

Collaborative Synergy Between Customs and the Government in the Program to Combat Illegal Cigarettes

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ABSTRACT

This study aims to analyze the collaboration process between government agencies in implementing the Illegal Cigarette Eradication Program in Bojonegoro Regency using the collaborative governance theoretical framework of Ansell and Gash. The research method used is qualitative with a descriptive approach. Data collection techniques were carried out through in-depth interviews, field observations, and documentation studies, with informants selected using a purposive sampling technique involving the Public Order Agency (Satpol PP), Customs and Excise, the Indonesian National Armed Forces (TNI), the Indonesian National Police (Polri), and legal cigarette traders. The results show that collaboration has been carried out through face-to-face dialogue, role allocation, and information transparency, but there is still an imbalance of authority dominated by the Satpol PP and limitations in detecting illegal distribution channels. The discussion shows that facilitative leadership, transparent institutional design, and intensive communication processes are key factors in maintaining the sustainability of the collaboration. The conclusion of this study confirms that the Illegal Cigarette Eradication Program has been able to break some of the illegal cigarette distribution chain, but requires strengthening collaborative mechanisms so that handling can be carried out more optimally and sustainably.

Keywords: Collaborative Governance, illegal cigarettes, program, collaboration

INTRODUCTION

In Indonesia, the circulation of illegal cigarettes is dominated by plain cigarettes (without excise stamps) and is estimated to cause state losses of Rp97.81 trillion in 2024. Consumption of illegal cigarettes soared to around 46.95% of total consumption in that year, due to the cheaper price compared to legal products (Yudhistira Wicaksono, 2024). In East Java, the region is still the highest domination area regarding cigarettes without excise stamps, it was recorded that from January to September this year, the Directorate General of Customs and Excise through the East Java I and East Java II Regional Offices recorded a major achievement in taking action against illegal cigarettes by securing 235.4 million illegal cigarettes and destroying them together with the presence of the Ministry of Finance of the Republic of Indonesia (Tira Santia, 2025). An example of a major finding that was recently revealed was the action in Kudus involving 1.79 million illegal cigarettes without excise stamps (Purwowidhu, 2025).

In Bojonegoro Regency itself, the largest discovery of illegal cigarettes was in 2024. Bojonegoro Customs secured at least 14 million illegal cigarettes throughout 2024 and this major discovery came from various actions carried out in the Bojonegoro Customs work area (SuaraJatimPost, 2024). The findings of illegal cigarettes in 2024 have the potential to cause the state losses of around Rp. 10,000,000,000 (billion), and

perpetrators will be fined Rp. 230,230,000 (million) (Yuan Eko Ramadhana, 2024). Last August, Bojonegoro Customs destroyed 8.5 million illegal cigarettes worth Rp. 12,600,000,000 (billion). The goods destroyed were the result of 30 enforcement actions from January to July 2025 (Rizki Nur Diansyah, 2025) .

Table 1. Data in the last 4 years on illegal cigarette findings in Bojonegoro Regency

No.	Year	Number of Illegal Cigarettes	Nominal Loss
1.	2021	259.850 stem	55.000.000 Idr
2.	2022	2.501.608 stem	1.200.000.000 Idr
3.	2023	6.475.780 stem	4.340.000.000 Idr
4.	2024	14.605.760 stem	10.913.608.000 Idr

Source: Radar Bojonegoro, Bojonegoro Block 2024

Based on Table 1 above, the number of illegal cigarettes found by Bojonegoro Regency Customs and Excise continues to increase annually. The largest number of findings and the highest number were recorded in 2024 (SuaraJatimPost, 2024). The findings of illegal cigarettes, or cigarettes without excise stamps, by Bojonegoro's Type C Customs and Excise have resulted in action against almost all cases from crossing routes and courier service companies (PJT) (Yuan Eko Ramadhana, 2024).

The main factor in society why there are still so many buyers of cigarettes without excise stamps is because the price is relatively much cheaper and very affordable compared to legal cigarettes with official excise stamps (Naufal, 2025). From research (Hilman Fi, 2021) He also stated that the circulation of illegal cigarettes is driven by high demand from the lower-middle class due to their low prices. These illegal cigarette businesses produce their cigarettes through their own factories with the help of their employees. In Bojonegoro itself, no production houses or large-scale production of illegal cigarettes have been found. However, with the continued presence of illegal cigarettes in the Bojonegoro-Tuban area, coordination and collaboration between agencies are crucial. Coordination is the authority to mobilize, harmonize, align, and balance specific or disparate activities so that they are all directed toward a specific goal (Nomaini, 2020). Seeing that in the last 4 years there have been many findings of illegal cigarettes in the Bojonegoro Regency area, it can be said that there is something that needs to be fixed in the process system implemented by the relevant government.

Collaborative Governance is a strategy used in planning, regulation, policy making, and public management to coordinate, adjudicate, and integrate the interests of various stakeholders (Gash, 2022). Coordination and cooperation between agencies or institutions are important in collaborative governance. (Yunas & Nailufar, 2019) also stated in his research that Collaborative Governance is a process in which organizations that have an interest in a particular problem try to find a joint solution in order to

achieve goals that they cannot achieve alone and their goals are focused on solving the problem together. Based on the theory explained by (Ansell & Gash, 2008), There are four main variables in collaborative governance: initial condition, institutional design, facilitative leadership, and collaborative process. Considering that many other studies have not yet focused on the collaborative process, such as, (Haryono Saputra, A. & Saputra, R. K., 2024) who are still researching the effectiveness of Customs supervision of illegal cigarettes, in another study from (Maulana et al., 2023) also did not focus on the collaboration process but rather on monitoring the circulation of illegal cigarettes in the Riau Islands region. Therefore, the researcher used Collaborative Governance theory as the basis of analysis in this study to answer the research question of how the collaboration process between government agencies in implementing the Gempur RokokI legal program can be improved and synergized to crack down on and reduce the circulation of illegal cigarettes in Bojonegoro. The researcher conducted an analysis to find new research using Vos Viewer software.

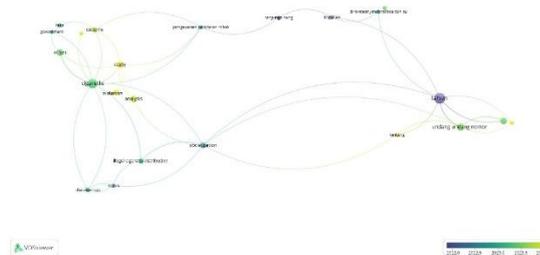


Figure 1. Network Visualization Overlay by Vos Viewer, 2025

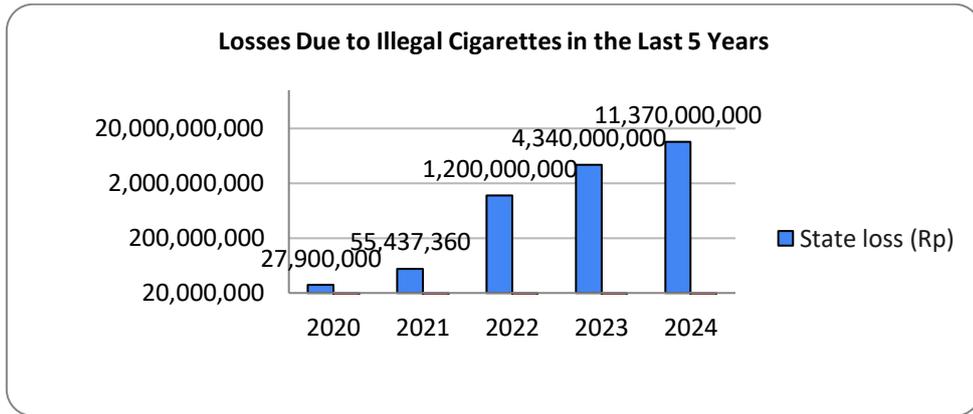
Based on Figure 1, the results of the overlay visualization network show that research related to the keywords "Illegal cigarettes, government role, collaborative synergy" from 2022 to 2024 is included in the yellow cluster, indicating that this research has not been extensively conducted. A closer look at the relationship between the variables "cigarettes" and "government" shows a significant gap, coupled with the variable "cigarette supervision," which is still far apart. This can be used as evidence of the novelty of the variable writing in the article on Synergy between Customs and Regional Governments in the Illegal Cigarette Eradication Program (Jan van Eck & Waltman, 2023).

Research Methods

This study uses a qualitative research method with a descriptive approach. Qualitative research is an approach to exploring and understanding the meanings individuals or groups have regarding a social problem (Creswell, 2018). The researcher used a qualitative method in this study to analyze how collaborative governance

processes are implemented in the Gempur Rokok legal program. The topic of illegal cigarettes was chosen because they are one of the goods that cause high losses in the excise sector.

Figure 1. Data on losses over the last 5 years due to illegal cigarettes in Bojonegoro Regency



Source: East Java Customs I, Bojoenegoro Customs, Radar Bojonegoro

Based on the data in the image above, the number of illegal cigarettes found in Bojonegoro Regency has increased annually. The highest number was in 2025, resulting in losses of up to Rp 11,370,000,000. The number found in 2020 was relatively low compared to previous years, at Rp 27,900,000. This loss is a significant threat to state finances, especially as the number of illegal cigarettes found in Bojonegoro Regency has continued to increase over the past five years.

Researchers utilized two types of data sources: primary and secondary. Researchers obtained primary data through direct engagement with informants, namely through interviews and observations. Secondary data were obtained from documentation, data from the research location, and written sources such as previous research studies. Informant sources were selected using a purposive sampling technique. The purposive sampling technique, according to a book written by (Bagus Sumargo, 2020) This is a technique for selecting sample members or informants from a population determined by the researcher in accordance with the research objectives. The definition of an informant is a person who provides information. In this sense, an informant can be said to be the same as a respondent if they provide information because they are prompted by the researcher (Titop et al., 2023) (Nugrahutama, 2014). Based on informant research techniques, researchers determine the informant criteria as follows:

1. Informants include members of the Satpol PP, Customs, TNI, POLRI, and legal cigarette traders/sellers.
2. The informant has resources and knowledge regarding the Eradication of Illegal Cigarettes Program.

The profile of each research informant is shown in the following table.

Table 2. Profile of Research Informants

Group	Definition	Stakeholder
Program Implementing Agency	The party running the Illegal Cigarette Fighting program	<ol style="list-style-type: none"> 1. Satpol PP. - Head of the Regional Regulation Enforcement Division of the Bojonegoro Public Order Agency 2. Bea Cukai Kab.Bojonegoro. - Head of Sub-Directorate of Public Relations and Extension - Public Relations Officer / Customs Inspector 3. Military. - Military District Commander of Bojonegoro Regency 4. Indonesian National Police. - Bojonegoro Regency Police
Public	Traders/shops that sell legal cigarettes (cigarettes with genuine excise stamps) and participate in the socialization process and legal cigarette eradication operation.	<ol style="list-style-type: none"> 1. Market Traders- Cigarette seller at the Regional Market 2. Grocery Store- Cigarette seller in the shop

Source: Empirical data processed by researchers, 2025

Based on the table above, the number of parties who will be informants in this study is 6 related parties. The data analysis technique is carried out using interactive analysis according to (Huberman & Miles, 2014) dalam (Qomaruddin, 2024: 4). Interactive data analysis consists of four components of the analysis process, namely data collection, data reduction, data presentation, and drawing conclusions according to (Sugiyono, 2016). Data validity is carried out using method triangulation, the collected data is re-checked for the accuracy of the information collected by cross-checking the data with other sources who are considered to understand the problem being researched based on the relevant informant sources (Creswell, 2018).

Results and Discussions

regulated and coordinated by the Public Order Agency (Satpol PP), including spending needs such as infrastructure and mobility during the operation.

Observations show that the collaborative effort to combat illegal cigarettes is progressing well, but there are still significant imbalances in power, resources, and knowledge. Public Order Agency (Satpol PP) dominates administratively and has the authority to regulate the program.

2. History of previous collaborations and conflicts

The history of cooperation is very important to analyze in the initial condition process (starting condition) to find out beforehand whether there is a conflict or cooperation process in the illegal cigarette eradication program, the results of an interview with the Head of the Regional Regulation Enforcement Division of the Bojonegoro Satpol PP said the following:

To establish this illegal cigarette eradication program, there has been no collaboration or cooperation with Customs or the Indonesian National Armed Forces (TNI) or the Indonesian National Police (Polri), as Customs itself stated that it already has an independent program related to illegal cigarettes. However, we have frequently collaborated on other forms of cooperation outside of this illegal cigarette program, especially with the TNI and Polri. Therefore, communication and adjustment processes have not been an issue, and in fact, have enabled us to work more optimally.

From another point of view, the researcher took information and views from the membership staff of the customs public relations division as follows:

This collaboration only began around early 2017, so we've been implementing this program for a while, but the intensity of implementation has increased since 2021. In other collaborations, we've always worked independently, but we've been involved with other agencies, such as the Public Order Agency (Satpol PP) and the Indonesian National Armed Forces (TNI) and the Indonesian National Police (Polri). Although the former head of the Satpol PP was previously implicated in a corruption case, this hasn't affected the collaboration, as communication and coordination between the relevant parties have been very good.

The results of the interview showed that the collaboration between Satpol PP, Customs and Excise and the Indonesian National Armed Forces (TNI) and the Indonesian National Police (Polri) has been going on for around 8 years, but this program is the first time that it has been established before, where the relevant agencies collaborated individually according to the program being implemented.

3. Encouragement or obstacles to participation in the Eradicating Illegal Cigarettes Program

Despite the various collaborative efforts of relevant agencies on this program, there's no denying the impact and participation of the community. Despite the discovery of illegal cigarettes in the Bojonegoro Regency crossing area, this area itself is considered a green zone for illegal cigarette production, as the community is already

well-aware of the quality of legally produced tobacco. Observations from interviews with the Head of Public Relations for Customs and Excise stated the following:

The public itself has actually been independently educated regarding consumer values, given that our region is a green zone for illegal production. Therefore, consumers understand that legal cigarettes taste far better than illegal ones. In fact, the most difficult findings are those from shipping companies crossing the northern coast of Java.

This statement reveals that many people prefer legal tobacco to tobacco processed without excise stamps or unofficially. This is supported by observations and interviews with a vendor at a grocery store in the traditional Kapas market area:

It won't sell either, sir. These people prefer the cigarette brands they usually consume, so when we want to sell or buy in bulk, we also take consumer needs into consideration.

The results of the interviews show that the encouragement from customs in providing education and socialization independently has had an impact on the community in consuming legal cigarettes with excise stamps. Active participation was also obtained from the people of Bojonegoro Regency who tend to be more suitable for using and choosing legal cigarettes.

Institutional Design



Figure 4. Word Cloud for Institutional Design Indicators.

The results of an interview with the Head of the Regional Regulation Enforcement Division of the Bojonegoro Satpol PP said the following:

We consistently provide transparent information, from the information gathering process to the implementation of operations. We maintain close communication and coordination with customs and security personnel from the Indonesian National Armed Forces (TNI) and the Indonesian National Police (Polri), minimizing misunderstandings during program implementation. We also consistently provide clear financial reports on budget allocations, including those used to meet the needs of other agencies.

implementation mechanisms. In another interview, a member of the Bojonegoro Police Department also revealed that:

For us, the police really need and require a direct communication process because it not only makes it easier to provide information but also makes it easier to understand coordination between other agencies. We follow and wait for information from the Public Order Agency (Satpol PP) because all schedules and planning processes follow Satpol PP. Later, once everything has progressed from the meeting to the socialization process, we will inform the local police according to the operational schedule in which sub-district.

Based on the observations, it can be concluded that face-to-face dialogue is a crucial aspect and a very appropriate and practical procedure in this collaboration process. Furthermore, it is generally certain that no human being is free from the communication cycle (Basuungi & Katili, 2024.), so that in this face-to-face dialogue process it really supports good coordination.

2. Trust Building

(Ansell & Gash, 2008) revealed that trust is a primary prerequisite for collaborative processes to run effectively and sustainably. In an interview with the Head of the Bojonegoro Regional Regulation Enforcement Division, he said:

Trust can be built with the value of consistency in carrying out every planning process until operations run, because with this consistent attitude, trust will emerge.

In another interview, the Head of Public Relations for Bojonegoro Regency Customs and Excise also said that:

For us, trust is built through open communication and information. And the most important thing is openness to receiving and providing input during planning meetings.

Meanwhile, in another interview, the Bojonegoro Police revealed the following regarding building trust:

In the trust process, we tend to prioritize open communication and reporting on every activity. Since we're solely in the security department, open information and active involvement from all relevant parties can be crucial for building trust.

The results of the observation explain that trust is built well in this program, supported by open communication and information as well as the active involvement of each party.

3. Commitment to the Process

according to (Ansell & Gash, 2008) The success of the collaborative process depends heavily on the consistency and seriousness of the parties in following the procedures, rules, and mechanisms that have been mutually agreed upon. In an interview with the Head of Regional Regulation Enforcement for Bojonegoro Regency, he explained that:

Each party in this program understands their respective roles and functions through coordination meetings. This allows for a consistent and well-thought-out commitment.

One can draw conclusions from the opinion of the Public Order Agency (Satpol PP) regarding commitment to the process through communication and understanding of the roles and functions of each party involved. On another occasion, the Head of Public Relations for Bojonegoro Customs and Excise stated:

Consistency among all parties in carrying out the process is paramount in supporting commitment to the process. Furthermore, maintaining a quality work environment will foster a solid commitment.

The statement from Customs and Excise indicates that a positive work environment also supports commitment to the process. As research (Lamuda et al., 2025) suggests, a positive work environment will also improve positive results, and vice versa.

4. Sharing Understand

According to the opinion of (Ansell & Gash, 2008), Shared understanding is important to reduce misunderstandings and minimize conflict. An interview with the head of regional regulation enforcement for Bojonegoro Regency revealed that:

Certainly, establishing clear communication and openness regarding information significantly supports the aspect of shared understanding. In fact, exchanging information and explaining the objectives of this program are already driving forces towards achieving shared understanding.

Meanwhile, the opinion of the Head of Public Relations for Bojonegoro Customs and Excise said that:

We can easily achieve a shared understanding through communication and exchanging information regarding the program's objectives. Furthermore, we, as Customs, have a specific responsibility to provide independent education regarding the legal excise duties imposed on cigarettes during joint meetings.

Another opinion was also expressed by a police officer from the Bojonegoro Police as follows:

Coordination and clarification of the roles and functions of each implementing party are key drivers in achieving a shared understanding. Customs, public order officers (Satpol PP), and vendors in stores must also be knowledgeable about this program and the dangers of illegal cigarettes.

The author also took the results of observations from interviews with one of the grocery store traders in the Bojonegoro regional market regarding the understanding of the illegal cigarette eradication program and the dangers of illegal cigarettes:

I myself have received independent socialization education from the customs office regarding this program, and the dangers of illegal cigarettes were explained. During yesterday's operation, no illegal cigarettes were found in my shop.

From various sources interviewed regarding the Joint Understanding, it can be concluded that active participation from both government and non-government elements also supports the success of the Joint Understanding program. Therefore, both law

enforcement agencies and community understanding must be supported to successfully achieve the program's goals.

5. Mid-Results

According to the opinion of (Ansell & Gash, 2008) Intermediate results are defined as momentum or temporary achievements that support the overall success of the collaboration process. Intermediate results of the program according to the Head of the Regional Regulation Enforcement Division of Bojonegoro Regency:

With the implementation of the process from socialization to operational implementation, we have achieved intermediate results. Both of these efforts were possible because they began with the Public Order Agency (Satpol PP) field team gathering information directly in the regions, well before the scheduled planning and coordination meetings. This information, obtained, will later inform the program's objectives for implementation.

Based on the explanation given by the Public Order Agency (Satpol PP), it can be said that the intermediate results achieved by this program do not necessarily involve the discovery of illegal cigarettes circulating in stores or among sellers. Meanwhile, a Customs official, specifically the Head of Public Relations at the Bojonegoro Customs Office, stated that:

For results, especially in the mid-term, the program's implementation, including planning, outreach, and joint operations, is sufficient. These three key elements must be achieved first in addressing the discovery of illegal cigarettes in Bojonegoro Regency. Outreach activities are conducted at least six times per year, according to the specified schedule, and are attended by 50 invited audiences. Joint operations typically follow the outreach process, and joint operations are typically conducted more frequently than outreach activities. This is because we emphasize direct field action. Outreach and joint operations may be conducted in two different areas if the indications or suspicions are not particularly high based on the information obtained. In areas with low indications, outreach is sufficient.

Observations from interviews with the two key stakeholders suggest that mid-term outcomes do not focus on findings, but rather on the coordination and implementation of planning, outreach, and joint operations. With mid-term outcomes executed systematically and well-structured, the coordination process can provide an optimistic assessment of future major outcomes.

Outcome



Figure 7. Word Cloud for Outcome Indicators

The results of the joint interview observations with the Satpol PP officers were as follows:

By achieving consistency between all parties in implementing the program, it is possible to take action against the discovery of illegal cigarettes and break the connection of the distribution of illegal cigarettes, which has become a real result in the illegal cigarette eradication program.

With the statement delivered by the Public Order Agency (Satpol PP) regarding the results of this program, it is stated that consistency has been achieved between implementing parties and they can take action against illegal cigarette findings to stop the illegal cigarette distribution network in the Bojonegoro district.

Another opinion from customs, Head of Public Relations for Bojonegoro Customs, revealed that:

It's not always the discovery of illegal cigarettes that we target. Working with us, this program has been able to break the chain of illegal cigarette distribution in Bojonegoro Regency, which is a major achievement or result. Bojonegoro is a green zone and free from illegal cigarette production and distribution. However, we most frequently investigate large trucks loaded with illegal cigarettes, typically traveling along the north coast of Java (Pantura) or inter-city/provincial routes in Bojonegoro. This is based on reports from the customs cyber team and coordination with customs offices in other cities where the trucks pass. The distribution/delivery sector is the most difficult for us to detect, especially when using shipping services or expeditions. However, this collaborative effort and outreach program, which has broken the chain of illegal cigarette distribution, is a valuable achievement.

Overall, the outcome of this illegal cigarette eradication program is to establish collaboration that actively participates with open information and coordinated communication to break the chain of illegal cigarette distribution in the Bojonegoro district.

Collaborative Governance in the Bojonegoro Regency Illegal Cigarette Eradication Program

The author chose the Collaborative Governance Theory because it is able to explain various points of view from other stakeholder elements and can measure and analyze the extent to which the collaboration process is running optimally in implementing the illegal cigarette eradication program.

Every stakeholder's role here will be truly needed, starting from the facilitator role held by the Public Order Agency (Satpol PP), Customs and Excise as specialists in excise matters, and the security forces from the National Police and the Indonesian

National Armed Forces (TNI), who are a crucial unit in implementing this illegal cigarette eradication program. This is crucial, as collaboration between related teams will facilitate the sharing of ideas, problem-solving, and achieving work targets more efficiently (Salsabilla, 2025). Other research also says that by forming a collaboration, a problem will be resolved more responsively (MaharMalik et al., 2024). Therefore, this collaborative system can be a powerful force in implementing the program to combat illegal cigarettes and achieving maximum results. The roles and functions of stakeholders are also very influential here (Fairuza, 2019) Writing about the influential and crucial role of stakeholders in carrying out their responsibilities, we need to understand that the collaborative process has various aspects that must be met, as shown in the following figure.

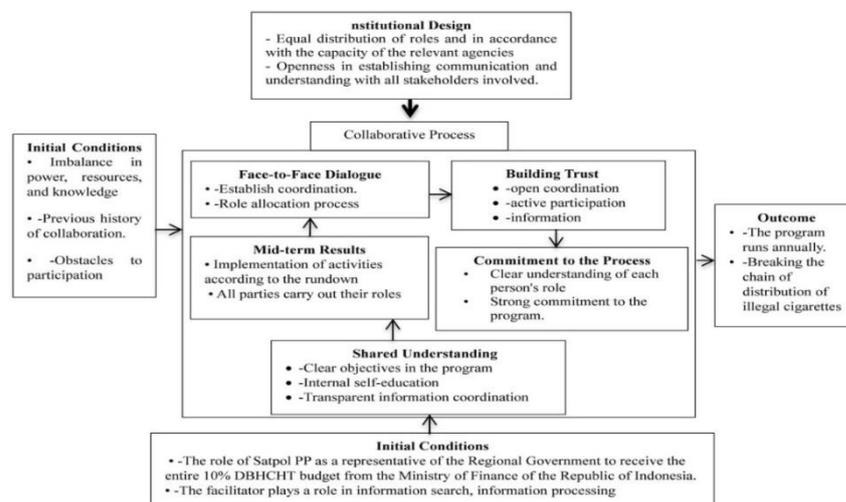


Figure 2. Collaborative Governance process in the illegal cigarette eradication program

Conclusion

Based on the research results, it can be concluded that the implementation of collaborative governance in the Gempur Cigarette Ilegal Program in Bojonegoro Regency has basically run in accordance with the theory of Ansell and Gash and has met all indicators and sub-indicators, including initial conditions, institutional design, facilitative leadership, collaborative processes, and results. The collaborative process is supported by intensive face-to-face dialogue, information transparency, trust-building, commitment to the process, and shared understanding between agencies, with the role of Satpol PP as a facilitator, Customs as a specialist, and the TNI and Polri as law enforcement supporters who work in harmony in achieving common goals. The results of the collaboration are not only demonstrated through the physical discovery of illegal cigarettes, but especially through efforts to break the distribution chain through socialization activities and joint operations. However, the main weakness of the

collaboration still lies in the supervision of expedition services and weak detection of distribution channels between cities and between provinces, which remain critical points in controlling the circulation of illegal cigarettes, so that strengthening supervision in the distribution sector is a key recommendation in increasing the effectiveness of the program in the future.

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LETTER of ACCEPTANCE

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Dewan Penyunting Jurnal Manajemen Sumber Daya Manusia, Administrasi dan Pelayanan Publik, dengan ini menyatakan bahwa artikel dengan judul: **“Collaborative Synergy Between Customs and the Government in the Program to Combat Illegal Cigarettes”** diterima untuk dipublikasi pada Volume 13 Nomor 1, Februari 2026, di Jurnal Publik melalui link <https://publik.e-journal.unbitago.ac.id/PUBLIK/> terakreditasi Sinta-4 oleh Direktur Pengelolalan Kekayaan Intelektual Kementerian Riset dan Teknologi/Badan Riset dan Inovasi Nasional Deputi Bidang Penguatan Riset dan Pengembangan Republik Indonesia tertanggal 15 Oktober 2024. Jurnal tersebut dikelola dan diterbitkan oleh LPPM Universitas Bina Taruna Gorontalo.

Demikian LoA ini diberikan kepada nama tersebut untuk digunakan sebagaimana mestinya. Terima kasih.

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Ketua Dewan Penyunting



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