



Analysis of the Function of Regional Apparatus to Realize Strong Food Reserves in the Era of Regional Autonomy

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ABSTRACT

Food Reserves and food security are two concepts that cannot be separated because good and strong food security will have implications for both national and regional food reserves. This study aims to discuss (1) the function and role of regional apparatus organizations in the era of regional autonomy? and (2) What are the problems faced in implementing Regional Food Reserves? The research method is carried out with a normative juridical type through a *statute approach*. The study results show that (1) The duties and functions of regional organizations in terms of food security and reserves must be integrated with local and village governments. (2) Problems in the Implementation of Regional Food Reserves, namely the Management of food security or food availability at the national and regional levels and the conversion of agricultural land, which has a tremendous impact on food reserves.

ABSTRAK

Cadangan Pangan dan ketahanan pangan merupakan dua konsep yang tidak dapat di pisahkan karena ketahanan pangan yang baik dan kuat akan berimplikasi baik terhadap cadangan pangan di tingkat nasional maupun daerah. Penelitian ini bertujuan untuk membahas (1) Bagaimana fungsi dan peran organisasi perangkat daerah pada era otonomi daerah? dan (2) Apa saja masalah yang dihadapi dalam Penyelenggaraan Cadangan Pangan Daerah. Metode penelitian dilakukan dengan jenis yuridis normatif melalui pendekatan undang-undang (*statute approach*). Hasil penelitian menunjukkan (1) Tugas dan fungsi Organisasi daerah dalam hal ketahanan dan cadangan pangan harus senantiasa di integrasikan dengan pemerintah daerah maupun desa. (2) Problematika Penyelenggaraan Cadangan Pangan Daerah yakni Pengelolaan ketahanan pangan atau ketersediaan pangan di tingkat nasional dan regional yang baik dan adanya konversi lahan pertanian yang menimbulkan dampak yang sangat besar terhadap cadangan pangan.

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I. INTRODUCTION

Article 10, paragraph (1) of Law Number 23 of 2014 concerning Regional Government states that six whole affairs are not decentralized to local governments, including (1) Foreign policy; (2) Defense; (3) Security; (4) Justice; (5) National Monetary and Fiscal; and (6) Religion. Regional autonomy is given to regions in good faith to provide opportunities for parts to develop their areas. However, the provision of opportunities to exercise its authority must still be based on and within limits set in Law Number

23 of 2014, as mentioned above. One of the essential things in this distribution of authority is the establishment of Regional Apparatus Organizations at the regional level.

The Regional Apparatus Organization (OPD) is an element of local government organizers who, to achieve success, must be supported by good planning by the vision and mission of the organization (M, Nawir, & Sapriadi, 2021). The approach is through strategic planning, a series of action plans and fundamental activities that the organization implements to achieve the previously set organizational goals. One of them is about the food reserves of an area.

Food Reserves for the country are significant, especially for Indonesia, whose population in September 2020 recorded a population of 270.20 million people with a growth rate of 1.25% per year (Badan Pusat Statistik, 2020). The historical experience of Indonesia's development shows that the problem of food livelihood is closely related to economic stability (primarily inflation), aggregate economic production costs (cost of living), and national political stability (Hanafie, 2010); therefore, food reserves become absolute for the implementation of national development.

The development of food reserves as one of the essential aspects of food security is becoming very urgent. The Food Security Agency said that Indonesia's food reserves are at their lowest point, which can become a severe problem if not addressed first, considering that the world's food reserves have fallen by almost half.

The condition of low food reserves is influenced: (a) climate conditions in Indonesia are uncertain, which causes floods and droughts that demand effective and efficient management of food reserves that can overcome food insecurity; (b) uneven harvest periods between times and between regions require food reserves; and (c) the number of emergency events requires food reserves for post-disaster management, food insecurity, and regional food assistance. In addition, food reserves can also be used to anticipate the possibility of temporary food shortages caused by disruptions or cessation of food supply, for example, due to the breakdown of infrastructure and transportation facilities due to natural disasters (Suroso, 2017).

In this case, Law Number 18 of 2012 concerning Food (Food Law) confirms that the government establishes national food reserves to realize food sovereignty, independence, and food reserves. The national food reserves consist of government food reserves; local government food reserves; and community food reserves, where the local government's food reserves comprised of 1) village government food reserves; 2) district/city government food reserves; and 3) local government food reserves.

Vulnerability to natural disasters can affect food reserves both temporarily and long term. The inability to meet food needs temporarily is known as *transient food insecurity*. Natural disasters that occur suddenly, as well as price changes or shocks to markets, disease epidemics, social conflicts, and others, can cause transient (temporary) food insecurity. Transient food insecurity can affect one or all aspects of food reserves, such as availability, food access, and food utilization.

Several previous studies on the local government's role in food security have been discussed. For example, research results (Bungaran & Sinaga, 2020) show that the main problem of institutions is the management of affairs that have yet to create harmony in achieving the regional vision and mission. In addition, (Oktarina, 2020) research shows that implementing food security by the Metro City Regional Government is constrained regarding budget and human resources. Both studies examined institutional issues. In this study, a legal analysis of the role of regional apparatus in realizing food security will be carried out, and examine problems in the regions regarding food security in the era of regional autonomy.

This study aims to discuss (1) the function and role of regional apparatus organizations in the era of regional autonomy? and (2) What are the problems faced in the Implementation of Regional Food Reserves?.

II. RESEARCH METHOD

This research is normative legal research through a statute approach. Normative research must undoubtedly use a statutory approach because what will be studied is the various legal rules that are the research focus (Suhaimi, 2018). This research step starts by examining the existence of legal norms regarding food security and then looking at social facts in the field. Next, it analyzes whether there is a gap between the rule of law and social facts. The types of legal materials used in this study consist of (1) Primary legal materials, which are the main materials in conducting normative research consisting of laws and regulations related to the formation of regional and food devices. (2) Secondary legal material is a reference relating to the topic raised, consisting of books and other scientific papers. (3) Tertiary legal materials support legal materials in the form of dictionaries and other sources (print media and electronic media). Legal materials are collected by reviewing all regulations (primary materials) related to regional devices, including related references (secondary legal materials). Furthermore, the legal material is analyzed deductively, namely by concluding matters of a general nature to matters of a unique nature.

III. RESULTS AND DISCUSSIONS

Functions and Roles of Regional Apparatus Organizations in the Era of Regional Autonomy

According to Article 1 of Law No. 23 of 2014 concerning Regional Government, Government Affairs is a governmental power that is the authority of the President whose implementation is carried out by state ministries and local government organizers to protect, serve, empower, and prosper the community. The classification of government affairs, as stated in Law Number 23 of 2014, consists of 3 affairs: absolute government affairs, concurrent government affairs, and general government affairs.

Absolute government affairs are Government Affairs that are entirely the authority of the Central Government. Concurrent government affairs are divided between the Central and Regional Governments of provinces and districts/cities. General government affairs are Government Affairs, which the President's authority as head of government.

In carrying out regional autonomy that needs to be considered, regions are given the right to compile an organizational system and rules for the activities of their regional apparatus. The existence of preparation of forming a regional apparatus organization to determine a local government organization has been divided into choice and mandatory principles. However, handling each organization can be in a familiar/separate organizational form. Local governments can run an efficient and effective government by establishing the organization of the regional apparatus's institutional structure (Suaib, 2017).

In order to realize regional autonomy, namely regulating the course of government and managing natural resources in an area, an effective and efficient division of tasks is needed so that the vision and mission of the region can be achieved. Regions carry out the division with Regional Apparatus Organizations. Regional Device Organization hereinafter referred to as Regional Device (Fauzi, 2019).

Efficient and effective is something that is highly expected related to regional autonomy because it is a regional ideal that wants to advance its region by innovation and development of the region's ability to explore the potential that exists in the area in increasing human resources and more advanced regional income by Pancasila guidelines and views of Indonesian diversity. Efficient is the meaning of the ultimate goal of effectiveness.

They are structuring the organizational structure of the Regional Apparatus according to the law through the division of regional devices consisting of provincial apparatus and regency/city regional apparatus, where the formation and composition of regional devices are determined by regional regulations based on ministerial approval. The provincial apparatus consists of the Regional

Secretariat of the DPRD Secretariat, Inspectorate, Service, and Agency. Meanwhile, the district/city regional apparatus consists of Regional Secretariat, DPRD. Secretariat, Inspectorate, Dinas, Agency, and District (Winardi, 2014).

The overall activity 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, the determination of tasks and functions, the amount of manpower needed to complete a particular work oriented towards the goals that have been set. So important is the position of goals in the formation of the organization, the goals of the organization need to first be formulated clearly, in writing, and then communicated properly so that the goals can be truly understood by the members of the organization. Although in Law Number 23 of 2014 concerning Regional Government, it does not explicitly mention the purpose of forming a regional apparatus organization, but if you look at the consideration section considering that several objectives of the formation of regional apparatus organizations can be drawn, namely; a. To realize the purpose of granting autonomy; b. To carry out certain government affairs; c. To Carry out public services

The enactment of Law Number 23 of 2014 concerning Regional Government has implications for the authority of each region, both provinces and regencies/cities. This is important to note that the study of government affairs is always related to the functions of government which are the rights and obligations of every level and or structure of government in regulating and managing the functions under its authority.

This authority further has implications for the size of the workload owned by the region to be accommodated in the local government institution (Riyadi & Suryanto, n.d.). Therefore, to carry out regional institutional arrangements, Law Number 23 of 2014 concerning Regional Government must be considered to understand the authority possessed by a region.

The dynamism of environmental change, both on a macro and micro scale, requires an organization to make changes if it wants to maintain its existence. Organizations must master new ways to adapt to the situation and conditions, namely adjusting organizational patterns that tend to be rigid to be more flexible. Within the scope of Regional Government organizations, based on the Government Regulation of the Republic of Indonesia Number 41 of 2007 concerning Regional Apparatus Organizations, it demands adjustments or changes to the pattern of institutional arrangements (NL, 2016).

Based on this, the implementation of food security and reserves and the formation of regional organizations in charge of food problems must be carried out by rationalizing regional needs 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, they must be actualized by giving coherent tasks to support efficiency and effectiveness.

Problems in the Implementation of Regional Food Reserves

Food is not only a product of crops but also a product of forestry crops, livestock, fisheries, and aquatic products. So far, food is often interpreted as a product of food crops produced by the agricultural sector, and it is the agricultural sector that is responsible for food availability. This has resulted in other sectors that are also producers of food products needing more attention. The mention of various sectors in the food sense 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, and the Ministry of Marine Affairs and Fisheries, to maintain food availability to support food security (Kanza & Umar, 2015)

Food security in the sense of food affordability is also closely related to efforts to improve the quality of Indonesia's human resources (Rosyadi & Sasongko, 2017). It is impossible to produce quality

human resources without sufficient and quality food support. Therefore building a solid food security system is an absolute requirement for national development (AFIFAH, 2019).

More than achieving a steady level of food security at the national and regional levels is required. Steady food security at the household and individual levels is the goal of developing a country's food security. In addition to the household income level in household food security, there is another aspect that is 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 (Saliem, Purwoto, & Hardono, 2016).

Food reserves controlled by the government, traders, and households each have different functions. Government-controlled food reserves 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 of 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 the food supply. Meanwhile, food reserves controlled by households both individually and collectively serve to (1) anticipate food shortages in famine seasons and (2) anticipate the threat of crop failure due to natural disasters such as pest and disease attacks, climate anomalies, and floods.

Food economic activities in Indonesia are carried out in principle based on free market mechanisms. Consequently, traders control the most food reserves compared to governments and households. However, it should be underlined that the development of food security can only partially be left to free market mechanisms. The argument is that if excess demand is characterized by a reduced supply of goods and soaring prices, the free market mechanism takes a relatively long time to return to its original equilibrium state. The realization of stable food security requires that food be available at all times in sufficient quantities and at prices that allow people to access it.

Given that the development of food security cannot be wholly handed over to the free market mechanism, government food reserves are 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 high 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 stable 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 regency/city government, needs to be realized immediately. The urgency of controlling food reserves by district/city governments is because the ability of the central government to control large amounts of food reserves is increasingly limited in line with 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 benefit of controlling food reserves by the district/city government is to speed up services to the community in the event of a natural disaster or social unrest due to a relatively short bureaucratic system.

As with the existence of government food reserves, household food reserves are also very urgent for those in areas with high accessibility and with low accessibility (*remote areas*). The justification because households/individuals are the last objects 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 conditions like this, 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 the constraints of breaking up infrastructure and transportation facilities.

In addition, the conversion of agricultural land has a tremendous impact on food reserves. Transformed agricultural land will severely affect food production, the physical environment, and the culture of the communities around the converted land (Hafidah, Zulaeha, & Ariyani, 2017). The problem is increasingly complex because the conversion of fertile agricultural land has yet to be balanced by systematic efforts to develop potential land. The conversion of agricultural food land causes a narrower area of agricultural business cultivation and has the potential to disrupt food reserves.

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

IV. CONCLUSION

Based on the description above: a. the implementation of regional apparatus organizations in the autonomy era is intended to assist local governments in carrying out their duties and functions. The existence of the regional device organization itself must be designed based on empirical considerations so that it can be run effectively and efficiently. One of them is realizing strong food security and reserves in South Bolaang Mongondow Regency, as an area with disaster vulnerability and vulnerability. The duties and functions of regional organizations in terms of food security and reserves must always be integrated with local and village governments; b. Problems in the Implementation of Regional Food Reserves in South Bolaang Mongondow Regency, namely the management of food security or food availability at the national and regional levels correctly and the conversion of agricultural land, which has a significant impact on food reserves. This research only examines the role of regional devices and the problems of food reserve security. Researchers are further expected to be able to examine the mechanism for preventing agricultural land conversion because land conversion has a significant impact on food security

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