

The Role of Crisis Leadership to Organizational Resilience of National Narcotics Board Republic of Indonesia (BNN RI) in the VUCA Era

Wawan Kurniawan Aziz^{1*}, Maria Puspitasari²
Universitas Indonesia

Corresponding Author: Wawan Kurniawan Aziz wawan.kurniawan32@ui.ac.id

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ABSTRACT

Crisis leadership plays a vital role in addressing organizational challenges, especially in the context of VUCA (Volatility, Uncertainty, Complexity, and Ambiguity). The National Narcotics Board Republic of Indonesia (BNN RI) faces significant threats to its existence, including the proposed dissolution by The House of Representatives Republic of Indonesia (DPR RI) Commission III in 2019 and a performance evaluation by President Joko Widodo in 2023. This article aims to analyze the influence of crisis leadership on the organizational resilience of BNN RI through a literature review approach. The findings reveal that effective crisis leadership can enhance organizational resilience through adaptive decision-making, clear communication, and stakeholder collaboration. This study offers strategic recommendations to strengthen the role of crisis leadership in improving organizational resilience.

INTRODUCTION

The National Narcotics Board Republic of Indonesia (BNN RI) is a state institution responsible for implementing the Prevention and Eradication of Drug Abuse and Illicit Trafficking (P4GN) program. Since its establishment, BNN RI has been at the forefront of efforts to combat the ever-evolving narcotics threat in Indonesia. However, the agency faces various internal and external challenges that are increasingly complex and dynamic. These challenges are not only operational, such as the emergence of New Psychoactive Substances (NPS) – new types of narcotics not yet listed in international and national narcotics schedules, which have exceeded 1,000 types in the past decade – but also political and social pressures that threaten the institution's sustainability.

One of the significant challenges faced by BNN RI is the issue of public trust. In 2019, the House of Representatives Commission III raised the idea of dissolving BNN RI in response to what was perceived as its unsatisfactory performance (CNN Indonesia, 2019). The agency was even criticized as merely a "parking lot" for mid-ranking police officers (PAMEN) who lacked positions in the National Police (POLRI). This criticism highlights the immense pressure on BNN RI not only to improve its operational effectiveness but also to enhance public perception of the institution.

On the other hand, in September 2023, President Joko Widodo held a closed meeting to evaluate BNN RI's performance, particularly in addressing the increasingly complex narcotics threat (Sekretariat Presiden, 2023). Public attention on this issue intensified when a video circulated on social media showing several women entering a suspected drug den in Payo Sigadung, Jambi City, on July 22, 2023. In the four-minute video, a middle-aged woman angrily displayed a cardboard box containing items allegedly related to narcotics activities. The women even ransacked and discarded methamphetamine smoking equipment into the yard, expressing their frustration over alleged negligence by authorities in allowing illegal activities to persist (Tribun Medan, 2023). This incident reflects the dual challenge faced by BNN RI – not only must it tackle drug-related problems on the ground, but it is also required to respond to political and public expectations regarding the effectiveness and efficiency of its anti-narcotics efforts.

If these issues are not managed properly, the potential for crisis will increase, especially within the strategic environment often described using the VUCA framework (Volatility, Uncertainty, Complexity, and Ambiguity). In general, many agree that organizations today increasingly operate in highly dynamic VUCA conditions (Zhang-Zhang et al., 2022). VUCA conditions complicate long-term planning and demand that organizations like BNN RI become more adaptive, responsive, and innovative in carrying out their duties.

The global narcotics landscape presents significant challenges for BNN RI, including volatility due to the rapid emergence of over 1,000 types of New Psychoactive Substances (NPS) in a short period. Each substance has unique characteristics in terms of chemistry, effects, and distribution, forcing BNN RI to continuously adapt its policies, technology, and handling strategies. Political and social uncertainty further adds pressure, such as the 2019 dissolution discourse

from the House of Representatives Commission III, which affected organizational stability, as well as the 2023 performance evaluation by President Joko Widodo, which heightened public scrutiny. The complexity of international drug networks, involving cross-border actors, advanced technology, and constantly evolving modus operandi, requires BNN RI to strengthen international cooperation, despite limitations in resources and authority. Additionally, ambiguity regarding the legalization of certain narcotics, such as medical cannabis and kratom, further complicates BNN RI's position and long-term strategic planning while influencing public trust in the agency.

In facing pressure within a VUCA environment, the crisis leadership approach becomes crucial. According to Duchek (2020), crisis leadership is key to building organizational resilience. An effective crisis leader can integrate collaboration and innovation to create stability and ensure the institution's sustainability.

The successful implementation of crisis leadership relies on a deep understanding of crisis dynamics. Fink (2013) explains that crises can be analogized to a disease progression consisting of four stages: prodromal stage (early symptoms), acute stage (critical phase), chronic stage (recovery period), and resolution stage (resolution). An ideal crisis leader must accurately diagnose the situation, assemble expert teams to develop data-driven solutions and monitoring systems, and implement effective strategies to manage the crisis's impact.

In this context, an organization's ability to adapt to challenges and turn them into opportunities, as proposed by Lengnick-Hall et al. (2011), becomes a crucial element in building organizational resilience. Therefore, this study focuses on analyzing the role of crisis leadership in organizational resilience at BNN RI, providing strategic recommendations to strengthen the institution's capacity in the VUCA era.

LITERATURE REVIEW

This literature review utilizes various relevant concepts to understand the role of crisis leadership in building organizational resilience, particularly in the context of a VUCA environment. Duchek (2020) defines crisis leadership as a leader's ability to respond adaptively to crisis dynamics through collaboration and innovation. This ability is a key element in developing organizational resilience. According to Lengnick-Hall et al. (2011), organizational resilience encompasses an organization's capacity to respond to challenges by managing resources, enhancing cross-sector collaboration, and adapting policies. In a VUCA environment, crises are often unpredictable, requiring leaders to be flexible in making decisions based on available data and information.

Fink (2013) outlines that crises follow a cycle consisting of four main stages: the prodromal stage (early warning signs), the acute stage (critical phase), the chronic stage (recovery phase), and the resolution stage (final resolution). This model is relevant in the context of Indonesia's National Narcotics Agency (BNN RI), which faces various pressures, such as the threat of dissolution, government performance evaluations, and challenges arising from the emergence of New Psychoactive Substances (NPS).

Zhang-Zhang et al. (2022) explain that the VUCA environment requires organizations to operate under high uncertainty and rapidly changing dynamics. In this context, volatility reflects the ever-changing nature of the narcotics environment, including the emergence of more than 1,000 types of NPS. Uncertainty stems from political pressures, such as the proposed dissolution of BNN RI by the Indonesian House of Representatives (DPR RI) in 2019 and performance evaluations in 2023. Complexity involves international narcotics networks with evolving modus operandi, while ambiguity arises from debates on the legalization of certain narcotics, such as medical cannabis and kratom, which create policy uncertainty.

Research Collins et al. (2023) indicates that crisis leadership is crucial for public organizations facing high stakeholder expectations. Crisis leaders must be able to establish strategic collaboration at both national and international levels to ensure organizational sustainability amid political and social pressures.

METHODOLOGY

This study employs a literature review approach, allowing the researcher to explore, analyze, and interpret various sources, including books, academic articles, government reports, and other relevant publications, in a systematic and descriptive manner. According to M. Nazir in his book *Metode Penelitian*, a literature review is a research method that involves collecting and examining information from existing studies related to the topic being discussed (Nazir, 1988). This method is essential in building a strong theoretical foundation, identifying knowledge gaps, and synthesizing insights from previous research.

By reviewing a wide range of sources, this approach enables the researcher to understand different perspectives, compare findings, and construct a well-rounded argument. The literature review also helps in establishing connections between theories, identifying trends, and recognizing key debates within the field. Furthermore, it allows for a critical evaluation of existing studies, highlighting their contributions, limitations, and implications for future research.

In the context of this study, the literature review serves as a crucial tool for understanding crisis leadership and organizational resilience, particularly in the volatile and uncertain environment faced by BNN RI. By analyzing scholarly works, policy documents, and empirical studies, this method provides a comprehensive overview of the challenges and strategies in narcotics enforcement. Additionally, the integration of various perspectives ensures a more nuanced and well-informed discussion, contributing to the development of relevant recommendations and insights.

RESULT AND DISCUSSION

Crisis and Organizational Resilience of BNN RI in a VUCA Environment

The VUCA (Volatility, Uncertainty, Complexity, and Ambiguity) environment demands that organizations like the National Narcotics Board of Indonesia (BNN RI) continuously adapt to political pressures, public demands, and the increasing complexity of narcotics-related issues. The 2019 proposal by Commission III of the Indonesian House of Representatives (DPR RI) to dissolve BNN RI, along with President Joko Widodo's strict performance evaluation in

2023, underscores the need to abandon conventional approaches that are no longer relevant to today's challenges. In this context, crisis-responsive leadership becomes crucial. As stated by James, Wooten, & Dushek (2011) in Collins et al. (2023), crises are urgent, ambiguous, and high-risk events with the potential to damage an organization's resources and reputation.

Malinen et al. (2019) in Collins et al. (2023) highlight that crisis leadership is complex because stakeholder expectations of leadership actions vary depending on the type of crisis faced. Duchek (2020) further emphasizes that crisis leadership is a key element in building organizational resilience. When dealing with unpredictable situations, Grint (2005) in Riggio & Newstead (2023) suggests that adaptive and flexible leadership is essential, particularly in mitigating negative impacts that could threaten an organization's sustainability.

The crisis cycle described by Regester & Larkin (2008) in Puspitasari (2016) provides a relevant framework for understanding how issues develop into crises. This cycle consists of four main stages:

1. **Early Stage (Potential Issue):** The emergence of over 1,000 types of New Psychoactive Substances (NPS) within a short period creates a volatile issue requiring immediate identification. Each NPS has unique chemical, effect, and distribution characteristics, necessitating the development of responsive surveillance technology. At this stage, BNN RI must focus on innovation and proactive data collection to prevent potential threats.
2. **Mediation and Amplification Stage (Emerging Issue):** As issues surface, media and public opinion often amplify their impact. Political and social uncertainty – such as the proposal to dissolve BNN RI and public scrutiny of its performance – adds pressure to the organization. This amplification not only creates psychological burdens but also increases risks to institutional credibility.
3. **Organization Stage (Current & Crisis Issue):** The complexity of international drug networks involving cross-border actors, advanced technology, and evolving modus operandi places BNN RI at the center of crises requiring rapid and organized responses. Limited resources and authority demand the optimization of international cooperation to tackle increasingly multidimensional challenges.
4. **Resolution Stage (Dormant Issue):** The debate on legalizing certain narcotics, such as medical cannabis and kratom, creates ambiguity that complicates strategic decision-making. The imbalance between medical needs, international policies, and public perception requires a mature, transparent, and evidence-based approach to resolution.

By understanding this issue-crisis cycle, BNN RI can develop data-driven strategies to enhance responsiveness and organizational resilience. As emphasized by Kasali (2021), crises provide opportunities for leaders with a growth mindset to build trust, both internally and externally. Facing the multidimensional challenges of narcotics, trust serves as the foundation for boosting team morale, strengthening collective responsibility, and optimizing organizational performance.

In this context, BNN RI needs to adopt a cross-sectoral collaborative approach, leverage advanced technology, and strengthen a responsive legal framework. By doing so, the institution can not only overcome VUCA challenges but also build a stronger public and stakeholder reputation.

The Role of Crisis Leadership in Organizational Resilience

Crisis leadership plays a crucial role in ensuring that organizations not only survive but also thrive under high-pressure conditions. As Duchek (2020) states, crisis leadership is not just about short-term problem-solving but also about building sustainable organizational resilience. In this context, a strong leader is expected to effectively manage data in making strategic decisions. Lengnick-Hall et al. (2011) emphasize that data-driven decision-making is key to managing uncertainty during crises.

Fink (2013) likens crises to a disease cycle with four main stages:

1. **Prodromal Stage (Early Symptoms):** Early signs of crisis can include rising public criticism, negative performance evaluations, or external pressures such as dissolution proposals. At this stage, leaders must accurately diagnose the situation, identify potential threats, and devise strategic preventive measures. For example, leveraging strong intelligence data to detect trends in new drug trafficking serves as a crucial early step for BNN RI.
2. **Acute Stage (Crisis Peak):** This stage occurs when crisis pressure reaches its peak, such as the dissolution threats that shook internal stability. In this situation, responsive leadership is essential. Strategies based on data analysis, strengthened interagency collaboration, and optimized surveillance technology can help mitigate crisis impacts. Effective leaders must form expert teams, ensure clear communication channels, and continuously monitor situational dynamics internally and externally.
3. **Chronic Stage (Recovery Period):** The organization enters a recovery phase, focusing on restructuring, improving operational efficiency, and rebuilding public trust. Transparency is key at this stage. Measures such as openly publishing performance evaluation results and demonstrating commitment to improvements can help regain public support and enhance legitimacy.
4. **Resolution Stage (Crisis Resolution):** This stage involves the comprehensive resolution of the crisis by applying lessons learned to strengthen future resilience. In the context of BNN RI, this includes formulating adaptive policies to address the dynamics of global drug circulation, such as the handling of emerging New Psychoactive Substances (NPS).

BNN RI faces serious challenges in maintaining public trust in its effectiveness. Criticism peaked in 2019 when Commission III of the DPR RI proposed dissolving the institution due to perceived ineffectiveness (CNN Indonesia, 2019). At one point, BNN RI was even labeled as a 'parking lot' for mid-ranking police officers without active roles. Such criticism not only reflects dissatisfaction with BNN RI's performance but also highlights the need for structural and operational improvements to enhance its credibility.

This situation becomes even more complex with the increasing threat of narcotics, prompting President Joko Widodo to hold a limited meeting in

September 2023 to evaluate BNN RI's performance (Presidential Secretariat, 2023). This evaluation underscores the government's urgency in ensuring BNN RI can address the escalating challenges of evolving drug trafficking patterns. Furthermore, public attention toward BNN RI surged again after a viral video in July 2023 showed a group of women in Payo Sigadung, Jambi, raiding a suspected drug den (Tribun Medan, 2023). This incident reflects public dissatisfaction with perceived slow responses from authorities and the pressure on BNN RI to take more decisive and effective action.

CONCLUSION AND RECOMMENDATION

The VUCA (Volatility, Uncertainty, Complexity, and Ambiguity) environment presents significant challenges for BNN RI, demanding continuous adaptation in leadership, operational strategies, and crisis management. The increasing complexity of narcotics-related issues, coupled with political scrutiny and public demands, highlights the necessity for a proactive, data-driven, and collaborative approach. The crisis cycles outlined by Regester & Larkin (2008) and Fink (2013) underscore the need for BNN RI to enhance its responsiveness at each stage, from early detection to resolution. Strong crisis leadership, as emphasized by Duchek (2020), is vital not only for overcoming immediate threats but also for building long-term organizational resilience.

BNN RI's challenges, such as the dissolution proposal by Commission III of the DPR RI in 2019 and the performance evaluation by President Joko Widodo in 2023, illustrate the urgency of reform. Public dissatisfaction, as seen in viral incidents, further underscores the need for institutional transformation. To sustain its credibility and effectiveness, BNN RI must address both structural weaknesses and operational inefficiencies while reinforcing public trust through transparency and decisive action.

To enhance its resilience and effectiveness in a VUCA environment, BNN RI must prioritize the development of crisis leadership competencies by implementing training programs that equip leaders with adaptive crisis management skills. Encouraging a proactive leadership mindset that emphasizes strategic foresight and rapid decision-making is essential for navigating complex challenges. Additionally, strengthening data-driven decision-making is crucial, which can be achieved by developing an integrated intelligence system for early threat detection and response, as well as utilizing big data analytics to predict narcotics trends and optimize resource allocation.

Transparency and public engagement should also be improved by establishing a real-time performance reporting system accessible to stakeholders and enhancing public communication strategies to build trust and counter misinformation. Moreover, BNN RI must leverage cross-sectoral and international collaboration by forging stronger partnerships with law enforcement agencies, technology firms, and international organizations. Engaging in joint operations and intelligence sharing will be key in combating transnational drug networks.

Lastly, developing an adaptive legal framework is necessary to address emerging drug-related issues, particularly concerning New Psychoactive

Substances (NPS). Conducting evidence-based policy reviews and advocating for legal reforms that align with global best practices while considering national interests will ensure a more effective regulatory approach. By implementing these measures, BNN RI can strengthen its institutional resilience and enhance its ability to address the growing complexities of narcotics control.

ADVANCED RESEARCH

Future research should focus on developing crisis leadership models for narcotics enforcement agencies like BNN RI. Studies should explore leadership training, crisis simulations, and the role of adaptive leadership in managing volatile situations. Comparing BNN RI's approach with international agencies, such as the DEA or Europol, could uncover best practices for crisis management.

Another key area is the use of big data and AI in drug enforcement. Research should investigate how predictive analytics, AI-driven surveillance, and digital forensic tools can improve BNN RI's ability to combat drug trafficking. A comparison of technology use in Indonesia and other countries could reveal areas for improvement.

Transparency and public engagement are also critical. Studies should assess how real-time reporting, open-data initiatives, and social media can enhance public trust in BNN RI. Understanding their impact on public perception can provide insights into improving transparency in drug enforcement.

International collaboration needs further study, particularly BNN RI's partnerships with organizations like ASEAN-NARCO and the UNODC. Research should identify barriers to intelligence-sharing and joint operations, leading to recommendations for better international cooperation.

Finally, research should examine Indonesia's response to emerging drugs, such as medical cannabis and kratom. Comparative studies on how other countries adapt their drug policies could help streamline Indonesia's legal framework and ensure alignment with international standards.

Addressing these areas will strengthen BNN RI's resilience, improve drug enforcement strategies, and help Indonesia better handle evolving narcotics challenges.

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