








LEX JOURNAL: KAJIAN HUKUM DAN KEADILAN

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**Effectiveness of Government Regulation No. 28 of 2024 on the Implementation
Regulation of Law No. 17 of 2023 on Health on the Prevalence of Smokers (Study
in Mataram City)**

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ABSTRACT

This study aims to review and analyze the effectiveness of Government Regulation Number 28 of 2024 as the implementation of Law Number 17 of 2023 concerning Health in reducing the prevalence of smokers in Mataram City. In addition, this study also examines the obstacles or constraints faced in the implementation of these regulations at the regional level, especially in Mataram City. This research is empirical legal research with a statutory approach, conceptual approach, and sociological approach which is then analyzed using qualitative descriptive analysis. The results showed that the effectiveness of Government Regulation Number 28 of 2024 concerning Tobacco Control in Mataram City still faces various challenges. Legal factors require improvements to the Regional Regulation (Perda) to be in line with the PP. Law enforcement is also less than optimal due to non-routine supervision and non-strict sanctions. Facilities and infrastructure, although available, still need improvement in quality and quantity. In addition, the low awareness of the public, especially the younger generation, of the dangers of smoking and the entrenched smoking culture are major obstacles. The implementation of this policy is hampered by internal factors such as the incompatibility of KTR regulations and lack of supervision, as well as external factors including smoking culture and low public awareness. Despite concrete steps, the effectiveness of PP 28/2024 in reducing the prevalence of smokers in Mataram City is still limited.

Keywords: Effectiveness, Smoker Prevalence, Mataram City

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1. INTRODUCTION

Tobacco products in Indonesia are still very affordable to adolescents, due to their relatively low price and the large number of retail sales. Previous research revealed that in 2019, retail cigarettes could be purchased for Rp1,000 (US\$0.07), while most students had a weekly pocket money of more than Rp50,000 (US\$3.5) (R, 2023). In addition, around 85% of street vendors and small shops in Indonesia are known to sell cigarettes at retail (Center of Human and Economic (CHED) Ahmad Dahlan Institute of Technology and Business Jakarta, 2022). Research shows that most active smoking students (66%) purchased retail cigarettes in the last 30 days, which has a significant relationship with smoking up to 20 days per month, consumption of less than 5 cigarettes per day, and high levels of nicotine dependence (Youths, 1994). Yet research by the Health Equity Impact Assessment found that tobacco is the number one cause of preventable death and chronic disease (Henderson, 2015). This is exacerbated by data that found that smoking-related diseases are the biggest burden on the state, as almost 30% of the National Health Insurance (JKN) budget is spent on health care costs caused by smoking.

Data shows that smoking is the leading cause of deadly diseases such as cancer, cardiovascular disease, and respiratory disorders, resulting in more than 300,000 deaths each year in Indonesia, including lost productive years due to premature death. This health and economic burden demands not only reactive but also evidence-based solutions for effective tobacco control.

In response to the projected increase in the prevalence of smokers, the Indonesian government issued Government Regulation No. 28 of 2024 which regulates the retail sale of cigarettes. Government Regulation No. 28 Year 2024 is the implementation of Law No. 17 Year 2023 on Health, which establishes a legal framework for tobacco consumption control as part of efforts to protect public health. This regulation aims to limit access to cigarettes, especially for vulnerable groups, as a strategic step in

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reducing smoking rates and its negative impacts. The complete objectives are listed in Article 430 as follows:

“The implementation of safeguarding addictive substances in the form of tobacco products and electronic cigarettes aims to:

- a. Reducing the prevalence of smokers and preventing novice smokers;
- b. Reducing morbidity and mortality due to the effects of smoking;
- c. Increasing public awareness and alertness to the dangers of smoking and the benefits of a life without smoking;
- d. Protect the health of individuals, families, communities, and the environment from the dangers of consumption and/or exposure to additives in the form of tobacco products and electronic cigarettes that can cause adverse health, economic, and environmental impacts; and
- e. Encourage and mobilize the community to be actively involved in efforts to control tobacco products and electronic cigarettes.”

As a step to see the implementation of the PP regulation, Mataram City, as the capital of West Nusa Tenggara (NTB) Province, was chosen as the location to study the implementation of Government Regulation (PP) Number 28 of 2024 concerning the Implementation Regulation of Law Number 17 of 2023 concerning Health related to reducing the prevalence of smokers, for several very relevant reasons. First, based on data from the NTB Provincial Statistics Agency (BPS), the prevalence of smoking among the population aged 15 years and over in NTB in 2023 reached 32.79%. This figure places NTB as the province with the second highest percentage of smokers nationally, after Bali which had a prevalence of 18.90% in the same year. Particularly in Mataram City, the prevalence of smoking among productive age groups and adolescents is also quite high. This indicates that cigarette consumption in this region is a serious and urgent health problem to be addressed. Although there are regulations and policies governing tobacco control, their effectiveness is still limited, and efforts to reduce the prevalence of smoking in Mataram City require a more in-depth and comprehensive approach.

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Second, Mataram City has a strategic role in the implementation of tobacco control policies, both in terms of geographical and social aspects. As the capital city of the province, Mataram City has a large population, with various layers of society coming from various regions. The city is also the center of the economy, education, and health services, which allows various policies to be implemented and seen their impact directly. Therefore, the research results in Mataram City can be a valid representation for other regions in NTB in implementing PP 28/2024.

Third, the smoking culture that has taken root in the life of the Mataram community is also an interesting factor to study. In many areas in Lombok, cigarettes are often considered part of culture and tradition, even becoming a social symbol in daily interactions. Thus, changes in community behavior related to cigarette consumption require an approach that is more sensitive to local values. This makes Mataram City a relevant place to see how tobacco control policies can be adapted to the local culture.

2. RESEARCH METHODS

The type of research in connection with the preparation of this thesis is empirical legal research. Empirical legal research is research that examines the application of laws and regulations based on legal concepts and theories to see directly the reality in the field (Amiruddin & Asikin, 2006), specifically regarding the effectiveness of Government Regulation Number 28 of 2024 concerning Implementation Regulations of Law Number 17 of 2023 concerning Health on the prevalence of smokers in Indonesia with a case study in Mataram City and examining obstacles related to the implementation of these regulations.

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3. DISCUSSION

Effectiveness of Government Regulation No. 28 of 2024 on the Implementing Regulation of Law No. 17 of 2023 on Health on the Prevalence of Smokers in Mataram City

Tobacco control policy in Indonesia is still an issue that has generated a long debate in various circles of society. The debate covers many aspects, ranging from discussions about the human rights of smokers to enjoy tobacco products, religious polemics such as the fatwa forbidding smoking in public places, to concerns about the potential impact of anti-smoking policies on the national economy and the sustainability of the workforce that depends on the tobacco industry.

On the one hand, despite increasing awareness of the adverse health effects of smoking, supported by an abundance of reports and scientific evidence from the fields of health and medicine, the level of cigarette consumption in Indonesia remains high, even tending to increase every year. Based on scientific data, cigarettes are known to contain more than 4000 harmful chemicals, among which there are around 40 substances that are carcinogenic or trigger cancer. This danger is very real considering that smoking is the main factor causing death in seven of the eight biggest causes of death in the world (World Health Organization, 2008).

The burden of disease caused by cigarette consumption is felt in Indonesia, especially for the Social Security Administration for Health (BPJS). About 30% of the total BPJS Health financing is spent to cover non-communicable diseases (NCDs) that are closely related to smoking behavior, such as coronary heart disease, stroke, cancer, chronic lung disease, and diabetes mellitus (Ministry of Health, n.d.). The Minister of Health of the Republic of Indonesia, Nila F. Moeloek, has also said that in 2015, catastrophic diseases, which are severe diseases that require high costs for treatment, consumed 33% of the BPJS Health budget. Cardiovascular diseases such as heart and blood vessel diseases alone were recorded to cost Rp6.6 trillion that year, almost double

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the amount of Rp3.5 trillion in 2014 (Priherdityo, 2016). This fact shows that cigarette consumption not only has a negative impact on individual health, but also creates a huge economic burden for the state.

Cigarette consumption is also a major risk factor for premature death in Indonesia. A person who dies from tobacco-related diseases loses an average of 15 years of life expectancy. Ironically, although information on the dangers of smoking has been massively socialized through various media and health programs, the number of smokers in Indonesia shows no signs of significant decline. In fact, in some reports, the number actually shows an increasing trend, including in Mataram City.

The prevalence of smokers in Mataram City shows a tendency to follow a fairly high prevalence pattern, in line with the trend that occurs at the West Nusa Tenggara (NTB) Province level and nationally. Based on data recorded in the 2016 NTB Provincial Health Profile, the proportion of daily smokers in this region reached 26.8%, which is higher than the national average in the same year. In addition, the 2021 Global Adult Tobacco Survey (GATS) revealed that 34.5% of adults in Indonesia, or around 70.2 million people, are tobacco product users. This data is further reinforced by the Ministry of Health's findings in the 2023 Indonesian Health Survey (IHS), which shows that the number of smokers in Indonesia remains at around 70 million people, with 7.4% of them being individuals aged 10 to 18 years. More worryingly, the 15-19 age group was recorded as the group with the highest smoking prevalence, at 56.5%. This condition indicates that the culture of smoking has been deeply rooted among adolescents and young adults, including in the Mataram City area.

In response to the high prevalence of smoking and in order to strengthen the protection of public health, the government issued Government Regulation (PP) Number 28 Year 2024, which was promulgated on July 26, 2024 as an implementing regulation of Law Number 17 Year 2023 on Health. This PP contains a number of important provisions aimed at tightening control over the consumption of tobacco

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products, which broadly includes a ban on the sale of tobacco products to individuals under the age of 21, a ban on the sale of cigarettes within a 200-meter radius of educational units and children's playgrounds, and the revocation of Government Regulation No. 109/2012 on the Safety of Materials Containing Addictive Substances in the Form of Tobacco Products for Health. With the enactment of PP 28/2024, the old regulations no longer apply, and all tobacco product control policies are now based on this new regulation.

However, in its implementation, there are a number of dynamics that need to be observed. A report from MetroTV News, for example, revealed that several provisions in PP 28/2024, such as the regulation on the prohibition of cigarette sales within a 200-meter radius of schools, were considered confusing by business actors. In addition, this regulation was imposed suddenly without adequate socialization, thus inviting resistance and objections from a number of parties in the business world.

In analyzing the effectiveness of the implementation of PP Number 28 of 2024, especially with regard to the prevalence of smokers, using the legal effectiveness theory approach as formulated by Soerjono Soekanto. According to Soekanto, the success or failure of a legal product in achieving its objectives is influenced by five main factors, namely: first, the legal norms themselves, which include aspects of clarity, completeness, and quality of the substance of the rules; second, law enforcers, which refer to the attitude, capability, and integrity of law enforcement officials, including police officers, and local government officials; third, available facilities or facilities, including funds, infrastructure, human resources, and other devices that support law enforcement; fourth, the community as a legal subject, in this case including the level of public awareness, understanding, and compliance with applicable provisions; and fifth, social culture, namely values, norms, and culture that live in society that can influence attitudes towards the enforceability of the law.

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These five factors are interrelated and determine the extent to which PP 28 of 2024 can be implemented effectively in the field, especially in Mataram City. A more detailed description of the effectiveness of the implementation of PP28 of 2024 in Mataram City is presented as follows:

a. Legal Factors

As explained in the previous chapter regarding the regulation of efforts to reduce smoking prevalence in the provisions of Government Regulation (PP) No. 28 of 2024, it needs to be reaffirmed that in order to achieve the main goal, namely reducing the prevalence rate of smokers as stipulated in Article 430 of the PP, the government has determined several strategic steps through certain prohibitions and restrictions. The key points that are the focus of this effort include: (1) Ban on the sale of tobacco products to children, adolescents, and pregnant women; (2) Ban on the retail sale of cigarettes by the stick; (3) Restrictions on the location of sales of tobacco products, including a ban on selling within a certain radius of educational units and children's playgrounds; (4) Restrictions on cigarette advertising, promotion, and sponsorship; and (5) Obligation to include pictorial health warnings on tobacco product packaging.

Based on the results of interviews conducted by the author with Mr. Janur Yudistyo Prabowo, a Junior Expert Legislation Designer at the Legal Section of the Regional Secretariat (Setda) of Mataram City, it was found that (Prabowo, 2025):

“The implementation of the provisions of Government Regulation (PP) Number 28 of 2024 in Mataram City is currently still in the preparation stage. This is because the PP was only promulgated in July 2024, so implementing regulations at the regional level, including in Mataram City, have not yet been officially issued. Nevertheless, in principle, Mataram City already has a regional legal instrument that aims to control the adverse effects of smoking on the community, namely through the Mataram City Regional Regulation No. 4/2013 on Smokefree Areas (KTR). The substance of the regulation in the KTR Regional Regulation is actually in line with the spirit contained in Government Regulation No. 28 of 2024. If examined more closely, the KTR

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regulation explicitly regulates important prohibitions, such as the prohibition of selling cigarettes to minors and pregnant women, as well as the prohibition of selling and smoking in areas that have been designated as No Smoking Areas. These prohibitions are contained in Article 10 and Article 11 of the local regulation. In addition, to provide a deterrent effect and strengthen compliance with this regulation, the KTR Perda of Mataram City has also regulated the existence of strict sanctions for violators, as stated in Article 30. Violation of the provisions of this Perda may be subject to criminal sanctions of imprisonment for a maximum of six (6) months or a maximum fine of Rp50,000,000.00 (fifty million rupiah).”

Based on the results of interviews conducted by the author, although Government Regulation (PP) No. 28 of 2024 which regulates the reduction of the prevalence of smoking has just been promulgated and its implementation is still in the preparation stage in Mataram City, existing practices in Mataram City show that this city already has a fairly strong legal basis in efforts to control the adverse effects of smoking on society. This can be seen through the existence of the Mataram City Regional Regulation (Perda) No. 4/2013 on Smokefree Areas (KTR), which substantially has objectives that are in line with the spirit of the PP. Although the PP does not yet have an official implementing regulation at the regional level, the existence of the KTR regulation is evidence that Mataram City already has a relevant regulation to address the issues set out in PP No. 28 of 2024

It should be underlined that the KTR local regulation regulates several prohibitions that are very important in order to protect public health, including a ban on the sale of cigarettes to minors and pregnant women, as well as a ban on smoking in areas that have been designated as Smokefree Areas. These prohibitions are listed in Article 10 and Article 11 of the KTR Perda, which clearly reflect the local government's efforts to prevent the adverse effects of smoking on vulnerable groups. In addition, to strengthen the effectiveness of this regulation, the KTR Local Regulation has also regulated strict sanctions for those who violate these provisions,

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as stated in Article 30. The sanctions stipulated in the form of imprisonment for a maximum of six months or a maximum fine of Rp50,000,000.00 (fifty million rupiah) show the seriousness of the Mataram City government in enforcing this policy.

Thus, although PP No. 28 of 2024, which is more broadly related to cigarette control and reducing the prevalence of smoking, has not yet been fully implemented in Mataram City due to the absence of implementing regulations, the existence of the KTR local regulation is sufficient to provide a strong legal basis to address the adverse effects of smoking. This shows that Mataram City, although in the transition stage towards the implementation of the PP, is ready with regulations that can support the central government's goal of protecting the community from the dangers of smoking. In addition, the implementation of the existing KTR regulation can also be an important reference in designing further implementing regulations, and can serve as an effective model in implementing smoking control policies at the local level. Success in implementing the KTR regulation will be an important factor in ensuring that smoking control policies in Mataram City are well implemented and have a positive impact on public health.

b. Law Enforcement Officials Factor

Law enforcement plays a very important role in the successful implementation of PP No. 48 of 2024, especially in terms of controlling the adverse effects of smoking on public health. Without strict law enforcement, the rules that have been made will lose their essence, and the impact will not be felt by the community. As revealed by the Head of the Mataram City Health Office, Mr. H. Emirald Isfihan, through an interview conducted by the author, in its efforts to reduce smoking prevalence, the Mataram City Health Office has various strategic steps that are very important. One of them is the implementation of No Smoking Areas (KTR) in various public facilities and educational institutions, as well as efforts to improve services to help smokers quit smoking (Isfihan, 2025).

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One of the concrete steps that has been taken by the Mataram City Health Office is to implement the No Smoking Area (KTR) in 11 health centers spread throughout the Mataram City area. These Puskesmas not only function as health facilities that provide medical services, but also as socialization agents to reduce the negative impact of smoking (Isfihan, 2025). By making the area around the Puskesmas a No Smoking Area, the Mataram City Health Office seeks to create a healthier environment for the community, reduce exposure to cigarette smoke, and increase public awareness about the importance of maintaining health and preventing smoking.

In addition to community health centers (Puskesmas), the Mataram City Health Office has also expanded the scope of KTR implementation in 252 schools consisting of elementary schools (SD), Madrasah Ibtidaiyah (MI), Junior High Schools (SMP), and Madrasah Tsanawiyah (MTS) spread throughout Mataram City (Isfihan, 2025). This step shows the city government's serious commitment to tackling smoking problems early on, especially among children and adolescents who are vulnerable to the influence of smoking. By installing smoking bans in school areas, it is hoped that it can form an anti-smoking culture among students and prevent them from falling into the habit of smoking.

Furthermore, the public who come to the Puskesmas (Isfihan, 2025). This is in line with the spirit of Government Regulation No. 48 of 2024 which aims to reduce the prevalence of smoking, especially among high-risk communities. In addition, the role of the Mataram City Health Office in preventing new smokers among the younger generation, especially high school children, is very important, so the Health Office actively conducts socialization in schools with the aim of providing students with an understanding of the dangers of smoking for health. This education program is not only in the form of direct counseling, but also involves cooperation with various related agencies, one of which is the Food and Drug Monitoring Agency

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(BPOM) in Mataram City. BPOM plays a role in disseminating information related to the adverse effects of smoking and providing an understanding of the harmful substances contained in cigarettes that can damage the health of the body, especially for bodies that are still developing at a young age (Isfihan, 2025).

These efforts certainly aim to reduce the number of new smokers, especially among adolescents, who are vulnerable to being influenced by their surrounding environment, such as peers or tempting advertisements. Intensive socialization in schools is expected to break the chain of smoking habits that often begin in adolescence. By raising awareness from an early age, it is hoped that the young generation of Mataram City can grow up without being entangled in smoking habits that endanger their health.

On the other hand, the role of law enforcement in Mataram City, especially Satpol PP and police officers, is very significant in supporting the implementation of PP No. 48 of 2024. Without consistent and firm law enforcement, various policies that have been implemented, such as the implementation of Smokefree Areas (KTR) in health centers and schools, will not have a maximum impact. For this reason, law enforcement officials have the responsibility to conduct routine supervision and take firm action against any violations of existing regulations, such as smoking in areas that have been designated as No Smoking Areas. Strong law enforcement is needed to provide a deterrent effect to the public so that they do not violate the rules that have been set. With strict sanctions for violators, such as fines or other penalties, it is hoped that it can foster a sense of responsibility and discipline in complying with regulations, and build a culture of compliance with existing rules.

Firm and consistent law enforcement also aims to ensure that the regulations that have been issued are not only valid on paper, but are actually implemented in the field. Without strict law enforcement, these regulations will be considered irrelevant, and people may simply ignore the existing rules. Therefore, the presence of Satpol

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PP and police officers is very important to monitor and take action against violations of the No Smoking Area, as well as regulate the circulation of illegal cigarettes which is often a big challenge in the effort to reduce smoking prevalence in Mataram City.

However, in practice, law enforcement against the control of Smokefree Areas and raids on the sale of illegal cigarettes has not been active since the COVID-19 pandemic. As stated by the Head of the Mataram City Health Office, law enforcement activities carried out by Satpol PP and the Mataram City Police have decreased in intensity and consistency. Many locations, including official offices, which had previously been designated as No Smoking Areas, were found to be used as storage areas for goods or spaces that could be used for smoking. This shows the powerlessness in enforcing the regulation effectively (Isfihan, 2025). This situation certainly reduces the impact of the No Smoking Area policy, which should have a major influence in reducing exposure to cigarette smoke in public spaces and in places that should be smoke-free.

Based on this, the Mataram City Health Office and law enforcement officials have complementary roles in efforts to reduce smoking prevalence in Mataram City. The steps taken by the Health Office, such as the implementation of Smokefree Areas in Puskesmas and schools, as well as the provision of counseling services for smokers, are very important in reducing smoking prevalence. However, all of these efforts must be supported by consistent and effective law enforcement. Strict law enforcement will ensure that rules are not just there to be obeyed, but can actually have a positive effect on public health. The combination of educational approaches, health service support, and consistent and strict law enforcement will be key in achieving the goal of reducing smoking prevalence and creating a healthier and smoke-free community in Mataram City.

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c. Facilities and Infrastructure Factors

One of the concrete steps taken in the implementation of PP No. 28 of 2024, which focuses on efforts to reduce the prevalence of smoking, is to provide adequate facilities and infrastructure. Based on the author's interview with the Head of the Mataram City Health Office, Mr. H. Emirald Isfihan, the Mataram City Health Office has provided counseling room facilities at several Puskesmas to help smokers who want to quit smoking. This counseling service aims to provide support to individuals who want to break away from smoking. In the counseling process, smokers will be given more in-depth information about the adverse health effects of smoking, as well as motivation and appropriate medical approaches, such as nicotine replacement therapy or psychological support that can increase their chances of quitting (Isfihan, 2025).

This approach is critical, as achieving a significant reduction in smoking prevalence requires a comprehensive and integrated strategy. This involves not only banning or strictly monitoring smoking in certain areas, but also providing concrete support to those trying to quit. Without adequate support, many individuals trying to quit smoking will find it difficult, making facilities such as these counseling rooms a vital part of ensuring the success of tobacco control policies.

In addition, the Mataram City Health Office has also taken another concrete step by providing special bins in various health facilities. These bins are placed in areas where smoking is prohibited, such as in health centers and hospitals. The provision of adequate waste bins plays an important role in supporting the creation of a clean and healthy smoke-free environment (Isfihan, 2025). By providing bins in the right locations, people who smoke can easily dispose of cigarette butts in the right way, thereby reducing the potential for environmental pollution and keeping health facilities clean.

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This step also shows the serious commitment of the local government, especially the Mataram City Health Office, in creating an environment that is not only smoke-free, but also free from cigarette pollution that can adversely affect public health. The provision of adequate facilities, such as counseling rooms and trash bins, is proof that the tobacco control policy implemented in Mataram City prioritizes a comprehensive approach and focuses on protecting public health effectively.

The steps taken by the Mataram City Health Office in providing facilities and infrastructure that support the implementation of PP No. 28 of 2024 are certainly expected to make a major contribution in reducing smoking prevalence in Mataram City. In addition, this action also shows that the successful implementation of policies related to smoking control does not only depend on the rules applied, but also on efforts to support the community with the facilities and support they need to quit smoking.

d. Community Factors

Based on the author's interview with the Head of the Mataram City Health Office, Mr. H. Emirald Isfihan, he revealed that one of the biggest challenges in reducing the prevalence of smoking in Mataram City is the low level of legal awareness among the community, especially regarding the dangers of tobacco consumption. This is very evident from the high smoking rate among adolescents and young adults, which is reflected in national data showing that the 15-19 year old age group has the highest smoking prevalence, at 56.5%. In West Nusa Tenggara (NTB), the proportion of daily smokers is also quite high, reaching 26.8%. This condition shows that there are still many people, especially the younger generation, who are not fully aware of the adverse health effects of smoking (Isfihan, 2025).

In response to this challenge, the Head of the Mataram City Health Office explained that the city government has taken various steps to change the mindset of

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the community, especially in reducing the prevalence of smokers and preventing new smokers. One of the strategic steps taken is through intensive socialization and education, especially among adolescents and young people. Through cooperation with schools and other educational institutions, the Mataram City government actively organizes counseling and seminars aimed at providing information about the dangers of smoking and the importance of maintaining health from an early age (Isfihan, 2025).

e. Social Cultural Factors

Social cultural factors in society play a very large role in controlling cigarette consumption. In Mataram City, as in many other areas in Lombok, based on information from the Head of the Mataram City Health Office, Mr. H. Emirald Isfihan, it is stated that the culture of smoking has long been deeply rooted in daily life, both as part of tradition and as a way of life. This makes efforts to change the habit, especially among the younger generation, a big challenge. People, including adolescents and young adults, often do not see smoking as something wrong or harmful, because there is no strong social stigma that can encourage behavior change (Isfihan, 2025).

He further revealed that local cigarette products are also easily accessible in various places in Mataram City, which further strengthens the smoking habit in the community. On the other hand, although there is a lot of information about the dangers of smoking for health, social norms in the community tend to tolerate and even condone smoking behavior. This is one of the major obstacles in the effort to reduce the prevalence of smoking, because without changes in mindset and social habits, policies such as PP No. 28 of 2024 that aim to control cigarette consumption will not be effective (Isfihan, 2025).

In response to this challenge, based on the author's interview with the Head of the Mataram City Health Office, Mr. H. Emirald Isfihan, he explained that culture-

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based measures are very important in supporting the implementation of policies to reduce the prevalence of smoking. The Mataram City Health Office has begun to involve various elements of society, including religious leaders, traditional leaders, and local communities to voice the dangers of smoking and the importance of healthy living. One of the concrete steps taken is to organize educational campaigns that not only focus on the health hazards of smoking, but also instill social values against smoking in the community (Isfihan, 2025).

In addition, the Health Office also works with schools to socialize the importance of a healthy lifestyle and educate students to become agents of change in their communities. Through this approach, students are expected to take the information they learn home and spread the message to their family and friends. This is a way to build broader social change, by involving the community in efforts to reduce smoking prevalence (Isfihan, 2025).

The Head of the Mataram City Health Office also emphasized the importance of the family's role in changing smoking habits, especially in shaping better parenting and supervising their children so that they are not exposed to an environment that supports smoking. Therefore, one of the concrete steps taken by the Mataram City Health Office is to always place advertisements that educate the public about the dangers of smoking that are easily seen in various public facilities, such as shopping centers, health facilities, schools, and even in people's homes. In addition, the Health Office also utilizes various social media platforms to spread the message more widely and reach various levels of society (Isfihan, 2025).

Through cultural and education-based measures involving various elements of society, cultural change in the people of Mataram City is expected to occur gradually. This step starts with the younger generation who have great potential to become agents of social change who can influence the habits of their families and communities. The combination of culture-based approaches, education, and strict

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supervision is expected to create significant changes in reducing the prevalence of smoking and realizing a healthier and smoke-free community in Mataram City.

Based on the discussion of the effectiveness of the implementation of Government Regulation No. 28 Year 2024 in relation to smoking prevalence in Mataram City, it can be seen that Government Regulation No. 28 Year 2024 brings stricter tobacco control regulations, with the aim of reducing the prevalence of smokers throughout Indonesia, including in Mataram City. In Mataram City, the implementation of this regulation is carried out through various strategic steps, such as socialization of the No Smoking Area (KTR) in health facilities, schools, and through advertisements or billboards that educate the public about the dangers of smoking. In addition, the Mataram City government has also provided facilities and infrastructure that support this effort, such as special bins for cigarette butts in various health facilities and counseling rooms in several Puskesmas that can help smokers who want to quit. These steps are in line with the government's policy in reducing smoking prevalence, by involving various parties, including law enforcement officials such as Satpol PP, who have an important role in monitoring and enforcing the law regarding violations of areas that have been designated as non-smoking areas.

Although various efforts have been made, based on the theory of legal effectiveness put forward by Soekanto, there are several challenges that still need to be overcome so that the implementation of PP 28 of 2024 can run more effectively. One aspect that needs to be considered is the existence of law enforcement officials who have played an active role in supervision, but the existing legal norms are still considered unclear, especially related to regulations at the regional level. This could be one of the obstacles to optimal implementation, given the strong smoking culture in the Mataram community which poses an additional challenge in efforts to control cigarette consumption.

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Based on existing data, the prevalence of smokers in West Nusa Tenggara (NTB), especially in Mataram City, is still relatively high. Despite various law enforcement efforts, the effectiveness of PP 28 Year 2024 in reducing the prevalence of smokers in Mataram City is still limited. This data shows that although there are regulations governing the control of cigarette consumption, the level of community compliance with these policies has not been maximized. One of the main causes of this limited effectiveness is the existence of obstacles in terms of supervision that is not fully optimized and the smoking culture that is deeply rooted in the community, especially among young people. Therefore, in addition to continuously strengthened supervision by law enforcement officials, an equally important step is the need for improvements to existing legal norms.

In this context, the improvement of legal norms includes updating and sharpening local regulations (Perda) that are relevant to the provisions in PP 28 of 2024. As explained by a Junior Expert Legislative Drafter at the Legal Section of the Regional Secretariat (Setda) of Mataram City, the local regulation on Smokefree Areas (KTR) in Mataram City already has a substance similar to PP 28 of 2024, but according to the author's analysis, there are still several important points that need to be regulated in more detail in the local regulation. Some aspects that need further attention are the prohibition of retail cigarette sales and the determination of the radius of cigarette sales around educational areas and other public facilities. These points are crucial in efforts to control cigarette consumption, because without clearer and more detailed regulations, the potential for the spread of smoking to the younger generation and the wider community remains high.

In addition, increasing sanctions against regulation violators is also a very important aspect to emphasize. Without the strengthening of clear and firm sanctions, people tend to be less likely to comply with existing policies, it could even be that the policy is only valid on paper without any significant impact on behavior change.

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The application of strict sanctions will provide a deterrent effect that can encourage people to be more compliant with existing regulations. On the other hand, the lack of education that touches various levels of society is also a major obstacle in reducing the prevalence of smokers. More intensive education needs to be done to provide a better understanding of the dangers of smoking, both for smokers themselves and for people around them who are exposed to cigarette smoke. This education must also touch all circles, from children, adolescents, to adults, so that changes in mindset and behavior towards cigarette consumption can be achieved more thoroughly.

To achieve the goal of reducing the optimal prevalence of smoking in Mataram City, measures involving synergy between the government, law enforcement officials, the community, and the private sector must continue to be strengthened. All of these parties have mutually supportive roles in creating an environment free from the dangers of smoking. The implementation of a comprehensive policy, which includes clear regulations, consistent law enforcement, and intensive education, will accelerate the achievement of the objectives of PP 28/2024. With coordinated and sustainable efforts, it is hoped that Mataram City can become an example of a city that has succeeded in reducing the prevalence of smoking and creating a healthier environment for its citizens.

4. CONCLUSION

The effectiveness of Government Regulation Number 28 of 2024 concerning Implementation Regulations of Law Number 17 of 2023 concerning Health on the prevalence of smokers in Mataram City based on the theory of legal effectiveness still faces various challenges which include several factors. First, legal factors that require improvements to local regulations to harmonize with the provisions of the PP. Second, law enforcement officers whose enforcement has not been maximized due to the lack of strict sanctions and routine supervision. Third, the facilities and infrastructure factor,

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which although it has provided supporting facilities such as counseling rooms and special trash bins, still requires improvement in quality and quantity. Fourth, community factors that show low awareness, especially among the younger generation, of the dangers of smoking. Fifth, cultural factors that make smoking a tradition and lifestyle that is difficult to change. Although concrete steps have been taken, the effectiveness of PP 28 Year 2024 in reducing the prevalence of smokers in Mataram City is still not effective and requires more attention to these aspects.

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