

THE DILEMMA OF TOBACCO AND ILLEGAL CIGARETTES: AN ANALYSIS OF SUPERVISION, OBSTACLES, AND COACHING STRATEGIES IN EAST LOMBOK REGENCY

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Abstract

This study aims to examine the pattern of supervision and obstacles to the circulation of illegal cigarettes in East Lombok Regency. Using a descriptive qualitative method, data was collected through interviews, observations, and documentation studies of Customs officials, local governments, and law enforcement. The results of the study show that the circulation of illegal cigarettes is driven by the surplus of local tobacco production, the high consumption of young smokers, and weak supervision in the distribution channel. The supervisory system implemented both internally and externally still faces structural constraints such as bureaucratic complexity, personnel shortages, and limited operational costs. The Tobacco Products Industrial Estate (KIHT) program is proposed as a coaching approach that can reduce the incentives for business actors to be involved in illegal cigarette production. This study recommends reform of excise supervision policies based on community participation and local economic empowerment as a long-term solution.

Keywords: *Illegal, Supervision, Customs, Tobacco, KIHT*



A. Introduction

The global phenomenon shows that the number of smokers in the world has reached around 1.3 billion people, consisting of 942 million men and 175 million women over the age of 15.¹ In the ASEAN region, Indonesia occupies the top position in the number of smokers, especially in the age group of 25–64 years with a percentage of 36.3%; of which 66% are men and 6.7% are women.²

Data from the 2021 Global Adult Tobacco Survey (GATS) shows an increasing trend in the number of adult smokers in Indonesia from 60.3 million people in 2011 to 69.1 million people in 2021, or an increase of around 8.8 million people in the last ten years.³ One of the factors causing this is the increase in the circulation of illegal cigarettes, which in 2020 was recorded at 4.9% and rose to 5.5% the following year. State losses due to this practice are estimated to exceed half a trillion rupiah.⁴

Illegal cigarettes are commodities that do not meet the fiscal provisions and health regulations set by the government. These products often do not include pictorial health warnings and are not

¹ Jeffrey Drope et al., *The Tobacco Atlas* (Atlanta: American Cancer Society, 2018).

² T. Y. Lian, *The Tobacco Control Atlas: ASEAN Region*, 4th ed. (Southeast Asia Tobacco Control Alliance, 2018).

³ Health Development Policy Agency (BKPK), *Global Adult Tobacco Survey Indonesia 2021* (Jakarta: Ministry of Health, 2022).

⁴ CNN Indonesia, "Rokok Ilegal Rugikan Negara Lebih dari Setengah Triliun," 2022.



subject to excise as they should.⁵ Illegal cigarettes can be recognized through several indicators such as the absence of excise tapes, the use of fake or used excise tapes, as well as the incompatibility of the type of excise tape used.⁶

Supervision of the circulation of illegal cigarettes is regulated in the Regulation of the Director General of Customs and Excise Number P-53/BC/2010 and Government Regulation Number 49 of 2009 which are the basis for enforcement of violations in the excise sector. Law Number 39 of 2007 concerning Excise also emphasizes the importance of consumption control and distribution supervision for the benefit of the community and fiscal justice.⁷

The increase in excise duty on tobacco products is considered one of the triggers for the rampant circulation of illegal cigarettes, because it creates a price disparity that encourages consumers to switch to cheaper illegal products.⁸ This phenomenon also occurs in West Nusa Tenggara Province, including East Lombok Regency, which is the focus area of this research. The NTB Provincial Pamong Praja Police Unit (Satpol PP) together with Customs and Excise

⁵ Fitri Ihsania and Kumala Dewi, "A Study on Illegal Cigarette Regulation in Indonesia," *Journal of Public Administration* 8, no. 2 (2021): 133–145.

⁶ Andreas, "Tipologi Rokok Ilegal di Indonesia," *Media Bea dan Cukai*, 2021.

⁷ Republik Indonesia, *Undang-Undang Nomor 39 Tahun 2007 tentang Cukai*; Direktorat Jenderal Bea dan Cukai, *Peraturan Dirjen P-53/BC/2010*.

⁸ Trisna, "The Impact of Excise Increases on the Circulation of Illegal Cigarettes," *Journal of Public Economics*, 2021.



continue to intensify socialization and enforcement in the context of the "Illegal Cigarette Strike" campaign.⁹

In West Lombok Regency, various brands of illegal cigarettes such as Mocacino, HD, Smith, Conex, and others were found which indicates the high circulation of illegal products in the region.¹⁰ The NTB Provincial Government through Governor Regulation Number 4 of 2010 has regulated the use of the Tobacco Product Excise Revenue Sharing Fund (DBHCHT) to finance industrial development activities and the eradication of illegal excisable goods.¹¹

However, various obstacles are still faced by the apparatus in carrying out supervision, including bureaucratic complexity, limited number of personnel to cover a large area, and lack of operational budget. Therefore, this research is important to examine the pattern of supervision and inhibiting factors in an effort to eradicate the circulation of illegal cigarettes, especially in East Lombok Regency.

B. Method

This research was carried out in East Lombok Regency, West Nusa Tenggara Province. This location was chosen because it is relatively easy to reach, and shows the phenomenon of illegal cigarette circulation that is interesting to study further. The data

⁹ Diskominfo Lombok Timur, "Sosialisasi Perdagangan Cukai Rokok Ilegal di Selong," 2022.

¹⁰ *Lombok Post*, "Satpol PP Finds Illegal Cigarettes of Various Brands in West Lombok," 2023.

¹¹ Pemerintah Provinsi NTB, *Peraturan Gubernur NTB Nomor 4 Tahun 2010*.



collection process was carried out in stages from July 8 to September 30, 2023.

1. Research Type and Design

The type of research used is qualitative with a descriptive approach. This approach is used to understand social phenomena in their entirety in a natural context, as well as to explore the meanings behind social phenomena that are not always apparent through the direct behavior or statements of the research subject.¹² This descriptive approach aims to provide an empirical picture of the patterns and constraints of supervision of the circulation of illegal cigarettes in East Lombok Regency.

2. Research Subject

The subjects of the study are individuals or entities relevant to illegal cigarette control activities at the local level, such as officials from the Directorate General of Customs and Excise, the Resort Police (Polres), and the East Lombok Regency Pamong Praja Police Unit (Satpol PP). They were chosen as the main informants to provide substantive information related to supervisory practices and constraints.

3. Data Types and Sources

Penelitian ini menggunakan dua jenis data:

¹² Adet Tamula Anugrah, *Qualitative Research Methodology* (Jakarta: Pustaka Ilmu, 2022).

1. **Primary data** was obtained directly from interviews with supervisory apparatus such as Customs, Police, and Satpol PP.
2. **Secondary data** were obtained from official documents, literature, and regulations related to excise policies and illegal cigarette circulation.¹³

4. Data Collection Techniques

Three main techniques are used to collect data:

Conduct in-depth interviews independently guided to gain an understanding of the informant's experiences, perceptions, and views on illegal cigarette surveillance. Conducting direct observations to observe the real situation in the field regarding the practice of supervision and circulation of illegal cigarettes. Documentation studies, used to supplement the data by examining official documents and records related to surveillance activities.

5. Data Analysis Techniques

Data analysis was carried out using an interactive qualitative method that included three stages:

1. **Data reduction**, namely filtering and sorting important information from interviews and observations, as well as grouping data according to the research theme.

¹³ Hardani et al., *Metode Penelitian Kualitatif dan Kuantitatif* (Yogyakarta: Pustaka Ilmu Group, 2020).

2. **Data presentation**, in the form of a thematic narrative that compiles the results of observations and interviews into a systematic descriptive format.
3. **Verification and drawing of conclusions**, are carried out to formulate final findings that are relevant to the formulation of the problem and the objectives of the research.

C. Results and Discussion

1. Socio-Economic Dynamics of Tobacco in East Lombok Regency

East Lombok Regency is one of the largest tobacco farming centers in West Nusa Tenggara Province. Based on a report by the East Lombok Regency Agriculture Office, the area of tobacco land in the 2023 planting season reached 18,760 hectares, spread across a number of strategic sub-districts that are centers for people's tobacco agricultural production.¹⁴ This figure reflects the large dependence of the local economy on the tobacco sector, both in terms of cultivation, crop distribution, and partnerships with processing companies.

Tobacco commodities are not only the main source of livelihood for most farmers, but also contribute to regional income through the Tobacco Product Excise Revenue Sharing Fund (DBHCHT). However, the existence of tobacco as a leading commodity also has multidimensional implications. On the one hand,

¹⁴ Antaranews.com, "Tobacco Land Area in East Lombok Reaches 18,760 Hectares," 2023.



tobacco absorbs large amounts of labor, but on the other hand, dependence on this plant presents new problems such as environmental damage, soil degradation, and potential public exposure to long-term health risks.

The Agriculture Office is not only responsible for the production aspect, but also has a normative mandate in ensuring that tobacco farming practices remain sustainable. This includes the provision of superior seeds, training in environmentally friendly cultivation, monitoring the use of pesticides, and efforts to diversify crops to prevent overdependence on one commodity.¹⁵

The reduction in the projected harvest in 2023 from 30,000 tonnes to 20,000 tonnes for oven tobacco also reflects climate fluctuations as well as market uncertainty. This change has a direct impact on the welfare of farmers, especially those who are not members of corporate partnerships. Instability of crop yields, coupled with price volatility and reliance on the licensing system, are the driving factors that drive some perpetrators to turn to illegal distribution channels, including producing or distributing cigarettes without excise duty as a strategy for domestic economic survival.

2. Local Tobacco Industry Ecosystem and Holding Companies

Structurally, the tobacco industry in East Lombok is supported by partnerships between farmers and 23 tobacco companies. However, only 18 companies have submitted their purchase targets

¹⁵ Ibid.

for the 2023 planting season, with CV Aliansi One Indonesia (AOI) being the largest buyer (7,500 tons), followed by PT Djarum (4,000 tons) and PT Sadhana Arif Nusa (2,116 tons).¹⁶ The gap between production estimates and purchase realization from the company opens up opportunities for sales outside the official channels, including to the black market.

This is even more complex when looking at the imbalance between the quantity of harvest and the absorption capacity of the legal industry. Unabsorbed tobacco products have the potential to be diverted to informal distribution channels that do not comply with excise regulatory standards. In many cases, unabsorbed tobacco products are used by home industries that produce illegal cigarettes without excise tapes, or use fake and used excise tapes.¹⁷ This home industry is often difficult to detect because it is closed and spread in rural areas with a low level of surveillance.

It should be emphasized that the disparity in the absorption capacity of companies is not only a technical problem, but reflects the unequal structure of the relationship between farmers and companies, where the bargaining position of farmers is very weak. In this context, efforts to strengthen farmer cooperatives or the establishment of village-owned enterprises (BUMDes) in legal tobacco processing are a long-term solution to minimize

¹⁶ Hawari, "NTB's Tobacco Industry and Corporate Purchasing Strategy," 2022.

¹⁷ Julia, *Supervision and Economic Resilience of Tobacco Farmers*, 2019.



dependence on large companies that have been monopolizing the tobacco trading system.

3. Consumer Segmentation and Vulnerability to Illegal Cigarettes

Data Badan Pusat Statistik (BPS) Provinsi NTB menunjukkan bahwa Kabupaten Lombok Timur memiliki persentase perokok usia 15–24 tahun tertinggi di provinsi ini, yakni sebesar 26,14% pada tahun 2022.¹⁸ Angka ini berada di atas rata-rata provinsi yang mencapai 23,10%. Fenomena ini bukan hanya soal prevalensi konsumsi tembakau, tetapi juga menggambarkan kerentanan struktural kelompok usia muda terhadap akses produk rokok murah, termasuk rokok ilegal.

The tendency of cigarette consumption among adolescents has a strong correlation with retail selling prices. Given the limited purchasing power of the young age group, excise-free cigarette products that are cheaper are the main alternative. Illegal cigarettes are not only more economically accessible, but they also have distribution channels targeting small stalls, retail stores, and online platforms with low surveillance.¹⁹

This condition is exacerbated by the lack of systematic and effective health education programs at the school and youth community levels. In many cases, socialization of the dangers of smoking is not delivered with language and approaches that are

¹⁸ NTBSatu.com, “Jumlah Perokok Remaja di NTB Tahun 2022,” 2022.

¹⁹ Fikry Abdullatif, “Penegakan Hukum Peredaran Rokok Ilegal di Kota Tegal,” *Jurnal Hukum dan Kepabeanan*, 2020.



appropriate to the cultural and psychosocial context of local adolescents. Therefore, the increase in illegal cigarette consumption among young people is not only due to weak supervision, but also to the failure of public health policies in preventive interventions.

4. Typology of Illegal Cigarettes Circulating in East Lombok

The results of interviews with Mataram Customs Intelligence officers show that the types of illegal cigarettes that are widely found in East Lombok include: SKM: CONNECT, H&D, JAGUAR, SPM: MS, TIS: LINTING²⁰

The characteristics of these products are the non-attachment of excise tapes, the use of fake tapes, or used tapes, which clearly violate the provisions of the Regulation of the Minister of Finance of the Republic of Indonesia Number 237/PMK.04/2022 concerning Research on Alleged Violations in the Excise Sector.²¹

Based on the classification from the Ministry of Finance, illegal cigarettes are identified in seven general categories, including cigarettes without excise tapes, with fake tapes, used tapes, or tapes not in accordance with their designation. In the context of East Lombok, the rampant production and circulation of illegal SKM and SPM cigarettes is suspected to occur due to the availability of local raw materials and the lack of distribution barriers in the field.

²⁰ Wawancara bersama Intelijen Bea Cukai Mataram, 28 Agustus 2023.

²¹ Peraturan Menteri Keuangan RI No. 237/PMK.04/2022.



It is interesting to note that most of the illegal cigarette brands in circulation are not produced by large companies, but by small, household-scale producers who often take advantage of regulatory loopholes and weak oversight. In many cases, production is carried out in the homes of villagers who have a long tradition of traditional tobacco processing. This phenomenon shows that illegal cigarette production is not always based on criminal intentions, but is also driven by economic limitations and adaptive choices from farmers and micro-entrepreneurs.

5. Illegal Cigarette Distribution Patterns: Pathways, Modes, and Challenges of Surveillance

The distribution of illegal cigarettes in East Lombok utilizes various logistics lines that are difficult to monitor thoroughly. Based on information from Mataram Customs intelligence officers, one of the main modes is through delivery services and online marketplaces. This mode is referred to as the custody mode, where goods are sent through expedition with an unclear sender's identity or using a fictitious name.²² Customs has tried to cut off this distribution channel by directly cracking down on the supply chain at the neck, but limited authority over digital activities such as closing marketplace accounts is an obstacle in itself.

This pattern shows that actors who commit illegal cigarettes in the region have been able to utilize digital infrastructure to expand distribution networks. Trading through social media and e-

²² Ibid.



commerce apps allows sellers and buyers to transact without having to be face-to-face and reduces the risk of direct arrest. Supervision of the digital marketplace requires cross-ministerial cooperation, especially between Customs, Communication and Informatics, and private digital platforms.

Meanwhile, the physical distribution route also involves small ports and alternative roads in the border areas of villages and sub-districts. Illegal goods enter through ports such as Kayangan and Tanjung Luar as well as through land routes from Sumbawa Island and crossing ports from Java. The large number of entry points makes surveillance a big challenge, especially with the limited number of personnel and detection tools in the field.

6. Struktur Pengawasan: Internal dan Eksternal

Supervision of the circulation of illegal cigarettes is carried out through two main structures: internal supervision and external supervision. This explanation was delivered by L.T., Public Relations of Mataram Customs, who described the functions and scope of each.²³

a. Internal Oversight

Internal supervision refers to the supervision system carried out by the Customs institution itself to ensure the performance and integrity of the apparatus in accordance with standard operating procedures. Elements of internal oversight include:

²³ Wawancara bersama Humas Bea Cukai Mataram, 28 Agustus 2023.



- 1) Internal policies and code of ethics: Become the basis for controlling officer behavior.
- 2) Segregation of duties: Minimize conflicts of interest by limiting task forces to specific roles.
- 3) Internal audits and transaction monitoring: Conducted periodically to detect operational irregularities.
- 4) Training and capacity building of employees: For officers to understand new dynamics in supervision, including aspects of digital technology.
- 5) Reporting mechanism and disciplinary action: Provide channels for complaints of violations and procedural follow-up.

Effective internal oversight not only maintains the institution's reputation, but also serves as an early warning against fiscal malpractice and leakage practices.

b. External Oversight

External oversight is carried out by independent agencies outside of Customs, with the aim of creating accountability and transparency. Some of the external oversight actors include:

- 1) House of Representatives (DPR): Through the right of interpellation, investigation, and the formation of a working committee (panja) in suspicious cases.
- BPK and independent auditors: Conduct periodic operational and financial audits.



- 2) Ombudsman of the Republic of Indonesia: Handling reports of administrative violations and public service injustices.
- 3) Mass media and NGOs: Become important actors in building public pressure on unaccountable institutions.
- 4) Law enforcement (prosecutor's office and police): Taking action against criminal violations in the field of excise.

Putri (2023) emphasizes that strong external oversight is a prerequisite for organizational success, especially in the context of fiscal integrity and law enforcement.²⁴ The presence of external supervision creates a system of checks and balances that prevents institutions from coercive practices and internal authoritarianism.

7. Enforcement Mechanism and Legal Channels Against Illegal Cigarettes

The crackdown on illegal cigarettes in East Lombok Regency follows the formal procedures that have been set by the Directorate General of Customs and Excise in accordance with the Regulation of the Minister of Finance of the Republic of Indonesia (PMK) No. 215. Based on information from the Mataram Customs Intelligence officer, the first step in the enforcement began with socialization and coaching activities to the community and business actors who were suspected of producing or distributing illegal cigarettes.²⁵ This is intended so that law enforcement does not take place in a repressive

²⁴ Putri, "The Effectiveness of External Supervision on Customs," *Journal of Public Administration*, 2023.

²⁵ Interview with Mataram Customs Intelligence, August 28, 2023.



manner from the beginning, but provides a space for education and correction for micro and informal business actors.

After the socialization stage, if strong indications of violations are still found, a joint market operation is carried out between Customs, the Regional Government, the Pamong Praja Police Unit, and intelligence elements. In the operation, a task force (satgas) was formed that has the authority to:

- 1) Identify production and distribution sites
- 2) Setting field operations and technical targets
- 3) Collecting evidence and conducting seizures
- 4) Prepare legal evidence documents in the form of evidence letters of enforcement

Goods resulting from the enforcement, such as illegal cigarettes without an excise tape, will be categorized as non-controlled goods and subsequently designated as State Property (BMN) through an administrative process at the Customs and Excise Court (PKML). These items can then be destroyed if they fall into the category of prohibited goods. The extermination was carried out in an official event involving relevant parties such as representatives of local governments, the police, and the media to ensure transparency and public accountability.²⁶

This approach shows the continuity between coaching, law enforcement, and formal legal processes as a series in excise

²⁶ PKML, "Prosedur Pemusnahan Barang Milik Negara," 2022.

supervision policies. This is important to prevent the notion that the authorities are only implementing a punitive approach, without providing systemic solutions for small business actors who do not understand the regulations.

8. Evaluation of the Effectiveness of Socialization

In an effort to prevent this, socialization activities are considered the main strategy to increase public legal awareness. However, the effectiveness of this strategy is still questionable. The Head of Industry of East Lombok Regency revealed that the more often socialization is carried out, the circulation of illegal cigarettes is increasing.²⁷ This statement reflects that the public communication approach used so far has not been successful enough in changing people's behavior.

This can be caused by several factors:

- 1) The language of socialization is too formal and uncontextual with the local cultural conditions.
- 2) Keterlibatan masyarakat rendah, karena sosialisasi bersifat satu arah dan tidak partisipatif.
- 3) Community involvement is low, because socialization is one-way and non-participatory. The lack of strengthening of alternative economies, which causes people to remain dependent on the production or consumption of illegal cigarettes.

²⁷ Interview with the Head of Industry of East Lombok, August 8, 2023.

Therefore, there is a need to reorient public policy communication strategies, including prioritizing a dialogical approach, community leader involvement, a community-based approach, and the integration of social messages through local media such as village radio and citizen forums. Socialization that is only a top-down information delivery will not be effective in forming legal awareness at the grassroots level.

9. Factors Inhibiting the Supervision of Illegal Cigarette Circulation

The Head of the East Lombok Police Office stated that in the implementation of supervisory duties, there are a number of significant obstacles that officers often face in the field.²⁸ These obstacles are structural and technical and can be classified as follows:

a. Bureaucratic Complexity

Lengthy surveillance and enforcement procedures often hamper the effectiveness of responses to the circulation of illegal cigarettes. Customs officers and related agencies must go through a number of layers of licensing and interagency coordination before they can take direct action. This overly complex bureaucracy also opens up loopholes for corrupt and collusion practices, such as the granting of false permits or legal compromises by officials.

b. The Number of Entry Routes in the NTB Region

The geography of NTB, which consists of islands and has many small ports and unofficial routes, increases the chances of illegal

²⁸ Interview with the East Lombok Police Office, August 16, 2023.



goods entering undetected. The limitations of surveillance devices such as CCTV, scanners, and operational vehicles add to the difficulty of officers in monitoring all vulnerable points.

c. Shortage of Personnel

The wide coverage of East Lombok Regency is not balanced by an adequate number of personnel. This deficiency has a direct impact on the ability to conduct daily surveillance, routine patrols, and rapid response to community reports.

d. Limited Operational Costs

Field supervision requires a lot of logistical resources, including for transportation, lodging, consumption, and technical support. The lack of operational budget often makes some supervision activities have to be postponed or reduced in intensity.

e. High Demand for Cheap Cigarettes

The high demand for affordable cigarettes, especially from low-income groups, creates a fertile market for illegal cigarettes. Madani (2022) stated that public demand for cheap cigarettes is one of the main drivers of the flourishing of the illegal cigarette market in the region.²⁹

From all these obstacles, it can be concluded that the supervision of illegal cigarettes cannot be based only on the technical aspects of the field, but requires policy reforms that include

²⁹ Madani, "Faktor Penghambat Penindakan Rokok Ilegal di Indonesia," *Jurnal Hukum dan Regulasi*, 2022.



bureaucratic reform, strengthening personnel capacity, and a comprehensive socio-economic approach.

10. Construction Through Tobacco Products Industrial Estate (KIHT)

The approach of coaching illegal cigarette perpetrators is an alternative strategy implemented through the Tobacco Products Industrial Estate (KIHT) program. This program is designed to accommodate micro and home-based business actors in the legal cigarette production system that is registered and supervised by the state. In this model, the perpetrator is given training, licensing, and production and distribution facilities in accordance with excise regulations.³⁰

After the process of cracking down and confiscating illegal goods, business actors who are considered worthy of fostering can be transferred to KIHT as a form of reintegration into the formal system. Their products can then contribute to state revenue through the Tobacco Product Excise Revenue Sharing Fund (DBHCHT). This strategy is in line with the restorative enforcement approach, which provides an opportunity for economic law offenders to correct mistakes and become part of the legal system.

The KIHT program also serves as a micro-policy laboratory, where governments can test economic empowerment models based on fiscal and regulatory compliance. If successful, this approach could be replicated in other regions facing similar problems, thus

³⁰ Ihsania dan Kumala, "Program KIHT sebagai Solusi Alternatif," *Jurnal Kebijakan Industri*, 2021.



creating a law enforcement system that not only suppresses but also strengthens the competitiveness of the local economy.

D. Conclusion

This study provides a comprehensive overview of the dynamics of the circulation of illegal cigarettes in East Lombok Regency, an area with socio-economic characteristics that are closely tied to tobacco commodities. The circulation of illegal cigarettes in this area cannot be separated from complex structural realities, including the high local tobacco production, the weak absorption of the legal industry, and the lack of economic diversification of tobacco farmers.

The findings of the study show that the circulation of illegal cigarettes is not solely a form of lawlessness or economic crime, but is also a symptom of inequality in distribution governance and inefficiency of the supervisory system. Illegal cigarettes are widely circulated among the lower middle class, especially the younger generation, because they offer much cheaper prices than legal products. With the highest percentage of smokers aged 15-24 years in NTB, East Lombok is a potential market and at the same time vulnerable to the penetration of illegal cigarette products.

In terms of supervision, an internal supervision system has been implemented by Customs which includes audits, transaction monitoring, and enforcement of organizational discipline. On the other hand, external supervision is carried out by legislative institutions, independent supervisory agencies, and law



enforcement officials. Although this oversight structure is in place, its implementation still faces a number of serious obstacles. Among them are the complexity of cross-sectoral bureaucracy, the lack of supervisory personnel, limited operational funds, and the number of entry routes for goods in the NTB region that are not optimally supervised.

The mode of distribution of illegal cigarettes has evolved following technological advancements. Online marketplaces, expedition services, and digital channels are the main mediums in the marketing and delivery of illegal products. This condition shows that the conventional physical surveillance system is no longer adequate and requires information technology innovation and more adaptive digital regulations.

On the other hand, repressive efforts such as raids and confiscations only have short-term effects and do not touch the root of the problem. The effectiveness of socialization as a preventive measure also needs to be re-evaluated because data shows that although the intensity of socialization increases, the circulation of illegal cigarettes does not decrease significantly. This shows the need for a more participatory, contextual, and empowering approach to the community, rather than just delivering legal information.

One of the alternative strategies that has great potential is the development of illegal cigarette business actors through the Tobacco Products Industrial Estate (KIHT). This approach not only moves the perpetrator to a formal path, but also gives them a legal opportunity



to thrive economically. The KIHT creates a balance between law enforcement and economic empowerment, thereby strengthening state revenue from the excise sector, while reducing systemic illegal practices.

Thus, it is not enough to counter illegal cigarettes in East Lombok just by tightening supervision and increasing raids. What is needed is a comprehensive and sustainable policy design, involving collaboration between sectors central government, local governments, law enforcement officials, educational institutions, and local communities. Excise supervision policies must be formulated as an integral part of economic development strategies based on fiscal justice and community empowerment. In this context, East Lombok can become a model for locality-based, technology, and social welfare tax reform reform.

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