

## Arranging Food Security in Central Papua: Urgency of Regulation in Responding to the High Prevalence of Insufficient Food Consumption in the Expansion Region

**Alfin Dwi Novemyanto**

Universitas Gadjah Mada, Sleman, Indonesia

*Corresponding Author:* [alfindwinovemyanto@mail.ugm.ac.id](mailto:alfindwinovemyanto@mail.ugm.ac.id)

DOI: <https://doi.org/10.47431/jirreg.v9i1.537>

### Article Info

#### Article History;

##### Received:

2025-05-27

##### Revised:

2025-06-01

##### Accepted:

2025-06-18

**Abstract:** As a new expansion region, Central Papua Province faces serious challenges in providing the right to food, with the highest Prevalence of Insufficient Food Consumption (PKPK) nationally, which is 37.69% in 2024. This study examines the urgency of establishing food security regulations in Central Papua to guarantee the constitutional right to food and realize social justice. The method used is normative legal research with a regulatory and conceptual approach based on John Rawls' social justice theory. The results of the study indicate that there is no substantive legal gap in regulating food security at the regional level, which has an impact on weak cross-sectoral coordination and marginalization of vulnerable groups, primarily indigenous peoples. The novelty of this study lies in the emphasis on using PKPK indicators as the basis for formulating data-based and participatory regulations. This study introduces the strengthening of the role of law as an instrument of social engineering, which not only regulates technically but also emphasizes the state's responsibility in providing fundamental citizen rights. Establishing the Regional Regulation/Provincial Regulation on Food Security in Central Papua is an urgent constitutional step to realize fair, measurable, and sustainable food governance in the new autonomous region.

**Keywords:** *Food Security, Prevalence of Insufficient Consumption, Regional Regulation, Social Justice.*

## INTRODUCTION

Central Papua Province is one of the new expansion areas resulting from the implementation of Law Number 15 of 2022 concerning the Establishment of Central Papua Province, which is expected to accelerate development and equalize welfare in the Papua region. However, empirical reality shows that Central Papua Province faces serious challenges in fulfilling the community's fundamental rights, especially regarding food security. Based on data from the Central Statistics Agency (BPS) in 2024, the prevalence of inadequate food consumption (PKKP) in Central Papua Province reached 37.69%, the highest nationally (1). The figure shows structural inequality in the fulfillment of nutrition and food consumption in the community, which has the potential to threaten the quality of life and stability of

regional development. Inadequate food consumption in this region reflects economic problems and systemic failure to guarantee the right to food as part of human rights (2). Failure to respond to this condition through adequate legal instruments will continue to reproduce inequality and marginalization of the Central Papuan people from access to adequate food resources.

**Table 1. Prevalence of Inadequate Food Consumption  
in Districts or City of Central Papua**

District/city	Prevalence of Inadequate Food Consumption by Districts/city
Mimika	22.09%
Dogiyai	57.88%
Deiyai	57.91%
Nabire	24.93%
Paniai	56.52%
Intan Jaya	38.16%
Peak	52.86%
Puncak Jaya	16.97%

Source: Central Statistics Agency (BPS), 2025.

In the context of a state of law that guarantees the welfare of all its citizens, the principle of social justice, as put forward by John Rawls, becomes an important normative basis for formulating fair policies and regulations. Rawls states that inequality can only be justified if it benefits the most vulnerable groups in society (3), a principle that directly affirms the need for affirmative action in Central Papua. This Social Justice Theory provides a conceptual basis that the state has a constitutional and moral responsibility to guarantee the right to food for citizens who are most affected, as reflected in the high prevalence of inadequate food consumption (PKKP) in this region. To strengthen regulatory effectiveness, the Theory of Responsive Regulation developed by Ayres and Braithwaite can be used as a conceptual framework in the formulation of food security policies in Central Papua. This theory emphasizes adaptive, participatory and multilevel regulations, with an initial persuasive approach to sanctioning repeated violations. Without a contextualized and responsive regulatory approach, food policies risk remaining partial, temporary and failing to reach the root of systemic problems (4). In this perspective, a legal instrument in the form of a regional regulation (*Perda*) or provincial regulation (*Perprov*) concerning food security is a tangible manifestation of law as a social engineering tool. Without contextual and legally binding regulations, implementing food policies in Central Papua tends to be partial and unsustainable. As a result, food handling programs are only temporary and fail to reach the systemic roots of the problem.

On the other hand, Central Papua, as a new expansion region, has special challenges regarding institutions, bureaucracy, and limited public service infrastructure. The process of regional expansion is often faced with the problem of institutional capacity that is not yet established and high dependence on central government intervention. The need for specific regulations that favor vulnerable groups becomes increasingly urgent in such conditions, especially in vital aspects such as food security. Without binding legal instruments, the food development strategy in Central Papua will only rely on sectoral policies that are centralistic and unable to answer local needs. Constitutional and legal support provides space for regions to formulate their regulations per their socio-cultural and geographical conditions. The formation of Regional Regulations (*Perda*) or Provincial Regulations (*Perprov*) on Food Security is not only an implementation of decentralization but also a reflection of the state's responsibility to protect citizens' economic, social, and cultural rights.

In addition, food security is a multidimensional sector that concerns food availability, access, distribution, price stability, and the quality of community consumption. In Central Papua, dominated by mountainous and remote areas, geographical challenges are the main obstacles in the distribution of food logistics. This is exacerbated by weak coordination between agencies and the suboptimal planning of food development based on customary areas and local communities. Without comprehensive and binding regulations, food development strategies in this region tend to be unaccountable and do not have clear parameters for success (5). Food security regulations are important not only as technical guidelines but also as a legal umbrella for synchronizing cross-sector programs, regional budget allocations, and involving indigenous peoples in local food security systems. This is also a means to ensure that regional autonomy is not just an administrative slogan but also a path to substantive justice.

As the prevalence of inadequate food consumption in Central Papua continues to increase without being accompanied by an adequate legal framework, the right to food as part of the fundamental rights of citizens will be further eroded. This situation can have an impact on increasing poverty rates, stunting, and generational failure, which ultimately prolongs structural inequality between regions in Indonesia. In an ideal decentralization framework, new expansion regions should be given sufficient regulatory space to form policies according to the real needs of their communities. Therefore, an in-depth study of the urgency of forming regulations on food security in Central Papua is critical, both as a form of implementing the theory of social justice and as a strategy for developing regional law. By making justice a conceptual basis and law as a structural instrument, the formation of regional regulations on food security can be directed to strengthening social protection for vulnerable communities in Central Papua. The existence of this legal instrument will also emphasize the function of law as a regulator, protector, and director of development policies that guarantee the right to food in a sustainable manner.

## **RESEARCH METHOD**

The research method used in this paper is normative legal research that focuses on the study of positive legal norms, legal principles, and legal principles relevant to food security in Central Papua. The approaches used are the statute and conceptual approaches, which aim to examine the need and urgency of establishing food security regulations in response to the high prevalence of insufficient food consumption in the expansion areas. Legal data were collected through literature studies of laws and regulations, official government documents, legal journals, and reports from the Central Statistics Agency (BPS) in 2024 and 2025. The data that has been collected is analyzed qualitatively using John Rawls' theory of social justice as the primary analytical tool to assess the extent to which the regulations designed can protect the most vulnerable groups in society. The analytical technique used is a descriptive-prescriptive analysis, which describes the existing legal problems and formulates legal norms that should apply to regulate them reasonably. Through this approach, research is expected to contribute to forming more responsive regional laws that are data-based and oriented towards substantive justice in fulfilling the right to food.

## **RESULT AND DISCUSSION**

### **Prevalence of Insufficient Consumption as an Indicator of Food Security Fulfillment**

The prevalence of Insufficient Consumption (PKTK) is the proportion of the population experiencing insufficient energy consumption below the minimum requirement to live healthily and actively compared to the population as a whole in a certain year (6). The National Food Agency developed an explanation for reporting the number of people experiencing inadequate national food consumption. The prevalence of Insufficient Consumption PKTK not only reflects the food consumption situation but also directly reflects the systemic failure to ensure adequate food access for all citizens. From a human rights law perspective, prevalence of Insufficient Consumption (PKTK) can

be positioned as an indicator of violations of the right to food guaranteed in various national and international instruments. The urgency to understand and respond thoughtfully to prevalence of Insufficient Consumption (PKTK) figures is a state obligation. This is increasingly important when the indicator is used to formulate and strengthen food security regulations in the regions.

The prevalence of Insufficient Consumption (PKTK) indicators is closely related to the three main pillars of food security: availability, access, and utilization (7). Food availability concerns how much food is physically available in a particular area. In contrast, food access focuses on individuals' or households' economic and social capabilities in obtaining food. Food utilization concerns sufficient consumption in terms of nutritional quality and quantity (8). The high prevalence of Insufficient Consumption (PKTK) directly indicates failure in the pillars of access and utilization, which can be caused by poverty, poor food distribution, or low public nutrition awareness. These three pillars are the main elements in the definition of food security as stated in Law Number 18 of 2012 concerning Food. The existence of prevalence of Insufficient Consumption (PKTK) is the main parameter for assessing the effectiveness of a region's food security system.

Based on data from the Central Statistics Agency (BPS) in 2024, Central Papua was recorded as the province with the highest prevalence of Insufficient Consumption (PKTK) rate in Indonesia, which was 37.69%. This figure exceeds the national average and ranks highest among all provinces in Papua (Table 2). The high prevalence of Insufficient Consumption (PKTK) rate reflects the food security crisis experienced by the people of Central Papua, most of whom live in remote and difficult-to-reach areas. This region faces structural obstacles through minimal infrastructure, limited logistics, and a lack of access to adequate markets and public services. This situation causes vulnerable groups, including indigenous peoples and women, to face a greater risk of malnutrition and food insecurity. This fact shows that the prevalence of Insufficient Consumption (PKTK) rate cannot be ignored but must be used as an early signal for policy reform at the regional level.

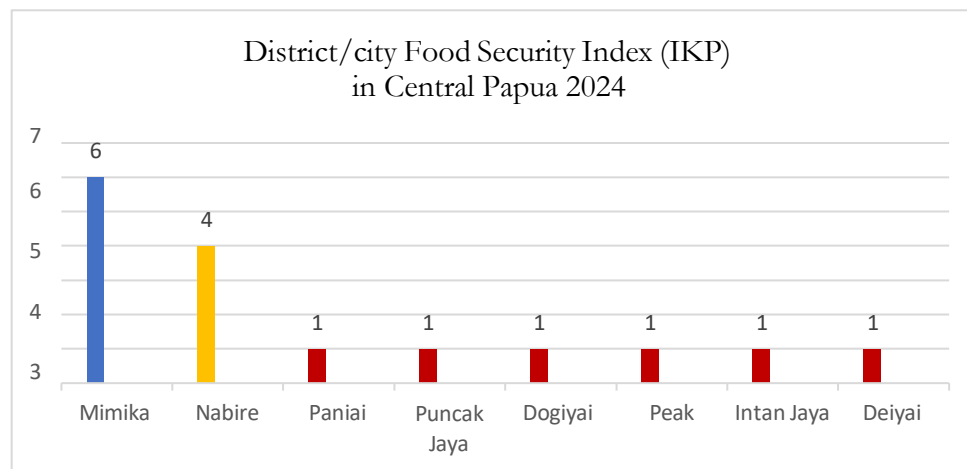
**Table 2. Comparison of Prevalence of Inadequate Food Consumption in the Land of Papua in 2024**

Province	Prevalence of Inadequate Food Consumption
West Papua	21.91%
Southwest Papua	20.53%
Papua	26.03%
South Papua	29.26%
<b>Central Papua</b>	<b>37.69%</b>
Papua Pegunungan	27.26%

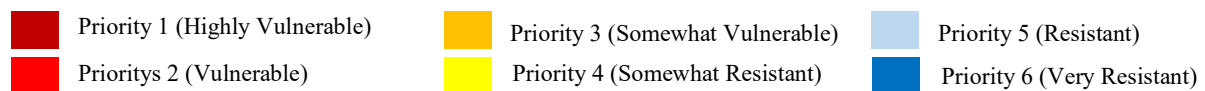
Source: Central Statistics Agency, 2025.

The high prevalence of inadequate food consumption in Central Papua Province is reinforced by the 2024 Food Security Index (IKP) data, which reflects the weak governance of food security in the region. Of the eight districts in Central Papua, six districts, namely Paniai, Puncak Jaya, Dogiyai, Puncak, Intan Jaya, and Deiyai, are categorized as Priority 1, indicating a very high level of vulnerability to the food security crisis. Only Mimika Regency obtained a relatively good score with an index of 6. It was classified as Very Resistant, followed by Nabire Regency, which was included in Priority 4 with a Somewhat Resistant classification (Figure 1) (9). This condition reflects a relatively sharp development gap between regions within the scope of one province. This disparity is a concrete indication of suboptimal regional development planning and the lack of policy intervention based on

local needs in the food security sector. This imbalance shows the urgency of forming regional regulations that can direct policies in a focused, fair, and targeted manner.



**Description:**



**Figure 1. Food Security Index (IKP) of Districts/Cities in Central Papua 2024**

Source: Food Security Agency, 2025.

From the perspective of the law on the right to food, the high prevalence of insufficient consumption in Central Papua is a real representation of the failure to fulfill the fundamental rights of citizens that the constitution and laws and regulations have guaranteed. Article 28C paragraph (1) and Article 28H paragraph (1) of the 1945 Constitution of the Republic of Indonesia emphasize that everyone has the right to fulfill their basic needs to develop themselves fully as dignified human beings. The right to food is also guaranteed Law Number. Year 2012 concerning Food and Law Number 39 Year 1999 concerning Human Rights. In this context, the high prevalence of Insufficient Consumption (PKTK) reflects a systemic violation of the state's obligation to provide, protect, and fulfill the right to food. When the state is not present in guaranteeing adequate access to food, this is a form of state failure in carrying out its constitutional mandate. The high prevalence of Insufficient Consumption (PKTK) figures must not only be read as technical statistics but also as a reflection of the state's accountability and compliance with legal norms.

High PKTK's impact is crucial, especially for the quality of human development and the principle of social justice. The prevalence of insufficient consumption causes high rates of stunting, malnutrition, and decreased economic productivity in communities in affected areas (10). As a result, areas such as Central Papua continue to lag in the Human Development Index (HDI) and experience prolonged social exclusion. In the context of John Rawls' theory of social justice, the state should prioritize improving the conditions of the most disadvantaged groups, including indigenous peoples and isolated areas (11). Therefore, prevalence of Insufficient Consumption (PKTK) data can be used as an affirmative basis in formulating fairer and more proportional public policies. Ignoring the high prevalence of Insufficient Consumption (PKTK) conditions will perpetuate inequality and hinder the achievement of the ideals of social justice for all Indonesian people.

The urgency of making prevalence of Insufficient Consumption (PKTK) a benchmark for preparing food security regulations cannot be ignored in the regional legal framework. This figure must

be institutionalized in every regional planning and policy-making document, including the Regional Medium-Term Development Plan (RPJMD) and academic papers for forming Regional Regulations or Provincial Regulations on Food Security. The regulations formed need to be data-based, participatory, and responsive to the facts of local vulnerability as measured through prevalence of Insufficient Consumption (PKTK). Central Papua, as a new autonomous region, has the authority to form regulations based on local characteristics and its people's urgent needs. Thus, making prevalence of Insufficient Consumption (PKTK) a primary indicator can help ensure that regional policies address real problems and are not merely based on macro assumptions. In this context, forming food security regulations is a strategic instrument to overcome the food consumption crisis that continues to haunt Central Papua.

### **Food Security as an Instrument of Development and Fulfillment of Constitutional Rights**

Food security from a national legal perspective is comprehensively regulated in Law Number 18 of 2012 concerning Food, which defines it as a condition of fulfilling food for households as reflected in the availability of sufficient food, both in quantity and quality, safe, diverse, nutritious, evenly distributed, and affordable. This definition aligns with international standards formulated in the Sustainable Development Goals (SDGs), especially the second goal: Zero Hunger. The SDGs emphasize the importance of eradicating Hunger and ensuring everyone can access nutritious food without discrimination (12). Food security is positioned as a strategic instrument to ensure the dignity of human life's survival in national and global norms. This confirms that food security is not merely a technical issue but rather part of the state's legal commitment to protect the fundamental rights of its citizens. Therefore, the fulfillment of food security needs to be understood within a normative framework as a legal responsibility and not merely a sectoral policy.

In constitutional law, food security has a strategic position as a fundamental right guaranteed by the 1945 Constitution of the Republic of Indonesia, especially Article 28C paragraph (1) and Article 28H paragraph (1). Article 28C states that everyone can develop themselves to fulfill their basic needs. At the same time, Article 28H affirms everyone's right to live in physical and spiritual prosperity, including obtaining food. This norm places access to food as an integral part of human rights that the state must fulfill. In the doctrine of a state of law that upholds human dignity, fulfilling basic needs such as food cannot be postponed, and its sustainability must be guaranteed. Food security as a constitutional right requires the state to be passive and proactive in forming policies, programs, and budget allocations to realize it. In every development strategy, the issue of food security must be placed within the framework of protecting the constitutional rights of citizens.

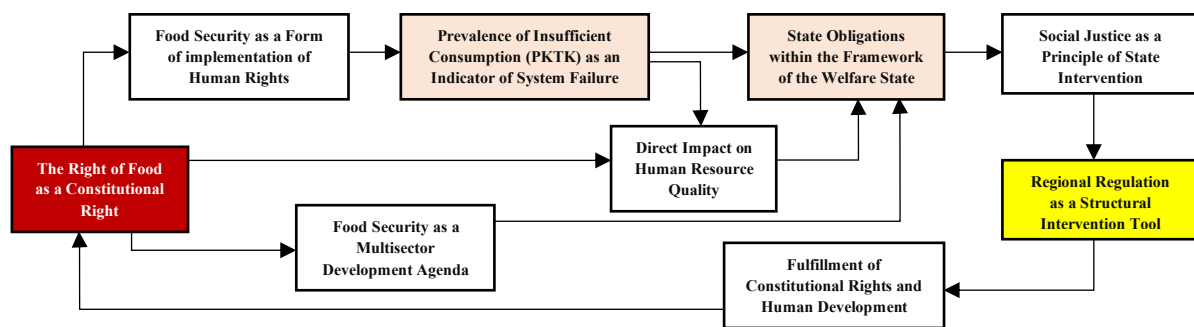
Food security is closely related to human resource development, especially in disadvantaged areas that face structural challenges such as poverty, geographic isolation, and minimal access to basic services. The provision of sufficient and nutritious food is a primary prerequisite for improving the quality of health, education, and community productivity (13). In remote areas such as the interior of Central Papua, food security determines the achievement of the Human Development Index (HDI), which directly affects the quality of the next generation. When nutritional fulfillment is disrupted due to insufficient food consumption, human development will stagnate, widening the gap between regions. In this context, food security impacts health and economic aspects and determines equal opportunities between citizens. So, food security strategies must be a priority in national and regional development policies.

On the other hand, food security is a multi-sector policy that requires an integrative approach from various fields such as agriculture, health, education, social protection, and infrastructure. The agricultural sector determines food availability, but road infrastructure, distribution systems, and public nutrition education greatly influence access and utilization. The health and education sectors ensure that

the public understands the importance of consuming nutritious and safe food. Social protection, such as non-cash food assistance, is also an important part of efforts to ensure food access for vulnerable groups. Therefore, a silo approach in addressing food security issues must be avoided, and instead, institutionally coordinated cross-sectoral planning is needed. This integration must be ensured through strong and responsive regional laws and institutions.

Within the framework of a welfare state, the state is obliged to guarantee the fulfillment of the right to food for all Indonesian people without discrimination. The principle of a welfare state places the state as the leading actor in creating conditions that allow people to live decently (14), Including in terms of access to food. The state cannot relinquish its responsibility to market mechanisms alone because this risk widening the gap and excluding marginalized groups. Therefore, the state's role must be realized through regulation, intervention in staple food prices, provision of government food reserves, and subsidies for vulnerable areas. According to the principles of a welfare state, food security is not only about the physical availability of food but also ensures fair affordability and accessibility for all levels of society. Injustice in food distribution must be considered a failure of the state to implement the constitutional mandate and the philosophy of the welfare state.

In John Rawls' social justice theory, the state must undertake affirmative intervention to ensure that public policies benefit the most vulnerable or marginalized groups (11). In this case, food security must be prioritized for communities in isolated, poor, and neglected areas such as Central Papua, which statistically has the highest prevalence of inadequate consumption nationally. State intervention is a moral and legal necessity to correct the historical and geographical inequalities that occur. As in Rawls' difference principle, inequality can only be justified if it provides maximum benefits for the least advantaged (3). Special Autonomy of Papua, including Central Papua, as a result of expansion, provides a legal framework supporting affirmative policies in food security. Therefore, food security in Papua is not just a sectoral need but part of an effort to reconstruct social justice based on the region and the history of inequality.



**Figure 2. Food Security Cycle as an Instrument of Development and Fulfillment of Constitutional Rights**

Source: Author

Considering the complexity of food security issues and the high prevalence of Insufficient Consumption (PKTK) in Central Papua, the formulation of fair and contextual policies and regulations is a legal necessity. Regional regulations on food security must be built on constitutional principles and welfare state mandates and based on the theory of social justice that places vulnerable groups as a policy priority. Mainstreaming the right to food in the special autonomy policy in Central Papua cannot be separated from the state's responsibility to ensure a decent life for every citizen without geographical discrimination. Therefore, the prevalence of Insufficient Consumption (PKTK) indicator must be the primary consideration when preparing development plans and allocating regional budgets. In the

context of the expansion region, this reflects a commitment to affirming fair policies within the framework of substantial regional autonomy. This entire agenda demands consistency, political courage, and integration of cross-sector policies to create a food security structure that guarantees fundamental rights in concrete terms.

### **Urgency of Establishing Food Security Regulations in Central Papua**

The absence of Regional Regulations (*Perda*) or Provincial Regulations (*Perprov*) that specifically regulate food security in Central Papua is a form of substantive legal vacuum that deserves attention. In the context of regional autonomy, this regulatory vacuum reflects the absence of a legal umbrella that can organize the implementation of food security in a systematic, measurable, and accountable manner. Law number 18 of 2012 concerning Food emphasizes the importance of regional regulations as part of decentralized national food governance. The absence of regulations in new regions, such as Central Papua, has the potential to cause irregularities in the implementation of food policies, weak institutional accountability, and the absence of a binding framework. From a constitutional law perspective, this vacuum can be interpreted as structural negligence in regulating citizens' fundamental rights to adequate food. Therefore, regulatory arrangements are a must to prevent stagnation in efforts to fulfill these constitutional rights.

Regulation is a technical, regulatory tool and a social engineering instrument that encourages behavioral change and strengthens local institutions (15). From a legal sociology perspective, establishing a Regional Regulation or Provincial Regulation on food security can be a catalyst in building collective awareness, increasing the capacity of regional bureaucracy, and clarifying authority between institutions. Strengthening regulations will ensure that regional institutions do not work within a partial and reactive policy framework. Central Papua, a new region with a still-developing government structure, needs a legal framework to establish a resilient and sustainable food security system. Without regulations, institutional practices tend to be improvisational and prone to unaligned sectoral interventions. Therefore, the function of regulations in orchestrating food governance is urgent and cannot be postponed.

The principle of decentralization stated in Article 18 of the 1945 Constitution places the regional government as the main actor in responding to unique local needs, including food problems in Central Papua. Food security in this region cannot be viewed as a national issue alone, but rather as a regional problem that demands contextual solutions based on data and regional conditions. Within this framework, regional law is the answer to the need for responsive, flexible, and equitable regulations both spatially and sociologically. The Central Papua Provincial Government needs to take a proactive role in initiating regulations that are affirmative and adaptive to local challenges, including geographic conditions, demographics, and community customs. Decentralization provides discretionary space for regions to formulate legal norms according to their respective characteristics. However, without regulation, this discretion loses legal legitimacy and consistent policy direction.

Regional regulations on food security can be designed as legal instruments that contain a roadmap for regional food development, division of roles of cross-sector actors, planned budget allocation, and measurable achievement indicators. The preparation of this roadmap must be based on academic studies and a comprehensive analysis of the regional food situation, including data on the high prevalence of insufficient consumption (PKTK) in Central Papua. With regulations, food security development will not be patchwork or dependent on non-integrated sectoral initiatives. Regional regulations also allow for establishing a law-based monitoring and evaluation mechanism so that the supervision of program implementation becomes more effective. In addition, regulations can be the basis for strengthening synergy between stakeholders, including the private sector, traditional institutions, and civil society organizations. These roles can only function optimally within a clear and binding legal framework.



The main risk of the absence of a legal basis for food security in Central Papua is fragmented policies that are not integrated and prone to conflicts of interest. Without holistic and participatory regulations, food policies will run sectorally and overlap between related agencies (16), Such as agricultural, health, and social services. This situation will weaken the effectiveness of state intervention in fulfilling the right to food as part of the welfare state principle. In addition, without legal legitimacy, various local initiatives that have been running also do not guarantee continuity or accountability (17). Therefore, establishing local regulation is not only administrative but also structurally necessary to ensure effective food governance. It also serves as a bridge to ensure the involvement of Indigenous peoples and local stakeholders in a democratic and inclusive food security system.

In the context of Papua as a region with Special Autonomy status, regional regulations on food security have high political and moral urgency as a form of concrete response to conditions of inequality. Data from the Central Statistics Agency in 2024 shows that Central Papua has the highest prevalence of Insufficient Consumption (PKTK) rate in Indonesia at 37.69%, a condition that normatively demands affirmative policies from the state. Therefore, forming regional regulations is a legitimate and strategic constitutional path to normalize state intervention in ensuring social justice and fulfilling fundamental rights. This regional regulation is also important for integrating local wisdom and customary-based food practices, which have been marginalized in national food modernization policies. From Rawls' social justice perspective, state intervention must focus on the most vulnerable groups, and indigenous peoples in Central Papua are included in that category. Therefore, forming food security regulations is a concrete step that reflects the state's responsibility towards structurally disadvantaged and marginalized areas.

### **Policy Comparison: Food Security Regulatory Practices in Other Provinces and Countries**

West Java Province has become one of the pioneers in forming a structured food security policy through Bandung Regency Regional Regulation No. 2 of 2020 concerning Procedures for Organizing Regional Government Food Reserves. This regulation comprehensively regulates the food governance framework, from institutions to strengthening local farmers and producers, as well as food distribution and food security for people experiencing poverty. The legal structure of the Regulation emphasizes the role of the Food Security Service as an implementing institution, as well as forming a cross-sector coordination forum. Its normative substance emphasizes the importance of policy integration between provincial and district/city governments. This instrument is a concrete example of how local governments can proactively realize the right to food through a legal approach. The effectiveness of the West Java regulation shows a positive correlation to increasing the stability of food supply and access at the regional level.

Meanwhile, several districts in Indonesia have also demonstrated similar initiatives with a more specific approach to the local context. Klungkung Regency in Bali Province has adopted Bali Provincial Regulation (*Perda*) Number 8 of 2019 concerning the Organic Farming System, which implicitly supports local and sustainable food security. In Sleman Regency, Yogyakarta, the existence of the Regional Regulation (*Perda*) of the Special Region of Yogyakarta Province Number 4 of 2018 concerning the Implementation of Food Reserves shows the integration between village economic development, women's empowerment and family nutritional security. Both regions have developed regulations sensitive to local characteristics, including using yard land and strengthening community food reserves. This practice shows that food security regulations do not have to be generalistic but can be formulated adaptively to local social, cultural, and geographical conditions. The success of these regions proves that regional autonomy allows the formation of legal norms that are responsive and progressive to food challenges.

Internationally, countries such as India and Brazil have developed institutionalized and systematic legal frameworks for food security. Through the National Food Security Act of 2013, India guarantees citizens the legal right to access subsidized food, focusing on vulnerable groups such as women, children, and the elderly (18). In Brazil, a multi-level regulatory system supports the Zero Hunger Policy program, including strengthening local laws in implementing food distribution and nutritional monitoring (19). Both countries show that the success of food policies depends on economic resources, consistency, and legal commitment. A solid legal framework allows for legitimate state intervention in ensuring fair food distribution. Such legal-based policies have significantly reduced national hunger rates within a decade.

Comparisons between regions or countries with food security regulations and those that do not show significant differences in the effectiveness of food program implementation. Regions that have a legal umbrella for food security tend to have clear policy directions, structured division of authority, and more certain budget allocations. In contrast, regions without local regulation or specific regulations often experience overlapping authority, weak coordination, and no measurable success indicators. The existence of regulations also plays a role in legally binding the commitment of local governments to the right to food for their people. In the context of Central Papua, which does not yet have an established food security policy structure, the absence of regulations will further exacerbate disparities in access and distribution of food. This strengthens the urgency of establishing regulations as a basis for food sector development policies in the expansion region.

Based on these regulatory practices, several elements of regional or gubernatorial regulations on food security must be formulated. First, regulations must contain transparent and integrated institutional provisions between sectors, as West Java has done. Second, there needs to be affirmation for vulnerable groups, referring to the Indian and Brazilian approaches that guarantee the right to food as a legal right. Third, Central Papua must formulate participatory instruments involving indigenous and local communities in formulating food policies. Fourth, establishing success indicators and an integrated monitoring system will strengthen the implementation of regulations. Fifth, the existence of these regulations must be directed as affirmative instruments to reduce inequality and ensure social justice by the principles of the welfare state. Thus, Central Papua can develop a contextual and equitable law-based food security system.

### **The Concept of Food Security Regulation Based on Social Justice in Central Papua**

The formulation of food security regulations in Central Papua needs to begin with designing a regional regulatory framework (*Perda*) or provincial regulation (*Perprov*) that contains elements of definition, objectives, principles, scope, and technical arrangements for implementation. The definition of food security must refer to Law Number 18 of 2012 concerning Food, which emphasizes the availability, access, and consumption of sufficient and nutritious food. The objectives of the regulation are formulated to ensure the fulfillment of the right to fair and sustainable food for all residents of Central Papua. The principles used include social justice, sustainability, participation, and protection of vulnerable groups. The regulation's scope includes managing local food resources, distribution, quality control, and control of food crises. Technical arrangements can be outlined in articles regarding institutional roles, inter-sectoral cooperation mechanisms, and budgeting.

Within the social justice framework proposed by John Rawls, regulations must prioritize the most vulnerable groups who often experience unequal access to food resources (20). Therefore, an affirmative approach to the poor, Indigenous communities and residents in remote areas must be a priority in every normative provision. Rawls' "difference principle" mandates that public policy must provide the most significant benefit to the most disadvantaged groups. In the context of Central Papua, this group includes indigenous communities living far from logistics centers, with low infrastructure

access levels and lagging food consumption indices. Affirmative provisions can include special distribution allocations, involvement in decision-making, and guarantees of strategic food supplies. The application of this principle confirms regulations as normatively and operationally legitimate distributive justice instruments.

The institutional structure of food security regulations in Central Papua must be designed by considering the effectiveness and sustainability of implementation. The establishment of the Regional Food Security Agency as an autonomous institution that is directly responsible to the governor can be the main driver of policy implementation. In addition, it is necessary to form a Local Food Forum that is deliberative and inclusive, consisting of elements of the government, indigenous communities, academics, and food business actors. The Provincial Food Security Service continues to carry out technical functions and cross-sector coordination, especially with the agriculture, health, education, and social sectors. The clarity of this structure will ensure the existence of a work unit that is responsible administratively, budgetarily, and oversight of the realization of the right to food (21). A strong institutional structure is also important in responding to crises and maintaining regional food stability.

Recognition and strengthening of the role of indigenous communities in managing food resources is an integral component of the regulation. Regulations must provide legitimacy to local wisdom practices in farming, hunting, gathering, and storing food that have been carried out for generations. This legal provision is in line with Article 18B paragraph (2) of the 1945 Constitution which recognizes and respects the unity of indigenous legal communities and their traditional rights. A community-based management model needs to be adopted in regulations to create ecological sustainability and local food sovereignty. Food distribution must also pay attention to customary norms and traditional distribution channels so that state intervention does not damage established social structures. Integration of these local values will strengthen the acceptance and effectiveness of implementing regulations at the grassroots level.

Food security regulations must be integrated synchronously with regional development planning documents and other sectoral policies. These regulations must be used as a reference in the preparation of the Regional Medium-Term Development Plan (RPJMD), the Agency Strategic Plan, and the Regional Government Work Plan (RKPD). Collaboration between sectors such as agriculture, health, education, social, and infrastructure is an absolute prerequisite because food security is multisectoral. Policy harmonization will avoid overlapping programs and ensure effective use of budget and resources (22). This inter-sectoral coordination also aligns with the principles of good governance and result-based planning. Integrating regulations and policies ensures sustainability and consistency in fulfilling the constitutional right to food.

The regulation or attached document must explicitly state the roadmap for strengthening food security in the medium to long term (5–10 years). The roadmap includes identifying food-vulnerable areas, developing regional food reserves, increasing the capacity of local farmers, and strengthening logistics infrastructure. The preparation of the roadmap requires active participation across stakeholders in order to describe the real needs and potential of each region. The short-term (1–2 years), medium-term (3–5 years), and long-term (6–10 years) implementation stages must be detailed objectively and measurably. The roadmap must also have key performance indicators (KPI) and monitoring and evaluation mechanisms. The presence of this roadmap provides strategic direction as well as an evaluative instrument in assessing the achievement of regulatory implementation.

As an initial prerequisite for forming regulations on food security in Central Papua, it must be preceded by preparing an academic paper based on empirical data and interdisciplinary studies. The academic paper will map social urgency, food disparities, local resource potential, and good practices from other regions as a comparison. This document is a rational and scientific basis for formulating responsive, contextual, and equitable legal norms. A data-based approach also ensures that regulations

are not ceremonial but rather address real problems faced by the people of Central Papua. The involvement of academics, practitioners, and local stakeholders in preparing academic papers is an important part of regulations' social and legal legitimacy. This step shows that forming regulations is a political process and an intellectual product with a strong legal basis and can be constitutionally accounted for.

## CONCLUSION

Based on the results of the study on the urgency of food security regulations in Central Papua Province, it can be concluded that the unavailability of adequate legal instruments has exacerbated the highest prevalence of food insufficiency (PKKP) nationally, which reflects the state's systemic failure to fulfill the fundamental right to food. The practical implications of this finding confirm that the formation of regional regulations (*Perda*) or provincial regulations (*Perprov*) on food security is a legal necessity to organize fair, measurable, and accountable food governance, as well as a form of affirmative intervention for the most vulnerable groups as emphasized in John Rawls' theory of social justice. Policies in the field of food security are crucial instruments to ensure the fulfillment of the right to adequate food for all citizens, especially vulnerable groups. Without structured, adaptive and legally binding policies, food security development efforts will be sectoral, unsustainable and fail to achieve social justice. However, this study has limitations because it is normative and does not cover empirical field tests on community perceptions or the technical implementability of the proposed regulations. Therefore, it is recommended for further research to take a socio-legal approach by examining the effectiveness of institutions, regional bureaucratic capacity, and the integration of local wisdom in designing food security regulations in order to strengthen the legitimacy and acceptability of legal norms at the level of the indigenous people of Central Papua.

## REFERENCE

1. Badan Pusat Statistik Indonesia. Prevalensi Ketidakcukupan Konsumsi Pangan 2024 [Internet]. 2025 [cited 2025 May 15]. Available from: <https://www.bps.go.id/id/statistics-table/2/MTQ3MyMy/prevalensi-ketidakcukupan-konsumsi-pangan.html>
2. Safa'at R. Rekonstruksi politik hukum pangan: dari ketahanan pangan ke kedaulatan pangan. Malang: Universitas Brawijaya Press; 2013.
3. Freeman S. Rawls on distributive justice and the difference principle. The Oxford Handbook of distributive justice; 2018. 13–40 p.
4. Braithwaite J. "Types of responsiveness." Regulatory theory: Foundations and applications. Australia: ANU Press; 2017. 117–132 p.
5. Iskandar AH. SDGs desa: percepatan pencapaian tujuan pembangunan nasional berkelanjutan. Yayasan Pustaka Obor Indonesia; 2020.
6. Badan Pangan Nasional. <https://satudata.badanpangan.go.id/datasetpublications/dfu/jumlah-pou-provinsi-2024>. 2025. Jumlah Penduduk yang Mengalami Ketidakcukupan Konsumsi Pangan Provinsi Update Tahun 2024.
7. Hadi A, Rusli B, Alexandri MB. DAMPAK UNDANG-UNDANG NOMOR 12 TENTANG PANGAN TERHADAP KETAHANAN PANGAN INDONESIA. Responsive: Jurnal Pemikiran Dan Penelitian Administrasi, Sosial, Humaniora Dan Kebijakan Publik [Internet]. 2019 Feb 10 [cited 2025 May 27];2(4):173–81. Available from: <http://jurnal.unpad.ac.id/responsive/article/view/26085>

8. Olusola Omotayo A, Rhoda Aremu B, Pelumi Alamu O. Food Utilization, Nutrition, Health and Farming Households' Income: A Critical Review of Literature. *Journal of Human Ecology* [Internet]. 2016 [cited 2025 May 27];56:171–82. Available from: <http://www.tandfonline.com/action/journalInformation?journalCode=rhue20>
9. Badan Pangan Nasional Indonesia. Indeks Ketahanan Pangan (IKP) Kabupaten/Kota Update Tahun 2024 [Internet]. 2025 [cited 2025 May 15]. Available from: <https://satudata.badanpangan.go.id/datasetpublications/frq/ikp-kab-kota-2024>
10. Adebisi YA IKLPIDEAMACISOA. Prevalence and socio-economic impacts of malnutrition among children in Uganda. *Nutr Metab Insights*. 2019 Nov 12;
11. Polii JLSS. Keadilan dalam inklusi menyuarakan hak-hak minoritas di tengah dinamika global. *Gema Edukasi Mandiri*; 2024.
12. Chen X, Shuai C, Wu Y. Global food stability and its socio-economic determinants towards sustainable development goal 2 (Zero Hunger). *Sustainable Development* [Internet]. 2023 Jun 1 [cited 2025 May 27];31(3):1768–80. Available from: [/doi/pdf/10.1002/sd.2482](https://doi.org/10.1002/sd.2482)
13. Suhaimi A. Pangan, gizi, dan kesehatan. Deepublish; 2019.
14. Engster D. Justice, care, and the welfare state. USA: Oxford University Press; 2015.
15. Chandra W and MKH. Hukum sebagai Alat Rekayasa Sosial: Gagasan Roscoe Pound dan Relevansinya Bagi Reformasi Hukum di Indonesia. *Jurnal Hukum Lex Generalis*. 2024;5(10).
16. Elisabeth A. Mosaik Cenderawasih-Pembangunan dan Kesejahteraan di Tanah Papua. Yayasan Pustaka Obor Indonesia; 2021.
17. ISMAIL NURDIN MS. Etika pemerintahan: Norma, konsep, dan praktek bagi penyelenggara pemerintahan. Lintang Rasi Aksara Books; 2017.
18. Chakraborty S, Sarmah SP. India 2025: the public distribution system and National Food Security Act 2013. *Dev Pract* [Internet]. 2019 Feb 17 [cited 2025 May 27];29(2):230–49. Available from: [https://scholar.google.com/scholar\\_url?url=https://www.tandfonline.com/doi/pdf/10.1080/09614524.2018.1527290%3Fcasa\\_token%3DYvy3UaSBYjUAAAAA:FwTKD1wsgpcwnxpeZezO2caS-aDantYwYNPQzQD\\_l2YEQ-7pRP-lqs7VPP20S2wNV9cXn1QEoEhyVw&hl=en&sa=T&oi=ucasa&ct=ucasa&ei=B5s1aM-hN\\_el6rQP6dvK4Ao&scisig=AAZF9b84g-Bh0MTfkt6RJIt6J7EZ](https://scholar.google.com/scholar_url?url=https://www.tandfonline.com/doi/pdf/10.1080/09614524.2018.1527290%3Fcasa_token%3DYvy3UaSBYjUAAAAA:FwTKD1wsgpcwnxpeZezO2caS-aDantYwYNPQzQD_l2YEQ-7pRP-lqs7VPP20S2wNV9cXn1QEoEhyVw&hl=en&sa=T&oi=ucasa&ct=ucasa&ei=B5s1aM-hN_el6rQP6dvK4Ao&scisig=AAZF9b84g-Bh0MTfkt6RJIt6J7EZ)
19. Lins BT, Batista JV da S, Espinoza F. Food Security Crisis in Brazil: An Analysis of Public Policies to Fight Hunger (2004-2022). *Brazilian Journal of Public Policy* [Internet]. 2023 [cited 2025 May 27];13. Available from: <https://heinonline.org/HOL/Page?handle=hein.journals/brazjpp13&id=1632&div=&collection=>
20. Rina Yulianti SH. Perlindungan Hukum Bagi Hak Masyarakat Atas Sumber Daya Pesisir. Scopindo Media Pustaka; 2022.
21. Swinburn B, Kraak V, Rutter H, Vandevijvere S, Lobstein T, Sacks G, et al. Strengthening of accountability systems to create healthy food environments and reduce global obesity. *The Lancet* [Internet]. 2015 Jun 20 [cited 2025 May 27];385(9986):2534–45. Available from: <https://www.thelancet.com/action/showFullText?pii=S0140673614617475>

22. Arafiq F, Sukmariningsih RM, Tumangkar T. Legal Harmonization in Regional Development Planning: A Pathway to Good Governance. *Library Progress International* [Internet]. 2024 Nov 2 [cited 2025 May 27];44(3):20151–8. Available from: <https://bpasjournals.com/library-science/index.php/journal/article/view/494>