

# Coordination Between the Indonesian Food and Drug Authority Regional Office in Palangka Raya and J&T Express Palangka Raya in Tackling the Distribution of Frequently Misused Certain Drugs in Central Kalimantan

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## Abstract

This paper aims to explain the coordination process between the Indonesian Food and Drug Authority Regional Office in Palangka Raya (BBPOM Palangka Raya) and J&T Express Palangka Raya in tackling the distribution of Certain Drugs Frequently Misused (Obat-Obat Tertentu/OOT) in Central Kalimantan, as well as to conduct a SWOT analysis of the coordination. The findings indicate that the coordination between BBPOM Palangka Raya and J&T Express Palangka Raya was initiated through the activity titled "Strengthening Cooperation between BBPOM Palangka Raya, ASPERINDO, and Courier Service Companies," held on September 12, 2022. Throughout 2023, BBPOM Palangka Raya and J&T Express Palangka Raya collaborated in seizing and opening packages suspected of containing OOT to obtain information regarding the types of products and the identities of the senders and recipients. Laboratory tests were also conducted to verify the OOT products' contents in these parcels. The coordination represents a form of vertical coordination, influenced by mutual awareness, effective communication, clear division of tasks, and discipline. Although the coordination has strengthened oversight, BBPOM Palangka Raya remains dependent on the Directorate of Food and Drug Intelligence of BPOM for information regarding the shipment of packages containing OOT. This coordination also presents opportunities for public outreach and training for other courier service companies and the development of a technology-based monitoring system. However, the distribution of OOT may evolve into more complex and less detectable methods. Furthermore, budget efficiency policies may challenge BBPOM Palangka Raya in effectively coordinating with J&T Express Palangka Raya.

## 1. Introduction

Crime is a phenomenon frequently encountered in everyday life. It can even be said that crime is an inherent feature of social life. As stated by Durkheim, in Mustofa (2010), crime is normal because no society is without crime (p. 24). Jurdi (2018) explains that crime can be defined juridically and sociologically. From a juridical perspective, crime refers to actions or behaviors that violate the law. Meanwhile, from a sociological standpoint, crime constitutes actions or behaviors that harm the victim and cause societal damage by disrupting balance, peace, and order (p. 230). Crime can manifest in various forms, including crime related to drugs and food products.

In 2022, the Indonesian Food and Drug Authority (Badan Pengawas Obat dan Makanan/BPOM) identified 1,077 cases of illegal drug products, 1,541 cases of illegal cosmetic products, 777 cases of illegal traditional medicines, 445 cases of illegal processed food products, and 61 cases of illegal health supplements across Indonesia (Manaya, 2023). The threat of drug and food-related crimes is a matter of serious concern for BPOM. BPOM itself is a non-ministerial government agency responsible for supervising drugs and food. It operates under the authority of the President and reports its responsibilities to the President through the Minister of Health (Dewata & Danhas, 2021, p. 241). For BPOM, drug and food-related crimes are not only detrimental to public health, but also to the national economy due to the loss of tax and import duty revenues, as well as the decreased competitiveness of businesses. Moreover, if left unaddressed, drug and food-related crimes can pose threats to public security and order, including national resilience (Center for Drug and Food Data and Information, 2017). Penny K. Lukito, who served as the Head of BPOM from 2016 to 2023, even categorized such crimes as crimes against humanity (Ulya & Prabowo, 2022).

In carrying out its duties, BPOM is supported by several regional offices, one of which is the Indonesian Food and Drug Authority Regional Office in Palangka Raya (Balai Besar Pengawas Obat dan Makanan di Palangka Raya/BBPOM Palangka Raya). The jurisdiction of BBPOM Palangka Raya covers one city and nine regencies, namely: (1) Palangka Raya City, (2) Pulang Pisau Regency, (3) Kapuas Regency, (4) East Kotawaringin Regency, (5) Katingan Regency, (6) Murung Raya Regency, (7) North Barito Regency, (8) East Barito Regency, (9) South Barito Regency, and (10) Gunung Mas Regency (BBPOM Palangka Raya, 2023t, p. 14-15). BBPOM Palangka Raya, particularly the Law Enforcement Team (Kelompok Substansi Penindakan), also performs intelligence functions related to drug and food-related crimes. As cited in Permata, Wardoyo, and Tairas (2023), McDowell describes intelligence as a broad problem-solving process involving data collection and analysis, interpretation, and speculative reflection on future developments, patterns, threats, risks, and opportunities (p. 390). Meanwhile, according to Lowenthal, as cited in Kamiński (2019), intelligence encompasses: (1) the process of requesting, collecting, analyzing, and delivering specific types of information important to national security to policymakers; (2) the products resulting from that process; (3) the protection of the process and information through counterintelligence activities; and (4) the execution of operations as requested by duly authorized authorities (p. 83). When intelligence is described as supporting government or state decision-makers, it can be said that intelligence practices focus on threats perceived as dangerous to the state (Newbery & Kaunert, 2023, p. 782).

One of the major issues related to drug and food-related crime faced by BBPOM Palangka Raya is the distribution of Certain Drugs Frequently Misused (Obat-Obat Tertentu/OOT). According to Article 1 of BPOM Regulation Number 10 of 2019 concerning Guidelines for the Management of Certain Drugs Frequently Misused, OOT refers to “drugs that act on the central nervous system, excluding narcotics and psychotropics, which, when used above therapeutic doses, may cause dependence and distinct changes in mental activity and behavior.” Article 2 of the same regulation lists OOT as including drugs or pharmaceutical substances containing: (1) tramadol, (2) trihexyphenidyl, (3) chlorpromazine, (4) amitriptyline, (5) haloperidol, and (6) dextromethorphan.

According to the investigation progress report of BBPOM Palangka Raya for the 2020–2023 period, of the 22 drug and food-related crime cases processed by Civil Servant Investigators (Penyidik Pegawai Negeri Sipil/PPNS) of the Law Enforcement Team to the pro justitia stage, 17 cases (77.2%) involved the distribution of OOT. Based on the report data, two types of violations involving OOT were brought to the pro justitia stage by BBPOM Palangka Raya: (1) distribution of illegal OOT; and (2) distribution of legal OOT but carried out without proper expertise and authority (BBPOM Palangka Raya, 2021; 2022b; 2023r; 2023s). These violations are regulated under Law of the Republic of Indonesia Number 17 of 2023 concerning Health, particularly Article 138, which prohibits the distribution of pharmaceutical products that do not meet standards and/or requirements for safety, efficacy/usefulness, and quality; and Article 145, which states that “pharmaceutical practices must be carried out by pharmaceutical personnel in accordance with the provisions of the legislation.” The investigation progress report also indicates that 10 out of 17 OOT distribution cases (58.8%) utilized the J&T Express courier service to distribute OOT (BBPOM Palangka Raya, 2021; 2022b; 2023r; 2023s).

The misuse of OOT poses serious health risks. If OOT is consumed in doses exceeding therapeutic levels and without medical supervision, it may lead to addiction. The dangers of OOT misuse are comparable to those of narcotics and psychotropics, as OOT affects the central nervous system and can cause significant changes in mental and behavioral conditions (Naila, 2023). Given the risks of OOT misuse

and the widespread distribution of OOT in BBPOM Palangka Raya's jurisdiction—especially via J&T Express services—this paper aims to examine the coordination efforts between BBPOM Palangka Raya, particularly its Law Enforcement Team, and J&T Express Palangka Raya in tackling the distribution of OOT. This study is limited to the 2022–2023 period. The purpose of this paper is to explain the coordination process between BBPOM Palangka Raya and J&T Express Palangka Raya in tackling OOT distribution in Central Kalimantan, and to conduct a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis of this coordination.

## **2. Literature Review**

### **2.1. Intelligence Theory**

According to Prunckun (2015), the term intelligence may refer to (1) the act or process of generating knowledge; (2) the body of knowledge produced; (3) an organization that operates in the field of knowledge, such as an intelligence agency; and (4) the reports and briefings resulting from the process or organization. In this context, intelligence refers to insight, or in other words, the ability to reduce uncertainty. Insight enables individuals to make informed decisions that allow them to exert control over unknown variables. As a process, intelligence involves a series of procedures or steps traditionally referred to as the intelligence cycle. In recent years, the term intelligence process has gained more popularity. This process is initiated by decision-makers who raise questions or seek recommendations. This stage is known as the intelligence requirement. The requirement is then forwarded to the intelligence agency, which begins the cycle (p. 34-35). The intelligence process consists of seven steps, with the first five focusing on converting raw data into intelligence: (1) direction setting; (2) information collection; (3) data collation; (4) data manipulation and processing; and (5) data analysis. The resulting intelligence is then addressed through two steps: (6) report writing; and (7) dissemination to decision-makers, who will provide feedback. Depending on the initial needs, one cycle may be sufficient to complete a project and provide the required insight. However, additional data may need to be collected in practice, prompting a new cycle. Alternatively, the process may involve multiple concurrent tasks that revisit previous steps (Prunckun, 2015, p. 35-36).

### **2.2. Coordination Theory**

Winardi, as cited in Alfiandri, Akbar, and Ikhsan (2019), defines coordination as linking individuals and groups' activities to achieve a common goal (p. 141). According to Syafiie, as cited in Asri B. and Fatahilah (2019), coordination can take three forms:

1. Horizontal coordination: Harmonizing cooperation among institutions at the same level.
2. Vertical coordination: Harmonizing cooperation between higher-level and lower-level institutions.
3. Functional coordination: Harmonizing cooperation between institutions that share the same functional tasks (p. 64).

Hasibuan, as cited in Setiawati (2018), explains that four key factors influence coordination:

1. Unity of action  
Achieving good coordination requires each organization member to be aware of and aligned with collective objectives. Leaders must structure individual activities to ensure harmony and enable the timely realization of outcomes.
2. Communication  
Coordination is closely tied to communication, as effective communication is essential for coordinating organizational units. Communication increases participation and enables leaders to assign tasks clearly. It can be understood as an effort to change others' attitudes or behavior by transmitting information, ideas, or messages.
3. Division of labor  
An organization exists to achieve collective goals; thus, division of labor is a foundational principle. Effective division of labor involves assigning tasks and responsibilities to ensure each member is accountable for a specific and limited range of activities.

#### 4. Discipline

Work discipline is a managerial tool to guide employees toward behavioral change and enhance awareness and willingness to follow organizational rules and social norms. Leaders are expected to apply positive discipline—enforcing rules through internalized awareness. If leaders fail to discipline themselves, they will be unable to do so effectively for others. Discipline is crucial to achieving organizational goals and is a decisive prerequisite for success (p. 7-8).

### 2.3. Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis

According to Gürel and Tat (2017), SWOT analysis—an acronym for Strengths, Weaknesses, Opportunities, and Threats—is used in strategic planning and management within organizations. This framework helps in designing organizational and competitive strategies. SWOT analysis is a strategic planning instrument used to evaluate an organization, plan, project, or business activity. Thus, SWOT is an essential tool for situational analysis that helps managers identify internal and external factors (p. 995). Kumar (2017) states that an effective strategy leverages strengths to exploit opportunities and mitigates threats by minimizing weaknesses (p. 88). Below are the definitions of each SWOT component as presented by Gürel and Tat (2017):

#### 1. Strengths

Strengths add value and make an entity more distinctive and advantageous than others. These are positive, beneficial, and creative attributes. Before responding to problems or opportunities, an organization must understand its internal potential and what sets it apart from competitors. Possessing strengths is crucial for exploiting external opportunities and confronting threats.

#### 2. Weaknesses

Weaknesses are deficiencies or limitations that hinder performance. These are negative and disadvantageous traits. Just as it is vital to recognize strengths, it is equally important to acknowledge weaknesses, as strategies cannot be built upon them. Addressing weaknesses is essential to avoid long-term strategic challenges.

#### 3. Opportunities

Opportunities are favorable conditions that facilitate the undertaking of specific actions. They represent positive and advantageous situations. For organizations, opportunities are moments or conditions the environment presents that help them achieve their objectives.

#### 4. Threats

Threats are unfavorable or harmful conditions that pose challenges to organizational activities. They are negative elements that must be avoided, as they can hinder achieving goals and cause irreparable harm to the organization (p. 997-998).

### 3. Methodology

To support this study, the author collected secondary data. According to Collins (2019), secondary data refers to data that is not directly or specifically collected by the user and is often obtained under conditions unknown to the user (p. 126). The type of secondary data used in this study is documentary. Collins (2019) explains that documentary sources can be written or non-written. Examples of written documentary sources include journals, books, newspapers, commercial sources such as databases, diaries/memoirs, and communications like emails, letters, memos, websites, reports, meeting minutes, and interview transcripts. Meanwhile, non-written sources include television and radio broadcasts, audio and video recordings, and images (p. 127). The author utilized written documentary sources, such as relevant reports and minutes. After collecting all the required secondary data, the author conducted an analysis, which is presented in descriptive form. Finally, the author draws conclusions to demonstrate that the analysis aligns with the objectives of this paper.

#### 4. Result and Discussion

The coordination between BBPOM Palangka Raya, particularly the Law Enforcement Team, and J&T Express Palangka Raya in tackling the distribution of OOT was initiated through the event titled “Strengthening Cooperation between BBPOM Palangka Raya and ASPERINDO and Courier Service Companies,” held at the BBPOM Palangka Raya office on September 12, 2022. This event was organized as a preventive measure to combat drug and food-related crimes. Through this event, participants from the Indonesian Express Delivery Companies Association (Asosiasi Perusahaan Jasa Pengiriman Ekspres Indonesia/ASPERINDO) Central Kalimantan Regional Executive Board, and courier service companies in Central Kalimantan were expected to enhance their awareness of drug and food-related crimes and to strengthen synergistic relations with BBPOM Palangka Raya, particularly in reporting suspected deliveries of illegal drugs and food products. Consequently, the outcomes of this event were anticipated to contribute to optimizing the enforcement of drug and food safety regulations (BBPOM Palangka Raya, 2022a). The event was attended by 19 representatives from ASPERINDO and courier service companies, detailed as follows.

Table 1. Table of Number of Attendees

No	Institution/Company	Number of Attendees
1.	ASPERINDO Central Kalimantan Regional Executive Board	2 persons
2.	GED	1 person
3.	BAM Cargo	1 person
4.	JNE	1 person
5.	My Trans	1 person
6.	MCA Logistik	1 person
7.	TIKI	1 person
8.	NCS	1 person
9.	J&T Express	1 person
10.	MSI Freight	1 person
11.	PCP Express	1 person
12.	Lion Parcel	1 person
13.	Antariksa	1 person
14.	SAP Express	1 person
15.	TMA	1 person
16.	Anteraja	1 person
17.	SiCepat	1 person
18.	Ninja Xpress	1 person
19.	PT. Pos Indonesia	1 person

Source: BBPOM Palangka Raya (2022a)

The event was opened by the Head of BBPOM Palangka Raya and continued with presentations from two speakers from the PPNS of the BBPOM Palangka Raya Law Enforcement Team. The first presentation introduced drug and food regulations, including definitions, requirements, and categories of pharmaceuticals, traditional medicines, cosmetics, food products, and health supplements. Various forms of drug and food violations were also elaborated upon. The second presentation focused on the cooperation between BPOM and ASPERINDO in preventing and enforcing regulations against drug and food-related crimes. It covered the vision, mission, functions, and roles of BPOM, as well as the memorandum of understanding between BPOM and ASPERINDO and its implementation. Following the presentations, a Q&A and sharing session was held where participants shared their experiences reporting suspected illegal drug and food product deliveries (BBPOM Palangka Raya, 2022a).

Following the event, BBPOM Palangka Raya held multiple coordination meetings with J&T Express Palangka Raya throughout 2023 to address the distribution of OOT products. These meetings occurred on July 12, July 17, August 8, August 15, August 21, and September 25, 2023. As a result of these collaborations, the Law Enforcement Team officers from BBPOM Palangka Raya secured and destroyed 19 OOT packages intended for distribution in Central Kalimantan. Among these, 18 packages (94.7%) contained illegal OOT products, while one package (5.3%) involved distributing OOT products without proper expertise and authority. Of these, 18 packages (94.7%) originated from Jakarta, and one (5.3%) from Tangerang. Fourteen packages (73.7%) were destined for Buntok, South Barito Regency, and the remaining five were headed to Pasir Putih, East Kotawaringin Regency (5.3%), Palangka Raya City (5.3%), Kuala Kurun, Gunung

Mas Regency (5.3%), Kuala Kapuas, Kapuas Regency (5.3%), and Tumbang Samba, Katingan Regency (5.3%) (BBPOM Palangka Raya, 2023a; 2023b; 2023c; 2023d; 2023e; 2023f; 2023g; 2023h; 2023i; 2023j; 2023k; 2023l; 2023m; 2023n; 2023o; 2023p; 2023q).

From the above description, it is evident that the coordination between BBPOM Palangka Raya and J&T Express Palangka Raya constitutes a form of intelligence activity aimed at preventing drug and food-related crimes, particularly the distribution of illegal OOT products and those distributed without proper expertise and authority. The Law Enforcement Team of BBPOM Palangka Raya also conducted profiling of the senders and recipients of the intercepted packages for further analysis and follow-up actions. According to the author, this coordination aligns with the stages of the intelligence process as outlined by Prunckun (2015):

1. Direction Setting

In this stage, the Leader of the BBPOM Palangka Raya Law Enforcement Team determined the necessity of coordinating with ASPERINDO and courier companies in Central Kalimantan to optimize legal enforcement against drug and food-related crimes, particularly the distribution of illegal OOT products and those distributed without proper expertise and authority. Hence, BBPOM Palangka Raya organized the “Strengthening Cooperation” event on September 12, 2022, to raise awareness and strengthen synergies in reporting suspected illegal drug and food deliveries.

2. Information Collection

This stage involved gathering data and facts about OOT-containing packages at the J&T Express Palangka Raya warehouse. Officers of the BBPOM Palangka Raya Law Enforcement Team opened the intercepted packages to identify the types of OOT products and the identities of senders and recipients. Laboratory tests were also conducted to analyze the contents of the OOT products. This stage was critical to effective coordination between BBPOM Palangka Raya and J&T Express Palangka Raya.

3. Data Collation

The BBPOM Palangka Raya Law Enforcement Team officers combined and organized all the collected data for further analysis. This included aligning lab test results with information on the intercepted packages.

4. Data manipulation and processing

All the information was formatted into data tables for easier analysis.

5. Data analysis

Officers of the BBPOM Palangka Raya Law Enforcement Team analyzed the data, identifying patterns such as similarities in sender identities—e.g., the use of underscores and numbers in names—as well as similarities in origin and destination addresses (most originating from Jakarta and destined for Buntok).

6. Report writing

Officers of the BBPOM Palangka Raya Law Enforcement Team prepared intelligence reports detailing the information gathered and the analytical findings. These reports were then entered into BPOM’s intelligence application.

7. Dissemination to decision-makers

Reports were presented to the Leader of the BBPOM Palangka Raya Law Enforcement Team and the Head of BBPOM Palangka Raya for feedback. Feedback might include directives to increase public awareness campaigns in Buntok on the dangers and legal consequences of distributing OOT products.

According to the three types of coordination proposed by Syafiie, in Asri B. and Fatahilah (2019), the author classifies the coordination between BBPOM Palangka Raya and J&T Express Palangka Raya as vertical coordination. This is due to the different levels of authority: BBPOM Palangka Raya is a government regulatory body, while J&T Express Palangka Raya is a private enterprise. BBPOM Palangka Raya has the authority to implement policies affecting J&T Express Palangka Raya in accordance with applicable drug and food regulations. The author argues that this coordination is influenced by four factors outlined by Hasibuan in Setiawati (2018):

1. Unity of action

Both BBPOM Palangka Raya and J&T Express Palangka Raya share a common understanding that drug and food-related crimes, especially the distribution of OOT, pose serious threats. This shared awareness drives their collaborative efforts, including agreement on coordination schedules.

2. 2Communication

Effective communication exists between both parties. When the Directorate of Food and Drug Intelligence of BPOM issues alerts about suspicious packages, BBPOM Palangka Raya can swiftly communicate with J&T Express to detain them, and the latter responds promptly.

3. Division of labor

Roles are clearly defined: J&T Express Palangka Raya is responsible for detaining suspicious packages upon BBPOM Palangka Raya's request. BBPOM Palangka Raya, in turn, inspects, segregates, and destroys the contents while J&T Express witnesses and signs off on these procedures.

4. Discipline

Both organizations demonstrate discipline in fulfilling their duties, maintaining meeting punctuality, and ensuring commitments are upheld. The Leader of the BBPOM Palangka Raya Law Enforcement Team and the Manager of J&T Express Palangka Raya play pivotal roles in ensuring discipline among their respective subordinates.

The author also recommends conducting a SWOT analysis of this coordination for performance evaluation:

1. Strengths

The coordination strengthens surveillance and prevents the distribution of illegal OOT products and those distributed without proper expertise and authority in Central Kalimantan.

2. Weaknesses

BBPOM Palangka Raya relies heavily on the BPOM Directorate of Food and Drug Intelligence for initial information. Without these alerts, packages would not be intercepted.

3. Opportunities

The effective coordination can serve as a model for training other courier companies in Central Kalimantan. There is also potential to implement AI-based surveillance systems to detect OOT products delivery patterns.

4. Threats

Perpetrators may develop more sophisticated methods to evade detection. Additionally, budget efficiency policies may limit BBPOM Palangka Raya's ability to maintain effective coordination with J&T Express Palangka Raya

## 5. Conclusion

The coordination between the BBPOM Palangka Raya and J&T Express Palangka Raya began with the directive set by the Leader of the BBPOM Palangka Raya Law Enforcement Team, who recognized the need to establish coordination with ASPERINDO and courier service companies in Central Kalimantan. This was aimed at optimizing legal enforcement efforts against drug and food-related crimes, particularly the distribution of illegal OOT products and those distributed without proper expertise and authority. Accordingly, BBPOM Palangka Raya organized the "Strengthening Cooperation between BBPOM Palangka Raya and ASPERINDO and Courier Service Companies" event on September 12, 2022. The event sought to raise participants' awareness about drug and food-related crimes and strengthen synergistic relationships in reporting package deliveries suspected of containing items violating prevailing legal regulations.

Throughout 2023, BBPOM Palangka Raya, particularly the Law Enforcement Team, coordinated with J&T Express Palangka Raya to detain and inspect packages containing OOT products. This collaboration aimed to obtain information on the types of OOT products being distributed and the identities of the senders and recipients. The BBPOM Palangka Raya officers also conducted laboratory testing on the OOT products found in the packages to verify their contents. All information obtained through this coordination

was analyzed and served as the basis for further actions, such as increasing public education on the dangers of OOT misuse and the associated criminal penalties for distributors.

BBPOM Palangka Raya and J&T Express Palangka Raya can be classified as vertical coordination. BBPOM Palangka Raya is a government agency authorized to supervise drugs and food products in Central Kalimantan. At the same time, J&T Express is a private company. This difference in authority levels allows BBPOM Palangka Raya to enforce specific drug and food supervision policies upon J&T Express in accordance with existing regulations. Therefore, the coordination reflects a hierarchical relationship between a public authority and a private enterprise. Several factors influenced this coordination: (1) a shared awareness that the distribution of illegal OOT products, as well as those distributed without proper expertise and authority, poses a serious threat, thereby prompting unified actions; (2) effective communication between both parties; (3) clear division of roles and responsibilities; and (4) discipline in task execution by both BBPOM Palangka Raya and J&T Express Palangka Raya.

Such coordination strengthens the supervision of OOT distribution. However, BBPOM Palangka Raya relies heavily on the Directorate of Food and Drug Intelligence of BPOM to obtain information about suspicious packages. Despite this dependency, the effective collaboration between BBPOM Palangka Raya and J&T Express Palangka Raya opens opportunities for cooperation in conducting outreach and training for other courier companies in Central Kalimantan to establish effective vertical coordination. Furthermore, there is potential to enhance surveillance systems through technology capable of detecting OOT shipment patterns based on the data collected and analyzed. Nevertheless, it is important to anticipate that perpetrators may adopt more complex and less detectable methods of sending OOT packages to Central Kalimantan. Additionally, government budget efficiency policies may constrain BBPOM Palangka Raya in maintaining effective coordination with J&T Express Palangka Raya to tackle the distribution of OOT products.

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