterns of family members. Often described as the "heart of the family," the mother is considered vital to sustaining family life; as Gunarsa explains, the mother is the focal point of a child's early development, while the father's role tends to be secondary, mainly providing moral support (Hutri, 2020).

The role of a housewife, as defined in KBBI, is shaped by the individual's social and cultural context and reflects the responsibilities associated with a woman's domestic and familial status. According to Kartono, housewives play several essential roles. As a wife, she provides emotional stability, companionship, affection, loyalty, and support to her husband. As a sexual partner, she maintains a healthy and harmonious marital relationship that is free from dysfunction. As a mother and educator, she creates a positive psychological environment that fosters a warm, secure, and nurturing atmosphere in the household. As a household manager, she organizes domestic affairs and divides responsibilities, typically with the husband as the breadwinner and the wife overseeing the household operations. These roles are seen as rooted in a woman's natural and biological functions, including pregnancy, breastfeeding, and nurturing, which form the core of her traditional domestic responsibilities.

## **3. Methodology**

### **A. Problem Approach**

The problem approach is a structured process used to solve research problems through predetermined stages to achieve the research objectives. This study employed a normative–empirical approach as a guideline to obtain data through direct observation. The empirical juridical approach is carried out by observing and interviewing parties directly related to the issues being examined to discover the relevant facts. The normative juridical approach involves examining library materials or secondary data, such as legislation, theories, and concepts related to the research topic. Thus, the normative–empirical legal approach (applied law research) focuses on analyzing how normative legal provisions, such as codifications, statutes, and contracts, are implemented and operate in real social and legal contexts (Abdulkadir, 2004).

### **B. Sources and Types of Data**

This research utilizes both primary and secondary data sources. Primary data refers to information obtained directly from respondents through field interviews, while secondary data consist of library materials, including primary, secondary, and tertiary legal sources. These materials helped support and strengthen the findings derived from the field research.

#### **1. Primary Data**



Primary data were collected directly from sources through on-site interviews with informants to gather the information required for the study. In this study, primary data were obtained through direct interviews with respondents in Bandar Lampung City.

## **2. Secondary Data**

Secondary data were gathered through library research, involving the study of books, literature, notes, and other documents relevant to the research problem. This includes primary legal materials, such as national legislation; secondary legal materials, such as academic writings and commentaries; and tertiary legal materials, such as dictionaries and encyclopedias.

- **Primary Legal Materials**

- (1) Law No. 1 of 1946 on Criminal Law Regulations
- (2) Law No. 1 of 2023 on the Penal Code;
- (3) Law No. 8 of 1981 on Criminal Procedure Law;
- (4) Law No. 39 of 1999 on Human Rights.

- **Secondary Legal Materials:**

These include draft laws, literature, academic books, and scientific works that explain the primary legal materials.

- **Tertiary Legal Materials:**

These materials provide clarification of primary and secondary sources, such as the Indonesian Dictionary, legal dictionaries, and encyclopedias.

## **C. Determination of Informants**

Informants are individuals who provide clear information and serve as data sources. To support this research, several informants were selected to explain the legal issues under study. The informants included one investigator from the Lampung Provincial National Narcotics Agency (BNN), one head of the eradication division of the same institution, and one academic from the Criminal Law Department at the University of Lampung, making a total of three informants.

## **D. Procedures for Data Collection and Processing**

### **1. Data Collection Procedures**

Data for this research were collected through library and field studies. Library research involved gathering and examining literature, such as laws, journals, and textbooks, to provide conceptual guidance for the analyses. The field research consisted of direct observations to obtain objective data and interviews using open-ended questions with individuals connected to the research topic. Interviews were conducted in a directed manner to obtain factual information, personal perspectives, and relevant opinions from the participants. This method is effective because it allows researchers to interact directly with respondents and follow the natural flow of conversation while focusing on the essential topics.

### **2. Data Processing Procedures**

Data processing involves the organization and analysis of all collected information. This includes identifying data to ensure accuracy and relevance, classifying it according to pre-determined categories, and systematizing it to form coherent and interconnected explanations. These steps make the data easier to interpret and integrate into research findings (Soerjano, 2007).

## **E. Data Analysis**

Data analysis aims to answer the questions formulated in the research problem and interpret the findings of the study. It involves organizing data into meaningful patterns, categories, and descriptions to formulate hypotheses and generate valid conclusions. The analysis was carried out descriptively by systematically describing the data according to their classification. As stated by Soekanto, descriptive research seeks to present data as accurately as possible regarding people, conditions, or phenomena to reinforce existing theories or contribute to new theoretical developments. The final conclusions were drawn using an inductive method, starting from concrete findings in the field and then formulating general conclusions relevant to the research topic.

## **4. Results and discussion**



### **A. Efforts to Prevent and Overcome the Circulation of Narcotics Carried Out by Housewives as Narcotics Dealers**

The circulation of narcotics in Indonesia has become a serious social threat, affecting all levels of society, including housewives, who are increasingly being recruited as drug couriers or distributors. Many are targeted by drug networks because they appear less suspicious and are often vulnerable due to economic pressure, limited legal awareness, and weak social support. This phenomenon reflects a worrying shift in family roles and highlights the need for comprehensive efforts to prevent and combat narcotics crime (Milda, 2022).

Efforts to address this issue involve both penal and non-penal strategies. Non-penal measures emphasize preventive actions, such as legal education, community-based awareness programs, and women's economic empowerment. Activities conducted through PKK groups, religious gatherings, and local community centers aim to raise awareness among housewives of the dangers of narcotics. Economic empowerment programs, such as vocational training, small business financing, and skills development, seek to reduce the financial vulnerability that often pushes women into drug distribution. These efforts align with the provisions of Articles 104–108 of Law No. 35/2009, which grants society broad rights and responsibilities to participate in preventing and combating drug trafficking (Barda, 2014).

Community involvement is considered crucial, as highlighted by scholars such as Barda Nawawi Arief and Muladi, who emphasize that crime prevention must include social, economic, and cultural approaches. BNN has implemented the P4GN program (Prevention and Eradication of Drug Abuse and Illicit Trafficking), which includes community education, digital campaigns, collaborative programs with PKK and religious groups, and the establishment of community-based watchdog units such as Desa Bersinar. Strengthening family roles, improving social control, and integrating religious and local values are central to these initiatives (Supartin, 2021).

Penal measures are necessary to provide deterrence and uphold legal certainty. Housewives involved in narcotics distribution can face severe penalties under Law No. 35/2009, particularly Article 114, which regulates sanctions for selling or distributing narcotics. Law enforcement actions include arrests, investigations, prosecutions, and imprisonments. However, courts and investigators often consider sociological factors, especially when housewives act under coercion or economic desperation. In such cases, restorative justice principles and rehabilitation may be applied. The BNN also exercises investigative authority under Articles 70 and 74 of the Narcotics Law, using tools such as controlled delivery and digital surveillance to dismantle networks while respecting the suspects' rights (Edi, 2011).

Overall, addressing the involvement of housewives in narcotics trafficking requires a balanced approach that combines firm penal enforcement with strong preventive and community-based non-penal strategies. Education, empowerment, and social support must accompany law enforcement to address the root causes of women's vulnerabilities. Effective prevention must originate at the family and community levels, positioning housewives not only as individuals at risk but also as key agents in building drug-resistant communities (Romli, 2001).

### **B. Inhibiting Factors in Efforts to Prevent and Overcome Narcotics Distribution Carried Out by Housewives as Narcotics Dealers**

The involvement of housewives in narcotics distribution presents a complex challenge for law enforcement and prevention efforts in Indonesia. Although housewives traditionally hold strategic roles within the family, various social, economic, and cultural pressures make them vulnerable to recruitment into narcotics networks. Prevention programs led by institutions such as the National Narcotics Agency (BNN) have not achieved optimal results due to structural and cultural obstacles that hinder effective community-level implementation. The gap between national policies and local realities highlights the difficulty of applying uniform antinarcotics initiatives to diverse social contexts (Sang Putu, 2023).

A major barrier lies within the legal framework. While Law No. 35 of 2009 provides strict provisions for narcotics crimes, it lacks sensitivity toward vulnerable groups, such as housewives, who often act under coercion or manipulation by family members. Both practitioners and scholars have pointed out



that law enforcement still tends to rely on rigid legal-formal approaches, with minimal consideration of gender dynamics and domestic power relations. Consequently, many women who merely function as couriers or are victims of household pressure receive severe punishments without adequate recognition of their sociological circumstances (Karnadi, 2021). Challenges also arise in the law enforcement sector. Investigators and prosecutors frequently prioritize formal evidence over social context, partly due to heavy caseloads, insufficient training, and the absence of specific guidelines for handling vulnerable female offenders. Limited coordination with social support institutions further restricts the ability to provide psychological, legal and protective assistance during investigations. This results in proceedings that are technically correct but substantively insufficient to achieve justice for housewives, who are often victims rather than autonomous offenders (Nola, 2023).

Insufficient facilities and infrastructure intensify this problem. Many regions lack adequate forensic tools, rehabilitation centers, digital investigation technologies, and trained counselors to support holistic intervention. Prevention programs often remain centered in urban areas, leaving rural housewives without access to education or economic empowerment initiatives that could safeguard them from exploitation and abuse. Without investments in modern investigative tools and social support systems, the law enforcement process remains reactive and limited in its scope (Damar, 2019). From a community perspective, low legal literacy, economic dependency, and strong patriarchal norms restrict women's capacity to resist coercion or seek help. Many housewives become involved in narcotics distribution due to domestic pressure, fear of violence, or lack of alternatives. High social stigma against female offenders further complicates their reintegration efforts. Simultaneously, a growing culture of narcotics consumption among youth contributes to a high demand that sustains the illicit market, making enforcement alone insufficient to curb the problem (Lukman, 2022).

Cultural factors deeply rooted in patriarchal traditions exacerbate the exploitation of housewives in narcotics networks. Social expectations that women must obey their husbands create opportunities for manipulation by family members and drug syndicates. In some communities, narcotics use has evolved into a normalized lifestyle practice, particularly among younger generations, diminishing the deterrent effect of legal sanctions. Addressing such cultural patterns requires strategies that go beyond punitive measures and focus on long-term transformations. Overall, the obstacles outlined by Soerjono Soekanto—legal norms, law enforcement capacity, supporting facilities, community conditions, and cultural factors—interact to shape the effectiveness of narcotics prevention efforts. In the case of housewives involved in narcotics distribution, these obstacles originate not only outside the legal system but also from its internal limitations, including insufficient contextual regulations, rigid enforcement practices, and cultural norms that constrain women's autonomy. Therefore, comprehensive solutions must integrate legal reform, institutional strengthening, community education, and cultural change to ensure more just and effective responses.

## **5. Conclusion**

### **5.1 Conclusion**

This study concludes that the prevention and mitigation of narcotics distribution involving housewives requires an integrated approach combining non-penal efforts, such as education, community participation, and empowerment, with penal measures targeting major drug networks. Housewives often become involved not out of criminal intent but due to domestic pressure or exploitation by partners. Strengthening legal awareness, providing economic alternatives, and ensuring protection for vulnerable groups are essential for achieving more humane and effective narcotics prevention.

### **5.2 Limitation**

This study is limited by its focus on specific regional conditions and does not cover the broader variations in narcotics cases across different provinces. The analysis is also constrained by limited access to gender-sensitive law enforcement data and a lack of direct field observations of rehabilitation facilities or investigative procedures.

### **5.3 Suggestion**



Future efforts should enhance gender-responsive support systems, including counseling, legal assistance, and psychosocial services, for vulnerable housewives. Community-based legal education must be strengthened to build a robust anti-narcotics culture. Further research should explore the experiences of housewives in different regions and evaluate the effectiveness of integrated preventive programs.

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