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TABLE OF CONTENTS

REGULATION OF PRIVATE LAND BANKING DURING THE AGRARIAN REFORM IN INDONESIA	1
<i>Erni Herawati, A S Hutagalung, S Sujadi, R Lestarini</i>	
THE EFFECT OF BOOK-TAX CONFORMITY, INVESTMENT OPPORTUNITY SET, AND AUDIT QUALITY ON EARNINGS RESPONSE COEFFICIENT	6
<i>Sasya Sabrina, Chandra Wijaya, Edwin Hendra</i>	
INFLUENCE OF ABILITY, EXPERIENCE, AND INDEPENDENCE OF INVESTIGATIVE AUDITORS ON EFFECTIVENESS IMPLEMENTATION OF AUDIT PROCEDURES TO UNCOVER FRAUD	13
<i>Armanto Witjaksono, Rosyidah Keumalasari</i>	
THE INFLUENCE OF PROFESSIONAL SKEPTICISM, INDEPENDENCE, COMPETENCE, AND EXPERIENCE ON AUDITOR'S ABILITY TO DETECT FRAUD	18
<i>Armanto Witjaksono, Yudistira Yudatama</i>	
ANALYSIS OF THE EFFECT OF THIRD PARTY FUNDS, CAPITAL ADEQUACY RATIO, NON PERFORMING FINANCING, OPERATIONAL EXPENSES AND OPERATIONAL INCOME (BOPO) ON THE PROFITABILITY OF SHARIA BANKS (EVIDENCE FROM INDONESIA).....	24
<i>Armanto Witjaksono, Junadhitya Kp Natakusumah</i>	
BRIDGING SUPPLY CHAIN CONCEPT IN HEALTHCARE SERVICES: A SYSTEMATIC REVIEW AND FUTURE CHALLENGE.....	31
<i>Abi Hanif Dzulquarnain, Sukaris, Indro Kirono</i>	
EFFICIENCY ANALYSIS OF ISLAMIC MICROFINANCE INSTITUTIONS: CASE OF EAST JAVA.....	45
<i>Imron Mawardi, Sri Ningsih, Wisudanto, Tika Widiastuti, Muhammad Ubaidillah Al Mustofa</i>	
OVERVIEW OF THE OPORTUNISTIC CLAIMING CREDIT CARD: CONSUMER VERSUS COMPANY	54
<i>W Krisnawati</i>	
DISCRETIONARY ACCRUAL PUBLIC COMPANIES IN INDONESIA	61
<i>Rahmat Agus Santoso, Nimas Pamesty</i>	
ASIAN ZAKAT MANAGEMENT ORGANIZATION (ZMO) PRODUCTIVITY ANALYSIS: EVIDENCE IN INDONESIA	68
<i>Tika Widiastuti, Anidah Robani, Muhamad Nafik Hadi Ryandono, A. Syifaul Qulub, Eko Fajar Cahyono, Nova Rini, Safika Rosyidatul Arifah, Taqiyah Dinda Insani</i>	
IMPLEMENTATION OF THEORY Z WILLIAM OUCHI IN PESANTRENPRENUR: STUDY ON ORGANIZATIONAL CULTURE	81
<i>Heri Cahyo Bagus Setiawan, Aries Kurniawan, Beni Dwi Komara</i>	
TOURISM VILLAGE DEVELOPMENT STRATEGY TO INCREASING TOURIST VISITS	89
<i>Aries Kurniawan, Beni Dwi Komara, Heri Cahyo Bagus Setiawan, Nanang Bagus Setiawan</i>	
THE ROLE OF STRATEGY TOWARDS BUSINESS PERFORMANCE IN HIJAB SMALL BUSINESSES	93
<i>Suaibatul Aslamiyah, Rahmat Agus Santoso</i>	

BUSINESS SUSTAINABILITY OF LOCAL CONSUMPTION PRODUCTS IN VILLAGE OWNED ENTERPRISES FROM GRESIK REGENCY, INDONESIA	99
<i>Vembri Aulia Rahmi, Nanang Bagus Setiawan, Hadi Ismanto</i>	
DETERMINING FACTORS IN THE DEVELOPMENT OF RELIGIOUS TOURISM DESTINATION MARKETING STRATEGY (A CASE STUDY IN GREATER MALANG)	106
<i>Kukuh Lukiyanto, Etsa Astridya Setiyati, Choirul Huda, Albert Verasius Dian Sano</i>	
RETAILER’S STRATEGY IN RESHAPING CONSUMERS’ SATISFACTION AND WELLBEING DURING A PANDEMIC	116
<i>Fani Sarika, Suryani Murad</i>	
VILLAGE COMMUNITY BUSINESS IN MAINTAINING TRADITIONAL FOOD “OPAK LADU” BASED IN CREATIVE ECONOMICS	125
<i>Beni Dwi Komara, Laily Maghfiroh, Heri Cahyo Bagus Setiawan, Aries Kurniawan</i>	
THE RESPONSE OF MICRO, SMALL AND MEDIUM ENTERPRISES IN THE FACE OF THE CORONA VIRUS DISEASES (COVID-19) PANDEMIC SITUATION	130
<i>Fandi Prasetya</i>	
CAMPAIGNING ENVIRONMENTAL CONSERVATION DURING THE PANDEMIC: A SOCIAL MEDIA RECEPTION ANALYSIS	136
<i>Lila Nathania, Asih Zunaidah, K Yanuarita, Haifa Imansyah, Evan Reinaldo</i>	
CUSTOMERS’ SATISFACTION AND PREFERENCES USING SENTIMENT ANALYSIS ON TRAVELOKA: THE CASE OF YOGYAKARTA SPECIAL REGION HOTELS	146
<i>Novi Diah Wulandari, M Helmi Zain Nuri, Lilis Kurniasari</i>	
RURAL TOURISM SUSTAINABLE BUSINESS PERFORMANCE: DYNAMIC CAPABILITY PERSPECTIVE	156
<i>Sukaris, Sri Hartini, Dien Mardhiyah, Hendra Suwardana, Heru Baskoro</i>	
INFLUENCE OF INTERPERSONAL COMMUNICATION AND TEAMWORK ON ORGANIZATION TO ENHANCE EMPLOYEE PERFORMANCE: A CASE STUDY	164
<i>Tri Cicik Wijayanti</i>	
CRITICAL REVIEW OF SOCIAL SAFETY NET IN COVID ERA BASED ON MAQASHID SHARIA FRAMEWORK: INDONESIA CASE	171
<i>Tika Widiastuti, Muryani, Puji Sucia Sukmaningrum, Sulistya Rusgianto, Aufar Fadlul Hady, Anidah Robani</i>	
CONSUMER SWITCHING BEHAVIOR: AN EFFECT OF COVID-19 IN JEMBER REGENCY	180
<i>Hp Agustin, Saiful Amin</i>	
THE DAY OF THE WEEK EFFECT IN RETURN OF THE FIVE CRYPTOCURRENCIES MARKET	186
<i>Triasesiarta Nur, Narendra Dewangkara</i>	
THE UTILIZATION OF VILLAGE-BASED PARTICIPATION IN COMMUNITY EMPOWERMENT IN EAST LAMPUNG DISTRICT	195
<i>Muhamad Rudi Wijaya, M. Bahri Ghazali, Shonhaji, Heni Noviarita, Kholid Hidayatullah, Ahmad Hadi Setiawan, Khoirurroji In</i>	
LEARNING A FOREIGN LANGUAGE DURING A PANDEMIC: DEVELOPING PODCAST FOR LISTENING SKILL OF BEGINNER-LEVEL BIPA LEARNERS	203
<i>Asih Zunaidah, Mufidah Nur Amalia, Candrika Citra Sari, Gamal Kusuma Zamahsari, Zidan Febrian</i>	

MEDIA LITERACY IN PREVENTING THE SPREAD OF RADICALISM IN THE MILLENNIAL GENERATION.....	214
<i>F M Gasa, A Wasita, B Hartanto, A B Gunawan, J A Citra</i>	
FACTORS AFFECTING PSYCHOSOCIAL PROBLEMS ON THE COLLEGE STUDENTS WHO EXPERIENCE SMARTPHONE ADDICTION.....	221
<i>W Wiwik, Widiharti, F S Firman</i>	
THE INFLUENCE OF RING CARDS ON THE KNOWLEDGE AND ATTITUDE OF MOTHER WITH TODDLER 0-24 MONTH IN THE PREVENTION OF STUNTING	227
<i>Nanik Cahyati, Mega Dewi Lestari</i>	
COMMUNITY EMPOWERMENT THROUGH INDEPENDENT FAMILY HEALTH EVALUATION (IFHE)-BASED HEALTHY VILLAGES.....	233
<i>Diyan Indriyani, Asmuji, Triawan Adi Cahyanto, Astrid Maharani, Wahyuni A Sri</i>	
SEASONAL INCIDENCE OF GUILLAIN-BARRE SYNDROME IN RUMAH SAKIT ISLAM JEMURSARI SURABAYA.....	242
<i>S Syifak, D Yuniati</i>	
INFLUENCE OF ENVIRONMENTAL SETTING ON MATERNAL COMFORT AND SATISFACTION.....	247
<i>A Meiranny, Ds Siagian, Fn Khoirunnisa, L Lestari, Dan N Cahyati</i>	
THE INFLUENCE OF POSYANDU CADRE TRAINING ON KNOWLEDGE AND ATTITUDES IN EFFORTS TO PREVENT STUNTING IN KARAWANG	253
<i>Siti Sopiatusun, Sri Maryati</i>	
INTERNAL AND EXTERNAL FACTORS THAT INFLUENCE DEVELOPMENT OF CHILDRENS INDEPENDENCE	257
<i>Endah Mulyani, Nourma Yunita, Siti Mudlikah, Diani Octaviyanti Handajani, Munisah</i>	
DETERMINANT FACTORS AFFECTING INFLUENCING ELIGIBLE WOMEN WITH THE SELECTION OF CONTRACEPTIVE INTRAUTERINE DEVICES (IUDS).....	262
<i>Re Safriana, A Rachmawati, Sd Sitaresmi, Np Ningrum, Er Agustin</i>	
THE EMPOWERMENT MODEL FOR THE POOR BASED ON SPIRITUAL SKILLS AND LIFE SKILLS IN PRODUCTIVE AGE OF THE YOUTH AT RUMAH GEMILANG INDONESIA	267
<i>Kholidhidayatullah, Bahri Ghazali, Shonhaji, Rosidi, Ahmad Hadi Setiawan, Muhamad Rudi Wijaya, Khoirurroji 'In</i>	
THE ROLE OF ROUDLOTUR RIDWAN ISLAMIC BOARDING SCHOOL IN EMPOWERMENT OF ISLAMIC COMMUNITIES THROUGH LIFE SKILLS IN THE CHILD SOCIAL WELFARE INSTITUTION (CSWI) PROGRAM IN EAST LAMPUNG DISTRICT	274
<i>Khoirurroji 'In, Hs Achlami, Jasmadi, Fitri Yanti, Kholid Hidayatullah, Muhamad Rudi Wijaya, Ahmad Hadi Setiawan</i>	
CURATIVE DA'WAH AND THE IMPLICATION TOWARDS THE CHANGES OF CONVICT RELIGIOUS CONDUCT IN PENITENTIARY CLASS I BANDAR LAMPUNG.....	279
<i>Ahmad Hadi Setiawan, M. Nador, Bahri Ghazali, Hasan Mukmin, Kholid Hidayatullah, Muhamad Rudi Wijaya, Khoirurroji 'In</i>	
THE LIMITATION OF THE RIGHT TO ASSEMBLY AND THE RIGHT TO MOVEMENT IN ORDER TO FULFIL THE RIGHT TO HEALTH OF SOCIETY IN THE COVID-19 PANDEMIC IN INDONESIA	284
<i>Erna Ratnaningsih, Siti Yuniarti</i>	

REGULATION OF ILLEGAL FINTECH LENDING IN INDONESIA	292
<i>Abdul Rasyid</i>	
JUSTICE AS THE AIM OF/FOR FORMATION OF LABOR LAW IN INDONESIA (A REVIEW OF PHILOSOPHY OF LAW).....	297
<i>Iron Sarira</i>	
THE NATURE OF THE JUDGE’S IMPOSITION OF PENAL SUPERVISION AGAINST CHILDREN CONFLICTS WITH JUSTICE TO REALIZE JUSTICE	306
<i>Ip Hapsari</i>	
MARINE CASUALTY CAUSED BY EVER JUDGER IN BALIKPAPAN BAY: HUMAN ERROR OR TECHNICAL FACTORS?	312
<i>Nirmala Many, Muhammad Reza Syariffudin Zaki, Cecilia Elisabeth Agatha</i>	
THE FORCE MAJEURE CLAUSE AMID NEW NORMAL COVID 19	318
<i>Hardian Iskandar</i>	
LEGAL SUBJECT INTERPRETATION OF LAW NUMBER 18 OF 2013 CONCERNING THE PREVENTION AND ERADICATION OF FOREST DESTRUCTION.....	323
<i>Ahmad Sofian, Batara Mulia Hasibuan</i>	
CHILDREN’S PRIVACY AND DATA PROTECTION IN JUDICIAL DECISIONS.....	329
<i>Ahmad Sofian, Besar, Bambang Pratama, Mark P. Capaldi</i>	
THE INDEPENDENCE OF THE TRUSTEE AS AN ORGAN FORMED BY THE PUBLIC COMPANY	337
<i>Muhammad Reza Syariffudin Zaki, Agus Riyanto, Okta Auliazahara</i>	
LEGAL PROTECTION FOR CHILD VICTIMS OF VIOLENCE IN PRIMARY SCHOOL IN PALEMBANG CITY.....	347
<i>Austin Al Hariz, Nashriana, Vera Novianti</i>	
DEVELOPMENT OF LEGAL PROTECTION PROTOCOLS FOR VICTIMS OF DOMESTIC VIOLENCE TO IMPROVE THE QUALITY OF LIFE AND REPRODUCTIVE HEALTH OF WOMEN DURING THE COVID-19 PANDEMIC IN MEDAN	353
<i>Alvi Syahrin, Nur Asiah, D. K. Dewi</i>	
LEGAL PROBLEMS IN THE JOB CREATION ACT IN THE ENVIRONMENTAL SECTOR	363
<i>Prastiyo Triwibowo, Alvi Syahrin, Suhaidi, Ningrum N. Sirait</i>	
THE FUNCTIONALIZATION OF THE ULTIMUM REMEDIUM PRINCIPLE TOWARDS THE IMPLEMENTATION OF CRIMINAL ACTIONS ENVIRONMENTAL LICENSE IN THE PERSPECTIVE OF ENVIRONMENTAL CRIMINAL LAW IN INDONESIA	368
<i>Dahlia Kusuma Dewi, Alvi Syahrin, Suhaidi, M. Hamdan</i>	
MINE WORKERS’ PSYCHOLOGY	373
<i>Zufra Inayah, Wiwik Widyawati</i>	
BUILDING CONSTRUCTIVE-COMMUNICATIVE MODEL FOR RURAL COMMUNITIES IN USING DEATH RITUAL AS A MANIFESTATION OF SOCIAL VIRTUE.....	376
<i>Suyoto, Fery Adhy Permana</i>	
PSYCHOLOGICAL CONDITIONS OF MEDICAL PERSONNEL IN FACING THE PANDEMIC OF COVID 19: SYSTEMATIC REVIEW	382
<i>Anggia Riske Wijayanti, Yosefina Dhale Pora, Ode Irman, Yosefina Nelista, Yosephina Maria Hawa Keytimu</i>	

MENTAL TOUGHNESS AS CHARACTER REQUIRED IN LEARNING IN THE AGE OF CHANGE	388
<i>Arcadius Benawa, Benny</i>	
ANALYSIS OF WOMEN PARTICIPATION IN IMPROVING FAMILY INCOME IN SADE LOMBOK TOURISM VILLAGE.....	393
<i>Nanik Rianandita Sari, Nur Makkie Perdana Kusuma, Irwina Meilani</i>	
THE EFFECT OF PROFESSIONAL IDENTITY, PERSONAL COST AND SERIOUSNESS OF VIOLATION OF THE INTENTION TO DO WHISTLEBLOWING.....	399
<i>Armanto Witjaksono, Ratna Laras Wiganitingyas</i>	
COMPARISON OF AGRICULTURAL MANTRA FROM THE WEST SAKERTA KUNINGAN WITH AGRICULTURE MANTRA SRI BADUGA MUSEUM COLLECTION BANDUNG	406
<i>Leni Nur'Aeni, Agus Saeful Anwar, Hermawan</i>	
HOW INDONESIAN STUDENTS WRITE JOB APPLICATION LETTER	410
<i>Sri Hapsari Wijayanti</i>	
SEMIOTIC STUDY IN THE MUPUT TRADITION FROM TARAJU VILLAGE SINDANGAGUNG DISTRICT KUNINGAN REGENCY.....	416
<i>O Ropiah, E Puspitarini, H Triwahyuni, B Agustan, I Ripai</i>	
THE EFFECT OF CHARISMATIC LEADERSHIP ON THE SUSTAINABILITY OF TOURISM DESTINATION WITH ENTREPRENEURSHIP ORIENTATION AND COMMUNITY EMPOWERMENT AS A MEDIATOR.....	421
<i>Glory Aguzman, Adler Haymans Manurung, Yosef Dedy Pradipto, Lim Sanny</i>	
COMMUNITY COMMUNICATION NETWORK IN PRESERVING CULTURE: A CASE STUDY IN BETAWI SETU BABAKAN CULTURAL VILLAGE	426
<i>Sri Hartati, Damayanti Masduki, Riyana Putri Nurkhalisa, Edwin Karim</i>	
THE ROLE OF PEKANBARU FOOD AND DRUG ADMINISTRATION CENTRE IN THE CIRCULATION OF SNACKS FOR SCHOOL CHILDREN CONTAINING HARMFUL SUBSTANCES IN PEKANBARU	431
<i>Ahmad Fuadi, Rosyidi Hamzah, Admiral, Fadhel Arjuna Adinda</i>	
THE OBSTACLES FACED BY THE NATIONAL AGENCY OF DRUG AND FOOD CONTROL (NA-DFC) OF PEKANBARU IN PERFORMING THE RESPONSIBILITIES FOR THE DISTRIBUTION OF SCHOOL CHILDREN FOOD AND SNACKS (PJAS) CONTAINING HAZARDOUS SUBSTANCES IN PEKANBARU.....	435
<i>Ahmad Fuadi, Rosyidi Hamzah, Admiral, Fadhel Arjuna Adinda</i>	
THE SOCIOLOGICAL REVIEW OF THE ROLE OF THE NATIONAL AGENCY OF DRUG AND FOOD CONTROL PEKANBARU ON THE DISTRIBUTION OF SCHOOL CHILDREN FOOD AND SNACKS CONTAINING HARMFUL SUBSTANCES IN PEKANBARU.....	442
<i>Ahmad Fuadi, Rosyidi Hamzah, Admiral, Fadhel Arjuna Adinda</i>	
THE ROLE OF SENSING CAPABILITY IN ENHANCING SMALL BUSINESS PERFORMANCE	447
<i>Lasmy, Tirta Nugraha Mursitama, Asnan Furinto, Setyo Hari Wijanto</i>	
VBL IMPLEMENTATION OF FLIPPED LEARNING AT BINUS UNIVERSITY: FAILURES EXPERIENCED BY STUDENTS.....	453
<i>Norma Pawestri, Aryusmar, St Sela, Jy Luke</i>	

PERCEPTIONS OF SATISFACTION THAT MOTIVATE TOURISTS TO VISIT RELIGIOUS TOURISM DESTINATIONS DURING COVID-19 PANDEMIC	459
<i>Kukuh Lukiyanto, Etsastridya Setiyati, Choirul Huda, Albert Verasius Dian Sano</i>	
CREATIVITY ENHANCEMENT OF STUDIO WORKSPACE BY USING SENSORY-BASED AMBIENCE-MAKER IN 24 SLIDES OFFICE RELAXATION ROOM.....	462
<i>Aurellia Cintana Satya Nagara, Hana Kireina Widiyanti, Mellani Vionita, Rizquita Tsania, Ira Audia Agustina</i>	
PASSIVE-AGGRESSIVE AND ANTAGONISTIC REPERCUSSIONS IN RPG GAME AS SHOWN IN DEVIL MAY CRY	468
<i>Risa Rumetha Simanjuntak, E A Putra</i>	
RACIAL STEREOTYPE AND AFRICAN AMERICAN RESISTANCE AGAINST THE AUTHORITY IN STRAIGHT OUTTA COMPTON (2015) BY FELIX GARY GRAY	473
<i>D Agustinus, Risa Rumetha Simanjuntak</i>	
AN ANALYSIS OF POLITENESS STRATEGIES IN SITCOM TETANGGA MASA GITU FROM NET TV.....	478
<i>I N Fatimah, Risa Rumetha Simanjuntak</i>	
WOMAN’S REPRESENTATION AND SHIFTING VALUE IN KOPLO DANGDUT SONG.....	483
<i>Windaningsih, Nur Kholis, Herma Retno Prabayanti</i>	
LEGAL PROTECTION TOWARDS COPYRIGHTED MUSIC AND SONG BY WEBSITES THAT OFFERS COPYRIGHTED INFRINGING CONTENT UNDER INDONESIAN COPYRIGHT LAW	489
<i>Sholehaturidlo, Syafrinaldi, Abd Thalib</i>	
RESPONSIBILITY OF PT TELKOM TOWARDS INDIHOME FIBER USERS CONCERNING NETWORK DISRUPTION ACCORDING TO LAW NUMBER 8 OF 1999 ON CONSUMER PROTECTION (CASE STUDY: PT TELKOM TANJUNG BALAI KARIMUN)	495
<i>Eno Dwi Puteri, Syafrinaldi, Surizki Febrianto</i>	
VCD AND DVD COPYRIGHT PROTECTION IN PEKANBARU ACCORDING TO LAW NUMBER 28 OF 2014 ON COPYRIGHTS	500
<i>Moch Roseno Eri, Syafrinaldi, Admiral</i>	
THE APPLICATION OF PROPORTIONALITY PRINCIPLE IN THE IMPLEMENTATION OF OUTSOURCING WORK CONTRACT (SWITCH OF POWER) CLEANING SERVICE PT. ATALIAN GLOBAL SERVICE PEKANBARU	506
<i>Wardi Simanjuntak, Admiral, Thamrin</i>	
THE EFFECTIVENESS OF THE IMPLEMENTATION ON PARATE EXECUTION OF MORTGAGE RIGHT AS ALTERNATIVE IN RESOLVING PROBLEMATIC LOANS AT BANKING INSTITUTIONS IN PEKANBARU	513
<i>Nino Sampurno, Surizki Febrianto, Yusri Munaf</i>	
NATIONALISM EDUCATION BASED ON INTERNATIONAL INDONESIAN SCHOOLS: CASE STUDY OF THE ROLE OF HUMAN RESOURCE TEACHERS AND SCHOOL CULTURE.....	518
<i>Agus Masrukhin, Hari Sriyanto, Rusliansyah, Mario Nugroho Willyarto</i>	
RELATIONSHIP BETWEEN PPKN SUBJECTS AND INCREASING THE SPIRIT OF NATIONALISM OF INDONESIAN STUDENTS IN SAUDI ARABIA	523
<i>A Masrukhin, H Sriyanto, M N Willyarto</i>	

CONSTRUCTION OF INDONESIAN VALUES IN THE CULTURE OF INDONESIAN STUDENT EDUCATION IN MAKKAH.....	528
<i>H Sriyanto, A Masrukhin, M N Willyarto</i>	
RHETORICAL ANALYSIS OF STAND-UP COMEDY: A CASE STUDY OF INDONESIAN AND CANADIAN COMEDIANS	533
<i>R M Panjaitan, R R Simanjuntak</i>	
STRENGTHENING THE CHARACTER OF THE NATION OF NU STUDENTS THROUGH PPKN LEARNING AT INTERNATIONAL INDONESIAN SCHOOLS	539
<i>N M Daud, A Masrukhin, H Sriyanto, M N. Willyarto</i>	
THE IMPROVEMENT OF UNDERSTANDING AND TOLERANT ATTITUDE OF BINA NUSANTARA UNIVERSITY STUDENTS THROUGH CHARACTER EDUCATION.....	544
<i>Sukron Ma'Mun, Ramot. Peter, Catarina. Manurung</i>	
A CORPUS-BASED MODEL FOR SUCCESSFUL COMPUTER SCIENCE RESEARCH RHETORIC	549
<i>R R Simanjuntak, D M Bourne, I I Dewi, Muhartoyo, A A Sasongko</i>	
ABOVE WORD EQUIVALENCES AND STRATEGIES IN THE INDONESIAN DUBBED SERIES OF WE BARE BEARS	556
<i>A Anggraeni, R R Simanjuntak</i>	
PRESUPPOSITION AND ENTAILMENT IN THE AMAZING WORLD OF GUMBALL SERIES BY MIC GRAVES.....	562
<i>V Olivia, R R Simanjuntak</i>	
CODE SWITCHING IN DEDY CORBUZIER'S HITAM PUTIH TV SHOW	567
<i>M C P Tadj, R R Simanjuntak</i>	
LANGUAGE MAINTENANCE OF TANJUNG PINANG CHINESE STUDENTS AT BINA NUSANTARA UNIVERSITY.....	573
<i>Susanty, R R Simanjuntak</i>	
LECTURERS' RESISTANCE TO IMPLEMENTING DISTANCE LEARNING	580
<i>Ribeh Najb Muhammad, Paulina</i>	
IMPROVING SPEAKING SKILL THROUGH INSTRUCTION ABOUT ORAL CLASSROOM PARTICIPATION IN MADURA UNIVERSITY	585
<i>M D Zuhri, M Amiruddin, M Rudyanto</i>	
A CASE STUDY ON INDONESIA EFL LEARNERS ACQUISITION OF INFLECTIONAL MORPHEME –S IN THE THIRD PERSON SINGULAR PRESENT.....	591
<i>R. Agus Budiharto, Yanti Linarsih, Sri Widjanti, Evha Nazalatus</i>	
THE FORM OF CULTURE IN PARÉBHÂSAN (A GENRE OF ORAL LITERATURE) MADURA	597
<i>M T Supratman, Rahmad, Y Linarsih</i>	
THE EFFECT OF AUTHENTIC PROBLEM – BASED LEARNING IN ENHANCING READING COMPREHENSION	601
<i>Halimatus Sa'Diyah, Khoirulanwar, Agus Wardhono</i>	
SUSTAINING LOCAL CULTURE THROUGH DEVELOPMENT MODEL OF REALISTIC CULTURE OF MADURA (RE-MADU).....	612
<i>S I Hasanah, S Irawati, M Zayyadi, H Basri</i>	

MADURESE LITERATURE: MEDIA FOR CHARACTER EDUCATION IN PESANTREN	619
<i>A R Hafsi, H Harsono, L Amalia</i>	
THE EFFECT OF CLASSCRAFT ON ENHANCING GRAMMAR PERFORMANCE OF ADULT LEARNERS.....	625
<i>I Witari, K Anwar, Y Arifani</i>	
SURFING THE MYSTERY OF J. C. DAWN’S RIPPLE OF EXISTENCE: A STYLISTIC STUDY.....	639
<i>Sheline, I Rifai</i>	
BEYOND THE SPOKEN WORDS: THE ROLES OF BODY POSTURES IN SUPPORTING READING ALOUD ACTIVITIES	646
<i>D M Ramadhani, I Rifai</i>	
THE SIGNIFICANCE OF BOOK SELECTION: AN EFL PARENT’S CRITERIA FOR SELECTING ENGLISH STORY BOOKS.....	654
<i>D M Ramadhani, I Rifai</i>	
IN THE LOOP OF MEANING MAKING: EXPLORING THE IMPACTS OF DRAMA STRATEGIES TO STUDENTS’ READING COMPREHENSION.....	663
<i>I Rifai, A A T Kariko, U P Dewi</i>	
WAYS WITH WORDS: EXPLORING CHILDREN AUTHOR’S VOICES IN INDONESIA’S CHILDREN BOOK SERIES (KKPK).....	673
<i>R Akbar, I Rifai, J Lee</i>	
HOW COMPLEX ARE INDONESIA’S SENIOR HIGH SCHOOL TEXTBOOKS? A VIEW FOR COLLEGE READINESS.....	683
<i>P Suryadi, I Rifai</i>	
PROBLEM-SOLVING ABILITIES THROUGH INTEGRATED LEARNING NESTED MODELS IN TERMS OF THE INITIAL ABILITIES OF THE PRE-SERVICE ELEMENTARY SCHOOL TEACHER.....	694
<i>A D I Sari, T Herman</i>	
ANALYSIS OF ANDRAGOGY THEORY AND PRACTICE.....	701
<i>M. Givi Efgivia, Erminawati, Elli Fitriani, Herni</i>	
IMPLEMENTATION OF ANDRAGOGY THEORY IN ARABIC LEARNING CLASS XII AT ISLAMIC SENIOR HIGH SCHOOL AZZHAHIRIYAH	705
<i>M. Givi Efgivia, Farrah Zhahiriyah, Marfie Widiyanti, Emelinny Iskandar</i>	
ANALYSIS OF BEHAVIORISM LEARNING THEORY, STEM LEARNING MODEL AND GAMIFICATION.....	711
<i>M. Givi Efgivia, Anggi Arista, Reni Kurniawati, Kasori</i>	
IMPLEMENTATION OF COGNITIVISM THEORY IN THE LEARNING PROCESS AT RIYADLUL JANNAH MIDDLE SCHOOL IN THE PANDEMIC ERA.....	715
<i>M. Givi Efgivia, Ulfi Ukhrowati, Maria Ulfah, Maliatu Fitriah</i>	
IMPLEMENTATION OF BEHAVIORISTIC LEARNING THEORY IN THE ONLINE LEARNING PROCESS AT SMP PGRI GANDOANG CLASS VII	720
<i>M. Givi Efgivia, Cucu Ardiansyah, Taufik Rusmayana, M. Zuhdi</i>	

ANALYSIS OF CONSTRUCTIVISM LEARNING THEORY	725
<i>M. Givi Efgivia, R. Y Adora Rinanda, Suriyani, Aang Hidayat, Irfan Maulana, Anthon Budiarto</i>	
MODIFICATION OF THE PJB L LEARNING MODEL TO BECOME HBL AS AN ALTERNATIVE TO LEARNING DURING THE COVID-19 PANDEMIC IN SCIENCE SUBJECTS FOR GRADE 3 ELEMENTARY SCHOOL AT INDONESIAN NATURE SCHOOL CIBINONG	730
<i>Rima Aulia, Herawati, Karwati, Asep Tajussobirin, Ramdhan Sukrilah</i>	
STUDY OF AGGRESSIVE BEHAVIOR TEENAGER IN BOGOR	737
<i>Putri Ria Angelina, Reni Sinta Dewi, Ani Khairani, Anis Fitria</i>	
THEORY AND PRACTICE OF THE CONSTRUCTIVISM APPROACH IN LEARNING IN SMART EXELENIA SMP IN THE PANDEMIC ERA	742
<i>M. Givi Efgivia, Eka Kurniasih, Novi Utami, H. U Tazkiyyah</i>	
COMPARISON OF NAIVE BAYES AND RANDOM FORESTS CLASSIFIER IN THE CLASSIFICATION OF NEWS ARTICLE POPULARITY AS LEARNING MATERIAL	746
<i>Utomo Pujiyanto, Ilham Ari Elbaith Zaeni, Khalida Izdihar Rasyida</i>	
PERFORMANCE COMPARISON OF ENSEMBLE-BASED K-NEAREST NEIGHBOR AND CART CLASSIFIERS FOR THE CLASSIFICATION OF ADAPTIVE E-LEARNING USER KNOWLEDGE LEVELS.....	760
<i>Utomo Pujiyanto, Harits Ar Rosyid, Aditya Cahyadi Putra</i>	
DIFFERENCES IN THE COGNITIVE PROCESSES OF AUTISM SPECTRUM DISORDER STUDENTS IN UNDERSTANDING MATHEMATICAL PROBLEMS BASED ON THE LEVEL OF INTELLIGENCE	769
<i>N Fauziah</i>	
CULTURE OF RELIGIOUS MODERATION THROUGH THE ACTUALIZATION OF ISLAMIC EDUCATION WASATIYYAH TO IMPROVE RELIGIOUS RECONNECTION AND TOLERANCE IN INDONESIA	779
<i>Mohammad Ahyan Yusuf Sya' Bani</i>	

Author Index

The Obstacles Faced by The National Agency of Drug and Food Control (NA-DFC) of Pekanbaru in Performing the Responsibilities for The Distribution of School Children Food and Snacks (PJAS) Containing Hazardous Substances in Pekanbaru

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Abstract. The high number of business practitioners selling food and snacks that do not comply with the standards established in the laws and regulations at the elementary school areas in Pekanbaru city should be a special concern for authorized officers. Food and snacks containing food additives will be dangerous for people's health if consumed by people. The practice of selling food and snacks containing hazardous substances is not identified directly by the consumers since the form and the taste of the food and snacks are fantastic, and they are sold at cheap price and they do not have direct effects but it can harm the people after some times. The business practitioners mostly sell these kinds of food and snacks around the elementary schools in Pekanbaru city. The target of the business practitioners is school-age children that, based on their age, still do not have critical thinking against food and snacks they buy. The elementary school children, as kids, when purchasing snacks, only look at the form and the taste of the food and snacks without considering the substances contained in the food and snacks. From a study that had been conducted, the obstacle faced by the National Agency of Drug and Food Control (NA-DFC) of Pekanbaru in monitoring the business practitioners who sold food and snacks to children at the elementary school areas in Pekanbaru was that the authority for distributing Food additives was held by the Department of Trade and Industry. This made the National Agency of Drug and Food Control (NA-DFC) was unable to control which one has the rights; the business practitioners secretly used hazardous food additives for snacks they produced. Also, the internal obstacle faced by the NA-DFC was an insufficient number of supervisors. The NA-DFC of Pekanbaru only has 40 supervisors while the NA-DFC work area in Pekanbaru comprises the whole Riau province with 12 regencies and cities.

Keywords: *Obstacles, Selling Food, Containing Food Additives*

1. INTRODUCTION

Health is a gift from God and an important thing for humans. When people are sick, it will strongly damage them since they cannot do their activities, such as working, going to school, and the like. Hence, they often spend much money to get the best medical treatment from doctors[1]. Health is one of the human primary needs besides clothes, food, and a house. Without being healthy, people's life becomes meaningless because when we are sick, people cannot do their daily activities well. Therefore, a healthy body should be supported with nutritious food that is beneficial for our health. Considering the body's

needs, adequate nutrition intake is required for keeping our body fit and healthy[2].

To actualize the things stated above, the government is trying to manage and provide the people with food. One of the efforts of providing food for the people is by supplying food with high quality yet affordable. High-quality food is food that fulfills the criteria, such as safe, nutritious, and having a high quality. The effort of supplying food for the people makes the business practitioners produce several kinds of food. The food they offer was the food that fulfills the primary, secondary, and tertiary needs[3].

The production of those kinds of food is done by the business practitioners to fulfill the consumer needs and attract the consumers' interest to consume the products they make. Several things done by the business practitioners are using attractive packaging, the food product price they offer is affordable for consumers, and the vital point is that using a certain method to offer or promote their food products[4]. The food product packaging used by the business practitioners is not only functioned as packaging, but it also maintains the product safety to prevent it from damage and pollutant (Article 16 Law Number 7 of 1996 on Food). The healthy activity done by business practitioners is certainly based on healthy regulation[5]. Another purpose of using packaging is to attract consumers' attention and interest. For example, in selecting the color of the packaging, the business practitioners tend to use gaudy color to be easily identified by the consumers[6].

The thing shown by the business practitioners to the consumers is mentioning the ingredients they use, the expiry date, and the license obtained from the National Agency of Drug and Food Control. By mentioning the ingredients they use, the consumers will know if the product contains preservatives or not. Besides, the consumers also know if the quality of the product they consume fulfills the quality standard established by the government.

To improve consumer trust, especially Moslem consumers, the business practitioners put a Halal label on the packaging of the product they have produced. The business practitioners obtained this Halal label after passing the process of Halal testing in the Indonesian Ulema Council (MUI). Besides packaging, price is one of the key determinants if the product is saleable in the market.

However, in the reality, many business practitioners sell food and snacks that do not meet the standards established by laws and regulations. Food and snacks containing food additives are dangerous for people's health if they are consumed. The practice of selling food and snacks containing these hazardous substances is not directly identified by the consumers since the form and the taste of the food and the snacks are fantastic and sold at cheap price, and they do not have direct effects but it can harm the people after some times.

The business practitioners who sell these kinds of food and snacks are mostly around the elementary schools in Pekanbaru city. The target of the business practitioners is school-age children that, based on their age, still do not have critical thinking against food and snacks they buy. The elementary school children, as

kids, when purchasing snacks, only look at the form and the taste of the food and snacks without considering the substances contained in the food and snacks.

To protect people, especially children, in buying school children food and snacks, the government should be present in supervising the distribution of food containing hazardous food additives. It is done through the National Agency of Drug and Food Control (NA-DFC) in Pekanbaru City with its functions and authorities, namely supervising the circulation of drugs and food. However, in the implementation, they faced many obstacles to perform their authorities, for example, the absence of legal basis owned by the NA-DFC. The legal function is to provide clarity against people's status and products amid the community[7].

The Legal Basis of NA-DFC is only in the form of Presidential Decree on Non-Department State Institutions and it has no special laws. The National Agency of Drug and Food Control strongly needs laws since the task of supervising drugs and food is nationally strategic. According to Aristoteles, the existence of distinct laws will lead people to moral values[8].

Besides, the National Agency of Drug and Food Control (NA-DFC) of Pekanbaru also experiences several obstacles in supervising the circulation of drugs and food, especially school children food and snacks sold around the school areas by the business practitioners to consumers. Based on the statement above, the author was interested in discussing this topic entitled the Obstacles faced by the National Agency of Drug and Food Control (NA-DFC) of Pekanbaru in Performing the Responsibilities for the Distribution of School Children Food and Snacks (PJAS) Containing Hazardous Substances in Pekanbaru City.

2. METHOD

From its type, this was categorized as observational research conducted using a survey method by performing the investigation directly in the research location using data collection instruments in the form of interview and a questionnaire. Meanwhile, based on the characteristic, this study was an analytical descriptive study aimed at giving a detailed, clear, and systematic illustration of the main research problems. The research object based on the author was the consumer protection for elementary school students against the fast-food they consumed in the form of food or snacks containing hazardous food additives commonly sold in school areas.

According to the research title, this study was conducted in the National Agency of Drug and Food Control (NA-DFC) of Riau Province and elementary schools. The reason for selecting the title was the author found that these locations were relevant to this study. The population and the respondents of this study were the snack sellers around the elementary schools in Pekanbaru City and the head of the National Agency of Drug and Food Control (NA-DFC) in Pekanbaru City. The instruments for data collection were interviews and a questionnaire.

3. RESULT

1. The Obstacles faced by the National Agency of Drug and Food Control (NA-DFC) of Pekanbaru in Performing the Responsibilities for the Distribution of School Children Food and Snacks (PJAS) Containing Hazardous Substances in Pekanbaru City. The consumers should be treated well morally; it is not an ethical demand only but also the absolute requirement to achieve success in a business. Consumer protection should be performed according to clear purposes. Article 3 Law Number 8 of 1999 mentioned that the purposes of consumer protection are as follows:
 - Increasing consumer awareness, capability, and independence for self-protection
 - Uplifting consumer's dignity and standards by preventing the negative excess of using goods and/or services;
 - Increasing consumer empowerment in selecting, determining, and demanding the rights of consumers
 - Creating a consumer protection system containing the legal certainty element and the information openness as well as the access to obtain information
 - Developing the business practitioners' awareness of the importance of consumer protection to increase the honesty and responsibility in performing a business
 - Improving the quality of goods and/or services to guarantee the sustainability of manufacturing goods and/or services, consumer's health, security, and safety

In performing the tasks and actualizing the vision and missions, the National Agency of Drug and Food Control (NA-DFC) also has the authority. It is appropriate with the Indonesian Presidential Decree Article 69 Number 103 of 2001 on Position, Duties, Functions, Authorities, Organizational Structure, and

the work procedure of Non-Department State Institutions. The authorities are as follows:

- Compiling the macro plan in the relevant sector
- Formulating policies in its sector to support macro development
- The establishment of information in the relevant sector
- The establishment of a requirement of using certain additives for food and the establishment of a guideline for supervising the circulation of drugs and food
- Granting a license and supervision of the circulation of drugs and the supervision of pharmaceutical industries
- The establishment of a guideline for the use of conservation, development, and the supervision of medical plants

In the reality, the National Agency of Drug and Food Control (NA-DFC) needs special laws on drugs and food supervision. The Drug and Food Supervisory Agency strongly needs laws since the drugs and food supervision is nationally strategic. The government should issue the policy since it is related to the public interest. The public interest should be the legislator's goal and the public advantages become the foundation of reasoning.

Several obstacles that should be faced by the National Agency of Drug and Food Control (NA-DFC) to protect consumers from snacks containing dangerous food additives. The obstacle faced by the National Agency of Drug and Food Control (NA-DFC), according to Ms. Veranika Ginting, is that the authority to distribute food additives is held by the Department of Trade and Industry. It makes the National Agency of Drug and Food Control (NA-DFC) cannot control which one has the rights to use it. The National Agency of Drug and Food Control (NA-DFC) finds the hazardous food additives after it has been mixed with the snacks that are ready to be sold.

Hence, stopping the use of hazardous food additives as the mixture for producing snacks is quite difficult to do. It is because the distribution of food additives is the authority of the Department of Trade and Industry. In other words, the National Agency of Drug and Food Control cannot perform preventive actions to avoid the distribution of hazardous food additives. The National Agency of Drug and Food

Control can only perform repressive actions after the misuse of hazardous food additives.

The second obstacle is that the business practitioners secretly use hazardous food additives as a mixture for the food that is produced. The snacks sold by the sellers and indirectly taken from the producer make the National Agency of Drug and Food Control difficult to investigate the business practitioners who use hazardous food additives.

The third obstacle was from the internal of the National Agency of Drug and Food Control, namely, insufficient number of supervisors. the National Agency of Drug and Food Control of Pekanbaru only has 40 supervisors while the NA-DFC work area in Pekanbaru comprises the whole Riau province with 12 regencies and cities. Even though the NA-DFC has cooperated with the Health Office to conduct a community outreach by providing training on Food and Health to the Officers of Health Office in all regencies/cities in Riau province.

However, the obstacle was that several officers of the Health Office who have received training, after several months, moved to another division or another area. If so, the NA-DFC cannot do anything since conducting training needs a long time due to the budget or cost for conducting the training.

The fourth obstacle was from the consumers. The people or consumers wanted to eat delicious food at an affordable price. The people were also unwilling to report the incident that damaged them. For example, if the food is expired, the consumers will just throw it away. The consumers think that it is cheap and it should not be a problem. The consumers also have poor knowledge since the public awareness to find information is less, even though the NA-DFC often

informs the list of food and drugs that are not worth eating.

Ms. Jenny said that she did not know if the food or snacks consumed by her child contained hazardous food additives or not; the important thing was that it was delicious and cheap. Mr. Agus Nurdin admitted that he did not know if the snacks he consumed contained hazardous food additives or not; he also said that he did not care about the effect caused by food additives if it was dangerous or not; the most important for him was that the snacks consumed by his child were cheap and delicious. He thought that the only effect caused by food additives was having a stomachache.

The effort by the BBPOM in protecting the consumers was by conducting community outreach on good manufacturing practices for food production and sanitation to business practitioners who would run a business. Besides, it can be done by conducting a promotion of laws and regulations on consumer protection and community outreach to Family Welfare Empowerment (PKK), Department of Education, teachers, public FIGUREs, youth organization, health professionals (public health center), school children, universities, and the Consumer Protection Foundation (Institute for Consumer Development and Protection/LP2K), receiving and following up the complaints from the people about problematic food and drugs, providing information related to whether the product is worthy to consume or not, including food, pharmacy (including traditional medicine), and cosmetics through both printed media and electronic media, such as newspapers, leaflet, radio, talk shows in TV, and inspecting some elementary schools taken randomly.

TABLE 1. The List of elementary schools with business practitioners selling hazardous snacks

No	Elementary School's Name	Indicated		Description
		Yes	No	
	SDN 21 Pekanbaru	√		Noodles (borax)
	SDN 151 Pekanbaru	√		Crackers (Rhodamin B)
	SDN 77 Pekanbaru	√		Agar-agar (Rhodamin B)
	SDN 193 Pekanbaru	√		Doughnut (formalin)
	SDN 160 Pekanbaru	√		Fried Snacks (Rhodamin B)

Source: Processed Data in the Field in 2019

2. A business has several requirements that should be fulfilled and the regulation in the business is created from the agreement where the business is located. In protecting the consumers, the National

Agency of Drug and Food Control refers to Laws Number 23 of 1992 on Health Affairs, Laws Number 7 on Food, Laws Number 8 on Consumer Protection, and Government Regulation Number

28 of 2004 on the Safety of Food Quality and Nutrition. Besides Laws, in performing the role, the National Agency of Drug and Food Control also has a vision and several missions. The vision of the NA-DFC is to become a reliable institution that is internationally recognized in the sector of drugs and food control for protecting public health. Meanwhile, the missions of the NA-DFC are:

- Protecting public health from the risk of the distribution of therapeutic products, medical devices, traditional medicine, complementary products, and cosmetics that do not fulfill the quality and safety standards and the benefits, as well as the food products that are not worth eating
- Protecting people from the dangers of abusing or misusing the drug products, narcotics, psychotropics, additives, and the risk of using hazardous products and substances
- Developing original Indonesian drugs with the quality, benefits, and safety that are scientifically accountable and they can be used for improving public health

The result found that one of the efforts of the National Agency of Drug and Food Control for consumer protection was by providing education to business practitioners. This education is about good manufacturing practices for food production by fulfilling the health standards that have been established by the government. Food production is the activity or process of manufacturing, preparing, processing, making, preserving, packaging, re-packaging, and/or changing the form of the food.

According to Government Regulation Number 28 of 2004 on the Safety of Food Quality and Nutrition, the good manufacturing practice is the guideline to produce processed food well as referred to Article 3 letter c that the manufacturing practice concerning on the food safety aspect is by:

- Preventing the food from being polluted by biological and chemical pollutants as well as other materials that can disturb, damage, and dangerous to health
 - Killing or preventing pathogenic microorganisms from being alive, and decreasing the number of other microorganisms
 - Controlling the process, such as selecting the raw materials, the use of food additives, processing, packaging, storing, or the transporting
3. The business practitioners also receive education on sanitation. Food sanitation is the effort to

prevent the possibility of decomposers and pathogens from growing and breeding in food, drinks, equipment, and buildings that can damage food and harm people (Article 1 PP No. 28 of 2004). Even though the National Agency of Drug and Food Control of Pekanbaru had provided education on good manufacturing practices for production and sanitation, the snacks business practitioners could not receive the education. It is because the NA-DFC of Pekanbaru only provided education to the business practitioners of medium to large-scale enterprises.

4. From the result of the study, it can be known that education and survey to production sites are done only once when the business practitioner administers the business permit. The judicial review of the production site is only performed when the business practitioner violates the law in running the business or when the NA-DFC finds the hazardous substances contained in both food and pharmaceutical products. The impact of this structural aspect strongly affects people's attitudes and behavior.
5. The practitioners of small-scale snack industries, such as a home industry, do not have a business permit and they do not receive an education from the NA-DFC and the Health Office. The snacks business practitioners who do not have a business permit tend to violate the law. One of the violations is adding banned food additives for snack production. The existence of illegal business makes the snacks business practitioners are free to violate the law. They feel difficult to be tracked since they are not registered in the Health Office and NA-DFC.
6. Based on the result of the interview stated above, it can be known that one of the efforts of NA-DFC in consumer protection is by providing education to business practitioners, consumers, and people. The education performed by the National Agency of Drug and Food Control to business practitioners is about good manufacturing practice for production by fulfilling the health standards that have been established by the government. Another education provided to business practitioners is about the packaging and the distribution of food in the market.
7. Even though the National Agency of Drug and Food Control of Pekanbaru has provided education on good manufacturing practices to business practitioners in Pekanbaru, not all business practitioners received education on good manufacturing practices. This happened because

the National Agency of Drug and Food Control of Pekanbaru only provided education to business practitioners who would register their business permit to the National Agency of Drug and Food Control, namely medium to large-scale business practitioners.

8. Mawardi said: "I did not register my product, bakso mini (mini meatball), to either the National Agency of Drug and Food Control or the Health Office; the most important thing for me is that my product is sold out and it fits the consumer's taste; besides, I have never gotten any education from any institutions". Meanwhile, Herman admitted that he did not register the drink he sold to either the National Agency of Drug and Food Control or the Health Office; the most important thing is that the price of the cold drink is affordable for the elementary students and it is tasty. He also added that he had never gotten any education from any institutions.
9. Several results of the interview above showed that many business practitioners who did not get any education from either the National Agency of Drug and Food Control or the Health Office just because they did not have a business permit. In the reality, education and development should be given to all traders to make them understand which snack that can be sold and which one that cannot be sold to people.
10. Education given by the National Agency of Drug and Food Control was done when the business practitioners registered their business permits. As long as the validity period has no problems and there is no problem in the business, the National Agency of Drug and Food Control will not give education to the business practitioners. Conducting education needs more time and energy. An education requires many participants to present, a sufficient place, media (visual aids), the right time, and some instructors. Hence, the Na-DFC used another alternative option in consumer protection. The alternative option is by distributing leaflets about the dangers of food additives and the impacts of their consumption. The NA-DFC also informed the food products containing hazardous food additives via both printed media and electronic media. The NA-DFC stated that the distribution of leaflets and information via media is considered more effective.
11. This empowerment effort performed through education and development is very important since it is not a simple matter, namely, expecting

the awareness of business practitioners in running their business, while, generally, the economic principle of the business practitioners is getting profit as maximum as possible with minimum business capital; hence, they often commit fraud in running a business.

4. CONCLUSION

The obstacles faced by the National Agency of Drug and Food Control in trying to protect the consumers from consuming snacks containing hazardous food additives (BTP) are as follows: The authority in distributing food additives is held by the Department of Trade and Industry. It makes the NA-DFC unable to control whoever has or does not have the right to use food additives; The business practitioner secretly uses hazardous food additives as a mixture of snack production; The internal obstacle faced by the NAD-FC is an insufficient number of supervisors. The NAD-FC of Pekanbaru only has 40 supervisors, whereas the NAD-FC work area in Pekanbaru comprises of the whole Riau province with 12 regencies and cities; The last obstacle is from the consumers. People or consumers want to eat delicious yet affordable food. People are also unwilling to report if there is an incident that can harm them.

Consequently, the reinforcement against the functions and duties of the National Agency of Drug and Food Control is required for supervising, processing, and giving sanctions to business practitioners who sell school children snacks containing hazardous substances. The coordination between authorized institutions needs to be synchronized in the form of regulations and technical implementation in the reality to prevent the overlapped authority in supervising food and snacks containing hazardous substances. Consistent and continuous legal elucidation related to production, distribution and the consumption of food and snacks to business practitioners and consumers is required. Consequently, the relevant parties understand the rights and the obligations to minimize the misuse of hazardous food additives in food and snacks sold at schools.

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