
THE PURPOSE OF REGIONAL DEVICES IN THE ERA OF REGIONAL AUTONOMY TO ACHIEVING STRONG FOOD RESERVES

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Abstract: *This study aims to analyze the functions and roles of regional organizations in supporting local governments, specifically in managing food reserves in South Bolaang Mongondow Regency during the era of regional autonomy. The research adopts a normative legal method, focusing on legal literature related to regional autonomy and food security laws. The study also incorporates empirical data, particularly the Food Security Index, to assess the challenges posed by natural disasters and infrastructural limitations in maintaining adequate food reserves. The results highlight that local governments face significant obstacles, including geographical vulnerabilities and resource limitations, which hinder food security. The findings suggest that strategic reforms and enhanced cooperation between regional and local governments are necessary to achieve sustainable food security in disaster-prone areas.*

INTRODUCTION

Article 9 and Article 10 paragraph (1) of Law No. 23 of 2014 concerning Local Government. More specifically in Article 10 paragraph (1) of the law states that there are six absolute affairs that are not decentralized to local governments, including : (1) Foreign Policy; (2) defense; (3) security; (4) Justice; (5) national monetary and fiscal; and (6) religion.¹

Basically, regional autonomy is given to regions with good intentions to provide opportunities for regions to carry out development in their regions. However, the provision of opportunities in exercising its authority must still be based and must not exceed the limits set forth in Law No. 23 of 2014 as mentioned above.² One of the most important points in the distribution of this authority is the formation of the Organization of the regional apparatus at the regional level.

Regional organization (OPD) is an element of local government in an effort to achieve

¹ Muhtar, M. H., Putri, V. S., & Tuharea, F. (2022). Analysis of the Function of Regional Apparatus to Realize Strong Food Reserves in the Era of Regional Autonomy. *Legal Brief*, 11(5), 3252-3258.

² Al-Hadrawi, Baqer Khudair, Kais Khudhair Al-hadrawi, Souad Ezzrouali, Saleem Khteer Al-Hadrawy, Hanan Khaled Aldhalmi, and Mohamad Hidayat Muhtar. "Mind Intruders: Psychological, Legal, and Social Effects of Human Parasites in the Age of Technological Progress."

success needs to be supported by good planning in accordance with the vision and mission of the organization.³ The approach taken is through strategic planning which is a series of action plans and fundamental activities that are made to be implemented by the organization in order to achieve the objectives of the organization that have been previously established. One of them is about the food reserves of an area.

Food reserves for a country are very important, especially for Indonesia, which has a population in September 2020 recorded a population of 270.20 million people with a growth rate of 1.25% per year.⁴ Indonesia's historical development experience shows that the problem of food insecurity is closely related to economic stability (especially inflation), aggregate economic production costs (cost of living), and national political stability,⁵ therefore, food reserves become absolute for the implementation of national development.⁶

Development of food reserves as one of the important aspects of food security is now becoming very urgent to be developed. The Food Security Agency said that Indonesia's food reserves are at the lowest point so it has the potential to become a serious problem if not addressed from the beginning, considering that world food reserves have dropped by almost half.

The low condition of food reserves are influenced by: (a) uncertain climatic conditions in Indonesia that cause floods and droughts that require effective and efficient management of food reserves that can overcome food insecurity; (b) uneven harvest time between times and between regions requires food reserves; and (c) the number of emergency events requires food reserves for post-disaster management, food insecurity management, and regional food assistance. In addition, food reserves can also be used to anticipate the possibility of temporary food shortages caused by disruption or cessation of food supply, for example due to the breakdown of infrastructure and transportation facilities due to natural disasters.⁷

In this case, law No. 18 of 2012 on Food (Food Law) confirms that in realizing food sovereignty, food independence, and food reserves, the government sets national food reserves. The national food reserve consists of government food reserves; local government food reserves; and community food reserves, where the local government food reserves consist of 1) village government food reserves; 2) district/city government food reserves; and 3) provincial government food reserves.⁸

Talking about national food reserves in principle should be started from the region. One of these areas is South Bolaang Mongondow Regency is a regency of the division of Bolaang Mongondow Regency, formed under law Number 30 of 2008 dated July 21, 2008 on the establishment of South Bolaang Mongondow Regency in North Sulawesi province. The

³ Muhtar, M. H., Kasim, N. M., & Suryani, I. (2023). Islamic Law In The Constitution Of Indonesia (a Study of Characteristics Sharia Local Regulations). *TSAQAFAH*, 19(1), 236-263.

⁴ BPS, Has/I Sensus Penduduk 2020 Data Agregat per Provsins/, Tahun 2020.

⁵ Rita Hanafie, *PengantarEkonomi/Pertanian*, CV. Andi Offset, Yogyakarta, 2010, hlm. 272

⁶ Achir, N., & Muhtar, M. H. (2023). Analisis Inovatif Peraturan Daerah terkait Pengelolaan Zakat dalam Perspektif Prinsip-prinsip Pemerintahan yang Baik. *Al-Mizan (e-Journal)*, 19(1), 163-184.

⁷ Suroso, "Potensi Dan Eksistensi Cadangan Pangan Masyarakat Di Kabupaten Pati", *Jurnal Litbang* Vol. XIII, No. 2 Desember 2017, hlm. 128

⁸ Lihat, Pasal 2 Undang-undang Nomor 18 tahun 2012 tentang Pangan

newly formed district has an area of 1,615.86 km² with a population of 54,751 people. All districts are on the coast of Tomini Bay with a coastline length of 290 km (including 2 coastal districts in East Bolaang Mongondow Regency).

South Bolaang Mongondow Regency itself still has food reserve problems, this can be seen from the data of the District Food Security Index in 2020 which nationally South Bolaang Mongondow Regency is only ranked 299 out of 416 districts nationally.⁹

South Bolaang Mongondow Regency itself is located in a disaster-prone area, from floods, landslides, earthquakes to the potential for tsunamis. Vulnerability to natural disasters can affect food reserves both temporarily and in the long term. The inability to meet temporary food needs is known as transient food insecurity. Natural disasters that occur suddenly, as well as price changes or shocks to the market, disease epidemics, social conflicts and others can cause transient food insecurity (temporary). Transient food insecurity can affect one or all aspects of food reserves such as food availability, access to food and utilization of food.¹⁰

This study aims to understand and analyze the functions and roles of regional organizations in the era of regional autonomy, especially in the context of the implementation of food reserves in South Bolaang Mongondow Regency. By taking into account the challenges faced, including the problem of food security due to natural disasters that often hit the area, this study seeks to provide a comprehensive overview of the existing food reserve management mechanisms. In addition, this study also aims to identify the obstacles faced by local governments in building adequate food reserves and find solutions to address temporary food security problems arising from vulnerability to disasters and other disturbances. The results of this study are expected to contribute to improving the effectiveness of regional food reserve management and support the realization of sustainable food security in South Bolaang Mongondow Regency.

A. Formulation of the Problem

1. What are the functions and roles of regional device organizations in the era of regional autonomy?
2. What are the problems faced in the implementation of regional food reserves in South Bolaang Mongondow Regency?

B. Literatur Review

1. The Concept of Regional Device Organization

In order to realize regional autonomy, namely regulating the course of government and managing natural resources in a region, an effective and efficient division of tasks is needed so that the vision and mission of the region can be achieved. The division is carried out by regions with regional device organizations.¹¹ The Organization of the regional apparatus, hereinafter referred to as the regional apparatus, has been regulated in PP No. 41 of 2007 on the Organization of the regional apparatus. In PP No. 41 of 2007 it was stated that

⁹ Badan Ketahanan Pangan Kementerian Pertanian, *Indeks Ketahanan Pangan Tahun 2020*, Badan Ketahanan Pangan Kementerian Pertanian, Jakarta, 2020, hlm. 32

¹⁰ Dewan Ketahanan Pangan, *Peta Ketahanan dan Kerentanan Pangan Indonesia 2015*, Dewan Ketahanan Pangan, Kementerian Pertanian dan *World Food Programme (WFP)*, Jakarta, 2015, hlm. 83

¹¹ Muhtar, M. H., Yassine, C., Amirulkamar, S., Hammadi, A., Putri, V. S., & Achir, N. (2024). Critical Study of Sharia Regional Regulations on Women's Emancipation. *International Journal of Religion*, 5(2), 23-26.

the provincial apparatus is an auxiliary element of the Regional Head in the administration of local government consisting of the Regional Secretariat, the secretariat of the DPRD, Regional Offices and Regional Technical Institutions. While the District/City is an auxiliary element of the head of the region in the administration of local government consisting of the Regional Secretariat, Secretariat of Parliament, Regional Offices, Regional Technical Institutions, districts, and villages. This is as illustrated in the table below:

Table 1 District/City Devices

Section	Regional Apparatus	Position	Section	Regional Apparatus	Position	Section	Regional Apparatus	Position
First	Regional Secretariat	Staff element	First	Regional Secretariat	Staff element	First	Regional Secretariat	Staff element
Second	Secretariat of the Regional House of Representatives (DPRD)	Service element for the DPRD	Second	Secretariat of the Regional House of Representatives (DPRD)	Service element for the DPRD	Second	Secretariat of the Regional House of Representatives (DPRD)	Service element for the DPRD

Based on the table above, it can be said that regional devices should play a more dominant role in the implementation of regional autonomy emphasis on districts/cities. Its main task and function is to provide services to the community without certain boundaries. Led by the head of the OPD who is under and responsible to the Regent/mayor through the regional secretary, the Regional Office has the task of carrying out local government affairs.

2. Food Concept

According to Article 1 Number 1 of the Food Law, which is meant by “food is everything that comes from biological sources of agricultural products, Plantations, forestry, fisheries, livestock, waters, and water, both processed and unprocessed intended as food or beverages for human consumption, including food additives, food raw materials, and other materials used in the process of preparing, processing, and/or making food or

Food is not only a product of agricultural crops but also Forestry crop products, livestock products, Fisheries and aquatic products. So far, food is often interpreted as a product of food crops produced by the agricultural sector and the agricultural sector is responsible for the availability of food. This has resulted in other sectors that are also producers of food products not getting attention. The mention of various sectors in terms of food, shows that food is not only the responsibility of the Ministry of Agriculture, but also the responsibility of other ministries, such as the Ministry of Forestry, Ministry of Marine Affairs and Fisheries to maintain the availability of food to support food security.¹²

As has been recognized in the consideration section of the Food Law, food is needed that is safe, quality, nutritious, diverse, and sufficiently available. So, the procurement and distribution of food must be done honestly and responsibly so that food is available that is affordable by the purchasing power of the community.¹³

The food produced must meet certain requirements so that it is safe for consumption for humans. Therefore, every food * that enters the territory of Indonesia must meet certain requirements, as well as food issued from the territory of Indonesia for circulation, the government can set requirements so that the food is first tested and or examined in terms of

¹² Aufa Aulia Kanza dan Sukma Chaedir Umar, *Mutu Gizi dan Keamanan Pangan*, Artikel dalam Departemen Biologi Universitas Padjadjaran, Bandung, 2015, hlm.2.

¹³ Janus Sidabalok, *Hukum Perlindungan Konsumen di Indonesia*, PT Citra Aditya Bakti, Bandung, 2020, hlm. 122.

mut, safety (including halal). Quality, label requirements, and or food nutrition.

3. The Concept Of Food Reserves

Food reserves and food security are two concepts that cannot be separated because good and strong food security will have implications both for food reserves at the national and regional levels. According to the Food Security Law Article 1 Number 8 What is meant by "food reserves are food supplies throughout the territory of the Unitary State of the Republic of Indonesia for human consumption and to deal with food shortages, supply and price disruptions, and emergencies"

Food reserves according to FAQ (1997) is defined as a situation where all households have access, both physically and economically to obtain food for all members of their families and households are not at risk of losing both access.¹⁴ While food reserves according to the agreement of UN member states in the World Food Conference Human Rights 1993 and the World Food Summit 1996 is the condition of the fulfillment of the nutritional needs of each individual in quantity and quality in order to live an active and healthy life on an ongoing basis according to local culture. Furthermore, it is also stated that the Food Reserve System is said to be stable if it is able to provide guarantees that all residents at all times must obtain sufficient food in accordance with nutritional norms for a healthy, growing and productive life.¹⁵

The description above shows that the concept and understanding or definition of food reserves is very broad and diverse. However, from the breadth and diversity of the concept of food reserves, the point is to ensure the availability of food for humanity sufficiently and also ensure that each individual is able to obtain food from time to time as needed to be able to live healthy and move.

RESEARCH METHODS

The research method used in this study is the normative legal research method, which focuses on the assessment of legal literature related to the management of regional food reserves and their implementation within the framework of Indonesian law. This approach involves the analysis of primary legal materials such as relevant laws and regulations, including food laws and regulations governing food security and Disaster Management. This study will also refer to policies related to regional autonomy and food resource management at the regional level, especially in South Bolaang Mongondow Regency.

In this study, secondary legal materials such as scientific articles, books, and journals are used to provide a deeper theoretical perspective on food governance and the challenges faced by regions in efforts to realize sustainable food security. In addition, this study will also utilize empirical data from the Food Security Index report and natural disaster case studies in Bolaang Mongondow Selatan Regency as additional analysis materials.

To answer the first formulation of the problem, this study analyzes how the legal framework in Indonesia regulates the functions and roles of regional organizations in the context of regional autonomy, particularly related to the management of food reserves. This analysis includes a review of the legal principles governing decentralization, division of

¹⁴ Lihat, FAO, World Food Summit, FAO, Rome, 1996.

¹⁵ Badan Ketahanan Pangan, *Pedoman Teknis Pengembangan Cadangan Pangan Masyarakat*, Jakarta : Badan Ketahanan Pangan, Kementerian Pertanian, 2011, hlm. 5

authority, and regional responsibility in managing food resources as well as how these regulations are applied in situations that are vulnerable to natural disasters.

To answer the second problem, this study examines the challenges faced by Bolaang Mongondow Selatan district in building adequate food reserves, including geographical challenges, limited infrastructure, and the risk of natural disasters. The juridical-analytical approach is used to evaluate the measures that have been taken by local governments and identify the necessary reforms in policies and regulations that support the improvement of food security, especially in the face of temporary food insecurity conditions caused by disasters.

RESULT AND DISCUSSION

1. Functions And Roles of Regional Organizations in The Era Of Regional Autonomy

According to Article 1 of Law No. 23 of 2014 on Local Government, Government Affairs is a government power that is the authority of the president whose implementation is carried out by the Ministry of state and local government officials to protect, serve, empower, and prosper the community. The classification of government affairs as stated in Law No. 23 of 2014 consists of 3 affairs, namely absolute Government Affairs, concurrent government affairs, and general government affairs.

Absolute government affairs are government affairs that are fully within the authority of the Central Government. Concurrent government affairs are government affairs that are divided between the central and regional governments of provinces and districts/cities. General government affairs are government affairs under the authority of the president as head of government.

In carrying out regional autonomy that needs to be considered, regions are given the right to draw up an organizational system and rules for the activities of their regional devices. The preparation of forming a regional device organization to determine a regional government organization has been divided into matters of choice and mandatory matters. Although that in the handling of each organization does not have to be in the form of a new organization / its own. With the establishment of the organization of the institutional structure of the regional apparatus, it is expected that local governments can run an efficient and effective government.¹⁶

Efficient and effective is a very expected thing related to regional autonomy because it becomes the ideals of regions that want to advance their regions in accordance with the innovation and development of the ability of the region to explore the potential that exists in the region in improving human resources and regional income more advanced in accordance with the guidelines of Pancasila and the view of diversity of Indonesia. Efficient is the meaning of the target of the ultimate goal of effective.

Structuring the organizational structure of the regional apparatus according to the legislation through the division of the regional apparatus consisting of the provincial apparatus and the district/city where the formation and composition of the regional set with local regulations on the basis of approval of the minister. The provincial apparatus consists of the Regional Secretariat of the DPRD Secretariat, Inspectorate, Department, agency.

¹⁶ Suaib, "Pembentukan Dan Penataan Organisasi Perangkat Daerah" E Jurnal katalogis, Volume 5 Nomor 7 (2017). hlm.5

Whereas the district/city consists of: Regional Secretariat, Secretariat.Parliament, Inspectorate, Department, agency, and District.¹⁷

The overall activities of the organization must be goal-oriented, this means that the goals of the organization must be used as a guide in the division of Labor, determination of tasks and functions, the amount of energy needed to complete a particular job with a goal-oriented set. So important is the position of goals in the formation of the organization, then the goals of the organization need to be formulated clearly, in writing, and then communicated properly so that the goals can be understood truly by the members of the organization. Although in Law No. 23 of 2014 on Local Government, it does not explicitly mention the purpose of the establishment of regional device organizations, but if observed in the consideration section, considering that it can be drawn several purposes for the establishment of regional device organizations, namely:

1. To Realize the Purpose of Granting Autonomy;
2. To Carry Out Certain Government Affairs;
3. To carry out public service

The enactment of Law No. 23 of 2014 on Local Government, has implications for the authority of each region, both provincial and District/City. This is important to note considering that the study of government affairs is always related to the functions of government that are the rights and obligations of each level and or composition of government in regulating and managing the functions that are its authority.

The size of this authority further implies the size of the workload owned by the region to then be accommodated in the local government institutions. Therefore, to carry out regional institutional arrangements, Law No. 23 of 2014 on regional government must be considered in relation to understanding the authority possessed by a region.

Dynamization of environmental change, both on a macro and micro scale, requires an organization to also make changes if the organization wants to maintain its existence. Organizations must be able to master new ways that are adapted to the situation and conditions that are happening, namely adjusting organizational patterns that tend to be rigid to be more flexible. Within the scope of Local Government Organizations, based on the Government of the Republic of Indonesia Regulation No. 41 of 2007 concerning the Organization of regional apparatus, requires adjustments or changes in the pattern of institutional arrangements.¹⁸

Based on that, in relation to the implementation of food security and reserves, the formation of regional organizations in charge of food problems, must be done by rationalizing the needs of the region empirically and with scientific studies to see the urgency of its formation and its role and function. Therefore, in understanding the functions and roles of regional organizations must be actualized by giving coherent tasks to support efficiency and effectiveness.

¹⁷ Winardi, *Manajemen Prilaku Organisasi*, Kencana, Bandung, 2014. hlm. 189-190

¹⁸ Laili Fadhillah, Nurul. "Implikasi Pemberlakuan Undang-Undang No. 9 Tahun 2015 Tentang Perubahan Kedua Undang-Undang No. 23 Tahun 2014 Tentang Pemerintah Daerah Atas Perizinan Pertambangan Terhadap Legislasi Di Daerah" *Jurnal Ilmiah Pendidikan Pancasila Dan Kewarganegaraan*, Th.1 Nomor. 2 (2016)

2. Problems of organizing regional food reserves in South Bolaang Mongondow Regency

Food security in the sense of food affordability is also closely related to efforts to improve the quality of Indonesian human resources. Without adequate food support and quality, it is impossible to produce quality human resources. Therefore, building a solid food security system is an absolute requirement for national development.

Achieving a steady level of food security at the national and regional levels is not enough. The establishment of food security at the household and individual level is the target of a country's food security development. In addition to the aspect of household income levels in household food security, there are other aspects that are no less important, namely how to properly manage food security or food availability at the national and regional levels so that the incidence of food insecurity at the household level can be minimized.¹⁹

Food reserves controlled by the government, traders and households each have different functions. Food reserves controlled by the government serve to: (1) conduct pure market operations (OPM) in order to stabilize prices, (2) meet food needs due to natural disasters or social unrest, (3) Meet rice rations for fixed income groups, in this case the TNI/Polri, and (4) meet food distribution specifically such as the Raskin program.

Food reserves controlled by traders generally serve to: (1) anticipate a surge in demand, and (2) anticipate delays in food supply. Meanwhile, food reserves controlled by households both individually and collectively serve to: (1) anticipate the occurrence of food shortages in the famine season, and (2) anticipate the threat of crop failure due to natural disasters such as pest and disease attacks, climate anomalies, and floods

It should be mentioned that food economic activities in Indonesia are principally run based on free market mechanisms. Consequently, traders control the largest food reserves compared to the government and households. However, it should be underlined that the development of food security can not be completely submitted to the free market mechanism. The argument, if there is excess demand (excess demand) which is characterized by a reduced supply of goods and prices of goods that soared high, then the free market mechanism takes a relatively long time to return to the original equilibrium condition. Whereas the realization of steady food security requires that food must be available at all times in sufficient quantities and at prices that allow people to access it.

Given that the development of food security is not possible to be completely submitted to the free market mechanism, the existence of government food reserves becomes very urgent. The justification is that by controlling food reserves, if at any time there is an excess demand for food (excess demand) which is characterized by a reduced supply of goods and soaring prices of goods, the government can immediately intervene in the market, for example through pure market operations (OPM) to ensure the realization of stable prices.

In order to realize a steady food security at every level of government, in addition to food reserves controlled by traders, there must also be food reserves controlled by the government. Therefore, the existence of food reserves controlled by the government, especially by the district / city government needs to be realized. The urgency of the control of food reserves by the district/city government is because the ability of the central government to control food reserves in large quantities is increasingly limited in line with

¹⁹ Handewi P.S. Rachman, *Op. Cit.*, hlm 73-74

the increasingly limited development funds. In addition, in the era of regional autonomy, all levels of government should have complementary food reserves (complementary to each other). Meanwhile, the benefits of mastering food reserves by the district/city government is to accelerate services to the community in the event of natural disasters or social unrest due to a relatively short bureaucratic system.

As well as the existence of government food reserves, the existence of household food reserves is also very important for those who are in areas with high accessibility and with low accessibility (remote areas). Justification, because the household/individual is the last object where food security must be realized. Ideally, households either individually or collectively control food reserves to anticipate temporary food shortages caused by the cessation of food supply, for example due to the breakdown of infrastructure and transportation facilities due to natural disasters. In this condition, the fulfillment of food needs by relying on assistance from the government, especially the central government, takes a long time, both because of the relatively long bureaucratic system and because of the constraints of the breakdown of infrastructure and transportation facilities.²⁰

South Bolaang Mongondow Regency as previously described as an area with a vulnerable level of disaster vulnerability, must certainly have a blueprint in realizing resilience and food reserves that are able to be distributed and used in the event of emergency disasters such as floods, landslides, tsunamis, earthquakes, even during the covid-19 pandemic.

In addition, the conversion of agricultural land has a very large impact on food reserves. Agricultural land that changes its function will have serious implications for food production, the physical environment, and the culture of the people around the converted land. The problem is increasingly complex, because the conversion of fertile agricultural land has not been balanced by systematic efforts to develop potential land. Conversion of food agricultural land leads to the narrowing of the area of arable farming and has the potential to disrupt food reserves.

Therefore, the involvement of village governments to participate in maintaining regional food reserves in order to realize strong food security so that there is a network of food reserves both vertically, so that each other is complementary (complement). This can build coordination of food security that is integrated with the availability of food at any time with sufficient quantities and at affordable prices, people's purchasing power will be easily realized.

CONCLUSION

Based on the above description, it can be concluded that the organization of regional devices in the era of autonomy is intended to assist local governments in carrying out their duties and functions. The existence of the regional device organization itself must be designed on the basis of empirical considerations in order to be run effectively and efficiently. One of them is in realizing resilience and strong food reserves in South Bolaang Mongondow Regency, as an area with vulnerability and disaster vulnerability. The tasks and functions of regional organizations in terms of resilience and food reserves must be *senantiasa* integrated with local and village governments.

²⁰ *Ibid.*, hlm 78-79.

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