

REGIONAL FOOD SECURITY POLICY DIRECTIONS TO ENSURE ADEQUATE FOOD AVAILABILITY AND ACCESS

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Abstract: *Food security reflects the extent to which a country or region is capable of providing sufficient, safe, and nutritious food for its entire population. Efforts to strengthen food security are of vital importance in realizing a safe, healthy, and prosperous society. In the context of national development, food security has become one of the main priorities, which undoubtedly requires active support from local governments. This is closely related to the fulfilment of the right to food, which is a fundamental right of every citizen. The issue addressed in this study concerns the forms of food governance implemented by local governments to support food security at the local level. To address this issue, a normative legal research method is employed to examine the policy directions of local governments in ensuring the availability of food that is both adequate and accessible to the community. In ensuring the sustainable fulfilment of food needs, local governments play a strategic role in managing the food system within their regions. This role is realized through policy formulation, regulatory development, and the implementation of programs based on local potential. Thus, local governments can serve as key actors in promoting equitable and sustainable national food security.*

Keywords: *Food Security; the Fulfillment of the Right to Food; Regional Food Security Policy*

1. INTRODUCTION

Food, or *pangan* in Indonesia, is essential for survival, but its management involves complex challenges that span political, economic, socio-cultural, legal, and environmental dimensions. Regions that rely on staple foods other than rice are often disadvantaged by national food policies, which prioritize rice production and consumption. This emphasis on rice can limit government support for other staples such as maize, cassava, or sago, creating disparities in subsidies, procurement programs, and infrastructure development. Such policy biases may inadvertently affect local social and cultural practices tied to non-rice staples, as communities receive less institutional support for their traditional diets and agricultural systems. Community income influences nutritional quality and individual health, demonstrating the link between the economy and food. Climate change and environmental degradation clearly have a significant impact on food production

outcomes. Therefore, Indonesia continues to face such challenges to this day. Many people remain unaware that nutrition is a fundamental human right. The United Nations has recommended that the Government of Indonesia protect its citizens' right to food and nutrition within the framework of existing laws and policies, employing an integrated, human rights-based approach (Pribadi, 2023).

In recent years, global food shortages and rising prices have been driven by factors such as higher oil costs, declining production in key countries, the conversion of food to biofuels, and increasing demand from fast-growing economies. These trends have impacted Indonesia, where global rice price hikes have triggered domestic food price increases, particularly in food-vulnerable regions such as Nusa Tenggara and Papua, highlighting the need for food self-sufficiency and security as part of national development strategies (Azahari, 2008).

Beyond economic and health factors, food is a critical component of societal resilience. Food security reflects the extent to which a country or region can provide sufficient, safe, and nutritious food for all its citizens. Strengthening food security is essential to ensuring that communities can live in safety and prosperity. When natural disasters, conflicts, or climate change trigger food crises, the impacts can be severe, including increased hunger, poverty, and even social instability (Erlina et al., 2025).

As one of the most fundamental human needs, food also plays a crucial role in determining the quality of human resources and the socio-political stability necessary for implementing development. Food security is of growing importance because food is not only a basic need but also a fundamental right that must be fulfilled for every person. As a basic right, the state must ensure that every citizen enjoys this entitlement (Wahono, 2011). Human physical well-being essentially depends on having sufficient food, not merely to avoid hunger but also to obtain the nutrition and energy required for a dignified life (Mutaqin, 2018). Consequently, stunting is one of the critical issues closely linked to the fulfillment of adequate and nutritious food.

In line with the urgent need for food, food security has become a top priority in national development regulations, which naturally requires strong support from local governments. This is due to its close connection with the right to food, which is of paramount importance for society as a whole. Although food is not explicitly regulated in the constitution, some analysts warn that Indonesia could face increasing food insecurity in the coming years if current trends in population growth and food production continue (FAO, 2023; BPS, 2022). Therefore, addressing challenges in food production and distribution remains an urgent priority (Taufiqurrohman & Jayanti, 2022).

The issue addressed in this study concerns how food governance is implemented by local governments in order to support regional food security, as the fulfillment of the right to food constitutes the most fundamental human need for the population of a region amid growing concerns over a potential food crisis.

2. METHODS

This study employs a normative legal research method, which is an approach used to examine law as a system of norms. To elaborate on the policy directions of local governments in ensuring the availability and accessibility of adequate food, this research focuses on the collection and analysis of normative legal materials, such as legislation, legal doctrines, and legal principles directly related to the main issue food security. The analytical process is conducted qualitatively, with a deep, comprehensive, and evaluative-analytical approach. The aim of this analysis is to present a conceptual and comprehensive understanding of the law and to examine legal aspects relevant to the problem under study. This research also seeks to critically evaluate the differences between *das sollen* (the ideal norms that should apply) and *das sein* (the reality or implementation in practice), in order to identify gaps or discrepancies between the legal norms as stipulated in regulations (*law in books*) and their actual implementation (*law in action*). Accordingly, the findings of this study are expected to provide a sharper, more systematic, and meaningful exposition of the legal issues addressed. In general, the normative legal method emphasizes the study of applicable legal norms, whether in the form of legislation, jurisprudence, doctrine, or legal principles, as the primary basis for addressing the legal issues examined.

3. RESULTS AND DISCUSSION

3.1. Implementation of Food Security as the Fulfillment of the Right to Food

According to the FAO (1997), food security is defined as a condition in which every household has both physical and economic access to obtain food for all family members, and is not at risk of losing either form of access. Meanwhile, based on the agreements of United Nations member states at the World Food Conference (1993) and the World Food Summit (1996), food security is understood as a state in which the nutritional needs of each individual are met, both in terms of quantity and quality, enabling them to live a healthy and active life on a sustainable basis, in accordance with local cultural values and habits. Furthermore, a food security system is considered stable when it can ensure that all people have access to sufficient food at all times, according to the nutritional standards necessary to support a healthy life, optimal growth, and sustainable productivity (Hanfie, 2010).

The most widely used definition of food security today comes from the 1996 World Food Summit, which states that food security exists when "*all people, at all times, have physical and economic access to sufficient, safe, and nutritious food to meet their dietary needs and food preferences for an active and healthy life.*" Although this definition already incorporates essential elements of fulfilling basic human needs, the right-to-food approach offers a broader and deeper dimension. This approach complements the concept of food security with the principles of human dignity, recognition of rights, transparency, accountability, and

empowerment. This means that the fulfillment of food is not only viewed from the perspective of availability and accessibility, but also from the standpoint of the individual's right to demand its fulfillment from the state as the duty bearer (Mechlem, 2004).

Food is a fundamental human right. The availability of and access to sufficient, nutritious food are crucial for human resource quality and national resilience. However, lack of adequate food access can have serious concrete impacts in Indonesia, for example, more than 20% of children under five suffer from stunting, indicating chronic undernutrition and long-term effects on health and human capital (WFP Indonesia, 2025). Moreover, food insecurity is often linked to higher poverty and vulnerability: limited dietary diversity and poor nutrition reduce people's productivity and increase health-related expenditures, undermining social stability.

The right to food is an inseparable part of human rights. It is a fundamental element to ensure that every individual can live with dignity, free from hunger, food insecurity, and malnutrition. The fulfilment of this right is not only essential for a person's physical health but also for their well-being, survival, and full participation in society.

Recognition of the right to food as a human right is explicitly stated in Article 25(1) of the Universal Declaration of Human Rights (UDHR) of 1948, which affirms:

"Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing, and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age, or other lack of livelihood in circumstances beyond his control."

This declaration emphasizes that food is not merely a basic need but an inherent right of every human being, which must be respected, protected, and fulfilled by the state. Therefore, the right to food must serve as the foundation for formulating food policies, particularly in the context of inclusive and equitable development. To ensure that the right to adequate and nutritious food is protected, respected, and fulfilled globally, it is essential to understand the international rules and systems that support relevant actions. The United Nations (UN) is the leading multilateral body in the field of human rights, and understanding its functions is therefore crucial. The UN serves as the primary human rights mechanism to uphold the right to adequate food and to assist in achieving human rights worldwide (Harris & Johnson, 2025).

The right-to-food approach is grounded not in temporary or negotiable policies but in binding state obligations under international human rights law, such as the International Covenant on Economic, Social and Cultural Rights (ICESCR, Article 11). These obligations are concrete, continuous, and measurable, allowing

citizens to hold the state accountable and seek remedies if their rights are violated. Therefore, the right to food should not be seen merely as a policy tool to achieve food security but as a standalone, comprehensive human right. Its realization is a fundamental element of a rights-based development approach, requiring the state to uphold all relevant human rights under international treaties, including the right to health, education, and an adequate standard of living (Masum et al., 2024).

In general, the right to food can be understood as the individual's claim to be free from hunger, derived from the assertion that society possesses sufficient resources, both economic and institutional, to ensure that every person obtains adequate nutrition. However, challenges arise when attempting to detail this broad definition and translate it into specific rights and obligations (Drèze, 2004).

A rights-based approach to food security differs from other approaches to reducing hunger and malnutrition by complementing food security considerations with principles of dignity, recognition of rights, transparency, accountability, and empowerment. It is based on a prior commitment to the value of human dignity and positions individuals as agents of change by enabling them to hold governments accountable and seek redress for violations of their rights. This approach centers on existing obligations, which are comparatively more specific and increasingly precise in their application by governments. As a result, the right to food should not only be seen as a means to achieve food security but as a distinct and broader goal. Its realization must be an integral component of a rights-based development approach aimed at fulfilling all human rights obligations recognized by states under human rights law (Mechlem, 2004).

At present, Indonesia faces challenges in ensuring that the benefits of development are evenly distributed across society. To address economic and social disparities and improve overall public welfare, strengthening public policies focused on food security and equitable development is an important step. National regulations, such as Law No. 18 of 2012 on Food, mandate the government to ensure food availability, accessibility, and affordability for all citizens. This is crucial for the implementation of development, as the quality of human resources and socio-political stability are influenced by the availability of adequate food. Regional governments play a key role in this framework by implementing local food security programs, supporting agricultural production, and facilitating equitable distribution to ensure households have access to sufficient and nutritious food. Government attention to food issues is especially important given that household spending on food still exceeds 60% (Isharyanto, 2018).

3.2. Regional Food Security Policy to Ensure Adequate Food Availability and Access

According to Law No. 18 of 2012 on Food, food management must be carried out to fulfill basic human needs, providing benefits fairly, equitably, and sustainably,

based on Food Sovereignty, Food Self-Reliance, and Food Security. The Food Security System consists of three subsystems:

- a. Food availability, prioritizing supply from local production results and supported by national food reserves;
- b. Food accessibility for all levels of society, both in terms of physical availability and economic affordability; and
- c. Food utilization, aiming to improve the quality of consumption and community nutrition, including efforts to ensure food safety.

Referring to the Food Security System, food management is directed to meet food needs from the national level down to the individual level. This is reflected in the availability of food that is adequate in quantity and quality, safe for consumption, diverse, nutritious, evenly distributed, easily accessible, and aligned with religious values, beliefs, and cultural traditions of the community. The ultimate goal is to create healthy, active, and sustainably productive human resources, with excellent capacity to compete globally.

Theoretically, food security rests on four main pillars:

1. Food availability – covering adequate production, storage, and supply of food;
2. Access to food – the ability of individuals or households to obtain food physically and economically;
3. Food utilization – how food is consumed and optimally used for health and nutrition;
4. Food stability – ensuring that availability, access, and utilization of food are maintained at all times, unaffected by crises, disasters, or market fluctuations.

These four pillars cannot function optimally without active intervention from the central and regional governments. They hold strategic responsibilities in:

- Regulating and directing food policy,
- Facilitating production, distribution, and consumption systems, and
- Managing food resources efficiently, inclusively, and fairly.

The disparity in fulfilling the right to food between regions calls for in-depth studies that produce systematic and effective solutions from regional governments. Since regional governments have a more detailed understanding of local problems compared to the central government, their involvement in decision-making is crucial. Therefore, regional policies must be structured, consistent, and based on local potential, whether in agroecology, consumption culture, or socio-economic conditions of the community. This approach allows for a more equitable, adaptive, and sustainable food system that reaches all layers of society, including vulnerable groups often marginalized from conventional food systems (Erlina et al., n.d.).

Food security is a strategic issue directly linked to public welfare. It is not only about having sufficient food in quantity but also includes aspects of access,

nutritional quality, and supply stability. To ensure sustainable fulfillment of food needs, regional governments play a key role in managing the food system in their areas. Through policies, regulations, and programs based on local potential, regional governments can become the main driver in supporting the achievement of national food security.

Regional governments play a significant role in food management. Disparities between regions in fulfilling the right to food indicate the need for in-depth analysis to formulate effective and structured solutions at the regional level. Their role is strategic because they generally understand local disparities better than the central government.

Regional governments have a strategic role in ensuring food availability in their regions through efforts to develop local food security. This is an integral part of national food security, built on the principles of sovereignty and self-reliance. For this reason, comprehensive policies are needed to protect and maintain agricultural land for food production. Such policies must be supported by political will and strong commitment from regional governments to prioritize food security development. Without clear support and priority, regional food security will be difficult to achieve and may risk disrupting national food stability (Mulyani Zulaeha et al., 2024).

Furthermore, the legal basis for government affairs in the food sector is regulated in Law No. 23 of 2014 on Regional Government. Article 12 paragraph (2) letter c states that food affairs are included in compulsory government affairs that are not related to basic services. This means that although not considered a basic service like education and health, food management remains a government obligation at both central and regional levels.

In addition, Annex I of the law, which regulates the Distribution of Government Affairs in the Food Sector, sets out the division of authority between the central government, provincial governments, and district/municipal governments. This division is intended to clarify the roles of each level of government in managing food affairs in an integrated and sustainable manner.

A summary of this division of affairs is presented in the following table:

No.	Sub-Affair	Government	Provincial Government	Regency/City Government
(1)	(2)	(3)	(4)	(5)

1.	Food Management Based on Sovereignty and Self-Reliance	<ul style="list-style-type: none"> a. Formulation of a national food sovereignty strategy. b. Provision of infrastructure and all supporting facilities for food self-reliance across various sectors in accordance with the authority of the Central Government. 	Provision of infrastructure and all supporting facilities for food self-reliance across various sectors in accordance with the authority of the provincial government.	Provision of infrastructure and all supporting facilities for food self-reliance across various sectors in accordance with the authority of the regency/municipal government.
2.	Food Security Implementation	<ul style="list-style-type: none"> a. Management of staple food supply and price stabilization. b. Management of the central government's staple food reserves. c. Determination of the central government's purchase price of staple foods from producers. d. Control and restriction of staple food imports and exports. e. Determination of per capita annual food consumption targets in accordance with nutritional adequacy standards. f. Determination of surplus food production for other purposes. 	<ul style="list-style-type: none"> a. Provision and distribution of staple foods or other foods according to the needs of the provincial region in order to stabilize food supply and prices. b. Management of provincial food reserves and maintenance of the balance of provincial food reserves. c. Determination of the regional minimum price for local food not set by the central government. d. Promotion of achieving the per capita annual food consumption target in accordance with nutritional adequacy standards 	<ul style="list-style-type: none"> a. Provision and distribution of staple foods or other foods according to the needs of the regency/municipality in order to stabilize food supply and prices. b. Management of regency/municipality food reserves. c. Determination of the regional minimum price for local food not set by the central government or the provincial government. d. Implementation of achieving the per capita annual food consumption target in accordance with nutritional adequacy standards.

			through provincial media.	
3.	Mitigation of Food Insecurity	<p>a. Determination of food crisis status at the national, provincial, and district/municipal levels.</p> <p>b. Development of a national map of food vulnerability and resilience.</p> <p>c. Management and mitigation of national food insecurity.</p> <p>d. Procurement, management, and distribution of food reserves in response to food insecurity affecting more than one province.</p>	<p>a. Development of food vulnerability and resilience maps at the provincial and district/municipal levels.</p> <p>b. Management and mitigation of food insecurity at the provincial level.</p> <p>c. Procurement, management, and distribution of food reserves in response to food insecurity affecting more than one district/municipality within a single province.</p>	<p>a. Development of food vulnerability and resilience maps at the sub-district level.</p> <p>b. Management and mitigation of food insecurity at the district/municipal level.</p> <p>c. Procurement, management, and distribution of food reserves in response to food insecurity within a district/municipality.</p>
4.	Food Safety	Implementation of fresh food safety supervision for cross-border and inter-provincial distribution.	Implementation of fresh food safety supervision for inter-district/municipal distribution.	Implementation of fresh food safety supervision.

The authority of regional governments is of critical importance in food governance, as they stand at the forefront of public service delivery. In order to realize food security, sovereignty, and self-reliance, regional governments must demonstrate:

- Political commitment (political will),
- Strengthening of regional regulations (such as Regional Food Regulations and Sustainable Agricultural Land Regulations),
- Coordination with the central government and business actors,
- Community participation in the local food system.

In line with the division of governmental affairs in the food sector as stipulated in Law No. 23 of 2014, the Central Government, Provincial Governments, and Regency/Municipal Governments jointly share responsibility for ensuring sustainable food availability. This responsibility is further reinforced and elaborated in Law No. 18 of 2012 on Food, which affirms that food governance must be carried out in an integrated, sustainable manner, and be based on the principles of food sovereignty and self-reliance (Zulaeha et al., n.d.).

The Food Law serves as the primary guideline for building a resilient national food system and ensuring the equitable and fair fulfillment of the population's food needs across all regions of Indonesia. Article 3 of Law No. 18 of 2012 on Food stipulates that food governance shall be implemented to meet the basic human need for food in a fair, equitable, and sustainable manner, grounded in the principles of food sovereignty, food self-reliance, and food security.

Furthermore, Article 12 paragraph (1) of Law No. 18 of 2012 explicitly states: *"The Government and Regional Governments are responsible for food availability."*

From the provisions contained in Article 12 paragraph (1) of the Food Law, it is implied that the primary responsibility for food availability lies in the hands of both the Central Government and Regional Governments. This means that both levels of government are obliged to ensure that food is available in sufficient quantities, of good quality, and distributed evenly and sustainably across Indonesia.

This responsibility includes:

1. Ensuring National and Regional Food Production
 - Through the development of the agriculture, fisheries, livestock, and plantation sectors.
 - Provision of production inputs (fertilizers, seeds, agricultural machinery).
 - Protection and preservation of sustainable agricultural land (LP2B).
2. Managing Food Reserves
 - Both central and regional governments must maintain government-owned food reserves to anticipate disasters, price volatility, or shortages.
3. Maintaining Food Distribution and Accessibility
 - Ensuring that food is accessible to all segments of society, including remote areas and vulnerable groups.
4. Ensuring Food Price Stability
 - Intervening in the market in cases of price spikes or distribution manipulation detrimental to consumers and producers.

As stipulated in the Food Law, the government cannot remain passive in food-related matters. Responsibility for food availability extends beyond the agricultural sector, encompassing spatial planning, regional budgeting, distribution oversight, and consumer protection.

This reflects that the Food Law not only governs the fulfillment of food needs at the national level but also underscores the fulfillment of the right to food at the individual level. Accordingly, the State bears the responsibility to guarantee that every citizen, without exception, has continuous access to sufficient, safe, high-quality, and nutritious food.

The role of regional governments is crucial in supporting national food security, as mandated by Government Regulation No. 17 of 2015 on Food and Nutrition Security. Provincial, Regency/Municipal, and Village Governments are granted the authority to implement policies and bear responsibility for the organization of food security in their respective jurisdictions, in accordance with the guidelines, norms, standards, and criteria set by the Central Government.

Thus, the authority of regional governments in implementing food security is not merely administrative in nature, but fundamental and multifaceted. Regional Governments hold comprehensive responsibilities (from planning to execution) regulated under national law. With regional autonomy, it is expected that local governments can design policies that are sensitive to local conditions, covering all stages from production to distribution. When food and nutrition are prioritized in the Regional Revenue and Expenditure Budget, the role of regional governments becomes more structured and strategic. Within the framework of Presidential Regulation No. 72 of 2021 on the Acceleration of Stunting Reduction, regional governments also hold critical authority in food safety, which directly correlates with stunting prevention efforts. To ensure the achievement of a healthy, intelligent, and productive population and to accelerate the realization of the Sustainable Development Goals (SDGs), stunting reduction programs are implemented comprehensively. In essence, national food security is fundamentally built upon local food security actively managed by regional governments.

Regional governments are not merely implementers but serve as the frontline actors with the deepest understanding of local conditions. Therefore, optimizing their role is crucial to ensure that national food security is achieved in an inclusive, responsive, and sustainable manner.

4. CONCLUSION

Food is a fundamental human right. The availability of and access to sufficient, safe, and nutritious food greatly determines the quality of a nation's human resources. Beyond that, food is also one of the main pillars in building national resilience. Strong food security serves as an essential foundation for the development of other sectors, such as health, education, and the economy.

Conversely, dependence on food imports and a nation's inability to achieve food self-sufficiency will negatively impact national stability and resilience.

As one of the most vital basic needs, food not only determines the quality of human resources but also influences social and political stability, which are prerequisites for the implementation of national development. Food security has increasingly gained attention because it is not only a basic need but also a fundamental right that must be fulfilled for every citizen. In line with this, food security has become a top priority in national development policy. However, this effort requires concrete support from local governments. Without strong commitment, data-driven policies, and optimal management of local potential by local governments, equitable and sustainable food security will be difficult to achieve.

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