



JURIDIC REVIEW CONCERNING OBLIGATIONS TO PROVIDE FOOD SAFETY GUARANTEE BY BUSINESSES TO CONSUMERS BASED ON LAW NUMBER 18 YEAR 2012 CONCERNING CONSUMER PROTECTION

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KeywordsFood is the most important basic human need and its fulfillment is part of human rights guaranteed in the 1945 Constitution of the Republic of Indonesia. Food must always be safe. Food safety is a very important aspect in everyday life. Lack of attention to this, has often resulted in detrimental impact on consumers. In relation to this food safety is undonesia already has a legal basis that regulates it, namely Law Number 18 of 2012 concerning Food, and Law Number 8 of 1999 concernin Consumer Protection, which requires business actors to ensure food safet so as not to cause harm. for consumers. Based on this background, sever- problems are examined in this thesis, namely: 1. What is the obligation of provide food safety guarantees by business actors to consumers based of Law Number 18 of 2012 concerning Food in conjunction with Lay Number 8 of 1999 concerning Consumer Protection? This research a normative legal research, because it is conducted by examinin secondary data, so that the research specification used is descriptiv analytical, with a normative juridical approach, namely researc conducted by examining secondary data. The secondary data was obtaine by means of a literature study, then to draw conclusions from the researc results, a qualitative juridical analysis was used. This study resulted in the
following conclusions: 1. The obligation to provide food safety guarantee by business actors to consumers based on Law Number 18 of 201 concerning Food in conjunction with Law Number 8 of 1999 concernin Consumer Protection has not been carried out optimally by business actors, so it has not been implemented optimally by business actor sufficient to provide protection for consumers, due to the fact that ther are still cases of food distribution that do not meet food safety standard thereby harming consumers; and 2. Business actors who do not provid food safety guarantees based on Law Number 18 of 2012 in conjunction with Law Number 8 of 1999, are not only responsible for providin compensation for losses to consumers, but also may be subject to administrative sanctions and criminal sanctions. however, the sanctions a regulated in Law Number 18 of 2012, as well as Law Number 8 of 1999 in its implementation have not been fully implemented firmly, due to the

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1. INTRODUCTION

National development, through rapid industrial growth and development, has encouraged the increasing production of goods and services circulating in the community. This is a consequence of the

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development of science and technology used in machinery, work equipment and chemicals in the production process at various levels and sectors of activity. The development of national development which is progressing rapidly causes many problems that often occur and arise suddenly in a country, not least in Indonesia, where there are more and more legal problems that have arisen recently. Several problems and legal issues are still often found in people's social life, such as cases or disputes between consumers and business actors that are still rife in people's daily lives, which include problems caused by misleading advertisements or promotions, food safety problems, as well as problems arising from producers (business actors) who do not include halal writing on each packaging of food products they produce (DEWANTARA et al., 2019).

Along with the development of technology and industry in relation to companies or factories that produce various kinds of food products, so far, many problems related to food safety have emerged. Food is the most important basic human need and its fulfillment is part of human rights guaranteed in the 1945 Constitution of the Republic of Indonesia as a basic component for realizing quality human resources. Food must always be available in sufficient, safe, quality, nutritious and diverse manner at a price that is affordable by the people's purchasing power, and does not conflict with the religion, belief, and culture of the community. To achieve all that, it is necessary to organize a Food system that provides protection, both for those who produce and consume food.

The foregoing is supported in Article 28A of the 1945 Constitution of the Republic of Indonesia which reads, everyone has the right to live and defend his life and life. Meanwhile, Article 28B paragraph (2) states that every child has the right to survive, grow and develop and has the right to protection from violence and discrimination. Regarding the need for food, including food that is safe for consumption, it can be seen in Article 28C paragraph (1) which states that everyone has the right to develop themselves through fulfilling their basic needs, has the right to receive education and benefit from science and technology, art and culture, in order to improve quality of life and for the welfare of mankind (Dewi, 2020).

Of course, what is meant by basic needs here is food which is absolutely necessary to maintain life and livelihood. The right to live and maintain life and livelihood is closely related to food as one of the basic human needs as stated in Article 28C paragraph (1). Therefore, the availability of food for the people of Indonesia is the government's obligation to provide it. In order for everyone who consumes such food to live and maintain his life, the food or food ingredients must also be safe, so that this is where Food Security is linked with the 1945 Constitution of the Republic of Indonesia.

The effort of business actors is to realize legal protection for consumers by producing food in accordance with the requirements stipulated by law by taking into account the quality of food, production and distribution facilities as well as the condition of the products circulating in the market. In addition to physical safety, it means that it does not pose a risk of harm to physical health, such as the use of food additives (BTP), which also needs to be seen from the side of spiritual security. For Muslims this spiritual security is even placed on the first priority. Food, however attractive and delicious, if it contains ingredients that are not halal then will not be consumed by a Muslim. The ingredients in question are not limited to the main raw materials, but include all materials and facilities involved in processing the food until it is finally served and ready to eat (Febrina et al., 2020).

Food safety is a very important aspect in everyday life. Lack of attention to this has often resulted in impacts in the form of a decline in consumer health, ranging from food poisoning due to unhygienic storage and presentation processes to the risk of cancer due to the use of hazardous food additives. In relation to this food safety issue, Indonesia already has a legal basis that regulates it, initially as regulated in Law Number 7 of 1996 concerning Food, then replaced by Law Number 18 of 2012 concerning Food, and in addition to Law Number 18 of 2012 concerning Food.

Indonesia also has a variety of public and community institutions that have an interest in food, including the Directorate General of Drug and Food Control (Dirjen POM) of the Ministry of Health, the Food and Drug Monitoring Agency (Badan POM), the Institute for the Study of Food, Drugs and Cosmetics, the Indonesian Ulema Council. (LPPOM MUI), as well as the Indonesian Consumers Foundation (YLKI), but this does not necessarily make business actors provide security guarantees for



the food products they produce and trade to consumers, thus leading to rampant cases of food products that are not safe for consumption., for example is the problem of food poisoning, the existence of food products that are not suitable for consumption, for example because they have expired, food products that are not halal or food products (food or beverages) which contain chemical substances that endanger health and even safety. consumers (HARIYAD et al., 2019).

Cases that befall consumers from business actors can be categorized as violations of both Law Number 18 of 2012 concerning Food and Law Number 8 of 1999 concerning Consumer Protection and include unlawful acts due to negligence, which occur due to carelessness. the attention of business actors in producing a food product. Law Number 8 of 1999 concerning Consumer Protection requires that business actors must not only carry out business activities in good faith, they must also be able to create a conducive business climate, without unfair competition between business actors. The obligations of business actors are also closely related to the prohibitions and responsibilities of business actors (Juliyanti, 2019).

The obligation of business actors to ensure the safety of a product so as not to cause harm to consumers is borne by the business actor, because it is the business actor who knows the composition and problems related to the safety of a particular product and safety in consuming the product. To implement a statutory regulation, it must be supported by the awareness of law enforcement (Police, Prosecutors, Judges and Advocates) and the legal culture of the community, because no matter how good a statutory regulation is, it does not necessarily guarantee the implementation of law enforcement in Indonesia in particular, if without being supported by the awareness of law enforcement and the legal culture of the community. This means that the existing legal system will work well if the three existing legal instruments, namely the content (material) of the law, law enforcement officers and community culture, must run in unison. These three aspects must work hand in hand to create a food system that provides protection, both for those who produce and consume food. Without this equality of steps, law enforcement will be crippled so that it will not be able to achieve justice for the community, especially for consumers. Based on the description and explanation of the background above, the researcher is interested in doing more research on how is the obligation to provide food safety guarantees by business actors to consumers based on Law Number 18 of 2012 concerning Food in conjunction with Law Number 8 of 1999 concerning Consumer Protection?

2. METHOD

This research is normative legal research or library research, because it is carried out by examining library materials or secondary data, so regarding that, the research specifications used are analytical descriptive, namely describing various applicable laws and regulations related to legal theories and the practice of implementing positive law related to the problem under study. On that basis, the data used as research material is secondary data. To obtain the secondary data, data collection was carried out. Data collection is done by means of document studies/library studies. As a way to draw conclusions from the results of the research that has been done, a qualitative juridical analysis is used. Arranged in the form of sentence descriptions. Juridical, meaning that this research is based on the existing laws and regulations as positive law. Qualitative, meaning without using numbers, statistical formulas, and mathematics. Besides that, the analysis was also carried out on the opinions of experts (doctrine) which aims to get answers to the problems studied (Mandasari, 2019).

3. RESULTS AND DISCUSSION

3.1 Obligation to Provide Food Safety Guarantee by Business Actors to Consumers Based on Law Number 18 Year 2012

Food is the most important basic human need and its fulfillment is part of the human rights of every Indonesian people. Food must always be available in sufficient, safe, quality, nutritious and diverse manner at a price that is affordable by the people's purchasing power, and does not conflict with the religion, belief, and culture of the community. To achieve all that, it is necessary to organize a Food system that provides protection, both for those who produce and consume food. Food administration is





carried out to meet basic human needs that provide fair, equitable and sustainable benefits based on Food Sovereignty, Food Independence, and Food Security (Masri, 2020).

This means that in order to meet the food consumption needs of the community up to the individual level, the state has the freedom to determine its food policy independently, it cannot be dictated by any party, and the food business actors have the freedom to determine and carry out their business in accordance with their natural resources. which he has. The fulfillment of food consumption must prioritize domestic production by optimally utilizing local resources and wisdom. To achieve this, three main things that must be considered are (i) food availability based on optimal utilization of local resources, (ii) food affordability from physical and economic aspects by the entire community, and (iii) food utilization or food consumption. and Nutrition for a healthy, active, and productive life The realization of food availability based on optimal utilization of local resources is carried out by diversifying food and prioritizing domestic food production.

The realization of Food affordability from the physical and economic aspects is carried out through the management of Staple Food supply and price stabilization, Staple Food reserve management, and Staple Food distribution. Utilization of food or consumption of Food and Nutrition will produce quality human resources as one of the determinants of development success. This is done through fulfilling food intakes that are diverse, nutritionally balanced, as well as fulfilling the requirements for Food Safety, Food Quality, and Food Nutrition.

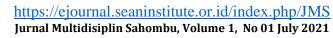
Food safety is a condition and effort needed to prevent food from being contaminated by biological, chemical and other objects that can interfere, harm, and endanger human health. Food safety has become one of the central issues in the trade of food products. Provision of sufficient food accompanied by ensuring the safety, quality and nutrition of food for consumption is non-negotiable in meeting food needs. Consumer demands for food safety also encourage producers' awareness towards a climate of healthy competition that begins with guaranteeing safety for consumers.

On the other hand, food safety is an important requirement that must be attached to the food that all Indonesian people want to consume. Quality and safe food can be produced from household kitchens and from the food industry. Therefore, the food industry is one of the determining factors for the circulation of food that meets the quality and safety standards set by the government. Food safety is not only a global issue but also an individual concern. Guarantee of food safety is a consumer's human right. Food is one of the most important basic needs and very essential in human life. Even though the food is attractive, delicious, high in nutrition if it is not safe for consumption, it has practically no value at all (WULANDARI et al., 2020).

Food safety has always been a major consideration in trade, both national trade and international trade. Worldwide awareness of food safety is increasing. Food is increasingly important and vital role in world trade. With regard to the problems mentioned above, the handling of food safety has begun to receive serious attention from the government. This is marked by the issuance of Law Number 7 of 1996 concerning Food and Government Regulation Number 28 of 2004 concerning Food Safety, Quality and Nutrition which is an elaboration of Law Number 7 of 1996 concerning Food.

This regulation was then followed up with the declaration of an Integrated Food Safety System. Government Regulation No. 28 of 2004 mandates that the Food and Drug Supervisory Agency (BPOM) has the authority to regulate and or stipulate requirements, standards, safety of processed and retail food. Meanwhile, the authority of the Ministry of Agriculture, which is implemented by the Food Security Agency, is the regulation and or stipulation of fresh food safety requirements. In 2010, this authority was strengthened by the issuance of Presidential Regulation Number 24 of 2010 which states that one of the functions of the Food Security Agency is to carry out assessment, preparation, policy formulation, development, monitoring and supervision of fresh food safety (Article 295 letter d). Then Law Number 7 of 1996 concerning (State Gazette of the Republic of Indonesia of 1996 Number 99, Supplement to the State Gazette of the Republic of Indonesia Number 3656), was revoked and declared invalid by Law Number 18 of 2012 concerning Food (Salsabila, 2020).

Business actors are required to provide food safety guarantees to consumers. This is as stated in Article 71 paragraph (1) of Law Number 18 of 2012 concerning Food, which says that: Everyone





involved in the food chain is obliged to control the risk of harm to food, whether it comes from materials, equipment, production facilities, as well as from individuals so that food safety is guaranteed. Then in Article 71 paragraph (2) of Law Number 18 of 2012 concerning Food, it is stated that, everyone who organizes activities or processes for the production, storage, transportation, and/or distribution of Food is obligated to fulfill the Sanitation Requirements and guarantee Food Safety and/or or human safety.

Government Regulation Number 28 of 2004 concerning Food Safety, Quality and Nutrition, also requires business actors to prevent contamination of processed food by biological, chemical and other objects that can interfere, harm and endanger health. Thus, it is an obligation for business actors to carry out their obligations as mandated in Article 7 of Law Number 8 of 1999 concerning Consumer Protection in their business activities, this aims to maintain a healthy business climate and keep consumers from being harmed. Meanwhile, the government plays a role in supervising the implementation of consumer protection in accordance with Article 30 of Law Number 8 of 1999 concerning, as well as the implementation of the provisions of the legislation carried out by the government, the community, and non-governmental consumer protection institutions (Syahputra, 2020).

Researchers have stated that related to food safety, until now there are still many cases of business actors cheating in running their business, even though most consumers do not fully care about food safety, so they do not demand much from business actors to produce safe food. and fit for consumption. So based on the discussion and analysis above, it can be concluded that the obligation to provide food safety guarantees by business actors to consumers is based on Law Number 18 of 2012 concerning Food in conjunction with Law Number 8 of 1999 concerning Consumer Protection, namely to prevent food from being biological contaminants, chemicals, and other objects that can interfere, harm, and endanger human health and do not conflict with religion, belief, and community culture so that it is safe for consumption, which is the obligation of business actors, has not been carried out optimally by business actors, so it has not been implemented optimally by business actors. sufficient to provide protection for the interests of consumers, due to the fact that there are still unscrupulous business actors who do not fulfill their obligations, so there are still cases of circulation of food products that do not meet food safety standards, thereby harming consumers.

3.2 Accountability of Business Actors who Do not Provide Food Safety Guarantees Based on Law Number 18 of 2012 concerning Consumer Protection

The implementation of Food Safety for Food Production activities or processes for consumption must be carried out through Food Sanitation, regulation of Food additives, regulation of Food genetically engineered products and Food Irradiation, determination of Food Packaging standards, provision of guarantees for Food Safety and Food Quality, as well as guarantees for halal products. for those required. Food Business Actor in conducting Food Production must fulfill various provisions regarding Food Production activities or processes so that there is no risk of harm or endanger human health. Food business actors are responsible for the food that is distributed, especially if the food produced causes harm, both to health problems and the death of people who consume the food (Ummah, 2020).

If we talk about legal liability, like it or not, we must talk about whether there is a loss that has been suffered by a party as a result (in terms of consumer-business actors) from the use, utilization, and use by consumers of other goods/or services generated by certain business actors. Any errors or omissions by business actors that can cause harm to consumers in particular, or to the public in general must be responsible for the losses they cause. The responsibility of this business actor does not only apply to the loss of traded consumer goods, but also to the advertisements of goods and/or services including the advertised imported goods.

In connection with violations committed by business actors, business actors are civilly responsible, namely providing compensation for damage, pollution, consumer damage and loss, pollution and consumer losses, which are imposed by the competent Civil Court, can also be held accountable administratively and criminally. In other words, every violation committed by a business

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actor will be subject to legal sanctions, both civil sanctions, administrative sanctions and criminal sanctions, which are repressive measures to enforce propriety. The responsibilities of business actors are also related to the obligations of business actors. The obligations of business actors are as regulated in Article 7 of Law Number 8 of 1999. The rights and obligations of business actors are as follows, have good faith in carrying out their business activities, provide correct, clear, and honest information regarding the condition and guarantee of goods and/or goods. services as well as providing explanations for the use, repair and maintenance and treating or serving consumers correctly and honestly and non-discriminatory; business actors are prohibited from discriminating against consumers in providing services, business actors are prohibited from discriminating the quality of service to consumers (Wilbert & Chelsia, 2020).

Business actors are prohibited from trading damaged, defective or used and polluted goods without complete and correct information on the goods in question, related to the responsibilities of business actors, so every business actor must be responsible for the products produced or traded. Product liability arises due to losses experienced by consumers as a result of defective products, it could be due to lack of care in producing, not in accordance with the agreement/guarantee or mistakes made by business actors. In other words, business actors break their promises or commit acts against the law.

Prior to the Law on Consumer Protection, it was very difficult for consumers to claim damages. In the event of a loss to the consumer, the producer or business actor is responsible for bearing all losses suffered by the consumer only based on an unlawful act. This can be seen in Article 1365 of the Civil Code which stipulates that: Every act that violates the law, which brings harm to another person, obliges the person who because of his mistake to bring order to the loss, compensates for the loss. Based on the provisions of Article 28 of Law Number 8 of 1999 concerning Consumer Protection that the burden of proving the element of guilt in a claim for compensation is the burden and responsibility of business actors (Yudistira & Anggraini, 2020).

This provides a legal consequence that business actors who can prove the loss was not their fault are free from liability for compensation. If the general principle of the burden of proof above is applied in cases of consumer loss due to the use of the product, it means that both producers and consumers are burdened with proof. To prove the existence of consumer rights, then based on Article 1365 B.W, the consumer must prove the existence of the producer's fault which resulted in the loss. Or in other words, the consumer must prove that there is an unlawful act from the producer, the producer's fault and the consumer's loss as well as a causal relationship between the unlawful act of the producer—and the consumer's loss.

Proof of producer's liability due to an act of violating the law generally applicable in the law of evidence, namely burdening the plaintiff to prove the defendant's fault which caused the loss. However, after the enactment of the Consumer Protection Law, the proof of whether or not the producer was at fault was borne by the producer. The success or failure of producers to prove their guilt or innocence for consumer losses will determine whether or not producers are free from liability to pay compensation. The principle of responsibility for losses to consumers. This means that the principle of accountability based on accountability adopted in the UUPK is a principle with an inverted burden of proof, accountability based on error, with a reverse burden of proof (Basri, 2019).

Based on this principle, both parties are protected, because this principle imposes a burden on each party proportionally, namely the consumer only proves the loss suffered due to/as a result of consuming certain products that are obtained/derived from the producer, while the proof of whether there is an error on the part of the other party is protected. producers who cause consumer losses are borne by producers. Meanwhile, Article 20 and Article 21 of Law Number 8 of 1999 concerning Consumer Protection regulate the burdens and responsibilities of business actors without closing the possibility for prosecutors to carry out evidence, while Article 22 of Law Number 8 of 1999 concerning Consumer Protection stipulates that proof of whether or not there is an element of error in a criminal case as regulated in Article 19. Thus, the criminal justice in consumer cases adopts a reverse burden of proof system, if the business actor refuses and/or does not respond and/or does not fulfill the compensation for the consumer's demands then according to Article 23 Law Number 8 of 1999





concerning Consumer Protection can be sued through a consumer dispute settlement agency or submit to a judicial body at the consumer's domicile. In Article 27 of Law Number 8 of 1999 concerning Consumer Protection, it is stated that things that free business actors from responsibility for losses suffered by consumers, if it is proven that the goods should not have been circulated or were not intended to be circulated, defective goods arise at a later date. , defects arise due to compliance with the provisions regarding the qualification of goods, negligence caused by consumers and the lapse of the 4 year prosecution period since the goods were purchased or the agreed period (MARZUKI, 2020).

further, that the sanctions that can be imposed/applied to Business Actors who violate the provisions of Law Number 8 of 1999 concerning Consumer Protection in addition to civil sanctions as referred to in Article 19, namely in the form of sanctions for the obligation to provide compensation, as well as sanctions as regulated Article 60 to Article 63 can be in the form of administrative sanctions, and basic criminal sanctions, as well as additional in the form of confiscation of certain goods, announcement of judges' decisions, payment of compensation, orders to stop certain activities that cause consumer losses, obligation to withdraw goods from circulation, or revocation of permits. business. Article 60 of Law Number 8 of 1999 concerning Consumer Protection states that the consumer dispute settlement agency has the authority to impose administrative sanctions on business actors who violate Article 19 paragraph (2) and paragraph (3), Article 20, Article 25, and Article 26, administrative sanctions in the form of stipulating compensation for a maximum of Rp. 200,000,000.00 (two hundred million rupiahs) and the procedure for stipulating administrative sanctions as referred to in paragraph (1) shall be further regulated in laws and regulations.

In terms of accountability, Law Number 8 of 1999 concerning Consumer Protection also regulates it in several articles, including: Business actors are responsible for providing compensation for damage, pollution and/or consumer losses due to consuming goods and/or services produced or traded ; The provision of compensation does not eliminate the possibility of criminal prosecution based on further evidence regarding the element of error. In several cases, many violations were found that harm consumers, which of course relates to the responsibility of business actors at a level that is considered dangerous to the health and even the soul of the consumers. In the case of consumers who suffer losses, various actions can also be taken against business actors such as compensation for consumer losses due to consuming food produced or traded and/or imprisonment or fines as regulated and threatened with Article 62 paragraph (1) in conjunction with Article 8 paragraph (3) of Law Number 8 of 1999 concerning Consumer Protection, as well as guidance, warning, withdrawal and destruction (Mashdurohatun, 2019).

Law Number 18 of 2012 concerning Food does not explicitly regulate the accountability of business actors in a civil or administrative manner, as in its implementing regulations, but based on legal principles, if special legal provisions do not regulate, then the applicable law is the law. general, namely those relating to the responsibilities of business actors in a civil or administrative manner, the provisions as regulated in Law Number 8 of 1999 concerning Consumer Protection shall apply. The application of the principle of absolute liability (strict liability) is one of the efforts to protect consumers in the law regarding consumer responsibility. With the implementation of the principle of absolute responsibility, it is hoped that Indonesian business actors will realize how important it is to maintain the quality of the food they produce, because otherwise it will not only harm consumers, it will also pose a huge risk. will too. Producers will be more careful in producing before they are released to the market so that consumers, both domestic and foreign, will not hesitate to buy Indonesian products. Likewise, if there is no awareness of business actors regarding the law regarding producer responsibility, it is feared that it will have an adverse effect on the development/existence of the national industrial world as well as on the competitiveness of national products, especially abroad (Syaekhu, 2020).

Based on the analysis described above, it can be concluded that business actors who do not provide food safety guarantees based on Law Number 18 of 2012 concerning Food in conjunction with Law Number 8 of 1999 concerning Consumer Protection, are in addition to being responsible for providing compensation for losses to consumers due to consuming food produced or traded can also be





subject to administrative sanctions and criminal sanctions, but the sanctions as regulated in Law Number 18 of 2012 concerning Food, as well as Law Number 8 of 1999 concerning Consumer Protection have not yet been implemented. fully implemented in a pure, firm and consistent manner, due to the fact that there are still unscrupulous business actors who do not fulfill their obligations, so there are still cases of circulation of food products that do not meet food safety standards, thereby harming consumers.

4. CONCLUSION

The obligation to provide food safety guarantees by business actors to consumers based on Law Number 18 of 2012 concerning Food in conjunction with Law Number 8 of 1999 concerning Consumer Protection, namely to prevent food from possible biological, chemical, and other objects that can interfere with, harm, and endanger human health and do not conflict with religion, belief, and community culture so that it is safe for consumption, which is the obligation of business actors, has not been carried out optimally by business actors, so that it is not sufficient to provide protection for the interests of consumers, due to the fact that there are still unscrupulous persons. business actors who do not fulfill their obligations, so there are still cases of circulation of food products that do not meet food safety standards, thereby harming consumers. As for business actors who do not provide food safety guarantees based on Law Number 18 of 2012 concerning Food in conjunction with Law Number 8 of 1999 concerning Consumer Protection, other than having to be responsible for providing compensation for losses to consumers due to consuming food produced or traded, can also be subject to administrative sanctions and criminal sanctions, but the sanctions as regulated in Law Number 18 of 2012 concerning Food, as well as Law Number 8 of 1999 concerning Consumer Protection in its implementation have not been fully implemented in a pure, firm and consistent manner, because because of the fact that there are still unscrupulous business actors who do not fulfill their obligations, so there are still cases of circulation of food products that do not meet food safety standards, thus harming consumers.

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