
**IMPLEMENTATION OF EXPIRATION LABELIZATION OF
HOUSEHOLD INDUSTRIAL FOOD PRODUCTS (P-IRT)**

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Abstract

Food product labeling is one of the policies to ensure the quality of food products consumed by the public. The labeling policy is regulated in PP no.69 of 1999. One of the labeling policies is the obligation of food producers to include the product expiration date. Almost every year, a lot of findings of food products, especially the results of household industrial food products (P-IRT). This study seeks to formulate why the implementation of the PIRT expiration labeling policy is still not optimal. From the results of the study it was found that several factors influenced the implementation of this policy. The first was PIRT certification, especially at the extension stage and producer location review. The second is the understanding of PIRT producers regarding the expiration labeling. The third is limited human and financial resources. Fourth, consumers' concern that is still lacking is mainly related to attention to the expired labels of food products they consume.

Keyword: Implementation, Labeling, Food, Expiration, Consumers

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INTRODUCTION

Development carried out by a country will not be able to run without quality human resources. Human resources, whose main component is humans as individuals, certainly require toughness, both physical and mental, to support the realization of quality human resources. One of the main factors that supports the fulfillment of quality human resources is the fulfillment of basic human needs. Food or sustenance is one of the basic human needs besides clothing, clothes and shelter/house. Food is very important because humans cannot live without food. Fulfilling the need for food is a human right of every Indonesian people which must always be available at all times, safe, high quality, nutritious and varied at prices that are affordable for people's purchasing power. To achieve the fulfillment of quality food, it is necessary to create good regulations for those who produce food and consumers who consume the food themselves.

In regulating provisions regarding food, Indonesia has regulated it in Law No. 7 of 1996 concerning food, where in this law, among other things, it is explained that every person who produces food for trade needs to pay attention to the provisions regarding the quality and nutrition of food that have been determined. Certain foods that are traded are required to first be examined in a laboratory before being distributed. This is done to maintain the safety of the public as consumers of traded food. From the consumer side, the public also has the right to obtain healthy food, including honest and correct information regarding the description of the food product. One of the Government's efforts as a regulator to achieve orderly regulation in the food sector is through regulation in the field of food labels and advertising.

In relation to the issue of food labels and advertising, the public needs to obtain correct, clear, complete and good information regarding quantity, content, quality and other things they need regarding food circulating on the market. Information on food labels or through advertisements is very necessary for society so that each individual can make appropriate choices before buying and consuming food. Without clear

information, fraud can occur. For this reason, the government as a regulator issued Government Regulation Number 69 of 1999 concerning Food Labels and Advertisements.

In connection with the implementation of this Government Regulation, currently many processed food products sold on the market are not equipped with expiry date (ED) labeling. In fact, if the ED is listed, it seems careless and dubious. In fact, the purpose of labeling is important information about whether the food product is still suitable for consumption or not. Some food products are equipped with labels, but the writing sometimes looks unclear, even though according to the provisions, the labels must be clearly visible to consumers. Products without ED labels or unclear ED labels, based on the author's initial survey in several modern shopping centers and traditional markets, are mostly food products from small/home industries. Food products from home industries are packaged, but many do not include an expiration date, including snack products, bread, special food for souvenirs, all of which are ready-to-eat processed products.

The latest news related to food that is not suitable for use, as quoted on the tirto.id page, is the inspection ahead of Eid 2019 where based on the BPOM screening results in several regions in Indonesia, approximately 47% of the screening results did not meet government requirements. The details are that the product has damaged packaging, is past its expiry date, and does not have a distribution permit (Tirto.id, 2019)

The above phenomenon seems ironic considering that PP 69 of 1999 concerning Food Labels and Advertisements has been implemented since 1999, but up to now there are still widespread food products that do not comply with the provisions. One violation of the provisions that often occurs is the failure to include an expiration label. The expiration date itself is the final limit for a food, its quality is guaranteed as long as it is stored following the instructions given by the manufacturer. Every factory or producer that produces food is obliged to include expiry writing. This obligation is emphasized in article 27, article 28 and article 29 of Government Regulation No. 69 of 1999, the contents of which are:

Article 27

- 1) The expiration date, month and year as intended in Article 3 paragraph (2) must be stated clearly on the label.
- 2) The date, month and year of expiry as intended in paragraph (1) are included after the words "Good for Use Before" are written, according to the type and shelf life of the food concerned.
- 3) In the case of food products that expire more than 3 (three) months, it is permissible to only include the month and year of expiration.

Article 28

It is prohibited to trade food that has exceeded the expiry date, month and year as stated on the label.

Article 29

Everyone is prohibited from:

- a) Delete, revoke, close, replace labels, re-label distributed food
- b) Change the expiration date, month and year of distributed food.

Furthermore, in the PP, sanctions or administrative actions are also regulated for violators of the provisions. The administrative actions referred to are listed in Article 61 paragraph 2 PP No.69 of 1999 concerning Food Labels and Advertisements which include:

- a. Written warning.
- b. Temporary prohibition on distribution and/or an order to withdraw food products from circulation.
- c. Destruction of food if it is proven to endanger human health and life.
- d. Temporary suspension of production.
- e. Imposition of a maximum fine of Rp. 50,000,000.00 (fifty million rupiah), and or,
- f. Revocation of production permits or business permits.

Cases of expired labeling often occur in home industrial food products. Based on the 2017 BPOM annual report, inspection of 1,036 PIRT products, as many as 525 (50.65%) products did not meet label

requirements. The biggest violation is the absence of expiration dates and product production codes. This data shows that PIRT food products are very vulnerable to violations of food labeling provisions so special attention is needed. Special attention needs to be given because a large number of existing household food producers do not include correct food labels and the production ingredients are sometimes haphazard. This will definitely endanger food safety for consumers who consume these food products. So far, supervision and guidance for household industrial food producers has been carried out by the Health Service of each integrated Regency/City together with the POM Center which is located in the provincial capital.

RESEARCH METHOD

This article aims to formulate symptoms of the lack of success in implementing the Home Industry Products (PIRT) food labeling policy at a macro level, especially in expired labeling. Several previous studies in several regions have been carried out, but have not compared them with research in other regions and formulated factors for less successful implementation at a macro level. The author used similar research to obtain reference sources to deepen the analysis of implementation factors. The method used by the author is a literature review combined with interviews with several informants who are deemed to have competence in implementing expired labeling.

DISCUSSION

Public policy is understood as policy choices made by government officials or bodies in certain fields, for example education, politics, economics, agriculture, industry, defense, and so on. In the view of David Easton (in Subarsono AG; 2005: 03), "when the government makes public policies, at that time the government allocates values to society, because every policy contains a set of values in it". When public policy contains values that conflict with the values that exist in society, then the public policy will encounter resistance when implemented. On the other hand, a

public policy must be able to accommodate the values and practices that live and develop in society.

In principle, policy implementation is a way for a policy to achieve its goals, nothing more and nothing less (Nugroho, 2003: 158). In Winarno (2008: 101-102) Policy implementation is seen in a broad sense, as a legal administration tool where various actors, organizations, procedures and techniques work together to implement policies to achieve the desired impact or goal. Meter and Horn in Winarno (2002: 102) limit policy implementation as actions carried out by individuals or (groups) of the government and private sector which are directed to achieve the goals set in previous policy decisions.

Concluding from several statements above, Mazmanian and Sabatier (in Wahab, 1997: 68) formulate a detailed process of implementing state policy, namely: Implementation of basic policy decisions, usually in the form of laws, but can also take the form of orders or decisions important executive or judicial decisions. Typically, the decision identifies the problem to be addressed, clearly states the goals/targets to be achieved, and various ways to structure/manage the implementation process. This process takes place after going through a number of certain stages, usually starting with the stage of ratifying a law, then the policy output in the form of implementing the decision by the implementing body (agency), the willingness to implement the decision by the target groups, the real impact of the output, and finally important improvements (or efforts to make improvements) to the relevant laws/regulations.

Policy implementation is an important aspect of the entire policy process. Grindle (in Winarno, 2002: 146) gives his view on implementation by saying that in general, the task of implementation is to form a linkage that makes it easier for policy objectives to be realized as the impact of a government activity. Therefore, the implementation task includes the formation of "a policy delivery system" where certain facilities are designed and implemented with the hope of achieving the desired goals. According to George C. Edwards, the success of policy implementation is influenced by 4

variables, namely (1) communication, (2) resources, (3) disposition, (4) bureaucratic structure. (Subarsono, 2005:90). These four variables are not absolute, because Sabatier and Mazmanian formulated that policy implementation is a function of three variables, namely: (1) problem characteristics, (2) program management structure which is reflected in various kinds of regulations that operationalize policies and (3) factors-factors outside regulations (Subarsono AG, 2005: 95). Several conditions that influence the success of policy implementation are very important to pay attention to, because if they are not paid attention to, it will result in delays in the implementation of a policy.

Institutionally, the implementation of PP no.69 of 1999 was carried out by several institutions, namely BPOM as a representative of the central government. Regarding regional autonomy, the Health Service in each city/district is the spearhead in implementing this policy, more specifically for the PIRT food labeling process. PIRT certification itself goes through the following steps:

Applicant → Health Department (pharmaceutical, food and beverage section) → Head of DKK → Counseling/Development → Site review → if you meet the requirements (MS) get a certificate → if you don't meet the requirements (TMS) repair.

Meanwhile, the procedures for labeling food according to the provisions of the BPOM labeling guidebook are as follows:

- The manufacturer sets an expiration date which shows that the product still meets quality requirements until that date.
- Expiration date is expressed in day, month, year. Every packaged product with a shelf life of more than 1 day and goods in a closed condition (BDKT) must have an expiration date.
- Goods that have a shelf life of more than 4 months can include an expiration date of only month and year.
- The expiry date must be printed using good ink or printing that is not easily faded, erased or torn (if using stickers)

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- Manufacturers should list the expiration date about two to three months earlier than the product's actual shelf life. This is done to avoid detrimental impacts on consumers, if the expiration limit is actually exceeded. Another aim is to provide a grace period for manufacturers to withdraw products that have passed their expiry date from retailers or points of sale so that consumers no longer buy these products. This is done to prevent anything undesirable from happening to consumers, such as food poisoning.
 - The use of the term expiration on food labels includes: "best before", "use by" or expiry date. The provisions regarding the use of this term are: the term "Best before" means that a food product should be consumed before the date listed because that date is the optimal limit for producers to guarantee the suitability of the product for consumption. The phrase "Good for use before" is generally included on products that have a long shelf life. Meanwhile, the term "Use by" (use by or expiry date) means that the food product must be consumed maximum on the date listed. The date listed is the maximum limit the manufacturer can guarantee that the product has not been damaged and is still suitable for consumption. After that date, it is suspected that the product quality will no longer be acceptable to consumers. The phrase "Use before" is generally included on products that are easily damaged and have a low shelf life.
 - Food products that do not need to include an expiration date:
 - Fresh vegetables and fruit.
 - Wine type alcoholic drinks.
 - Alcoholic drinks more than 10%.
 - Vinegar/vinegar; Sugar.
 - Bread/cake that has a shelf life of less than or equal to 24 hours.
 - Food additives with a shelf life of more than 18 months.

The relief for not including an expiration date on these products is added by noting that all types of products above must include the date of manufacture or packaging. In connection with the implementation of expired

licensing, several studies have been carried out in several cities. Among them, Eka (2009) in his research in the city of Semarang, mapped out several variables that influence implementation, including 1) Lack of funds, 2) The number and capacity of officers is still lacking, 3) Socialization is not yet optimal. Another research in Kendal Regency by Muhammad (2011) also said the same thing but adding the awareness factor of consumers themselves is still lacking. From the two studies above, and the results of the annual report from BPOM, it shows that the implementation of PP no.69 of 1999 concerning food labels and advertising, especially in the inclusion of expired labels, is still not optimal. The compatibility between the results in the field and the objectives of the implementation of PP no.69 1999 regarding food labels and advertising, especially regarding the inclusion of expired labels, has not been good. The main objective of this PP is to create honest food trade and realize food safety for consumers. However, in the field there are still many violations committed by P-IRT producers by not including expiration labels in accordance with existing regulations.

From the stages of the policy implementation process, namely in the certification process, there are stages that are felt to be not optimal, namely the counseling stage and the stage of reviewing the location of producers applying for certification. It is at this educational stage that producers are informed about good labeling, especially including the correct expiration date. How the date should be given, what kind of ink should be used, should be clearly stated in this counseling. If this stage is not optimal, this could result in a lack of understanding on the part of the producer which will then result in violations. In Kendal Regency (Muhammad, 2011), extension seminars are only occasionally held if there is self-funding from food producers. The counseling that is carried out is mostly carried out personally but is less in-depth. Likewise, the field review stage has not been carried out optimally, because sometimes it is carried out and sometimes it is not carried out only relying on trust in the producer so it is possible that fictitious or fake addresses from the producer may occur. Manufacturers' PIRT permits should be renewed every 3 years, so providing a valid address is very important for

the purposes of correspondence notifying the permit extension.

Home Industry (IRT) food producers' understanding of PP no. 69 of 1999 concerning food labels and advertising, especially regarding the inclusion of expiration labels, is not yet good. Many manufacturers still do not include expiration dates, especially those selling their products in traditional markets. They feel that by registering their product, it means that their product is legal to circulate on the market without paying attention to the provisions stipulated in the PP provisions, especially the inclusion of an expiration date. This means that producers do not understand the meaning of granting permits by the Health Department. The Health Department itself claims to have provided understanding to producers, but it turns out that there are still many producers who do not understand the meaning of granting this permit. Granting this permit means that the producer is able to comply with regulations regarding the labeling of food products, especially the inclusion of expiration dates.

Looking at human resources, BPOM and the Health Service of each Regency/City are considered to still lack the number of officers compared to the number of household food industries which continues to increase every year. Meanwhile, in terms of existing financial resources, they are not good or adequate. This is because there has been no increase in adequate funding allocation for employee operational costs and procurement of facilities, especially laboratory facilities. This happened to BPOM and the Kendal Regency Health Office. The existing funding is considered to be still minimal, even though guidance and supervision activities must continue to be actively carried out in order to create food security for the community.

Consumer awareness is still not good, especially for consumers from the lower middle class and the poor. Consumers tend to care less about what they buy to eat. They only care about cheap prices without caring about the quality of the products they buy. This will definitely be detrimental to the health of consumers themselves. This less caring attitude of consumers will also provide opportunities for producers to commit more violations.

Traditional markets are still the favorite of the community to fulfill their needs for food products. Meanwhile, most consumers from traditional markets are lower middle class and poor consumers. This is of course an easy target for naughty traders who take advantage of the lack of attention of poor consumers.

SUGGESTION

The author provides suggestions and input related to the implementation of PP no. 69 of 1999 concerning food labels and advertising, especially regarding the inclusion of expired labels. The first is to optimize supervision and guidance in P-IRT. This can be done by collaborating with lower levels of bureaucracy, namely by involving sub-districts and sub-districts. The second stage of the survey process is expected to be mandatory and not based on trust in producers alone. The survey process can be carried out when the producer takes care of the permit, so when he returns home, the officer can accompany the producer to survey the production site as well as provide counseling. What is also no less important is to check whether the telephone number of the manufacturer concerned is working or not when registering. For officer operational costs, this can actually be set aside from the budget for the pharmacy, food and beverage sections. Because the coaching budget is always budgeted every year. This requires firmness and will from the heads of each UPT.

Third, it is related to public understanding, in this case home industry producers who are not yet good. There is a need for a united institution of home industry food producers (P-IRT), such as a community association, or an association within the Regency/City area. Its formation can be facilitated and accompanied by officers from the Kendal District Health Service so that the bureaucratic process can run more smoothly. This formation is intended to be able to monitor and provide explanations and instill an understanding of the importance of including correct labels on every food product they produce. Because if a union or association is formed, it is much easier for officers to carry out coaching than having to go to the field.

Fourth, related to consumer awareness which is still not good, efforts can be made to optimize the BPOM unit, namely the LIK (Consumer Information Services) section, to be more active in conducting outreach to consumers by going to the field, especially in traditional markets. This can be done by collaborating with consumer protection institutions and opening vacancies for volunteers who want to participate in outreach activities or as extension workers. Field activities can take the form of distributing brochures to consumers, or in the form of activities with a sales stand concept in collaboration with the local market head. This sales stand concept is a concept of placing an exhibition stand or simple table in a place that is easy to see, then displaying pictures or attractive communication media accompanied by loudspeakers that voice consumer concerns. It is hoped that this will attract the attention of consumers so that it can arouse the curiosity of consumers who are shopping and at the same time provide information (can be in the form of brochures) so that they are careful before buying food products, especially P-IRT products.

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