

## IMPLEMENTATION OF NUTRITION AND FOOD RIGHTS FOR CHILDREN UNDER THE CARE OF THE BATAM CLASS II SPECIAL CHILDREN'S CARE INSTITUTION



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**ABSTRACT**

*This study analyzes the implementation of nutritional rights for children at the Class II Batam Special Child Development Institution, recognizing that adequate nutrition is a fundamental right for all children, including those in institutional care. The research uses a descriptive qualitative approach, with data collected through interviews, observations, and documentation, and analyzed using the policy implementation model of Donald Van Meter and Carl Van Horn. The findings show that the institution has provided basic nutritional services, including regular meals and snacks. However, the overall nutritional status of the children has not yet reached optimal levels, as a significant number still experience malnutrition or overnutrition. This indicates that the existing program has not fully met the nutritional needs of all children. Several key obstacles were identified, including the absence of professional nutritionists, limited budget allocation, inadequate kitchen facilities, overcrowding conditions, and weak coordination among related institutions. These challenges hinder the effective implementation of nutritional programs. In conclusion, the fulfillment of children's nutritional rights in the institution is still not optimal. Improvements are needed through increased resources, better facilities, the involvement of nutrition experts, and stronger cross-sector coordination to ensure that children receive adequate and balanced nutrition.*

**Keywords:** *Implementation; Nutritional Rights; Children; Special Child Development Institution Class 2 Batam*

## INTRODUCTION

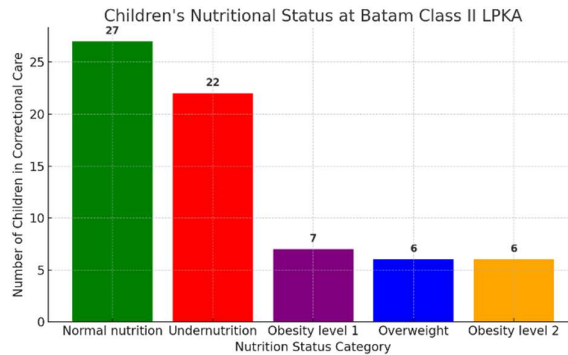
Children are a gift from God Almighty that must be protected, cared for, and loved by their parents and community. Children are also the hope of the nation and country in the future, so the continuity of national development is largely determined by the quality of the current young generation. Efforts to improve the quality of human resources are not only carried out through good education and parenting, but also through the fulfilment of children's basic needs, including nutrition and health, so that their growth and development processes can take place optimally.

According to the Big Indonesian Dictionary, a child is defined as an individual who is still in the growth stage or has not yet reached adulthood and requires guidance and protection from parents and their environment (Poerwadarminta in Santriati, 2020). Waluyadi (in Laia, 2023) emphasises that a child is an individual who has not yet reached maturity in terms of mental, physical, and social aspects. This definition is in line with various laws and regulations. Law No. 39 of 1999 concerning Human Rights, specifically Article 5 paragraph (3), states that children are a vulnerable group who are entitled to special protection. Law No. 23 of 2002 and its amendment in Law No. 35 of 2014 also emphasise that children are those under the age of 18, including those still in the womb, and have rights that must be protected.

The protection of children is even more important when they are in conflict with the law. The Law on the Criminal Justice System for Children (Law No. 11 of 2012) explains that children in conflict with the law, whether as perpetrators, victims or witnesses, require special treatment so that they do not suffer physical, mental or social harm. One form of such protection is their placement in a Special Child Guidance Institution. Special Child Guidance Institutions not only function as places to serve sentences, but also as guidance and rehabilitation institutions, with the obligation to fulfil the basic rights of children in their care, including the right to adequate food and nutrition.

Law No. 22 of 2022 on Corrections explicitly states that children in care are entitled to health services and nutritious food. This provision is further regulated in Permenipmas No. 1 of 2025 concerning Food Management in Correctional Institutions, which sets the Nutritional Adequacy Rate (AKG) for inmates at  $\pm 2,240$  kcal per day with a tolerance of  $\pm 10\%$ . This regulation also mandates the presence of nutritionists in every correctional institution. These provisions are in line with the Convention on the Rights of the Child, which places nutritional fulfilment as part of basic rights that cannot be reduced under any circumstances.

Implementation in the field is not always in accordance with the rules. Data from the Correctional Database System (SDP) as of February 2025 shows that there are 1,613 children in correctional facilities in Indonesia, spread across various Special Children's Correctional Institutions, Prisons, Detention Centres, and Women's Correctional Institutions (SDP Ditjen PAS, 2025). Many institutions face limitations in terms of facilities, budget, and nutrition experts. Overcrowding is also a serious problem, as is the case at the ANAK Class II Batam Special Child Rehabilitation Centre. A 2025 report shows that the number of children in care reached 58, while the capacity is only 44. This overcapacity has an impact on the health, sanitation, food distribution, and nutritional needs of children in care.



**Figure 1**  
**Nutritional Status Data of Children in Correctional Institutions Special Correctional Institution for Children Class 2 Batam**

The results of nutritional status examinations at the Batam Class II Special Child Development Institution revealed that of the 58 children examined, only 27 children (46.5%) had normal nutrition, while the other 31 children (53.5%) were in an undesirable condition, ranging from malnutrition to obesity. This condition indicates a discrepancy between the nutritional standards in Permenimipas No. 1 of 2025 and the actual implementation in the field. The obstacles encountered include a limited number of nutrition experts, a shortage of cooks, simple kitchen equipment, and dependence on a single food supplier.

This situation raises important questions that form the research problem, namely: (1) how is the implementation of the fulfilment of nutritional and food rights for children in the Batam Class II Special Child Guidance Institution, and (2) what obstacles are encountered in its implementation?

### **LITERATURE REVIEW AND RESEARCH FRAMEWORK**

Issues related to the nutritional needs of children in care have been extensively researched. Setiawati and Subroto (2021) state that budget constraints and a lack of nutrition experts remain the main obstacles to fulfilling the nutritional rights of children in care. Sutra and Octavianny (2023) emphasise that food provision in Special Child Care Institutions is generally still conventional, without considering appropriate nutritional standards. This shows that existing policies have not been fully implemented in accordance with the basic needs of children in care.

Furthermore, research by Thene et al. (2023) at the Kupang Special Child Guidance Centre shows that the average calorie and protein intake of children in care is lower than the recommended daily nutritional intake. This condition illustrates the discrepancy between the applicable policies and the reality in the field. This lack of intake has a serious impact on the physical growth, mental development, and overall health of children in care.

The conditions experienced by the Batam Class II Special Child Guidance Institution emphasise the urgency of this research. The research aims not only to assess the fulfilment of the basic needs of the children in care, but also to link the findings in the field with the existing legal and policy framework. This is important considering that the research questions focus on two things, namely the extent to which the implementation

of nutritional fulfilment for children in care is carried out, and what obstacles affect its success.

In the analytical framework, the Van Meter and Van Horn policy implementation model is used to assess this issue. This model emphasises that the success of policy implementation is influenced by six important variables, namely policy standards, resources, inter-organisational communication, characteristics of the implementing agency, socio-economic-political conditions, and the disposition of the implementers. Using this framework, the study provides a comprehensive overview of the implementation of child nutrition rights at the Batam Class II Special Child Guidance Centre and identifies existing obstacles.

## **METHOD**

This study uses a qualitative approach with a descriptive research type. A qualitative approach was chosen because the focus of this study is to gain an in-depth understanding of the implementation of nutritional and food rights for children under the care of the Batam Class II Special Child Guidance Institution, including the dynamics, obstacles, and realities of its implementation. Qualitative research allows researchers to explore the meanings and experiences of informants comprehensively through direct interaction in the field.

The research was conducted at the Batam Class II Special Child Guidance Institution because this institution has problems of overcrowding and a limited number of nutrition experts, making it relevant to the focus of the research. The location was selected purposively, considering that this Special Child Guidance Institution represents the real conditions faced by child correctional institutions in Indonesia in implementing the fulfilment of nutritional rights.

The research data sources consisted of primary and secondary data. Primary data was obtained through in-depth interviews with various informants, including Special Child Development Institution officers (nurses, kitchen staff, and cooks) and the children under their care as service recipients. The interviews were semi-structured so that the researcher could explore answers according to the question guidelines, while still allowing informants to freely share their experiences and views. In addition, participatory observation was also conducted to directly observe the food preparation process in the kitchen of the Special Child Development Institution, from menu planning and processing to distribution to the children.

Secondary data was obtained through document analysis, both internal documents of the Special Child Guidance Institution such as monthly reports on basic health care and vulnerable groups, data on the nutritional status of children under guidance, and kitchen activity reports, as well as external documents in the form of relevant laws and regulations, such as Law No. 22 of 2022 concerning Corrections, Permenipnas No. 1 of 2025 concerning Food Management in Correctional Institutions, and data from the Correctional Database System (SDP) of the Ministry of Law and Human Rights.

The technique for determining informants used purposive sampling, which is the deliberate selection of informants based on certain considerations in accordance with the research needs. The main informants consisted of nurses, cooks, kitchen staff, and inmates who were considered to have relevant information regarding the implementation of nutritional fulfilment.

Data collection was carried out using three main techniques, namely in-depth interviews, observation, and documentation. Interviews were conducted to explore the

subjective experiences and perceptions of the informants. Observation was used to reinforce the findings of the interviews by looking at actual practices in the field. Documentation was used to supplement and verify the data obtained from interviews and observations.

The collected data were analysed using Miles and Huberman's interactive model, which consists of three main stages: data reduction, data presentation, and conclusion drawing. Data reduction was carried out by selecting, focusing, and simplifying the data obtained in accordance with the research focus. Data presentation was carried out in the form of a systematic descriptive narrative. The final stage was drawing conclusions inductively, namely formulating research findings based on patterns that emerged from the field data.

To maintain data validity, this study uses source triangulation and method triangulation techniques. Source triangulation is carried out by comparing information provided by various informants. Meanwhile, method triangulation is carried out by comparing the results of interviews, observations, and documentation. With this step, the reliability and validity of the research findings can be better ensured.

## **RESULTS AND DISCUSSION**

### **Implementation of Nutrition and Food Rights at the Batam Class II Special Child Development Institution**

The fulfilment of children's rights to nutrition and food is an important indicator in ensuring their survival, growth and development. This applies universally, including to children in correctional institutions. The state has an obligation to ensure that children in care continue to receive healthy, nutritious, balanced meals that meet health standards. At the Class II Batam Special Child Care Institution (LPKA), this obligation is fulfilled through the provision of daily meals.

To understand how this policy is implemented, the discussion uses the Van Meter and Van Horn Implementation Model framework, which consists of six dimensions. Each dimension describes an important aspect that determines the effectiveness of policy implementation. This discussion focuses on what Batam Class II Special Child Care Institution has implemented in fulfilling the nutritional rights of children in care.

#### **1. Policy Standards and Objectives**

Regulations are the main reference in the implementation of nutrition fulfilment policies. Batam Class II Special Child Care Institution is guided by Permenkumham No. 40 of 2017 and Permenimipas No. 1 of 2025, which regulate calorie standards, nutritional composition, and the mechanism for serving menus on a 10-day cycle. These standards serve as the basis for ensuring that every child in care receives nutritionally balanced meals, including carbohydrates, animal and vegetable proteins, fats, vitamins, and minerals.

In practice, Batam Class II Special Child Care Institution serves three meals a day, namely breakfast, lunch, and dinner. The menu changes according to a 10-day cycle, for example, on certain days the side dishes consist of fish, chicken, or eggs, accompanied by vegetables and fruit. The menu schedule is posted in the kitchen as a form of transparency, so that the children know the variety of food they will receive. The children also receive additional vitamins, especially those who need nutritional improvement.

The existence of this menu standard shows that the policy objectives have been translated into concrete and monitorable forms. The children also feel that the food they receive is sufficient in terms of quantity and variety. This indicates that the policy standards have been successfully implemented as a practical guideline in daily operations.

## 2. Policy Resources

The success of the implementation is inseparable from resource management. Batam Class II Special Child Care Institution implements a daily food ordering system that adjusts to the number of children. Every afternoon, kitchen staff submit a list of ingredients needed to suppliers for the next day's consumption. In this way, changes in the number of residents, whether due to the arrival of new residents or the release of others, do not interfere with food availability.

In addition, kitchen equipment is updated annually, such as cooking utensils, refrigerators, and serving equipment. This supports the smooth production of large quantities of food. The cooks and kitchen staff also show great dedication. They often add variety to the menu so that the inmates do not get bored, even though they sometimes have to use their own money. From a health perspective, nurses monitor nutrition through regular weight and height checks. There are also monthly youth health centre activities as an effort to detect nutritional problems early. Thus, even though there is still a shortage of nutrition experts, the utilization of existing resources is effective enough to support policy implementation.

## 3. Inter-organizational Communication and Strengthening Activities

Good implementation also depends on communication. At Batam Class II Special Child Care Institution, internal communication between kitchen staff, cooks and nurses is intensive. When a child is ill, nurses immediately give instructions to adjust the menu to their health condition, for example by providing porridge or low-spice meals. The cooks respond to these instructions quickly, so that the children's nutritional needs are still met even when they are sick.

External communication is established with the Baloi Community Health Centre. The Community Health Centre routinely inspects the kitchen, assesses sanitation, and provides recommendations for improvements, for example related to the drainage system. The presence of this external party adds legitimacy to the supervision and ensures that Batam Class II Special Child Care Institution kitchen meets health standards.

In addition, Batam Class II Special Child Care Institution submits daily reports to the Regional Office and headquarters regarding the implementation of food services. This reporting demonstrates a strong accountability mechanism. Thus, good communication, both internally and externally, supports the smooth implementation of policies.

## 4. Characteristics of the Implementing Agency

The organizational structure of the implementing agency at Batam Class II Special Child Care Institution is relatively functional. The division of tasks between kitchen staff, cooks, and the administration is clear. Each party understands their respective responsibilities. Supervision is also carried out through communal meals monitored by officers. During

these meals, officers ensure that all children receive equal portions, that no food is left over, and that the children are accustomed to eating in an orderly manner.

Communal meals not only ensure fair distribution of food, but also serve as a means of instilling discipline. The children learn to eat according to a schedule, maintain cleanliness, and appreciate food. Thus, the implementation of nutrition policies not only serves to meet physical needs, but also forms part of the character education process.

#### 5. Economic, Social and Political Conditions

External environmental conditions also influence the implementation of policies. One of the challenges faced by Batam Class II Special Child Care Institution is overcrowding. However, the implementation of nutrition policies continues to run well due to a flexible food ordering system. Every day, food requirements are updated according to the number of children in care, so that food distribution is never disrupted.

In terms of budget, the food needs of the children are covered directly by the office, so the kitchen staff do not have to worry about a lack of funds. The children also feel that food is always available in sufficient portions. With this adaptation to external conditions, policy implementation continues to run according to its objectives despite structural limitations.

#### 6. Attitudes and Perceptions of Implementers

The attitudes of implementers are a factor that strengthens the success of implementation. Kitchen staff and cooks show a high level of concern. They pay attention to taste, hygiene and menu variety, and are even willing to add ingredients to ensure that the children do not get bored.

Nurses play an active role in monitoring the health of the children. Nutritional checks are carried out regularly, and any sick children are immediately treated with a special diet. The children feel cared for and acknowledge that the staff are attentive to their needs. This positive perception shows that the attitudes of the implementers are in line with the policy objectives, so that implementation is effective and humane.

### **Barriers to Fulfilling the Nutritional and Food Rights of Children in Care at the Batam Class II Special Child Guidance Centre**

Fulfilling the nutritional and food rights of children in care at the Batam Class II Special Child Guidance Centre is a state obligation that must be fulfilled in accordance with applicable regulations. However, in practice, there are various obstacles that arise. These obstacles can be analysed using the six dimensions proposed by Van Meter and Van Horn. Although in general the fulfilment of nutritional rights is going well, the existing obstacles indicate a gap between regulations and implementation in the field. This section will explain these obstacles in depth.

#### 1. Policy Standards and Objectives

The first obstacle relates to policy standards and objectives. Although Batam Class II Special Child Care Institution already has regulatory references in the form of the Minister of Law and Human Rights Regulation and the Minister of Women's Empowerment and Child Protection Regulation, implementation in the field still faces limitations in applying these standards. One of the main obstacles is the limited kitchen

facilities. The kitchen used only has one entrance and exit, which is shared with the kitchen of the Women's Correctional Institution (LPP). This poses potential health and safety risks because the limited space is used by two institutions at once. In addition, food storage facilities are not yet fully compliant with the established standards, so there is still the potential for food quality to decline. These obstacles show that even though policy standards are in place, their implementation is not optimal due to physical and technical limitations.

## 2. Policy Resources

The biggest obstacle is in terms of resources. There is only one cook available, so the workload is quite heavy considering that there are dozens of inmates to serve every day. The absence of nutrition experts is also a serious weakness, as the nutritional needs of the children are not calculated professionally, but only based on the practical experience of the cook and kitchen staff. As a result, although the food appears varied, it is not certain that it meets the nutritional standards for children. In addition, the limited raw materials provided by partners is also a constraint. Cooks often have to adjust the menu to the available ingredients, rather than based on the ideal menu plan. On several occasions, children in care are also involved in helping in the kitchen, but this cannot be a permanent solution given their limited skills and the health and safety risks involved.

## 3. Inter-organisational Communication and Strengthening Activities

In terms of communication, the obstacles that arise are more administrative in nature. Although internal communication between cooks, kitchen staff, and nurses is quite good, inter-institutional coordination is still not optimal. Recommendations from external parties, such as the Baloi Community Health Centre, are not always immediately followed up due to budget constraints and technical authority limitations. For example, the recommended improvements to the kitchen drainage and sanitation have not been realised quickly. These obstacles indicate limitations in strengthening policy implementation activities, which should support the quality of food services at Batam Class II Special Child Care Institution.

## 4. Characteristics of the Implementing Agency

The limited number of health workers is a major obstacle in this dimension. There are only two nurses on duty without a shift system, so that the health monitoring of the children cannot be carried out consistently throughout the day. In addition, the nurses' authority to provide input regarding menu variations is still limited because menu decisions are mostly determined by the centre. This situation means that the role of medical personnel in improving nutritional quality is not optimal. On the other hand, the training received by cooks and kitchen staff focuses more on technical cooking skills rather than on a deep understanding of balanced nutrition. As a result, the implementing organisation's structure appears functional on paper, but still faces real limitations in terms of human resource capacity.

## 5. Economic, Social, and Political Conditions

In general, Batam Class II Special Child Care Institution does not face direct pressure from external factors such as political or community intervention. However, overcrowding is a

serious challenge. The number of inmates exceeding the ideal capacity increases health risks, especially the transmission of diseases. Although food distribution is not disrupted due to an adaptive daily ingredient ordering system, health risks due to overcrowding cannot be completely avoided. Another obstacle is related to the limited budget for menu quality development. Although basic needs are met, menu variety is often limited because food procurement follows minimum standards set by the central office, rather than being based on the specific nutritional needs of the children.

#### 6. Attitudes and Perceptions of Implementers

The attitudes of implementers are generally positive and show a high level of concern for the children under their care. However, obstacles remain because individual dedication is not always in line with institutional support. Some cooks are even willing to use their personal funds to add variety to the menu, but this clearly cannot be a long-term solution. Furthermore, there are no ongoing training programmes on child nutrition for kitchen staff and cooks, so their understanding of balanced nutritional needs remains limited. This limitation has the potential to reduce the effectiveness of policy implementation if it relies solely on individual commitment without the support of a stronger institutional system.

### CONCLUSION AND SUGGESTION

This study shows that the implementation of fulfilling the nutritional and food rights of children in the care of the ANAK Class II Batam Special Child Care Institution has basically been carried out through the provision of three main meals a day with additional snacks, as well as supervision from kitchen staff and nurses. The food preparation process also pays attention to hygiene and regular distribution, so that from a formal perspective, there are visible efforts to fulfil the basic rights of the children in care.

However, findings on the nutritional status of the children in care show that this implementation is not yet fully optimal. Of the 58 children examined, only 46.5% had normal nutrition, while the rest were malnourished, overweight, or obese. This discrepancy reflects a gap between the nutritional standards set out in Permenimipas No. 1 of 2025 and the actual implementation in the field.

The main obstacles encountered include the lack of nutrition experts, budget constraints, simple kitchen facilities, dependence on a single food supplier, and overcrowding, which worsens the distribution of nutrition and the health of children in care. From the perspective of Van Meter and Van Horn's policy implementation theory, these obstacles are directly related to resource variables, inter-organisational communication, and socio-economic-political conditions that are not yet supportive. Thus, it can be concluded that the fulfilment of the nutritional rights of children in the Batam Class II Special Child Guidance Institution has not been optimal despite the commitment of the implementing parties.

Based on the results of the study, several recommendations can be made. First, the government needs to ensure the presence of nutrition experts in every Special Child Guidance Institution as mandated in Permenimipas No. 1 of 2025, so that menu planning, nutritional needs analysis, and evaluation of the nutritional status of children in care can be carried out professionally. Second, the budget allocation for food provision must be increased to ensure better quality and variety of food. This includes the provision of adequate kitchen facilities and diversification of food suppliers so as not to be dependent on just one party.

Third, more intensive coordination is needed between Special Child Care Institutions and relevant agencies, such as the Health Office, to conduct periodic monitoring of the nutritional status of children in care and provide intervention when necessary. Fourth, the policy to tackle overcrowding needs to be taken seriously by the government, given that this condition has a significant impact on the fulfilment of the nutritional, health and welfare rights of children in care as a whole.

Finally, it is important to increase the capacity of kitchen staff, other staff, and nurses through training on nutrition and food management to strengthen implementation in the field. With these measures, it is hoped that the nutritional rights of children in care can be better fulfilled, not only at the Batam Class II Special Child Care Institution, but also at all Special Child Care Institutions in Indonesia.

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