
An Analysis of the Factors that Influence the Implementation of the Policy for Monitoring Schoolchildren Meals Monitoring at Batam City

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Abstract. Schoolchildren are assets for the development of the nation. Therefore, healthy meals at schools are very important, because for them, it covers about 25-36% of the daily energy requirements. Unhealthy eating habits or consumption of nutrition deficient meals may cause stunting, cardiovascular diseases, cancer, diabetes, and osteoporosis. In the short term it may also cause dental caries, anemia, overweight children and obesity. Around 40-44% of meals at schools do not satisfy the food safety requirements. To increase the quality of the meals at the schools, the community should be empowered to perform independent monitoring of school meals. This is inscribed in the national action policy for safe, good-quality, and nutritious meals for schoolchildren. The aim of this research was to assess the effectiveness of the implementation of the national action policy for the snacks of schoolchildren and the factors that influences it. This was a qualitative research. The data was gathered from in-depth interviews and documentary studies and then analyzed using the policy implementation analysis of Mazmanian and Sabatier. From this research we discovered that the policy did not perform effectively in Batam City. There were no Procedure Standard Norms NSPK on the roles, tasks, and responsibilities of the implementers, there was no implementation structure, and no support from the Government and the Parliament of Batam City for the monitoring.

Keywords: schoolchildren snacks, policy effectiveness, independence.

Abstrak. Anak usia sekolah yang sehat merupakan asset pembangunan bangsa. Keberadaan makanan di sekolah sangat penting, karena akan memenuhi 25-36% kebutuhan energi harian anak. Kebiasaan makan yang tidak sehat (kurang gizi) dapat menyebabkan stunting (perlambatan pertumbuhan anak); penyakit kardiovaskuler, kanker, diabetes dan osteoporosis, sementara untuk jangka pendek dapat menyebabkan dental caries, anemia, overweight dan obesitas. Sekitar 40-44% jajanan anak sekolah secara nasional tidak memenuhi syarat keamanan pangan. Kebijakan Aksi Nasional menuju pangan jajanan anak sekolah (PJAS) yang aman bermutu dan bergizi, merupakan salah satu upaya meningkatkan mutu pangan jajanan anak sekolah dengan cara memberdayakan komunitas sekolah secara mandiri mengawasi pangan jajanan di lingkungannya. Penelitian ini bertujuan untuk melihat faktor faktor yang mempengaruhi efektivitas dari implementasi kebijakan Aksi Nasional PJAS. Penelitian dilakukan dengan metode kualitatif. Pengumpulan data dilakukan melalui wawancara mendalam dan studi dokumen dengan menggunakan analisa implementasi kebijakan dari Mazmanian dan Sabatier. Hasil dari penelitian memperlihatkan bahwa implementasi kebijakan Aksi Nasional PJAS di kota Batam tidak terlaksana dengan efektif, tidak ada NSPK terkait peran, tugas dan tanggung jawab kelompok pelaksana, tidak ada strukturisasi pelaksanaan kebijakan tersebut, dan tidak ada dukungan langsung dari Pemerintah dan DPRD untuk melakukan pengawasan..

Kata kunci: pangan jajanan anak sekolah, efektifitas kebijakan, mandiri

INTRODUCTION

Schoolchildren are important assets of a nation. To become a strong, developed country that is respected, it is necessary for the younger generations to be smarter and more capable than the previous generations (Budiono, 2011). The significance of school meal programs was evident in the global campaign for school meals that the World Food Program implemented in 2000 to alleviate child poverty (Chettiparamb, 2009).

A program to monitor the foods at the school is

indispensable because school meals provide: (1) 25-36% of the daily energy requirements (Devi et.al, 2010 and Guharja et al, 2004); (2) To alleviate starvation, micronutrient deficiencies, and increase access to education (Ashe and Sonnino, 2013), the United Nations (UN) included the mid-day meal program in the poverty and starvation eradication program of the Millennium Development Goals (MDGs) (Chettiparamb, Angelique, 2009); and (3) To prevent and reduce obesity and other nutritional diseases, and to develop healthy eating habits (Doak in Ashe and Sonnino, 2013).

Unhealthy eating habits (malnutrition), according to Jukes, Drake et al. (2008) can disrupt the growth of a child or cause stunting (Nyongani, 2012), cardiovascular diseases, cancer, diabetes, and osteoporosis. In the short term it would cause dental caries, anemia, and obesity (Nelson and Breda, 2013). From the 2010 Basic Health Research or the Riset Kesehatan Dasar (Riskesdas), we discovered that over 30% of children still have height deficiencies and the age group with the highest prevalence was children aged between 6-12 years old (35.8%). Nutrition problems also occur in adults over 18 years old, which is dominated by obesity, although lack of nutrition is also a common problem. Energy and protein deficiency is also found in all age groups, but it is most common in school-age children (6-12 years old), pre-teens (13-15 years old), and teenagers (16-18 years old).

In the 2008-2010 Indonesian Food and Drug Monitoring Agency (BPOM) national assessment, 40-44% of the snacks available at the schools that were tested did not fulfill the health standards, particularly for safety (BPOM, 2011). The danger indication was also evident in the 2009 BPOM data of outbreaks, where 16.35% of outbreaks happened at schools or campuses.

To provide safe, healthy, and nutritious meals at schools, the BPOM implemented a national action program that was inaugurated by Vice President Boediono on January 31st, 2011. The program also involved cross-sectoral institutions and the private sector. The objective of this program was to (1) Empower the school community to maintain the safety, quality, and nutrition of school meals/snacks; (2) Strengthen cross-sector coordination and networking at the central and regional level to produce safe, healthy, and nutritious meals/snacks; and (3) Improve the safety, quality, and nutrition contents of the meals (BPOM, 2013).

The success of the program was influenced by many factors. The effectiveness and the type of variables that influences its implementation must be evaluated. This was accomplished by the Mazmanian and Sabatier policy implementation analysis theory.

METHOD

This research used the qualitative method. The data was gathered through in-depth interviews with informants, documentary reviews, and observing the results of the policy implementation through photos obtained by a pocket camera. There were three informant groups, (a) Executor informants, which are the Batam City Health Service, Batam City BPOM, the Batam City Education Service, the Batam City Commerce-Industry and ESDM Service, and the Batam City Market Community Co-op and UKM Empowerment Service; (b) Activity target informants, which consists of the headmasters

and teachers/counselors of the UKS/food safety officer at the two elementary schools in Batam City that received Intervention A; and (c) external informants, which were the Head of the IV Commission of the Batam City DPRD, the Head of the Indonesian Council of Ulama (MUI). The data gathering was performed in October 2014 to December 2014 in Batam.

RESULTS

Problem Solving Ability Aspect (Tractability Problem)

Several informants did not know about the program. Other institutions, except for BPOM, did not know what were their roles and responsibilities because there were no NSPK. Therefore, the coordination was not optimal, because there was neither Regional Food Safety Network (JKPD) nor task force in place. There were also limited funds available at the regional institutions, because this program is not a priority. Another problem is the limited human resources, facilities, and equipment, such as schools without fences, no place to wash hands, etc. The external problems are the presence of food vendors right outside of the school area, which is out of the control of the school.

Securing food safety requires awareness, discipline, and commitment from the school community in order to establish a healthy, hygienic, and sanitary school canteen, which does not use dangerous substances in the food, covering the food, use of clean tool when picking up food, increase the headmaster's concern on food safety, etc. 215 of the 247 (87.04%) elementary schools or madrasah ibtidaiyah at Batam City has been intervened. However, the number of officers available for the monitoring safety activities was in adequate.

As for the behavioral change, the scope of change desired was to create school than can perform its own interventions by empowering the school community to supervise its own area.

Statutory Variable Aspect (Laws)

1. Clear and consistent objectives of the policy

The informants that were directly involved in the program are aware of the goals of this policy. The main objective of the program is to improve the safety quality, and nutritional contents of schools meals, by empowering the school community to supervise it at the school. Activity reporting from related institutions in Batam City was not optimal, because there was no guidelines for the cross-sector. The monitoring and evaluation at the regions was also not done because of the lack of human resources.

2. Sufficient causal relationship

In general, there is a causality theory and it is clearly stated in the School Meals Safety National Action

Program Guidelines. There are guidelines for the stakeholders involved in the safety, quality, and nutritional contents improvement program. However, there is one activity that has not been completed, which is creating an NSPK for the roles, functions, and responsibilities of the related sectors.

3. Funding Allocation Appropriateness.

There were no budgeting problems at the BPOM and the Balai POM in the regions and the Batam City Education Service. However, there was a lack of funding at the targeted schools and other institutions. While the funding pattern used in the Nutrition and Foods Regional Action Plan (RAD-PG) coordinated by the Bappenas and Bappeda has not been adopted by the Batam City government.

4. Hierarchy Integration of the Implementing Institutions.

The program did not have an organization hierarchy, which caused problems in the organization integration process. However, some informants did state that there were no problems in the cooperation. Although the regional institutions has not comprehended their roles and there was no JKPN or a task force that acts as a media for coordinating between the institutions and stakeholders.

5. Executor Institution Regulations

There are several rules that support the program, they are: (1) Government Regulation No. 19/2005 on the National Standard for Education, where it states that every school must have a canteen; (2) Education Minister Regulation No. 39/2008 on the Student Counseling Activities that stated that the school must ensure food safety; (3) Government Regulation No. 28/2004 on Food Safety, Quality, and Nutrition that stated that the regional government must monitor and provide guidance for fast foods. However, there are no regulations that directly regulate the school meals/snacks.

6. Recruitment of Executing Officers.

All the executing officers are competent and it is within their job descriptions, and they are expected to be able to bring together all the people's aspirations and achieve the goals of the program.

7. Formal Access from Other Parties.

There was any actual action from a third party (NGOs) in Batam City; however the MUI has recommended the program.

Non-Statutory Variables (except for the policy/not laws)

1. Socioeconomic, Cultural, and Political

Conditions.

Almost all of the informants stated that the different socioeconomic conditions of the parents and the school effect the implementation, but this did not reduce the acceptance and enthusiasm of the school community towards what the team conveyed.

2. Public Support.

According to the informants, there was no refusal from the community, actually the school were eager to be intervened.

3. Support from the Authorized Institutions.

The Batam City DPRD has not been directly involved, nor have they been informed, on the program. However, according to the head of the IV commission, they were very receiving of this program and even have planned to provide rapid test kits for the puskesmas, as planned in the program.

4. Commitment and Leadership of the Executing Officers.

Almost all the executors have the leadership abilities and commitment necessary for the program, however, this program is still not a priority program in the following SKPD work program.

Accomplishing the Policy Goals

The Batam Balai POM has tested 926 samples from 62 elementary schools and found that 6.26% of the samples did not reach the standards. Of the 215 elementary school that were provided intervention A, B, C and D, only 3 were given the Food Safety Star Plaque.

DISCUSSION

In the policy implementation process analysis method from Mazmanian and Sabatier, there are 6 effective implementation conditions that are divided into 2 large variables, 3 statutory variables (Laws) and 3 non-statutory variables (not laws). 2 conditions are more important than the others, (a) clear and consistent objectives of the policy and (b) satisfactory causal (Kincaid, 2011).

The National Action Policy for Healthy Meals/Snacks for Schoolchildren have clear goals, however the program do not have performance indicators for school community empowerment and independence in monitoring the meals, therefore the executors experienced difficulties in monitoring and evaluating the intervened schools. The reporting aspect as a control for the implementation is still unsatisfactory, because the executors and the target groups do not know the form used for the reports and the

technicalities of the reporting.

In general, the program has satisfied the causality theories, however there were several important activities that have not been completed, which is creating the NSPK for the tasks, roles, and responsibilities of the policy executors. This is required by the regional government as a basis for an effective implementation of a program.

On April 24th in 2012, the Minister of National Education and the Head of the Drug and Food Surveillance Bureau issued a letter of circulation on the structurization of the national action program in the field. However, the structure has not been established, because there was no media for coordinating the policy implementation, such as a JKPD or a task force.

The executing officer's commitment and leadership skills are the most important determining non-statutory variable (Wahab, 2012). Verbally, all the executing officers are deeply committed to perform the activities. However, it was not accompanied by actions that include the activities in their work priorities and the following year's budget.

The persons in charge, such as legislators or other political leaders, can influence the implementation by providing supervision and funding for the executing institutions (Wahab, 2012). Unfortunately, we do not have their support.

Resistance against the changes in the external environment, such as socioeconomic or sociocultural conditions, can be a key factor in the success at all the locations (Kincaid, 2011). During the implementation in 2011-2014, there were no significant changes in the socioeconomic and sociocultural conditions. In other words, the influence of the external environment against the implementation process is minimal and negligible.

In addition, there were technical problems, such as the lack of human resources in the implementing institutions, lack of supporting equipment and facilities for the activities, limited budget, street vendors, and that food safety, quality and nutrition is not a main issue in the development program of Batam City.

SUMMARY

The implementation process was ineffective, because of the deficiencies in the non-statutory and statutory variables. The statutory variables involved were the absence of performance indicators of the outcomes of the policy on school independence in monitoring the meals; there was no NSPK on the tasks, roles, and responsibilities of the related institutions; and the absence of implementing structure and media to

coordinate the implementation at the field. As for the non-statutory variables, it is the lack of commitment and support from the leaders of the region and the DPRD.

To facilitate an effective implementation, the key stakeholders must be win the support from the regional government by including the program into the work priorities of the regional government run and gain funds from the legislative. The NSPK and technical guidelines, as the main basis for the regional government and legislative to include the program activities and budgeting into the Regional Income and Expenditure Budget (APBD), must be established. And lastly, the candidate executors from the cross-sectors and the community must be trained.

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