

## Implementation of the Cigarette Sales to Minors Ban Policy in North Oba District

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### ABSTRACT

Government Regulation No. 28 of 2024 concerning Health has set strict rules to prohibit the sale of cigarettes to everyone under the age of 21 (twenty one) years and pregnant women in retail. However, in its implementation, there are still many merchant who sell cigarettes to people under the age of 21 years, both intentionally and unintentionally. This study aims to determine the factors that influence the implementation of the tobacco prohibition policy to people under the age of 21 by seller in North Oba District. This type of research used a cross-sectional approach. This study used a sample of 73 individuals, using simple random sampling. The independent variables were knowledge, attitudes, punishment and policy dissemination. The dependent variable was policy implementation. The results of the study indicate a relationship between knowledge variables and policy implementation ( $p = 0.001$ ). There is a relationship between attitude variables and policy implementation ( $p = 0.005$ ). There is a relationship between punishment variables and policy implementation ( $p = 0.000$ ). There is a relationship between policy dissemination variables and policy implementation ( $p = 0.000$ ). Merchant knowledge and attitudes towards the regulation prohibiting the sale of cigarettes to people under the age of 21 are still relatively low, so the practice of selling cigarettes to minors still often occurs in North Oba District.

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### INTRODUCTION

In this increasingly advanced digital era, children are vulnerable to various forms of advertising, including cigarette promotions and sponsorships. The government should establish clear regulations regarding restrictions on cigarette promotions and sponsorships, as they have been proven to have a significant negative impact on children's health (Farhatunnissa et al., 2024). Exposure to cigarette smoke impacts children's health and causes various diseases, such as respiratory diseases, asthma, and growth disorders or stunting. Therefore, it is important for the government to immediately establish clear regulations to protect children from the negative effects of cigarette advertising. Data from the World Health Organization (WHO) Global Youth Tobacco Survey (GYTS) shows that approximately 1.25 billion people aged 15 and above smoke, and the prevalence of smoking among schoolchildren aged 13-15 has increased from 18.3% to 19.2% (Permatasari & Tan, 2021).

With clear regulations, such as in Government Regulation No. 28 of 2024 concerning Health, strict rules have been implemented for advertisements that cannot be placed in health facilities, educational institutions, children's play areas, places of worship, and public transportation. In addition,

this regulation regulates the control of addictive substances in tobacco products from Article 434, namely: to everyone under the age of 21 (twenty one) years and pregnant women in retail units per stick, in this regulation the important point is the prohibition of retail cigarette sales and health warnings on cigarette packaging, it is hoped that with stricter regulations children can avoid exposure to very dangerous cigarette smoke. Tobacco products consumed by various groups do not always create enjoyment for their users, especially for minors. One tobacco product that is familiar and easily consumed by minors is cigarettes. Cigarettes contain nicotine, which can provide a sense of pleasure and lead to dependence. Smoking behavior not only has negative impacts on health but can also lead to economic decline. Cigarettes are often a gateway for users to use narcotics, psychotropic substances, and addictive substances (NAPZA). (Astuti, 2016).

The policy of banning cigarette sales to minors is an important step taken by the government to protect the younger generation from the health hazards posed by cigarette consumption. Government Regulation No. 28 of 2024 concerning the Implementing Regulations of Law No. 17 of 2023 serves as the legal basis for controlling the impact of tobacco products on public health. However, despite the regulation being enacted, the implementation of this policy still faces various challenges that require further analysis. This study aims to identify factors influencing the effectiveness of this policy's implementation in various regions in Indonesia. One of the main factors influencing policy implementation is public awareness of the dangers of smoking. According to data from the Indonesian Ministry of Health, the prevalence of smoking among adolescents has increased, reaching 9.1% in 2018 (Laporan Hasil Survei Kesehatan Rumah Tangga, 2019). This shows that despite the ban, many minors still have access to cigarettes. Low awareness of the health risks associated with smoking, coupled with social influences, contribute to violations of this policy.

The second factor, no less important, is the role of law enforcement. According to a report from the World Health Organization (WHO), the effectiveness of anti-smoking policies depends heavily on how well the government enforces existing laws ((WHO), 2019). In some regions, law enforcement against violations of cigarette sales to minors remains weak. For example, in large cities like Jakarta, many shops still sell cigarettes to children. This inconsistent enforcement creates the perception that such violations can be committed without consequence, thus reducing the effectiveness of the policy. Another aspect that needs to be considered is the economic factor. Research by the University of Indonesia shows that many small-scale vendors sell cigarettes to minors for economic reasons. In difficult circumstances, they tend to ignore regulations for short-term financial gain (Sukmana, 2023). With cigarettes relatively affordable, children have easy access to them. This highlights the need for interventions that not only educate but also provide economic support to vendors to comply with the policy.

Parental and community involvement also plays a crucial role in implementing this policy. Data from the Household Health Survey shows that families that provide good health education tend to have children who are more aware of the dangers of smoking (Laporan Hasil Survei Kesehatan Rumah Tangga, 2019). Therefore, programs that involve parents and communities in educating them about the dangers of smoking can be an effective strategy to support this policy. By increasing knowledge and awareness, it is hoped that children will be better able to resist offers of cigarettes. Data from the 2023 Indonesian Health Survey (SKI) shows that 3.8% of North Maluku residents aged 10-18 smoke, meaning that out of 647 people surveyed, 25 smoked at that age. Another indicator shows that 72.2% of active smokers in North Maluku Province started smoking before the age of 20. This indicates a high number of underage smokers due to a lack of supervision and control from various parties. If this problem is not addressed immediately, it is possible that the percentage of active smokers among minors in North Maluku will continue to increase annually.

Based on data obtained from the Galala Community Health Center's Smoking Cessation Program (UBM), it is known that the number of junior high school and senior high school students in North Oba District is 1,628 people. Of this number, more than 36% are known to have been exposed to cigarettes or have tried smoking at least once. According to the teenagers' confessions, this behavior is caused by imitating the behavior of peers who have tried it before. Easy access to processed tobacco products is one of the causes of the growing trend of smoking behavior among minors. According to

the confessions of students in Oba Utara District, there has never been a refusal from business owners or small stalls when they buy cigarettes at their business premises.

## METHODS

This research is an analytical survey with a cross-sectional approach. The population in the study of business actors (small stalls) in the North Oba District in 2024 was 90 business actors. By calculating the sample using the Slovin formula, the number of samples in this study was 73 respondents. A total of 73 business representatives were selected using a simple random sampling method from a list of eligible businesses. This study was conducted in August 2025 in the Oba Utara District, Tidore Islands City, North Maluku Province. The independent variables in this study were knowledge, attitudes, implementation of sanctions, and policy marketing. Meanwhile, the dependent variable in this study was the implementation of the policy prohibiting the sale of cigarettes to minors. The instrument used in this study was a questionnaire that had previously undergone validity and reliability tests to ensure the accuracy of the tools used in collecting research data. Data were analyzed using a combination of quantitative and qualitative methods. Quantitative data from the structured questionnaires—including respondent characteristics, knowledge, attitudes, sanctions and marketing of the policy prohibiting the sale of cigarettes to minors—were analyzed descriptively using Microsoft Excel and Statistic Progame for Social Science (SPSS). Data analysis in this study was carried out using the chi square test with a p value of 0.05. This research was approved by the Bumi Hijrah University Faculty of Health Science Ethical Research Committee (Letter Number: 053/UBH-FK/EC/V/2025). All participation was voluntary, and informed consent was obtained from all participants prior to their involvement in the study. The data collected were strictly used for research purposes, and measures were taken to maintain information confidentiality and anonymity throughout the research process.

## RESULTS

The respondents in this study were 73 business owners (small shops) selling cigarettes in the Oba Utara District. Respondent characteristics can be seen in Table 1 below:

Table 1. Respondent Characteristics Based on Demographic Data of Business Actors in Oba Utara District, August 2024

No.	Respondent Characteristics	Frequency	Percentage
1	Gender		
	Male	30	41,1
	Female	43	58,9
2	Level of education		
	Elementary School	13	17,8
	Junior High School	31	42,5
	Senior High School	23	31,5
	Bachelor	6	8,2
3	Age		
	21 – 30 years	9	12,3
	31 – 40 years	23	31,5
	41 – 50 years	28	38,4
	51 – 60 years	13	17,8

Based on the data in the table above, it can be seen that the respondents in this study were more female than male. In terms of educational level, the highest number of respondents was junior high school, compared to other educational levels. In terms of age, respondents aged 41–50 years were the most numerous.

Based on the results of the chi square test, it can be seen the relationship between knowledge, attitudes, sanctions, and marketing policies on the implementation of the policy prohibiting the sale of cigarettes to minors in North Oba District, which is presented in table 2 below:

Table 2. Factors related to the implementation of the policy prohibiting the sale of cigarettes to minors in Oba Utara District, August 2024

Variable	Policy Implementation				Total		p	OR
	Good		Not Good		N	%		
	n	%	n	%				
<b>Knowledge</b>								
Good	17	56,7	13	43,3	30	100	0,001	11,456
Not Good	8	18,6	35	81,4	43	100		
<b>Attitude</b>								
Good	14	56	11	44	25	100	0,005	7,585
Not Good	11	22,9	37	77,1	48	100		
<b>Application of Sanctions</b>								
Good	21	61,8	13	38,2	34	100	0,000	22,801
Not Good	4	10,3	35	89,7	39	100		
<b>Policy Marketing</b>								
Good	18	62,1	11	37,9	29	100	0,000	16,313
Not Good	7	15,9	37	84,1	44	100		

The results of the study showed that the number of respondents with poor knowledge of the policy prohibiting the sale of cigarettes to minors was greater than those with good knowledge. The results of the chi-square test showed a relationship between knowledge and the implementation of the policy prohibiting the sale of cigarettes to minors in Oba Utara District. The results of the statistical test show an Odd Ratio value of 11.456, which means that business actors with poor knowledge are 11 times more likely to influence the implementation of the policy of selling cigarettes to people under 21 years of age. The attitude variable showed that there were more respondents with poor attitudes than those with good attitudes. The chi-square test showed that there was a relationship between attitudes and the implementation of the policy prohibiting the sale of cigarettes to minors in Oba Utara District. The results of the statistical test show an Odd Ratio value of 7.858, which means that business actors with negative attitudes are 7 times more likely to influence the implementation of the policy of selling cigarettes to people under the age of 21. In the implementation of sanctions variable, it can be seen that there were more respondents with poor implementation of sanctions from the government than those with good implementation of sanctions. The results of the chi-square test showed that there was a relationship between the implementation of sanctions by the government and the implementation of the policy prohibiting the sale of cigarettes to minors in Oba Utara District. The results of the statistical test show an Odd Ratio value of 22.801, which means that business actors who do not receive sanctions are 22 times more likely to influence the implementation of the policy of selling cigarettes to people under the age of 21. In the policy marketing variable, it was known that there were more respondents with poor policy marketing than those with good policy marketing. Through the chi-square test, it can be seen that there is a relationship between policy marketing and the implementation of the policy prohibiting the sale of cigarettes to minors in Oba District Utara. The results of the statistical test show an Odd Ratio value of 16.774, which means that business actors who do not receive good policy marketing are 16 times more likely to influence the implementation of the policy of selling cigarettes to people under 21 years of age.

## DISCUSSION

The relationship between knowledge and policy implementation, The policy banning cigarette sales to people under 21 is a crucial step in protecting young people from the dangers of smoking. Government Regulation Number 28 of 2024 stipulates that cigarette sales to individuals under that age are prohibited, with the aim of reducing the number of new smokers and the health impacts of cigarette consumption. According to data from the Ministry of Health, the prevalence of smoking among

adolescents has increased significantly in recent years, making it crucial to understand the factors influencing the implementation of this policy.

Business owners' knowledge of this policy is a key variable that can influence their compliance with existing regulations. Previous research has shown that businesses with a good understanding of this prohibition policy tend to be more compliant in implementing it (Sari et al., 2024). A study conducted by the Health Research and Development Agency noted that only 40% of businesses had in-depth knowledge of this regulation, indicating an information gap that needs to be addressed. Data from a 2023 survey by the Indonesian Survey Institute showed that 65% of businesses unaware of this policy still sold cigarettes to consumers under 21. This indicates that a lack of knowledge can be a barrier to implementing policies that are expected to protect young people from the dangers of smoking.

A study conducted by (Mahdi, 2021) in Salatiga City found that businesses that participated in outreach regarding the cigarette ban policy had a 40% higher compliance rate than those that did not. This indicates that knowledge gained through training and outreach can increase business awareness and compliance. However, many businesses still lack accurate and timely information regarding this policy. Furthermore, environmental factors also play a role in shaping business knowledge levels. A survey conducted in Jakarta found that businesses operating in areas with higher levels of education tended to have better knowledge of the ban policy (Afdal et al., 2025). This suggests a link between the education level of the community surrounding the business and their understanding of the policy. Therefore, it is crucial for the government to increase outreach in less accessible areas.

The relationship between attitudes and policy implementation, The policy of banning cigarette sales to individuals under the age of 21 is a strategic step taken by the government to reduce the prevalence of smoking among adolescents. Based on Government Regulation Number 28 of 2024, this policy aims to protect public health, especially the younger generation, from the negative impacts of smoking. Data from the Ministry of Health shows that more than 60% of active smokers in Indonesia started smoking before the age of 18, demonstrating the importance of intervention at a younger age. This policy is expected to reduce the number of new smokers and raise awareness of the dangers of smoking (Pinakesti et al., 2023).

In its implementation, this policy relies not only on formal regulations but also on the attitudes of business actors towards the policy. Previous research has shown that positive attitudes of business actors towards the prohibition policy can contribute to successful implementation. For example, a study by (Komang Erycko Prasetya, 2024) found that business owners with a good understanding of the dangers of smoking tended to be more compliant with the policy. This suggests that policies supported by positive attitudes from business owners can have a significant impact. However, challenges remain in implementing this policy. Some business owners still show resistance to the policy, particularly in areas with a strong smoking culture. This highlights the need for a better approach to educating business owners about the importance of this policy (Arini et al., 2025).

Business actors' attitudes toward the policy banning cigarette sales to individuals under 21 are a key factor in the successful implementation of the policy. These attitudes can be influenced by various factors, such as understanding the health impacts of smoking, personal values, and social pressure. Research by (Qudsiah, 2023) shows that business actors who have more knowledge about the health risks of smoking tend to have a more positive attitude towards this prohibition policy. There are various factors that influence business actors' attitudes towards the policy of prohibiting the sale of cigarettes to individuals under the age of 21. One of the main factors is the level of education and understanding of health. Research by (Mahdi, 2021) Research shows that business owners with higher educational backgrounds tend to have more positive attitudes toward this policy. They are better able to understand the negative impacts of smoking and the importance of protecting young people from smoking.

The social environment also plays a significant role in shaping business attitudes. In communities where smoking is considered commonplace, businesses may feel less pressure to comply with policies. Conversely, in more health-conscious communities, businesses are more likely to support policies. Economic factors also cannot be ignored. Many businesses view cigarette sales as a significant source of revenue (Wijaya et al., 2019). In a survey conducted by the Indonesian Employers Association, more than 50% of businesses admitted they would feel financial pressure if they had to stop selling cigarettes.

This suggests that economic incentives or government support could be a solution to encourage businesses to comply with policies.

The relationship between the application of sanctions and the implementation of policies, Government Regulation Number 28 of 2024 serves as the legal basis for the ban on cigarette sales to children and adolescents. This regulation outlines the administrative sanctions that can be imposed on businesses found violating the law. These sanctions include fines, revocation of business licenses, and other measures intended to provide a deterrent effect. However, the effectiveness of these sanctions remains questionable, particularly in the context of broader policy implementation. Research by (Komang Erycko Prasetya, 2024) revealed that in some countries, businesses feeling pressured by sanctions tend to seek ways to avoid punishment, making the policies less effective. Therefore, it is important to find a balance between the application of sanctions and educational approaches that can raise business awareness.

The imposition of sanctions under the policy prohibiting the sale of cigarettes to minors is a strategic step taken by the government to protect the younger generation from the negative impacts of cigarette consumption (Firdaus & Rohman, 2024). Based on Government Regulation Number 28 of 2024, this policy aims to reduce the prevalence of smoking among adolescents, which has become a serious public health problem. The implementation of this policy depends not only on existing regulations but also on the effectiveness of sanctions imposed on violating businesses. Previous research has shown that the implementation of strict sanctions can increase business compliance with the prohibition policy (Maparipe et al., 2024).

Business actors should be able to be responsible for actions that have been carried out due to their own negligence, such as business actors who have harmed consumers because they did not fulfill the initial agreement that they had notified through information provided to consumers (Annashy, 2018). Every consumer has the right to receive clear, correct, and honest information, because consumers have the right to feel safe from business actors. If consumers are harmed, consumers have the right to receive compensation caused by the negligence of the business actor. If a business actor is unwilling to take full responsibility for what they have done, then it can be said that the business actor has committed an unlawful act (Darmansya et al., 2025).

The imposition of sanctions on businesses that violate this policy is crucial. These sanctions can include fines, revocation of business licenses, or even temporary store closures. Therefore, effective sanctions are expected to support the optimal implementation of this prohibition policy (Noviafni & Khaidir, 2019). However, in practice, the implementation of this policy still faces numerous challenges. Many businesses fail to comply with the regulation, either due to a lack of understanding of the legal consequences or due to economic factors. This highlights the need for a more comprehensive approach to implementing sanctions and educating businesses about the importance of compliance with the policy. (Mahdi, 2021).

The relationship between the application of sanctions and the implementation of policies, Effective policy marketing is crucial in implementing various regulations, including the ban on cigarette sales to individuals under the age of 21. According to Government Regulation No. 28 of 2024, this ban aims to protect young people from the negative impacts of cigarette consumption, which has been shown to be associated with various serious health problems. The implementation of this policy depends not only on the regulations in place but also on how businesses respond to and implement them. Therefore, it is crucial to understand the relationship between policy marketing strategies and the effectiveness of the cigarette sales ban (Farhan et al., 2025).

Policy marketing involves conveying clear and persuasive information to businesses, as well as the wider public, about the importance of complying with the ban. This can be done through various communication channels, including social media campaigns, seminars, and educational programs (Hasibuan & Harahap, 2019). For example, the "Smoke-Free Generation" campaign launched by the Ministry of Health successfully raised public awareness about the dangers of smoking and the importance of protecting children from exposure to secondhand smoke. Effective policy marketing not only raises awareness but also creates a supportive environment for businesses to comply with existing regulations (Kusumaningdyah, 2020).

An effective policy marketing strategy must consider various aspects, including the target audience, communication channels, and the message conveyed. In the context of the ban on cigarette sales to people under 21, the target audience includes businesses, teenagers, and parents. One strategy that can be implemented is the use of social media as a communication channel (Irawan, 2024). Data from the Ministry of Health shows that more than 70% of teenagers in Indonesia actively use social media daily. By utilizing platforms such as Instagram, TikTok, and Facebook, policy marketing campaigns can reach teenagers more effectively. For example, campaigns featuring testimonials from former teenage smokers can have a strong emotional impact and encourage teenagers to stay away from cigarettes (Ridwan et al., 2022).

Despite efforts to ban cigarette sales to people under 21, various challenges remain in its implementation. One of the main challenges is the lack of understanding and awareness among business owners regarding the importance of this policy. This highlights the need for a more in-depth approach to education and outreach (Sukmana, 2023). Another challenge is resistance from businesses who feel financially threatened by this policy. Therefore, businesses may feel that this ban will significantly reduce their revenue. To address this, dialogue is needed between the government and businesses to find mutually beneficial solutions.

Business actors have a very important role in implementing the policy prohibiting the sale of cigarettes to people under the age of 21. They are the spearhead in implementing this regulation, because they are the ones who directly interact with consumers (Susanti et al., 2025). Therefore, it is crucial for businesses to understand and support this policy. One way businesses can contribute is by implementing a strict age verification system. For example, they can use technology like ID scanners to ensure that customers are over 21. In this way, businesses not only comply with regulations but also contribute to public health.

Businesses also need to establish partnerships with the government and non-governmental organizations to support this policy. This collaboration can create positive synergy, where businesses receive the training and information necessary to comply with the policy, while the government and non-governmental organizations receive support from the private sector in implementing public health programs (Gibran et al., 2024). Overall, businesses have a very strategic role in implementing the policy banning cigarette sales to people under 21. With the right support from the government and the community, it is hoped that businesses can contribute significantly to creating a healthier environment for the younger generation.

## CONCLUSION

Based on the research results, it can be concluded that there is a relationship between knowledge, attitudes, implementation of sanctions and marketing policies towards the implementation of the policy of prohibiting the sale of cigarettes to minors in North Oba District, Tidore Islands City. Therefore, it is hoped that the government can conduct socialization and education about the regulation prohibiting the sale of cigarettes to minors to increase awareness and compliance among business actors. The government can also enforce legal sanctions according to the rules for business actors who violate so that business actors are aware of the consequences of their actions in selling cigarettes to children. In addition, the use of social media as a communication channel in marketing the policy of prohibiting the sale of cigarettes to minors as well as collaboration with influencers or community leaders who have influence among teenagers can also increase the effectiveness of the campaign.

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