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OPTIMIZATION OF FOOD PRODUCT INSPECTION TASK FORCES IN EFFORTS TO ENSURE FOOD CONSUMER PROTECTION AT THE LOCAL LEVEL

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ABSTRACT

Food safety is one of the fundamental rights of consumers guaranteed by the state through Government Regulation No. 86 of 2019 on Food Safety, which places responsibilities for food safety implementation on government authorities, including local governments within their respective jurisdictions. Inspection findings in Surakarta City between 2018 and 2025 indicate recurring categories of food product non-compliance, including expired products, products without adequate labels or expiration information, damaged packaging, and improperly repackaged products. This study aims to evaluate the implementation of food product oversight by the Food Product Oversight Task Force in Surakarta City and to formulate measures for optimizing food consumer protection at the local level. This study employs an empirical legal research method using primary and secondary data analyzed through a deductive analytical approach. The results demonstrate that food product inspections have been actively conducted by relevant institutions; however, the recurrence of similar categories of violations indicates that the effectiveness of oversight cannot be measured solely by inspection activities. Optimization requires stronger operational arrangements, cross-agency coordination, consistent follow-up within the respective authority of each institution, preventive and risk-based supervision, consumer participation, and coordination with competent authorities regarding halal product assurance. An integrated oversight mechanism is therefore necessary to strengthen consumers' rights to safety, adequate information, and legal certainty.

Keywords: food supervision; task force; food safety; consumer protection; local government

INTRODUCTION

Food is one of the most fundamental human needs, and ensuring its availability, safety, quality, and nutritional value is therefore an important responsibility of the state. Food safety is closely related not only to the fulfillment of basic human needs but also to the protection of consumer rights. Law No. 8 of 1999 on Consumer Protection guarantees consumers the right to comfort, security, and safety in consuming goods and/or services,

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while Law No. 18 of 2012 on Food provides the legal basis for ensuring the safety and quality of food distributed to the public. Furthermore, Government Regulation No. 86 of 2019 on Food Safety places responsibility for the implementation of food safety not only on the central government but also on local governments within the framework of their respective authorities.

The delegation of authority to local governments requires regional authorities to establish effective mechanisms for monitoring food products circulating within their jurisdictions. In practice, however, food safety oversight at the local level continues to face various challenges. Food products containing hazardous substances, including microbial and chemical contaminants as well as prohibited food additives such as formalin, borax, rhodamine B, and methyl yellow, may pose serious risks to consumer health. In addition, expired products continue to circulate, particularly in traditional markets and small retail establishments that may not be consistently covered by routine supervision. Another concern relates to the assurance of halal status for food products circulating in the community, considering that Law No. 33 of 2014 on Halal Product Assurance and its implementing regulations establish obligations concerning halal certification. These conditions demonstrate that food oversight constitutes an important component of consumer protection and requires effective implementation at the local level.

The challenges of food safety oversight are particularly evident in Surakarta City. On June 7, 2018, the Surakarta City Health Department discovered 12 packages of bakpia pastries that had passed their expiration dates at a modern supermarket. On April 27, 2021, the Surakarta City Government's Food Task Force again discovered packaged food products without expiration dates at several modern stores. The absence of expiration information limits consumers' ability to obtain adequate information concerning the safety and suitability of products offered for consumption.

Similar problems continued to occur in subsequent years. On March 14, 2023, the Trade Office, together with the Surakarta Food and Drug Supervisory Agency (BPOM), discovered packaged foods, canned foods, and snacks that had expired but were still being sold at Legi Market and Harjodaksino Market. On December 11, 2023, a joint team consisting of the City Health Department, the Food Security Department, BPOM, and the Civil Service Police Unit discovered expired snacks and packaged beverages at Sidodadi Kleco Market and the Makutho souvenir center. These findings indicate that food safety problems are not limited to traditional markets but also occur in other commercial locations frequently accessed by consumers.

The same pattern continued in 2024 and 2025. On March 28, 2024, the City Health Department, together with Surakarta BPOM, again discovered damaged and expired packaged food products in traditional markets and supermarkets. Subsequently, on March 13, 2025, the City Health Department, the Trade Department, BPOM, and the Food Task Force discovered repackaged products without adequate labels or expiration dates at

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Jebres Market and several souvenir shops. Repackaging without adequate product information creates particular concerns for consumer protection because consumers may not be able to ascertain the origin, safety, and shelf life of the products they purchase.

The recurrence of similar findings from 2018 to 2025 demonstrates that food safety violations in Surakarta City are not merely isolated incidents. The violations show a recurring pattern involving expired food products, products without labels or expiration dates, damaged packaging, and repackaged products that do not comply with applicable requirements. Although food inspections have been conducted by relevant government agencies and the Food Task Force, the persistence of similar violations raises questions regarding the effectiveness of existing oversight mechanisms, follow-up measures, coordination among relevant institutions, and the capacity of local authorities to prevent repeated violations.

Previous studies have demonstrated that food safety oversight remains an important issue in ensuring consumer protection in Indonesia. Nurhayati (2009) examined the effectiveness of the Food and Drug Supervisory Agency's oversight of the distribution of imported processed food products in relation to consumer protection. Mardiah and Ernawaty (2014) also examined the implementation of oversight of imported food products by the Food and Drug Supervisory Agency. Meanwhile, Lestari (2020) examined food safety in relation to the protection of public rights as consumers, highlighting the importance of food safety governance in ensuring consumer protection. Zazili (2019) further addressed the importance of a risk-management-system-based approach to food safety oversight for consumer protection.

These previous studies provide an important foundation for understanding the relationship between food safety supervision and consumer protection. Nevertheless, the existing literature referred to in this study predominantly examines food safety oversight from the perspective of BPOM supervision, specific categories of food products, consumer rights, or broader risk-management approaches. Limited attention has been given to the operation of a cross-agency food oversight task force as an institutional mechanism of local government, particularly in circumstances where similar violations continue to recur despite routine inspection activities.

This research gap is particularly significant in the context of Surakarta City. The recurring discovery of expired products, inadequately labeled products, damaged packaging, and non-compliant repackaged food products between 2018 and 2025 suggests that the central problem is not merely whether food inspections are conducted. Rather, it concerns whether the institutional structure, authority, inter-agency coordination, follow-up mechanisms, and enforcement capacity of the Food Task Force are adequate to prevent the recurrence of similar food safety violations and ensure effective consumer protection.

Accordingly, the novelty of this study lies in its specific examination of the Food Product Oversight Task Force as a cross-agency institutional mechanism for food

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consumer protection at the local-government level. Using Surakarta City as the empirical context, this study evaluates food product supervision involving local government agencies and BPOM and examines the regulatory, institutional, coordination, and enforcement arrangements necessary to optimize the task force. In this respect, the study moves beyond an assessment of a single supervisory institution and focuses on how an integrated local oversight mechanism can be strengthened to provide more effective and sustainable protection for food consumers.

Based on the foregoing discussion, this study addresses two research questions: (1) How should the implementation of food product oversight by the Food Oversight Task Force in Surakarta City be evaluated? and (2) What solutions and measures can be implemented to optimize the Food Product Oversight Task Force in ensuring food consumer protection in Surakarta City? Accordingly, this study aims to evaluate the implementation of food product oversight in Surakarta City and to formulate recommendations for optimizing the institutional, regulatory, coordination, and enforcement mechanisms of food product oversight at the local level.

Theoretical Framework

This study employs consumer protection theory as the primary theoretical framework for evaluating the implementation of food product oversight by the Food Task Force in Surakarta City. According to Az. Nasution, consumer protection law constitutes a part of consumer law containing principles and rules intended to regulate and protect consumer interests. Consumer protection therefore concerns not only the legal relationship between consumers and business operators but also the responsibility of the state to establish regulatory and supervisory mechanisms capable of protecting consumers from goods and services that may cause harm (Nasution, 2019).

In the context of food products, consumer protection is particularly important because unsafe food may directly affect consumer health and safety. The state is therefore responsible not only for establishing standards governing food products but also for ensuring their effective implementation through supervision and enforcement. This understanding is consistent with Law No. 8 of 1999 on Consumer Protection, which establishes the principles of benefit, justice, balance, consumer security and safety, and legal certainty as the fundamental principles of consumer protection.

Article 4 of Law No. 8 of 1999 further recognizes consumers' rights to comfort, security, and safety in consuming goods and/or services, as well as the right to obtain accurate, clear, and truthful information regarding the conditions and guarantees of the goods and/or services they consume. These rights are particularly relevant to food products because consumers depend on adequate information concerning product conditions, labeling, expiration dates, and safety in determining whether a food product is suitable for consumption.

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The protection of these consumer rights is closely related to the food safety framework established under Law No. 18 of 2012 on Food. Within this framework, food safety requires measures to prevent food from possible biological, chemical, and other contamination that may interfere with, harm, or endanger human health. Consequently, the circulation of expired food, products without adequate labels or expiration dates, damaged products, and improperly repackaged food may affect not only compliance with food regulations but also consumers' rights to safety and accurate information.

Based on this theoretical framework, consumer protection in food product oversight can be analyzed through three interrelated dimensions. First, consumer safety and security, concerning the extent to which the oversight mechanism is capable of preventing unsafe or unfit food products from reaching consumers. Second, the right to accurate and adequate information, concerning whether food products circulating in the market provide consumers with essential information, particularly appropriate labeling and expiration information. Third, legal certainty and effective protection, concerning whether government supervision, follow-up measures, and enforcement mechanisms are implemented consistently and are capable of responding to violations and preventing their recurrence.

These dimensions provide the analytical basis for evaluating the Food Product Oversight Task Force in Surakarta City. Accordingly, its performance is assessed not merely on whether inspections have been conducted but also on whether those activities protect consumers from unsafe food, ensure access to accurate product information, provide effective follow-up on violations, and prevent similar violations from recurring.

Consumer protection theory therefore serves as the analytical link between the normative obligations established under consumer protection and food legislation and the empirical implementation of food product oversight in Surakarta City.

METHODS

This study employs an empirical legal research method to examine the implementation of legal provisions concerning food safety and consumer protection in practice. This approach combines an examination of the applicable legal framework with an analysis of its implementation in food product oversight activities. The research was conducted in Surakarta City, Central Java Province, with particular attention to food product supervision by the Food Product Oversight Task Force and the institutions involved in food safety oversight.

The study utilizes primary and secondary data. Primary data were obtained through observation and investigation of food product supervision activities carried out by relevant institutions in Surakarta City, including the City Health Office, Trade Office, Food Security Office, Surakarta Office of BPOM, and Civil Service Police Unit. These data were used to examine the practical implementation of food product oversight,

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particularly regarding the identification and handling of food products that did not comply with applicable requirements.

Secondary data consist of primary, secondary, and tertiary legal materials. Primary legal materials include laws and regulations concerning consumer protection, food safety, halal product assurance, and food product recall. Secondary legal materials consist of books, scientific journal articles, previous research, and scholarly literature relevant to consumer protection and food safety oversight. Tertiary legal materials, including legal dictionaries and official publications from relevant institutions, were used to support interpretation of the legal materials.

The collected data were analyzed using a deductive analytical approach. The analysis begins with general legal principles and regulatory provisions concerning consumer protection and food safety and subsequently examines their implementation in the specific context of food product oversight in Surakarta City. Empirical findings concerning recurring food product violations and oversight activities were assessed against the applicable legal framework and the consumer protection framework used in this study.

Through this analytical process, the study evaluates whether food product oversight effectively protects consumers' rights to safety, adequate information, and legal certainty. The analysis is also directed toward identifying regulatory, institutional, coordination, and enforcement issues affecting the performance of the Food Product Oversight Task Force and formulating measures for its optimization.

RESULTS AND DISCUSSION

1. Evaluation of Food Product Oversight Implementation by the Task Force in Surakarta City

Government Regulation No. 86 of 2019 on Food Safety provides the legal basis for government responsibility in ensuring food safety, including food safety oversight at the local level. In Surakarta City, food product oversight involves several government institutions, including the City Health Office, Trade Office, Food Security Office, and Civil Service Police Unit, in coordination with the Surakarta Office of BPOM. The involvement of these institutions reflects the cross-sectoral nature of food safety oversight.

Empirical findings demonstrate that food product inspections have been conducted repeatedly in Surakarta City. In 2018, the City Health Office discovered 12 packages of expired bakpia pastries at a modern supermarket. In 2021, the Food Task Force discovered packaged food products without expiration dates at several modern stores. In March 2023, the Trade Office and BPOM discovered expired packaged foods, canned foods, and snacks at Legi Market and Harjodaksino Market. In December 2023,

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a joint inspection involving the City Health Office, Food Security Office, BPOM, and Civil Service Police Unit again identified expired snacks and packaged beverages at Sidodadi Kleco Market and the Makutho souvenir center.

In March 2024, damaged and expired packaged food products were again discovered during inspections conducted by the City Health Office and BPOM in traditional markets and supermarkets. In March 2025, the City Health Office, Trade Office, BPOM, and Food Task Force discovered repackaged food products without adequate labels or expiration dates at Jebres Market and several souvenir shops. These findings demonstrate that food oversight activities have been implemented across different types of commercial locations.

The implementation of recurring inspections indicates that the relevant institutions have performed an active supervisory function. However, the effectiveness of food product oversight cannot be evaluated solely on the basis of the existence or frequency of inspections. From the perspective of consumer protection, the more important question is whether oversight is capable of preventing unsafe food products from reaching consumers, ensuring accurate product information, and preventing similar violations from recurring.

The pattern of findings from 2018 to 2025 shows recurring categories of non-compliance, particularly expired products, products without expiration information, damaged packaging, and repackaged products without adequate labels. Although the available data do not establish that the same business operators committed repeated violations, the recurrence of similar categories of violations across different years and locations indicates that food product oversight has not yet fully prevented comparable forms of non-compliance from reappearing in the local market.

Viewed through the first dimension of consumer protection, consumer safety and security, the circulation of expired and damaged food products creates a potential risk to consumers. Consumer protection requires preventive mechanisms capable of reducing consumers' exposure to products that may be unsuitable or unsafe for consumption. The repeated discovery of such products therefore indicates that preventive supervision requires further strengthening.

The second dimension concerns the right to accurate and adequate information. The discovery of products without expiration dates and repackaged products without adequate labels raises concerns regarding consumers' access to essential product information. Article 4 of Law No. 8 of 1999 recognizes consumers' right to obtain accurate, clear, and truthful information. In food products, labeling and expiration information enable consumers to assess whether products are appropriate for purchase and consumption. Inadequate labeling therefore concerns not merely technical compliance but also consumer information rights.

The third dimension is legal certainty and effective protection. The recurrence of similar categories of violations indicates the need to evaluate mechanisms for following

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up inspection findings. Effective consumer protection requires supervision to extend beyond identifying non-compliant products and include appropriate follow-up under the applicable legal framework.

The involvement of several local government agencies and BPOM demonstrates that food safety supervision operates through a multi-agency mechanism. Such a structure provides an opportunity to combine different institutional functions and expertise but simultaneously requires clear coordination, division of responsibilities, and follow-up procedures.

This institutional issue is consistent with broader concerns identified in previous studies. Lestari (2020) places food safety within the broader framework of protecting consumer rights, while Nurhayati (2009) examines the effectiveness of food supervision in the context of BPOM oversight. These studies demonstrate the importance of examining the implementation of supervisory mechanisms in achieving consumer protection. The present study extends this discussion to the local-government level by examining a cross-agency Food Product Oversight Task Force in a context where comparable categories of violations continue to be identified.

Another issue concerns the regulatory basis for operational implementation at the local level. The national legal framework provides the general basis for food safety, consumer protection, product labeling, and food supervision. However, based on the material examined in this study, specific local technical arrangements governing the operational handling of unsafe food products by the Surakarta City Food Task Force were not identified. This condition is relevant because a cross-agency task force requires clear operational arrangements concerning institutional responsibilities, coordination, procedures for responding to findings, and follow-up measures.

The issue of product recall further illustrates the importance of coordination between local institutions and BPOM. Food recall is governed by BPOM regulations and involves procedures for removing food products that do not meet applicable requirements from circulation. Within a multi-agency oversight structure, coordination is necessary to connect local inspection findings with subsequent measures under the applicable recall framework.

Overall, the findings demonstrate that food product oversight in Surakarta City has been actively implemented through recurring inspections involving multiple institutions. Nevertheless, the persistence of similar categories of violations demonstrates that effectiveness should not be measured solely by inspection activity. Consumer protection requires an oversight mechanism capable of ensuring consumer safety, guaranteeing accurate product information, providing legal certainty through appropriate follow-up, and strengthening preventive measures.

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2. Solutions and Optimization of the Food Product Oversight Task Force in Ensuring Food Consumer Protection in Surakarta City

The evaluation demonstrates that optimization should not be understood merely as increasing the number of inspections. The recurring discovery of similar categories of violations indicates the need to strengthen the overall oversight mechanism. Optimization should therefore transform food supervision from predominantly inspection-oriented activities into an integrated system combining prevention, monitoring, coordination, follow-up, and enforcement in accordance with the authority of each institution.

First, optimization requires strengthening the local regulatory and operational framework. Clear operational arrangements should define the structure and functions of the task force, division of responsibilities among participating institutions, inspection procedures, documentation of findings, coordination mechanisms, and follow-up procedures. Such arrangements should complement, rather than replace or exceed, authority established under national legislation.

Second, optimization requires strengthening institutional coordination and operational capacity. The multi-agency structure can become an institutional strength when the functions of each institution are effectively coordinated. Institutional strengthening should therefore emphasize designated responsibilities, regular information exchange, documentation of inspection results, and systematic monitoring of follow-up measures. The task force should function not merely as a forum for joint inspections but as a coordinated oversight mechanism connecting inspection findings with subsequent actions.

Third, optimization should include strengthening follow-up and enforcement mechanisms. The effectiveness of supervision depends not only on detecting violations but also on whether findings are followed by appropriate measures under the applicable legal framework. Depending on the nature of the violation and the authority of the relevant institution, measures may include warnings, instructions to correct product information, withdrawal of non-compliant products from sale, coordination for product recall where required, and other legally authorized administrative measures. Where measures fall within BPOM's authority, effective coordination and referral should be used rather than creating overlapping authority.

Fourth, food product oversight should increasingly adopt a preventive and risk-based approach. Previous inspection findings can be used to determine supervisory priorities and follow-up monitoring. Business operators should also receive adequate information concerning food safety, labeling, expiration information, storage, and repackaging requirements. This approach is consistent with Zazili (2019), who emphasizes the relevance of risk-management-system-based food safety oversight to consumer protection.

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Fifth, optimization should include strengthening consumer information and public participation. Public education should emphasize the importance of checking expiration dates, labels, packaging conditions, and other relevant product information. Accessible reporting mechanisms can also allow consumers to communicate suspected food safety violations to relevant authorities and complement scheduled government inspections.

Sixth, halal product assurance should be coordinated with competent institutions within the applicable regulatory framework. Law No. 33 of 2014 and Government Regulation No. 39 of 2021 establish the framework governing halal product assurance. Where halal labeling or certification issues are identified during food supervision, the Food Task Force should coordinate such findings with institutions legally responsible for halal product assurance rather than extending its authority beyond that provided by law.

Ultimately, optimization requires an integrated approach combining regulatory clarity, institutional coordination, effective follow-up, preventive and risk-based supervision, consumer participation, and coordination with other competent authorities. Preventive supervision contributes to consumer safety and security; improved labeling oversight and consumer education support the right to accurate and adequate information; and clear operational procedures, coordination, and consistent follow-up strengthen legal certainty and effective protection.

Therefore, an optimized Food Product Oversight Task Force should not be measured solely by the number of inspections or violations discovered. Its effectiveness should ultimately be assessed by its capacity to reduce recurring non-compliance, facilitate appropriate follow-up, improve coordination among responsible institutions, and strengthen consumer protection.

CONCLUSION

The implementation of food product oversight in Surakarta City demonstrates that the Food Product Oversight Task Force and relevant government institutions have actively conducted inspection activities involving various types of food distribution locations. Nevertheless, the recurring discovery of similar categories of non-compliance between 2018 and 2025—including expired products, products without adequate labels or expiration information, damaged packaging, and improperly repackaged products—indicates that the effectiveness of oversight cannot be measured solely by the implementation of inspections. From the perspective of consumer protection, effective oversight must also protect consumer safety, ensure access to accurate product information, provide appropriate follow-up on violations, and prevent comparable forms of non-compliance from recurring.

The evaluation further demonstrates the importance of strengthening the connection between inspection activities, institutional coordination, operational arrangements, and follow-up mechanisms. Food product oversight in Surakarta City

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involves multiple institutions with different functions and authorities. Therefore, the effectiveness of the Food Product Oversight Task Force depends on clear coordination and division of responsibilities, consistent procedures for responding to findings, and effective follow-up within the respective legal authority of each institution.

Optimization should therefore be directed toward strengthening local operational arrangements, improving cross-agency coordination, ensuring consistent follow-up and enforcement in accordance with applicable authority, and developing preventive and risk-based supervision based on previous inspection findings. Optimization should also include consumer education and participation as part of preventive food safety oversight and effective coordination with competent institutions when issues concerning halal product assurance are identified.

Accordingly, optimization of food product oversight at the local level requires an integrated approach combining prevention, inspection, institutional coordination, follow-up, enforcement, and consumer participation. Its effectiveness should ultimately be reflected not merely in the number of inspections conducted or violations identified but in its capacity to reduce recurring non-compliance and strengthen consumers' rights to safety, adequate information, and legal certainty.

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