

Evaluation of Policy Implementation Related to Policy about Fresh Food of Plant Origin (FFPO) Control & Secure for Consumer Protection

Djoko Rianto Budi Hartono

Student at State University of Jakarta Rawamangun Jakarta Timur, Indonesia

Abstract

This research is aimed at evaluating the policy about the implementation of quality control and safety policies of fresh food of plant origin (FFPO) for consumers protection, in Jakarta. Research type was policy research by implementing content analysis as research method. Data were analyzed descriptively on the content and the context of the policy. The results showed that the quality control policy and safety of FFPO in Jakarta does not fully protect consumers as the supervision of hazardous materials is still less than the maximum and the city administration is still difficult to apply strict sanctions. Therefore, there is a need to revise the Article 25 Paragraph (1) of Jakarta Provincial Regulation No. 8 of 2004 on Quality Control and Safety of Agricultural Commodities in Jakarta with stricted sanctions.

KEYWORDS: policy, fresh food of plant origin, consumer protection

Introduction

The role of government in terms of food is to provide a sense of security for the community. This is reasonable because obtaining a safe and quality product is the right of every member of society as a consumer. Efforts towards that have been done and will continue to be done in addition to protect the consumer community, as well as to improve the competitiveness of food products including Fresh Foods of Plant Origin (FFPO) such as fruits and vegetables and increase the selling value of products that will lead to the farmers; income in rural areas.

In the Province of Jakarta, fruits and vegetables are commodities of Fresh Food of Plant Origin (FFPO) which is consumed enough by the society that is usually imported from outside region or import. This is reasonable because the land in Jakarta cannot meet the needs of Fresh Food of Plant Origin (FFPO). One of the risks faced is that the treatment in handling farming business from the beginning to post-harvest that is not in accordance with the rules of food safety. For example, the unsanitary and unsafe cultivation of FFPO, the use of pesticides that are not in accordance with the required provisions, postharvest handling that is not hygienic and so on that result in the contamination of both physically, biologically and chemically. The Regional Regulation No. 8/2004 on Quality Control and Safety of Agricultural Product Commodity in DKI Jakarta Province is based on 5 (five) aspects, namely Economic Aspect, Social Aspect, Educational Aspect, Health Aspect and Environmental Aspect.

The Provincial Regulation of Jakarta No. 8/2004 on Quality Control and Safety of Agricultural Commodities in Jakarta Province has been running for quite a while, but it is still found the circulation of FFPO containing hazardous substances such as excessive pesticide residue above the limit and fresh vegetables and fruits containing bacteria. In addition, the lack of awareness of business actors also triggers the low effectiveness of this Regulation.

Table 1.1
The Use of Hazardous Substances Cases
On Agricultural Products 2016

No.	Description	Month Year 2016							Total	Remarks
		Mar	Apr	May	Jun	Jul	Aug	Sep		
1.	Agriculture	2095	1539	2492	1768	1604	2044	1945	13,487	Total of Hazardous Substances Used Cases 1378 (10,22%)
2.	Positive	180	121	225	223	160	267	202	1,378	
3.	Negative	1915	1418	2267	1545	1444	1777	1743	10,366	

Source : Office of Marine, Agriculture and Food Security of Jakarta Province

The above table shows that out of 13,487 samples, there are 1,378 (10.22%) cases of the use of hazardous substances on fresh food from plants. Thus, it can be said that until now it is still found dangerous materials in the product of Fresh Food of Plant Origin (FFPO) in Jakarta although negative analysis is much more (89,78%). Several cases of Fresh Food of Plant Origin (FFPO) containing hazardous substances in Jakarta show that there is still a weakness in terms of quality control and fresh food safety. This can be fatal to the health of consumers and the sustainability of the food industry in question. To protect people from hazardous materials requires policy. Wilson, cited in Smith and Larimer (2009: 3) provides a definition of policy actions, objectives, and government statements on certain matters, the steps they take (or should not do) to apply them, and the explanations they provide for what (or it does not happen). This limit is understandable that if the government chooses to do something, then the choice is there because policy is the government's "action".

In the policy implementation, the ethical dilemma in public policy arises for two reasons: resources are inadequate to meet all demands, and people commit to different values and ideas about doing the right thing. This is grounded as expressed by Prewitt, Schwandt, and Straf (2012: 4) that policy is made in many settings. It evolved from many social processes involving many actors in the preparation, interpretation, and debate of evidence relevant to the choice of existing policies, and then, using that evidence to claim that certain policy choices were better than the alternatives. Therefore, Cochran and Malone (2014: 3) argue that public policy can be described as an overall framework in which government action to achieve public objectives, by definition of sound public policy, for common purposes, becomes government decision studies and actions designed to tackle public issues. While Mthethwa (2012: 37) states that policy implementation refers to the mechanisms, resources, and relationships that link policies with program actions. More specifically it means executing, completing, fulfilling, producing or completing a given assignment.

A public policy cannot be taken away without an evaluation. The Policy evaluation is conducted to assess the extent to which the effectiveness of the policy be accountable to the public in order to achieve the goals set. The Evaluation is needed to see the gap between expectations and reality. According to Vig and Kraft (2013: 10), the policy evaluation measures the results in the relationship between goals and costs. Thus, the evaluation of the policy is based on the achievement of the objectives with the cost incurred related to consumer protection. In regard to consumer protection, Koopman,

Mitchel, and Thierer (2014: 6) state that consumer protection has long been one of the main reasons for economic regulation, under the "theory of public interest" of the traditional rules. This regulation seeks to protect consumers from externalities, inadequate competition, adverse prices, asymmetric information, unequal bargaining power, and a host of other "market failures," especially in regard to Fresh Food of Plant Origin (FFPO).

In relation to FFPO, Cook (2016: 1) explains that FFPO is food of unprocessed plant, easy to consume, processed minimally, and / or as raw material of processing / food industry. There are 103 items influenced by new regulations, including fruits, vegetables, grains, beans, pulses, and some plantation crops such as cocoa, coffee, sugar, tea, peppers, and olives.

Fresh Food of Plant Origin (FFPO) becomes very important, because it is one of the basic needs of society. Protection of quality control and safety of it is stipulated by the Provincial Regulation of Jakarta No. 8 of 2004 on quality control and security of agricultural commodities that need to be studied continuously in protecting the community. One evaluation models of policy implementation that can be employed is the Grindle model (2000: 80) which states that policy implementation is determined by the content of the policy and the context of its implementation. In this case, the contents of the policy include the following: (1) The interests affected by the policy, (2) Types of benefits to be generated, (3) The desired degree of change, (4) The position of policy maker, (5) The program implementer, (6) Resources deployed. The implementation context includes: (1) Power, Interests, and Strategy of Involved Actors. (2) Characteristics of Institutions and Authorities. (3) Compliance and Responsiveness.

Research Methodology

The general objective of this study is to know the content and context of the quality control and safety of Fresh Food of Plant Origin (FFPO) policy implementation in the framework of consumer protection in Jakarta Province. The method used in this study is policy research. This study uses 2 (two) types of materials for analysis, namely documents and data. Data collection techniques were conducted through interviews, documentation studies, and observations. In this study, the researcher performs data validation by triangulation technique of data type by comparing the result of assessment, observation, interviews with key informants. In this study, the technique of analysis in the Dunn category (2004: 51-54) selected is an integrative technique. This is done since this technique is considered to be the most correlated with the strategy and analytical techniques used.

Research Findings and Discussion

The results of research in terms of interests affected by the policy show that business actors are affected by the policy of quality control and safety of Fresh Food of Plant Origin (FFPO), although not all of them. It is evident that vegetable and fruits traders in traditional markets and street vendors have not fully understood the regulation on quality control and safety of fresh food of plant origin (FFPO). Regional Policies on the protection of the quality and safety of FFPO are strongly supported by the community. This is reasonable because the needs or lifestyles of today's society have

changed from just consuming staple foods increased by consuming fresh fruit. This is not fully in line with the expectation of Regional Regulation No.8/2004 on Quality Control and Security of Agricultural Product Commodities as written in Article 7 Paragraph (1). Regional regulation as one form of public policy should be aimed at all policy objects, as Curaj states, in Orășanu (2014: 6) that public policy refers to the decisions and actions taken by governments to address public issues. Similarly, according to Cochran and Malone (2014: 3) that public policy can be described as an overall framework in which government action undertakes to achieve public objectives, with a well-defined public policy definition, for common purposes, to study government decisions and actions designed to address Public issues. However, not all business actors understand well the local regulation on quality control and the safety of fresh food of plant origin (FFPO).

The study findings show that the public lacks information on the socialization of local regulations on quality control and safety of fresh food of plant origin, but people feel confident that there are regulations that protect the community. This is evident in the supervision of food products in markets that are very helpful to the public in obtaining quality products and safety. This proves that the supervision of food products in the markets is very helpful to the public in obtaining quality products and safety. This indicates that the benefits generated are not in accordance with Local Regulation No. 8/2004 on Quality Control and Security of Agricultural Commodities, Article 1 Paragraph (6) and Paragraph (7). There should be at least two benefits from the local regulation on quality control and safety of Fresh Food of Plant Origin (FFPO), namely, the community is protected from hazardous food and the business actor can improve the competitiveness of the products sold. As revealed by Bromell (2012: 1) that public policy is primarily about deciding who gets what and who pays. The ethical dilemma in public policy arises for two reasons: resources are inadequate to meet all demands, and people commit to different values and ideas about doing the right thing. This is in line with the opinion of Lundqvist, as quoted by Mickwitz (2016: 11) that the environmental policy as an action program is intended to influence society, in terms of values and beliefs, actions and organizations, in such a way as to enhance, or to prevent the damage of the natural environment.

The result of study on the degree of changes indicate that there are still products of Fresh Food of Plant Origin (FFPO) circulating in the area of Jakarta Province that does not meet the security requirements. This is evidenced by the presence of bacterial contamination of microorganisms on the primary processed food such as fruits and vegetables. This is evidenced by the presence of bacterial contamination of microorganisms on the primary processed fresh food such as fruits and vegetables. This is in accordance with the Provincial Regulation of Jakarta No. 8 of 2004 on Quality Control and Security of Agricultural Commodities Article 3 Paragraph (1) and Paragraph (2).

This local regulation as one form of public policy should be in accordance with the opinion of Cochran and Malone (2014: 3) stating that public policy can be described as an overall framework in which government action undertakes to achieve public objectives, by the definition of sound public policy, for common purposes, become government decision studies and actions designed to address public issues. This is reasonable because the Regional Regulation on Quality Control and Food Safety is

part of the topics of public policy. Public policy can be purposely taken to direct and supervise human activities and thereby prevent harmful effects on humans and the environment.

There are still findings of FFPO containing hazardous substances on the market indicating that business actors have not fully complied with Article 25 of Provincial Regulation No. 8/2004 on Quality Control and Commodity Security as written in Article 25 Paragraph (1) (2), and (3).

The study result on the position of the policy maker indicates that the policy of quality control and safety of Fresh Food of Plant Origin (FFPO) is a Local Regulation at the provincial level made by the Governor with the approval of the Regional House of Representatives (DPRD). This has been in accordance with Local Regulation No. 8 of 2004 on Quality Control and Security of Agricultural Commodities as written in Article 9. Similarly, the results of this study support the opinion of Anderson (2003: 1) who states that in general, the policy term refers to the behavior of some actors, such as officials, governmental or legislative bodies, in areas of activities such as public transport or consumer protection. Public policy can also be viewed as anything the government chooses to do or should not do.

The findings on the program implementers show that only the Department of Marine, Agriculture and Food Security and the Health Office are implementing quality control and safety of Fresh Food of Plant Origin (FFPO). Efforts that have been made by the Department of Marine, Agriculture, and Food Security in realizing the quality control and safety of Fresh Food of Plant Origin (FFPO) are in the form of: market inspection, education, and creating hazardous materials free market. Thus, the results of this study have been in accordance with Local Regulation No. 8 of 2004 on Quality Control and Security of Agricultural Commodities in Article 6, Paragraphs (1) and (2). In line with Marume, Ndudzo and Jaricha's (2016: 27) opinion, public policy is seen as a comprehensible, binding, authoritative, intentional and targeted framework, and for interactions whereby a multiplicity of public policy decisions by political office managers can be And actions can be incorporated into operations by public officials to realize the postal and economic goals that are postulated economically, efficiently, effectively, and as closely as possible.

The findings on the resources indicate that the human resources deployed are sufficient. Similarly, the absorption of the budget increases from 2015 to 2016. This is in accordance with the mandate of Regional Regulation Number 8 of 2004 on Quality Control and Security of Agricultural Commodities in Article 10, Paragraphs (1) and (2). This is reasonable because to realize the standard of facilities / places of business and the development of terminal systems of agricultural commodities require the support of human resources and funds. In line with the opinion by Bromell (2012: 1) that public policy is mainly about deciding who gets what and who pays. The ethical dilemma in public policy arises for two reasons: resources are inadequate to meet all demands, and people commit to different values and ideas about doing the right thing.

The results on the power, interests, and strategies of actors involved indicate that the policy of quality control and safety of Fresh Food of Plant Origin (FFPO) can protect

the community. This is because the Department of Marine, Agriculture, and Food Security will ensnare a business actor who does not comply with the Law of the Republic of Indonesia Number 8 Year 1999 on Consumer Protection. This is in accordance with the mandate of Regional Regulation Number 8 of 2004 on Quality Control and Security of Agricultural Commodities in Article 21 Paragraph (1), (2), and (3).

The government's authority in this case the Department of Marine, Agriculture, and Food Security will ensnare business actors who do not comply with the Law of the Republic of Indonesia Number 8 Year 1999 on Consumer Protection. This is intended to achieve consumer protection from food containing hazardous materials. While the strategy applied is to ensnare business actors who do not comply with the Consumer Protection Act. This context is in accordance with Jones's opinion (2004: 48-49) that there are at least six components of public policy, as follows: (1) the true intent or purpose of action; (2) the ultimate goal to be achieved; (3) plans to achieve the objectives; (4) legitimate programs to achieve the objectives; (5) decisions or actions taken to achieve the objectives; And (6) measurable influence. Public policy as a direction of action proposed by a person, group or government in a certain environment to overcome obstacles and take advantage of opportunities in order to achieve a goal or realize a goal or purpose. Public policy is structured through certain stages, in which there is one or a set of actors at each stage of the preparation of public policy.

The results of study on the characteristics of institutions and authorities show that this policy is made by the Regional Government, in this case the Governor of Jakarta Province with the approval of the Regional House of Representatives (DPRD). This is in accordance with the mandate of Regional Regulation No. 8/2004 on Quality Control and Security of Agricultural Commodities as written in Article 1 Paragraph (2), Article 22, and Article 23 Paragraph (1) and (2). In line with Anderson's (2003: 1) opinion, the term policy refers to the behavior of some actors, such as officials, governmental or legislative bodies, in areas of activity such as public transport or consumer protection. Public policy can also be viewed as anything the government chooses to do or should not do.

The results of study on compliance and the responsiveness of the implementer indicate that the policy of quality control and fresh food safety of plant origin can protect the community. This is because the Department of Marine, Agriculture, and Food Security is cooperating with various parties, for example, to report a non-compliant business actor to PD Pasar Jaya for further guidance. It is in accordance with the mandate of Regional Regulation No. 8/2004 on Quality Control and Security of Agricultural Commodities in Article 19 Paragraph (1),(2),and (3).

Meanwhile, the compliance and responsiveness to the implementation of local regulation on quality control and safety of Fresh Food of plant origin (FFPO) in the field is due to the commitment of the Department of Marine, Agriculture and Food Security to protect the consumer community from food containing hazardous materials. The Office of Marine, Agriculture, and Food Security will report a non-compliant business actor to PD Pasar Jaya for further guidance. This is in line with the opinions of Marume, Ndudzo and Jaricha (2016: 27) that public policy is seen as a

comprehensible, binding, authoritative, intentional and targeted framework, and for interactions whereby a multiplicity of public policy decisions by office administrators Politics can be made, and actions can be put into operation by public officials to realize the postal and economic goals that are postulated economically, efficiently, effectively and as closely as possible. Thus, it can be said that the implementation of regional regulations on the quality control and safety of fresh food of plant origin really shows compliance and responsiveness to the task. However, as good as officers in guarding the Local Regulation, there are still business actors who secretly sell Fresh Food of Plant Origin (FFPO) containing hazardous materials as they are found in the market.

Conclusions and Recommendations

Based on those research findings, it could be concluded that the policy of quality control and safety of Fresh Food of Plant Origin (FFPO) in Jakarta has not been able to protect the consumers because the supervision of hazardous materials is still less optimal and the Department of Marine, Agriculture and Food Security still find difficulties in applying the strict sanction. Therefore, it is necessary to revise especially the Article 25 Paragraph (1) of Regional Regulation (Perda) of Jakarta Number 8 Year 2004 regarding Quality Control and Security of Agricultural Product Commodity in Jakarta Province with the application of strict sanctions.

Furthermore, it is recommended to add Quality Control and Security of Agricultural Product Commodity in DKI Jakarta Province about strict sanction for its violator in Article 25 Paragraph (1) of Regulation of Jakarta Number 8 Year 2004. Companies violating the law are directly fined, for example, breaches per pack of Fresh Food of Plant Origin (FFPO) are subject to a fine of IDR 50,000.- while companies traded illegal Fresh Food of Plant Origin (FFPO) products are punished for 2 (two) Year imprisonment and a fine of IDR 4 billion. This is in accordance with the Law of the Republic of Indonesia Number 18 Year 2012 on Food, Article 141 which reads: Every Person who intentionally trades food that is inconsistent with Food Safety and Food Quality contained in Food Packaging label as referred to in Article 89 shall be liable to Imprisonment of a maximum of 2 (two) years or a fine of not more than IDR 4,000,000,000.00 (four billion rupiahs). Meanwhile, producers of FFPO products containing hazardous materials are threatened with a maximum penalty of 5 (five) years imprisonment and a fine of up to IDR 10 billion. It is intended that consumers of FFPO products can be protected from harmful materials.

References

- Anderson, James E. Public policymaking: An introduction. Boston: Houghton Mifflin Company, 2003.
- Bromell, David. "Doing the right thing: Ethical dilemmas in public policy making." Centre for Theology and Public Issues Working Paper, March 2012.
- Cochran, Charles L. and Eloise F. Malone. Public Policy: Perspectives and Choices, Fifth Edition. Boulder, CO: Lynne Rienner Publishers, 2014..
- Cook, James. Indonesia Food Safety Control on Importation and Exportation of Fresh Food of Plant Origin. <http://www.sgs.com>/Diakses 26 Januari 2016.

- Grindle, Merilee S. *Politics and Policy Implementation in The Third World*. New Jersey: Princenton University Press, 2000.
- Jones, Ch. O. *An Introduction to The Study of Public Policy*. Terjemahan Ricky Istamto. Jakarta: PT RajaGrafindoPersada, 2004.
- Koopman, Christopher, Matthew Mitchell, and Adam Thierer. "The Sharing Economy and Consumer Protection Regulation: The Case for Policy Change." *Mercatus Working Paper*, Mercatus Center at George Mason University, Arlington, VA, December 2014.
- Mthethwa, R. M. "Critical dimensions for policy implementation," *African Journal of Public Affairs*. Volume 5 Number 2, September 2012.
- Marume, B. M., D. Ndudzo, and E. Jaricha. "Types and Kinds of Public Policy and Public Policy Making," *Quest Journals, Journal of Research in Humanities and Social Science*, Volume 4 ~Issue4, 2016.
- Mickwitz, Per. *Environmental Policy Evaluation: Concept and Practice*. Saarijärvi: The Finnish Society of Sciences and Letters, 2006.
- Orășanu, Răzvan. *Public Policy Handbook for Higher Education*. Bucharest: UEFISCDI, 2014.
- Prewitt, Kenneth, Thomas A. Schwandt, and Miron L. Straf. *Using Science as Evidence in Public Policy*. Washington DC: The National Academies Press, 2012.
- Smith, Kevin B. and Christopher W. Larimer. *The Public Policy Theory Primer*. Central Avenue, Boulder, CO: Westview Press, 2009.
- Vig, Norman J. & Michael E. Kraft, *Environmental Policy: New Directions For The 21st Century*. California: CQ Press, 2013.
- William N. Dunn, *Public Policy Analysis: An Introduction* (Englewood Cliffs, New Jersey: Prentice-Hall, 2004), hh. 51-54.