

The Role of the Civil Service Police Unit (SATPOL PP) in Combating the Circulation of Illegal Cigarettes in Blora Regency

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Abstract. *The circulation of illegal cigarettes in Blora Regency remains widespread; therefore, the local government, together with the Civil Service Police Unit (Satpol PP) and the Customs and Excise Office, has undertaken various countermeasures. In practice, Satpol PP encounters obstacles because it does not possess the authority to take legal action against suppliers or producers of illegal cigarettes and is limited to supervisory functions and providing warnings to sellers. This study aims to identify and analyze the legal position and authority of Satpol PP in combating the circulation of illegal cigarettes in Blora Regency, the jurisdictional boundaries between Satpol PP and customs and exclusive criminal law in addressing the circulation of illegal cigarettes in Blora Regency, as well as the obstacles encountered and their solutions. This research employs a sociological juridical approach with a descriptive-analytical research specification. The data used consists of primary and secondary data. Data collection methods include field studies and library research. The data were analyzed using qualitative analysis. The theories applied in this study are the theory of crime prevention and the theory of law enforcement. The results of the study indicate that the legal position of Satpol PP in combating the circulation of illegal cigarettes in Blora Regency is as a regional government apparatus that plays a role in supervision, public outreach, information gathering, and administrative enforcement through preventive and administrative approaches. In its implementation, Satpol PP still faces various obstacles, including limited human resources, inadequate facilities and infrastructure, budget constraints, coordination problems, the absence of standard operating procedures, and low public legal awareness. Therefore, improvements in training, operational facilities, inter-agency coordination, and public education are necessary to enhance the effectiveness of combating the circulation of illegal cigarettes.*

Keywords: *Cigarettes; Circulation; Civil; Crime; Prevention.*

1. Introduction

Indonesia is a state based on law, as stipulated in Article 1 paragraph (3) of the 1945 Constitution of the Republic of Indonesia (UUD 1945) which states that "Indonesia is a state based on law."¹The affirmation of these constitutional provisions means that all aspects of social, state and governmental life must always be based on law.²Thus, then dIn the legal state, the nature of activities determines everything.³

Law is a system for monitoring behavior, while its form is in the form of a product of a center of power that has the authority to create and implement laws.⁴Law sAs a social institution created by humans to create order, law lives and develops in accordance with the values of its society.⁵

The law serves to balance individual interests with the public interest and ensure that every member of society acts in accordance with applicable norms. However, in reality, not all members of society comply with the law. Developments in societal lifestyles have created disparities in welfare, thus triggering various forms of legal violations.

The dynamics of societal development and changes in economic values have contributed to the emergence of various forms of legal violations. The era of globalization has placed society in a strategic position, creating a world without boundaries, distance, space, and time, resulting in increased productivity and efficiency. Recent developments have made things easier in many aspects, including the economic sector, particularly in the area of goods and services. This increase in living standards has led to the rise of crime. One of the most common crimes is the trade in illegal goods, including illegal cigarettes.⁶

Illegal cigarettes are cigarettes circulating in the community but not in accordance with Indonesian regulations. There are at least five characteristics that indicate a cigarette can be categorized as illegal: plain cigarettes or cigarettes without excise stamps, cigarettes with counterfeit excise stamps, cigarettes with used excise

¹Rizki Taufani, Jawade Hafidz, Investigation of Corruption Crimes in Capital Investment of West Sumbawa Regency Regional Public Company, Jurnal Khaira Ummah, Vol. 20 No. 4, December 2025, p. 2830.

²Sri Endah Wahyuningsih, 2018, Model for Developing Criminal Law Principles in the Criminal Code Based on the Values of Belief in the One Almighty God, Fastindo, Semarang, p. 3

³Gunarto, Law Enforcement Agenda and Its Relevance for National Development, Journal of Legal Reform, Volume I No.1 January-April 2014, p. 3

⁴Diki Zulnaedi, Bambang Tri Bawono, Effectiveness of Investigations into Aggravated Theft Crimes Effectiveness of Investigations into Aggravated Theft Crimes, Khaira Ummah Journal, Vol. 20 No. 4, December 2025, p. 2782

⁵Pujiyono, 2007, Collection of Criminal Law Writings, Mandar Maju, Bandung, p. 66

⁶Ahmad Yunus, The Criminal Act of Illegal Cigarette Distribution: A Criminal Responsibility Perspective, Alliance, Volume 1, No. 3, May 2024, p. 386.

stamps, cigarettes with incorrectly designated excise stamps, and cigarettes with incorrectly personalized excise stamps.⁷

The widespread circulation of illegal cigarettes that do not meet excise obligations shows that although the law has functioned as a tool for monitoring and controlling behavior, in practice there are still violations driven by economic motives and weak legal compliance, resulting in losses for the state and disrupting order in the tax and excise system. These actions are taken to generate significant profits by violating applicable laws, one of which is avoiding paying taxes and excise, which causes significant losses for the state.

The distribution of illegal cigarettes is a violation of Law Number 39 of 2007 concerning Amendments to Law Number 11 of 1995 concerning Excise (Excise Law). Excise is a state levy imposed on certain goods that have properties or characteristics stipulated in law (Article 1 number 1 of the Excise Law).⁸This state revenue is intended to achieve national prosperity. Excise is also a state tax imposed on users and is selective in nature, with the extent of its imposition based on the nature or characteristics of the excise object.⁹Certain goods that have properties or characteristics are goods that:¹⁰

- 1) Consumption needs to be controlled
- 2) Its circulation needs to be monitored
- 3) Its use can have negative impacts on society or the environment.
- 4) Its use requires state levies for the sake of justice and balance, so it is subject to excise duty based on the law.

Illegal cigarette dealers or sellers are committing violations that could potentially constitute criminal offenses. Sanctions for these violations are stipulated in Law Number 39 of 2007 concerning Excise, specifically Articles 54 and 56.¹¹

Article 54 of the Excise Law states that "Any person who offers, delivers, sells or provides for sale excisable goods that are not packaged for retail sale or do not have excise stamps attached or do not have other excise payment markings as referred to in Article 29 paragraph (1) shall be punished with imprisonment for a minimum of 1 (one) year and a maximum of 5 (five) years and/or a fine of at least 2 (two) times the excise value and a maximum of 10 (ten) times the excise value

⁷Recognize the Signs, Prevent the Circulation of Illegal Cigarettes, <https://blorakab.go.id/index.php>, accessed April 10, 2026

⁸Soegiyanto, 2008, Introduction to Customs and Excise, Grasindo, Jakarta, p. 7

⁹Directorate General of Customs and Excise, 1995, Growth and Development of Customs and Excise, Bina Ceria, Jakarta, p. 34

¹⁰Surono, 2013, Technical Excise Teaching Materials, Ghalia Indonesia, Jakarta, p. 23

¹¹Titania Nurrahim, Sanctions for Illegal Cigarette Dealers, <https://indonesiabaik.id>, accessed April 10, 2026.

that should be paid.

Article 56 of the Excise Law states that "Any person who hoards, stores, owns, sells, exchanges, obtains, or provides excisable goods which he knows or should reasonably suspect originate from a criminal act based on this law shall be punished with imprisonment for a minimum of 1 (one) year and a maximum of 5 (five) years and a fine of at least 2 (two) times the excise value and a maximum of 10 (ten) times the excise value that should be paid."

Several cases of illegal cigarette distribution have been extremely detrimental to state finances because they prevent the state from receiving excise taxes, and illegal cigarette cases are prevalent in many regions across Indonesia. In Central Java province, in 2026, 10.8 million illegal cigarettes of various brands, weighing a total of 18 tons, were destroyed by Central Java Customs and Excise. These cigarettes were confiscated from various regions with an estimated value of Rp15.98 billion, resulting in a potential state loss of Rp10.36 billion.¹²

In Blora Regency, the majority of residents work as farmers, and economic conditions encourage some to choose cheaper cigarettes, including illegal cigarettes without excise stamps. Beyond economic factors, smoking remains a strong social practice, with cigarettes often served at celebrations, feasts, and community gatherings as a token of respect for guests. This situation maintains high demand for cigarettes and is a contributing factor to the continued prevalence of illegal cigarette circulation in Blora Regency.

The circulation of illegal cigarettes remains rampant in Blora. Sales are typically limited to stalls in outlying villages. This is because illegal cigarette sellers are reluctant to sell near the city. The largest case occurred in 2022, when 142,000 illegal cigarettes were confiscated from a dealer in the Blora area, resulting in an estimated state loss of Rp 107 million.¹³

The circulation of illegal cigarettes continues to be a major concern for the Blora Regency government. Preventive measures, such as operations against excise-free cigarettes, and outreach and campaigns in remote areas, are being implemented. Illegal cigarette circulation can be detrimental to the state. The local government is working to minimize the circulation of illegal cigarettes through enforcement and public outreach.

2. Research Methods

The approach method used in this research is sociological juridical, namely research based on normative legal science, namely in the form of statutory

¹²18 Tons of Illegal Cigarettes Destroyed by Central Java Customs, <https://www.rmoljawatengah.id>, accessed April 10, 2026.

¹³Muhammad Suaeb, Illegal Cigarette Supplier, Difficult to Prosecute <https://radarbojonegoro.jawapos.com>, accessed April 10, 2026.

regulations and observing reactions to the implementation of these regulations in society.¹⁴The target of this research is the Civil Service Police and the community. The research specification is descriptive analytical. That is, research is intended to provide the most accurate data possible regarding people, conditions, or other phenomena. Analytical means that the data obtained will be analyzed to solve problems in accordance with applicable legal provisions.¹⁵This study aims to systematically describe the role of Satpol PP in combating the circulation of illegal cigarettes in Blora Regency.

3. Results and Discussion

3.1. The Legal Status and Authority of the Public Order Agency (Satpol PP) in Combating the Distribution of Illegal Cigarettes in Blora Regency

Cigarettes are excisable goods, as stipulated in Article 3B of Law No. 39 of 2007, which states that all provisions of the law apply to excisable goods. The widespread circulation of illegal cigarettes, often with counterfeit or unmarked excise stamps, is a form of excise tax violation committed by business actors.

Illegal cigarettes are defined as cigarettes distributed to the public but deemed to lack excise markings, as cigarette distribution in Indonesia is controlled by excise stamps. These stamps are considered a form of state control and oversight of goods deemed to have paid their excise duty. Typical examples of illegal cigarettes include cigarettes with different excise stamps, counterfeit cigarettes, cigarettes with used excise stamps, and some without excise stamp labels.¹⁶

Ultimately, the circulation of illegal cigarettes impacts state revenues derived from tobacco excise taxes, potentially constituting a violation and even triggering unfair competition between law-abiding excise payers and those illegally paying them. Furthermore, illegal cigarettes do not contribute to state revenues and do not support state governance and income redistribution.¹⁷

Illegal, non-excise-paid cigarettes are still widely circulated in Blora Regency. This is because Blora Regency is located on the border, making it a potential target for illegal cigarette dealers. Blora is a center for illegal cigarette distribution.¹⁸To date, the circulation of illegal cigarettes in Blora Regency remains relatively high. This

¹⁴Mukti Fajar ND and Yulianto Achmad, Op.Cit, p.47.

¹⁵Soerdjono Soekanto and Sri Mamudji, 2001, Normative Legal Research: A Brief Review, Raja Grafindo Persada, Jakarta, p.6.

¹⁶Directorate General of Customs and Excise, What Are Illegal Cigarettes, <https://klc2.kemenkeu.go.id>, accessed May 20, 2026

¹⁷Ega Fitrianto, et al., Law Enforcement of the Criminal Act of Illegal Cigarette Smuggling Through Unofficial Routes at the Indonesia-Malaysia Border, *Noblesse Oblige Law Journal*, Volume 1, No. 1, 2024, pp. 1-13

¹⁸Dwi Sukonugroho, Blora Becomes Illegal Cigarette Market, <https://suarabanyuurip.com>, accessed May 20, 2026

strategic location is exploited by businesses and distributors to distribute illegal cigarettes throughout the Blora region. Furthermore, the vast area and numerous distribution channels make monitoring the circulation of illegal cigarettes more difficult.

The distribution of illegal cigarettes is one form of action carried out by business actors to gain profits, because cigarettes that are not affixed with excise stamps can certainly be traded at a relatively cheaper price than cigarettes with excise stamps. The widespread availability of illegal cigarettes in the community shows that various violations of cigarette excise taxes continue to occur due to the desire of producers to gain greater profits and the desire of consumers to lower prices. Types of violations against illicit cigarettes include, without any excise stamps attached to the packaging, using counterfeit excise stamps, utilizing old excise stamps, attaching excise stamps to products that do not comply with the requirements.¹⁹

The Blora Regency Public Order Agency (Satpol PP) has a strategic role in coordinating the eradication of illegal excise goods in Blora Regency to support law enforcement on the circulation of illegal cigarettes. The Civil Service Police Unit (Satpol PP) is a Regional Government apparatus in maintaining public order and tranquility and enforcing Regional Regulations. The organization and work procedures of the Civil Service Police Unit are stipulated in Regional Regulations. Satpol PP can be based in Provincial and Regional/City Areas. The Civil Service Police (Pol PP) are members of Satpol PP as Regional Government apparatus occupied by civil servants and are given duties, responsibilities, and authorities in accordance with statutory regulations in enforcing Regional Regulations and Regional Head Regulations, organizing public order and tranquility and protecting the community.

In relation to the existence of the Civil Service Police Unit in law enforcement as a regional government apparatus, the contribution of the Civil Service Police Unit is essential to support the successful implementation of Regional Autonomy in enforcing regional regulations and creating good governance. Thus, the Civil Service Police apparatus is the front line in terms of motivating, ensuring the certainty of the implementation of regional regulations and efforts to enforce them in the community, while also assisting in taking action against all forms of abuse and law enforcement.

In carrying out its duties in enforcing regional regulations, it is certainly not as easy as turning the palm of the hand, especially in exercising this authority, the Civil Service Police are limited by repressive powers that are non-judicial in nature. Civil Service Police officers often have to face various obstacles when they have to deal

¹⁹Dede Ilham, 2021, Law Enforcement Against the Criminal Act of Circulating Cigarettes Without Excise Stamps in Pekanbaru City, Thesis, Riau Islamic University, Riau, p. 56

with people who have certain interests in fighting for their lives, which ultimately leads to the emergence of conflicts (clashes). The granting of authority to the Civil Service Police Unit to maintain security and order is supported by a clear legal basis, as stated in Law Number 32 of 2004 concerning Regional Government, specifically Article 13 and Article 14 in letter c, which states that mandatory affairs that are the authority of the Regional Government include the implementation of public order and public tranquility. Likewise in Article 148 and Article 149 of Law Number 32 of 2004 concerning Regional Government which mandates the formation of the Civil Service Police Unit to assist the Regional Head in enforcing Regional Regulations and the implementation of public order and public tranquility.²⁰

The legal basis for Satpol PP in carrying out supervision and action against illegal cigarettes in Blora Regency is as follows:

1) Law Number 39 of 2007 concerning Excise.

The law regulates the prohibition, distribution and criminal sanctions related to illegal cigarettes, specifically in Articles 54 and 56.

2) Law Number 23 of 2014 concerning Regional Government

The law affirms the authority of the Public Order Agency (Satpol PP) to enforce regional regulations (Perda) and regional head regulations (Perkada), including maintaining public order. The Civil Service Police Unit (Satpol PP) is specifically regulated in Articles 255 and 256. This law establishes the Satpol PP as a regional apparatus directly responsible to the regional head. The details of the Satpol PP regulations in the law are as follows is:

a. Main Duties (Article 255 paragraph 1) of Law Number 23 of 2014 concerning Regional Government

Satpol PP was formed to carry out 3 main tasks, namely:

1) Enforcing Regional Regulations and Regional Head Regulations: Ensuring that Regional Regulations (Perda) and Regional Head Regulations (Perkada) are complied with by the community.

2) Maintaining Public Order: Creating a safe, orderly and regular environment for the community.

3) Organizing Community Protection: Carrying out efforts to protect and maintain

²⁰Sari Yunita, The Position of the Public Order Agency (Banpol) of the Civil Service Police Unit Based on Law No. 5 of 2014 Concerning State Civil Apparatus Linked to Government Regulation No. 6 of 2010 Concerning Civil Service Police Unit, <https://media.neliti.com>, accessed May 20, 2026.

public order

3) The authority of the Satpol PP is regulated in Article 255 paragraph (2) of Law Number 23 of 2014 concerning Regional Government, which states that in carrying out its duties, Satpol PP has the authority for:

- a. Carrying out non-judicial enforcement actions against citizens, officials or legal entities who violate the rules.
- b. Take action against parties who disturb public peace and order.
- c. Conduct investigations into alleged violations of Regional Regulations/Regional Head Regulations.
- d. Determine administrative action against violations found.

4) PMK No. 22 of 2026 concerning the Use of Revenue Sharing Funds from Tobacco Excise, in which PMK there is a DBHCHT budget allocated to fund the program for eradicating illegal excisable goods.

5) Regent's Decree Number 900/64/2026 concerning the determination of the Allocation of Use and Amount of Tobacco Excise Revenue Sharing Funds in Blora Regency in 2026.

The role of the Public Order Agency (Satpol PP) in combating the circulation of illegal cigarettes in Blora Regency includes collecting information on the presence of illegal cigarettes, reporting the results of this information collection on the Siroleg application, increasing the capacity of human resources for information gathering volunteers, and conducting joint operations with Customs and Excise. The involvement of the Satpol PP is a form of support from the local government in efforts to eradicate illegal excisable goods, some of which are funded through DBHCHT (Tobacco Excise Revenue Sharing Fund) funds.²¹

The role of the Public Order Agency (Satpol PP) in combating the circulation of illegal cigarettes in Blora Regency is not only limited to carrying out control in the field, but also carrying out the functions of supervision, coordination, and support for central and regional government policies in eradicating illegal excise goods, especially illegal cigarettes.

This role is realized through several activities, namely collecting information regarding the presence of illegal cigarettes in the community, reporting findings through the Siroleg application as an information system for reporting illegal cigarettes, increasing the capacity of human resources for information gathering

²¹Results of an interview with Imam Yulianto, as Head of the Guidance, Supervision and Counseling Section for the Enforcement of Regional Legislation of the Civil Service Police Unit and Firefighters, May 20, 2026.

volunteers so that they are able to recognize the characteristics of illegal cigarettes, and implementing joint operations with Customs and Excise in the context of taking action in the field.

The involvement of the Public Order Agency (Satpol PP) in combating the circulation of illegal cigarettes demonstrates that Satpol PP functions as an enforcer of Regional Regulations and a public order organizer, assisting in monitoring the circulation of illegal goods in the region. In its implementation, Satpol PP does not work alone, but rather coordinates with other agencies, particularly Customs and Excise, which has primary authority in enforcing excise law. Thus, Satpol PP plays a role in supporting regional operations, particularly in early detection, supervision, outreach, and gathering information from the public.

The Public Order Agency (Satpol PP)'s authority in combating the circulation of illegal cigarettes in Blora Regency is primarily related to enforcing regional regulations, maintaining public order, and protecting the public. This authority is administrative and preventive in nature, not as the primary investigator of excise crimes. In this regard, the Satpol PP's authority in combating the circulation of illegal cigarettes includes:

1) Conducting supervision of the circulation of illegal cigarettes

Satpol PP has the authority to conduct surveillance in shops, markets, kiosks, and distribution locations suspected of selling illegal cigarettes, such as cigarettes without excise stamps, fake excise stamps, or excise stamps that do not comply with regulations.

2) Carrying out joint operations and enforcement

Satpol PP can participate in joint operations with the Directorate General of Customs and Excise, the police, and related agencies in order to control the circulation of illegal cigarettes in the Blora Regency area.

3) Enforcing Regional Regulations (Perda)

If there is a violation of the Regional Regulation relating to public order, trade, or business licensing, the Satpol PP has the authority to take administrative action in accordance with regional provisions.

4) Conducting outreach and education to the community

Satpol PP has the authority to provide guidance and counseling to the public and business actors regarding the prohibition on the distribution of illegal cigarettes and its impact on state revenue and the regional economy. This socialization activity is carried out in conjunction with the illegal cigarette eradication operation.

5) Carrying out non-judicial administrative actions

Satpol PP can issue warnings, conduct data collection, temporarily suspend certain business activities, or take other administrative actions according to regional authority if administrative violations are found.

6) Assisting the process of securing and coordinating law enforcement

In practice, Satpol PP functions to assist Customs and Excise officers and the police in securing operations, recording location data, and gathering information related to the circulation of illegal cigarettes.

However, the authority to investigate excise crimes, confiscate evidence, and carry out criminal proceedings remains the primary authority of the Directorate General of Customs and Excise based on Law Number 11 of 1995 as amended by Law Number 39 of 2007. Therefore, Satpol PP plays a greater role in the preventive, coordinative, and regional administrative enforcement aspects in combating the circulation of illegal cigarettes in Blora Regency.

The illegal cigarette eradication efforts are partially supported by the DBHCHT (Tobacco Excise Revenue Sharing Fund). This fund is derived from tobacco excise revenues distributed by the central government to regional governments for specific activities, including the eradication of illegal cigarettes. Therefore, the involvement of the Public Order Agency (Satpol PP) in information gathering, outreach, volunteer development, and joint operations is a form of implementation of the regional government program, funded by the DBHCHT, to suppress the circulation of illegal cigarettes in Blora Regency.²²

Based on the description above, it can be seen that the legal position of the Civil Service Police Unit (Satpol PP) in combating the circulation of illegal cigarettes in Blora Regency is basically as an enforcement officer for Regional Regulations (Perda) and public order organizers whose function is to assist in monitoring and controlling the circulation of illegal goods in the region, including illegal cigarettes. This position is based on the authority of Satpol PP as regulated in Law Number 23 of 2014 and Government Regulation Number 16 of 2018 which emphasizes that Satpol PP is tasked with enforcing Perda, maintaining public order and public peace, and providing protection to the community.

3.2. Jurisdictional Limits between Satpol PP and Customs and Excise Criminal Law in Combating the Circulation of Illegal Cigarettes in Blora Regency

The circulation of illegal cigarettes in Blora Regency is a problem that involves various agencies in its response, including local government and excise law enforcement. In practice, the Public Order Agency (Satpol PP) plays a role in

²²Ibid.

monitoring, outreach, administrative enforcement, and joint operations with Customs and Excise and the police.

The involvement of Satpol PP in combating illegal cigarettes has jurisdictional limitations between Satpol PP as an enforcement officer for Regional Regulations and the authority in criminal law on customs and excise carried out by the Directorate General of Customs and Excise.

Under Law No. 23 of 2014 concerning Regional Government and Government Regulation No. 16 of 2018, the Public Order Agency (Satpol PP) has primary authority over enforcing Regional Regulations, maintaining public order, and providing administrative and preventive public protection. In this context, the Satpol PP serves only as a supporting force, conducting surveillance, outreach, gathering information, and taking non-judicial enforcement action against indications of illegal cigarette circulation in the region.

Basically, the authority to enforce the law on illegal cigarettes is under the Customs institution which is based on Law Number 39 of 2007 concerning Excise. The provisions for criminal acts regarding excise are specifically regulated in Law Number 39 of 2007 concerning Excise based on Article 54 which states that any person who offers, delivers, sells, or provides for sale excisable goods that are not packaged for retail sale or are not affixed with excise tape or are not affixed with other excise payment marks as referred to in Article 29 paragraph (1) shall be punished with imprisonment of at least 1 (one) year and a maximum of 5 (five) years and/or a fine of at least 2 (two) times the excise value and a maximum of 10 (ten) times the excise value that should be paid.

In the event of a criminal act, the authority to handle it is the Customs and Excise official. Law Number 39 of 2007 concerning Excise gives Customs and Excise officials the authority to investigate alleged violations in the excise sector, customs applies the principle of *ultimum remedium*, *Ultimum remedium* is a legal principle that states that criminal law is the last resort in law enforcement. In this case, criminal law is used when other legal sanctions are unable to resolve the problem of legal violations.

Article 33 of Law Number 39 of 2007 determines that the authority of Customs officials is:

- 1) Taking necessary action on excisable goods and/or other goods related to excisable goods, including stopping, inspecting, preventing, and sealing, to implement this law. In this case, actions such as stopping, inspecting, preventing, and sealing are carried out within the scope of administrative authority.
- 2) Taking necessary action, such as not processing orders for excise stamps or other tax payment receipts. This means that the action of not processing orders for excise stamps or other tax payment receipts is carried out within the scope of

administrative authority.

3) Intercepting excisable goods, other goods related to excisable goods, and/or means of transport. "Intercepting excisable goods" means taking administrative action to delay the release, loading, and transport of excisable goods.

The Satpol PP's authority is limited to enforcing Regional Regulations (Perda). Meanwhile, the distribution of illegal cigarettes is a criminal offense in the excise sector which is the exclusive domain of Customs investigators. The Satpol PP's function in the field in eradicating illegal cigarettes is assisting and collaborative, including collecting information/field data, socializing the dangers of illegal cigarettes, and accompanying Customs in Joint Operations. In the enforcement procedure, if Satpol PP finds cigarettes without excise stamps or illegal during patrols, the Pol PP does not have the authority to immediately confiscate or take legal action against the seller. The step that must be taken is to report the findings to Customs for follow-up in accordance with applicable law.²³

Collaboration with other agencies, including the police and military, is typically used to address special situations, such as large-scale operations. However, currently, the police and military have not been involved in any joint operations related to the DBHCHT (National Cigarette Eradication Commission) in Blora Regency.

To combat the circulation of illegal cigarettes in Blora Regency, the Public Order Agency (Satpol PP) involves community members as field informants to identify illegal cigarettes circulating in villages within the regency. The Satpol PP employs community service officers (Linmas), young men who typically frequent coffee shops, to gather information about the circulation of illegal cigarettes in their neighborhoods.

To raise public legal awareness, particularly among vendors, regarding the circulation of illegal cigarettes, the Public Order Agency (Satpol PP) conducts outreach and education programs. The outreach and education program is specifically conducted by the Blora Regency Communication and Information Agency, providing information on excise laws and regulations. However, during operations, the Satpol PP also participates in outreach activities for vendors of illegal cigarettes, providing warnings and education about the legal sanctions that sellers will face if they sell illegal cigarettes.

Socialization and education were conducted during the operation, including the posting of stickers warning of illegal cigarettes and information on the sanctions for violations. In Blora Regency, many vendors still sell illegal cigarettes. This is evident from the Public Order Agency (Satpol PP) report, which showed that as of

²³Ibid.

April 2026, there were 570 shops/venues selling illegal cigarettes.²⁴

According to Mr. Imam Yulianto, the most effective strategy for suppressing the circulation of illegal cigarettes in Blora Regency is implementing operations from upstream to downstream. The Public Order Agency (Satpol PP) is implementing the DBHCHT law enforcement work plan outlined in the Blora Regency Satpol PP RKP to increase the effectiveness of its efforts.²⁵

Based on the description above, it can be seen that in tackling the circulation of illegal cigarettes in Blora Regency, there are clear jurisdictional boundaries between the authority of the Civil Service Police Unit (Satpol PP) and the authority in criminal law, customs and excise carried out by the Directorate General of Customs and Excise. Satpol PP, based on the provisions of Law Number 23 of 2014 concerning Regional Government and Government Regulation Number 16 of 2018, has the main authority in enforcing Regional Regulations, maintaining public order, and protecting the community which is administrative and preventive in nature. In this case, Satpol PP only plays a role as a supporting apparatus that carries out supervision, socialization, information gathering, and non-judicial enforcement actions against indications of the circulation of illegal cigarettes in the region.

Meanwhile, the authority for criminal law on customs and excise lies with the Directorate General of Customs and Excise under Law No. 11 of 1995 concerning Excise as amended by Law No. 39 of 2007, which includes the authority to investigate, confiscate, and take criminal action against excise violations. Therefore, the Public Order Agency (Satpol PP) does not have the authority to conduct investigations or take criminal action against perpetrators of illegal cigarette distribution, but rather only assists in prevention and administrative enforcement at the regional level.

This difference in authority demonstrates a complementary division of duties, with the Public Order Agency (Satpol PP) playing a role in preventive and coordinating efforts at the local level, while Customs and Excise (Customs) is responsible for criminal law enforcement in the excise sector. These legal boundaries ensure that the fight against illegal cigarettes in Blora Regency is effective, avoids overlapping authority, and adheres to the principles of legality in the criminal justice system and government administration.

Thus, the legal boundaries of Satpol PP with criminal law on customs and excise are:

1) Not the main investigator, in this case the Public Order Agency (Satpol PP) is not an excise crime investigator, as investigating illegal cigarettes falls under the

²⁴Ibid.

²⁵Ibid.

full authority of the Directorate General of Customs and Excise. In this case, Blora Regency is collaborating with Kudus Customs and Excise.

2) Focusing on education and oversight, the Public Order Agency (Satpol PP) focuses more on outreach activities, educating vendors, and monitoring at the regional level. The Satpol PP's oversight includes gathering information on the presence of illegal cigarettes in shops or sales areas, as well as at loading and unloading points in markets and truck stops.

Based on PMK No. 22 of 2026, the Public Order Agency (Satpol PP) implements a program to eradicate illegal excise goods, which includes information gathering, illegal cigarette eradication operations, provision of supporting facilities for eradicating illegal excise goods, and capacity building for implementers. However, due to budgetary constraints, the provision of supporting facilities for eradicating excise goods cannot be implemented in 2026.²⁶

3) Enforcement must be carried out in collaboration with Customs. In field operations, the Public Order Agency (Satpol PP) typically acts as a supporting element in joint operations to eradicate illegal cigarettes with the Customs team. Satpol PP carries out operations in conjunction with the Kudus Customs Office, but is limited to assisting with operational order and does not have the authority to take action or confiscate evidence of illegal cigarettes found in the field.

4) Investigation, Satpol PP is not authorized to examine witnesses, conduct forced searches without an escort or conduct criminal investigations into illegal cigarettes.

5) Determination of suspects, Satpol PP does not have the authority to determine suspects in cases of illegal cigarette distribution

6) Storing evidence, evidence found may not be stored permanently by Satpol PP or destroyed by themselves, but must be handed over to Customs.

Based on the description above, it is known that the legal boundaries between the Satpol PP and the criminal law of customs and excise in tackling the circulation of illegal cigarettes in Blora Regency indicate a clear division of authority between the regional administrative function and the function of enforcing criminal law specifically in the field of excise. Satpol PP is positioned as a regional government apparatus that plays a role in preventive, educational, and coordinative efforts through supervision, information gathering, socialization, and assistance in joint operations. Meanwhile, judicial repressive authority in the form of investigation, confiscation, witness examination, determination of suspects, and management of evidence is entirely the authority of the Directorate General of Customs and Excise as investigators of excise crimes based on the provisions of laws and

²⁶Ibid.

regulations.

Thus, the legal boundaries between the Public Order Agency (Satpol PP) and the criminal law of customs and excise reflect the integration of penal and non-penal approaches in combating the circulation of illegal cigarettes in Blora Regency. Satpol PP focuses more on preventive and educational efforts at the regional level, while Customs and Excise carries out a repressive function through the application of criminal law and excise. The combination of these two approaches demonstrates that crime prevention does not rely solely on criminal penalties, but also requires prevention, supervision, and increased public legal awareness to more effectively suppress the circulation of illegal cigarettes.

3.3. Obstacles Experienced by the Civil Service Police Unit (Satpol PP) in Combating the Distribution of Illegal Cigarettes in Blora Regency and Their Solutions

Satpol PP in tackling the circulation of illegal cigarettes in Blora Regency faces several obstacles, namely:²⁷

1) Limited human resources (HR) of Satpol PP

Research at the Blora Regency Public Order Agency (Satpol PP) shows that each squad has 10 personnel. This is sufficient. However, there are limitations, particularly regarding the officers' inadequate skills. This significantly impacts the implementation of tasks, both in information gathering and joint operations.²⁸

Limited human resources and infrastructure are among the obstacles to combating the circulation of illegal cigarettes in Blora. The number of Public Order Agency (Satpol PP) personnel deployed for illegal cigarette eradication operations in Blora Regency is two squads, each consisting of 10 personnel. This is considered sufficient in terms of quantity to support fieldwork. However, the main problem lies not only in the number of personnel, but also in the quality and competence of human resources, which are still limited, particularly in the field of monitoring and handling the circulation of illegal cigarettes.

The limited skills of officers are evident in their suboptimal understanding of the characteristics of illegal cigarettes, excise law provisions, information gathering techniques, and patterns of illegal distribution within the community. Combating the circulation of illegal cigarettes requires specialized skills, such as identifying counterfeit excise stamps, field intelligence capabilities, goods distribution monitoring techniques, and coordination with the Directorate General of Customs and Excise and the police. If officers lack these skills, their duties will be less effective and potential violations will be difficult to detect effectively.

²⁷Ibid.

²⁸Ibid

Limited human resources also impact the implementation of joint operations. In illegal cigarette enforcement operations, Public Order Agency (Satpol PP) officers are required to perform data collection, secure locations, monitor distribution, and assist with enforcement efforts in the field. However, a lack of technical training and experience often makes it difficult for officers to carry out these functions optimally. This situation can hamper the effectiveness of law enforcement against illegal cigarette distribution in Blora Regency.

2) Limited facilities and infrastructure

The facilities and infrastructure owned by the Public Order Agency (Satpol PP) are still inadequate. Currently, there is only one passenger car (Kijang LGX) available. Two-wheeled vehicles are not yet accessible from the office, requiring only private vehicles. For 2026, there will be no activities related to facilities and infrastructure for eradicating illegal excise goods.²⁹

Budget constraints also hamper information gathering and joint operations, resulting in a decrease in activity volume compared to 2024 due to budget efficiency.³⁰

Limited facilities and infrastructure are one of the main obstacles for the Civil Service Police Unit (Satpol PP) in carrying out its duties to combat the circulation of illegal excise goods, especially illegal cigarettes in Blora Regency. Based on the results of the study, the operational facilities owned by Satpol PP are still very limited, namely only having 1 unit of Kijang LGX passenger car as an operational vehicle, while for two-wheeled vehicles, officers still use private vehicles because there are no official vehicle facilities from the office. This condition shows that the support of transportation facilities for field officers is not adequate to support the mobility of supervision and enforcement in the fairly large area of Blora Regency.

The limited number of operational vehicles directly impacts the implementation of duties, particularly in information gathering, patrols, regional monitoring, and joint operations with other agencies such as the Directorate General of Customs and Excise and the police. Officers find it difficult to quickly and optimally reach locations suspected of illicit cigarette distribution. Furthermore, officers' use of private vehicles can also pose challenges in terms of security, efficiency, and operational costs, which must be borne personally by officers.

These obstacles are further compounded by the absence of a program to procure facilities and infrastructure for the eradication of illegal excise goods in 2026. This indicates that support for facilities from local governments for illegal cigarette eradication activities is still not a top priority, even though the existence of facilities and infrastructure is very important to support the effectiveness of

²⁹Ibid

³⁰Ibid

supervision and law enforcement in the field.

Besides limited facilities, another obstacle faced is budget constraints. The available budget for information gathering and joint operations has decreased compared to 2024 due to budget efficiency policies. This budget reduction has resulted in a reduction in the volume of operations, patrols, outreach, and field supervision carried out by the Public Order Agency (Satpol PP). Consequently, the intensity of oversight of illegal cigarette circulation has decreased, making the potential for violations in the community increasingly difficult to control optimally.

3) Distance to Kudus Customs Office

Kudus Customs and Excise is authorized to prosecute illegal cigarette trafficking, as Blora Regency falls within Kudus Regency's jurisdiction. The distance between the Kudus Customs and Excise Offices is quite far, making it time-consuming to take swift action.³¹

These geographical conditions mean that coordination and implementation of law enforcement measures cannot be carried out quickly, especially when alleged violations are found in the field that require immediate handling by Customs as the agency with the primary authority in prosecuting excise crimes.

In practice, the Blora Regency Public Order Agency (Satpol PP) only has the authority to supervise, enforce administrative regulations, and assist with joint operations, while the authority to investigate and take criminal action against excise violations rests with Customs. Therefore, if illegal cigarettes are found or if excise violations are suspected, Satpol PP must first coordinate with Kudus Customs for follow-up. The considerable distance means that the coordination process, the presence of Customs officers, and the implementation of enforcement operations require longer time.

This situation can impact law enforcement because illegal cigarette traffickers have the opportunity to destroy evidence, relocate distribution locations, or temporarily halt operations before Customs officers arrive. Furthermore, delays in handling cases also result in suboptimal oversight of illegal cigarette distribution and can reduce the deterrent effect on violators.

The long distance also impacts the intensity of coordination and joint operations between the Blora Regency Public Order Agency (Satpol PP) and Kudus Customs. Routine field supervision, outreach, and joint operations are no longer possible due to the increased time, effort, and operational costs required. This becomes even more challenging when infrastructure and operational budgets are still limited.

³¹Ibid

4) There was resistance, both verbal and physical, during the operation.

In carrying out operations, one of the obstacles faced by the Civil Service Police Unit (Satpol PP) and related officers in tackling the circulation of illegal cigarettes is the resistance that arises from sellers, distributors, and certain members of the community who feel disadvantaged by the enforcement and supervision activities carried out by officers in the field.

4. Conclusion

The legal position of Satpol PP in combating the circulation of illegal cigarettes in Blora Regency is as a regional government apparatus whose function is to enforce Regional Regulations, maintain public order, and assist in the supervision and control of the circulation of illegal cigarettes through preventive, administrative, and coordinative approaches. In its implementation, Satpol PP plays a role in carrying out supervision, information gathering, socialization, joint operations, and administrative control in collaboration with Customs, the police, and the local government. Satpol PP is more positioned as a supporting element for regional law enforcement in efforts to combat the circulation of illegal cigarettes in Blora Regency. The jurisdictional boundaries between Satpol PP and customs and excise criminal law in combating the circulation of illegal cigarettes in Blora Regency have been clearly regulated, where Satpol PP is positioned as a regional government apparatus that carries out preventive, administrative, and coordinative functions through supervision, information gathering, socialization, education, and assistance in joint operations in the context of enforcing Regional Regulations and public order. Meanwhile, judicial repressive authority, such as investigation, confiscation of evidence, examination of witnesses, determination of suspects, and criminal action against excise violations, falls entirely under the authority of Customs and Excise, as stipulated in laws and regulations. This division of authority demonstrates a complementary relationship between the Public Order Agency (Satpol PP) and Customs and Excise in combating illegal cigarettes, ensuring that law enforcement efforts are coordinated, effective, and in accordance with the principle of legality, while avoiding overlapping authority between agencies.

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