

Building Equitable Decentralization in Central Papua through Reformulation of Food Security Governance Based on the Prevalence of Insufficient Consumption

Alfin Dwi Novemyanto

Universitas Gadjah Mada, alfindwinovemyanto@mail.ugm.ac.id

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Abstract

Based on data from the Central Statistics Agency (BPS) in 2024, the prevalence of inadequate food consumption in Central Papua reached 37.69%, the highest nationally. This condition reflects the weak implementation of the principle of equitable decentralization, especially in the food security sector. The research aims to analyze the relevance of the prevalence of insufficient consumption as an evaluative indicator of the performance of regional autonomy, as well as to formulate the direction of reformulation of food security governance based on the principles of asymmetric decentralization and institutional independence. The method used is normative legal research with an empirical approach, which combines statutory, conceptual and socio-juridical approaches. Data analysis is done descriptively-analytically and evaluatively to reveal the gap between legal norms and structural reality in Central Papua. The results show the dysfunction of autonomy due to the absence of adequate fiscal and institutional support. The novelty of this research lies in the placement of food consumption indicators as a juridical benchmark for the effectiveness of decentralization in new autonomous regions. The scientific contribution of this research reinforces the urgency of preparing data-based affirmative policies and structured institutional designs to ensure the fulfillment of the right to food within the framework of substantive regional autonomy.

keywords:

Equitable Decentralization; Fiscal and Institutional Asymmetry; Food Security; Prevalence of Insufficient Consumption; Regional Autonomy Independence.

Introduction

Development inequality between regions is still a structural issue in the implementation of regional autonomy in Indonesia, especially in eastern regions such as Central Papua. Despite being granted autonomous region status through Law No. 15 of 2022 on the Establishment of Central Papua Province, the province has yet to demonstrate institutional independence and public services on par with other provinces. One striking indicator is the prevalence of inadequate food consumption, which according to data from the Central Statistics Agency (BPS) (2024) reached 37.69% and is the highest nationally.¹ This figure shows the region's inability to meet the basic food needs of the community in an equitable and sustainable manner.

¹ Badan Pusat Statistik Indonesia. 2025. "Prevalensi Ketidakcukupan Konsumsi Pangan 2024." March 10, 2025. <https://www.bps.go.id/id/statistics-table/2/MTQ3MyMy/prevalensi-ketidakcukupan-konsumsi-pangan.html>.

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**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.

The high prevalence of inadequate food consumption can be used as a concrete indicator in assessing the effectiveness of regional autonomy implementation. In the theory of regional autonomy independence, as proposed by Rondinelli and Cheema, the degree of autonomy is not only measured by delegated authority, but also by the capacity of the region to provide basic services and improve the welfare of its people.² When Central Papua does not have the support of the Special Allocation Fund (DAK) for Non-Physical Food Security and Agriculture in fiscal year 2024³, it shows that the state has failed to guarantee the principle of fair and equitable decentralization. The prevalence of insufficient food consumption is a direct symptom of the weak fulfillment of economic, social and cultural rights by local governments, which should be a concrete manifestation of the principle of "independence" as stipulated in Article 18 Paragraph (2) of the 1945 Constitution.

**Table 2. Central Papua Province Food Security and Agriculture Fund Allocation
 from the Central Government**

No.	District/city	Transfer to Regions (Rp)	Nonphysical Special Allocation Fund (Rp)	Food Security and Agriculture Fund (Rp)
1	Mimika	3.080.872.530	178.964.956	-
2	Nabire	1.435.607.390	165.751.750	-
3	Paniai	1.344.674.725	143.050.876	-
4	Puncak Jaya	1.469.012.971	41.515.036	-
5	Dogiyai	1.024.332.121	63.307.252	-
6	Peak	1.535.023.095	31.743.182	-
7	Intan Jaya	1.156.384.897	25.033.207	-
8	Deiyai	969.325.699	70.382.503	-

Source: Book of Allocation and Summary of Transfer Policies to Regions for Fiscal Year 2024
 Central Papua Province

² Cheema, G. Shabbir, and Dennis A. Rondinelli, eds. "Decentralizing governance: Emerging concepts and practices." (2007).

³ Kementerian Keuangan Republik Indonesia. 2023. *Buku Alokasi Dan Rangkuman Kebijakan Transfer Ke Daerah Tahun Anggaran 2024 Provinsi Papua Tengah*. Jakarta: Direktorat Jenderal Perimbangan Keuangan.

This condition also reflects the failure of the state to guarantee the right to food, which is part of human rights as stipulated in Articles 28C and 28H of the 1945 Constitution and Article 11 of the International Covenant on Economic, Social and Cultural Rights (ICESCR), which Indonesia has ratified through Law Number 11 of 2005. The delegation of authority to the regions without being accompanied by budgetary and institutional support gives birth to autonomy dysfunction. Central Papua is a concrete example of how decentralization can create development stagnation and even regression if it is not supported by a legal and fiscal framework that is responsive to regional disparities. The prevalence of inadequate food consumption must be understood as not just statistical data, but a juridical indicator of the implementation of regional autonomy that is not effective and fair.

The idea of equitable decentralization calls for affirmative policies that allow regions with special characteristics such as Central Papua to receive greater support from the state, both in terms of fiscal, regulatory, and institutional technocracy. A symmetrical approach to fiscal transfers is irrelevant for regions with highly unequal levels of need and capacity. When the state treats all provinces uniformly in allocating food security funds, it needs to be considered in light of Central Papua's conditions, which show a much higher urgency. In this context, it demands that the state not only hand over administrative authority, but also ensure that regions have the legal and fiscal instruments to realize the welfare of their citizens.⁴

The failure to meet basic needs such as food in Central Papua indicates a disorientation in the implementation of the principle of decentralization, which should guarantee the ability of regions to manage government affairs under their authority independently and responsibly. Decentralization should not only be interpreted as the delegation of affairs, but also the guarantee of political, administrative and fiscal capacity to manage these affairs effectively.⁵ Looking at the condition of Central Papua, the absence of allocation of Food Security and Agriculture Funds from the central government shows the weak political will of the state in ensuring that new regions have proper food management instruments. This is contrary to the affirmation of Article 18B of the 1945 Constitution of the Republic of Indonesia, which recognizes and respects the specificity and diversity of regions within the Unitary State of the Republic of Indonesia. The urgency of formulating affirmative policies in inclusive food security governance must be used as a parameter in evaluating the direction and effectiveness of regional autonomy implementation in Central Papua as a whole.

The urgency of reformulating food security governance in Central Papua cannot be delayed. This reformulation must include the redesign of central-regional fiscal policies, the establishment of local food institutions, and the preparation of regional regulations that are contextual to local needs. The independence of regional autonomy will only be meaningful if accompanied by the real ability of the region to guarantee the basic rights of its citizens⁶, including the right to food. This research aims to find out the decentralization and food security challenges in the new autonomous region of Central Papua, the prevalence of inadequate consumption as an indicator of evaluating the performance of regional autonomy, a comparative study of decentralization and food security governance in the context of local government reform, and reformulation of food security governance in the perspective of equitable decentralization in Central Papua. Thus, regional autonomy does not stop at the rhetoric of authority, but transforms into a constitutional instrument that guarantees real social justice.

⁴ Christia, Adissya Mega, and Budi Ispriyarso. "Desentralisasi fiskal dan otonomi daerah di Indonesia." *Law Reform* 15, no. 1 (2019): 149-163.

⁵ Hastuti, Proborini. "Desentralisasi fiskal dan stabilitas politik dalam kerangka pelaksanaan otonomi daerah di Indonesia." *Simposium Nasional Keuangan Negara: Kementerian Keuangan Ri Tahun 2018* (2018): 784-799.

⁶ Jasir, Johan. *Penegakan hukum dan hak asasi manusia di era otonomi daerah*. Deepublish, 2019.

Research Method

The research method in this study uses normative legal research with an empirical approach to examine the inequality of food security governance in Central Papua as a mirror of the weak implementation of the principle of equitable decentralization. This research uses three main approaches, namely a statutory approach to examine legal norms governing decentralization and the right to food; a conceptual approach to understand the theory of regional autonomy independence and the principle of equitable decentralization according to Rondinelli and Cheema; and a socio-legal approach to link the legal framework and the factual conditions of inadequate food consumption based on data from the Central Statistics Agency. Primary data sources used include national and international laws and regulations, food consumption prevalence data and Food Security Fund allocations from Central Statistics Agency (BPS) and the Ministry of Finance. Secondary data were obtained from legal journals, academic documents and reports of relevant ministries. The analysis is descriptive-analytical and evaluative, to identify gaps between decentralization norms and practices in the context of food security. The data collection method is carried out through document studies of primary and secondary legal materials, which are then systematically analyzed in order to formulate the direction of inclusive, fair and constitutional food security governance policy reformulation for Central Papua.

Discussion and Analysis

Decentralization and Food Security Challenges in the New Autonomous Region of Central Papua

After the passing of Law Number 15 of 2022 concerning the Establishment of Central Papua Province, the government normatively emphasized its commitment to strengthen regional autonomy within the framework of the Unitary State of the Republic of Indonesia. Central Papua was formed with the hope of accelerating development, expanding the reach of public services, and recognizing the specificity of the region and indigenous Papuans. However, factual conditions in Central Papua show that regional expansion is not automatically followed by strengthening fiscal and institutional capacity. In the early stages of implementation, the province faced major challenges in fulfilling basic services, including in the food security sector. Lack of institutional infrastructure and fiscal constraints have led to inequalities in the provision of public services. From the perspective of the theory of regional autonomy independence, this situation indicates a substantial lack of decentralization implementation.

The inequality of basic services in Central Papua is even more evident when faced with data on the prevalence of inadequate food consumption which is still high. Food security as part of the right to social welfare of citizens should be guaranteed by the state through substantive and operational autonomy mechanisms. Central Papua as a new autonomous region does not receive the Food Security Nonphysical Special Allocation Fund (DAK) as stated in the Allocation and Summary of Transfer Policy to Regions Fiscal Year 2024 of Central Papua Province. The absence of specific fiscal support for food security exposes limitations in fiscal distribution that are sensitive to the needs of new regions. Within the framework of Rondinelli's theory of decentralization, this condition reflects a bottleneck in the implementation of devolution that should strengthen regional capacity.⁷ This configuration hinders Central Papua's ability to build a food security system that is responsive to local needs.

Central Papua Province also faces the fundamental problem of weak institutional capacity in designing and implementing food security policies. The absence of adequate technocratic tools at the provincial level is an obstacle in the preparation of data-based and results-oriented programs

⁷ Rondinelli, Dennis A. "Decentralization and development." In *International development governance*, pp. 391-404. Routledge, 2017.

and activities. Dependence on the central government in determining development priorities is still very high. This affects regional flexibility in responding to local needs contextually. This weak institutional capacity is contrary to the principles of self-government and self-reliance.⁸ This situation reflects the lack of an institutional foundation that can effectively support autonomy.

The absence of Special Allocation Fund (DAK) Nonphysical Food Security allocations in Central Papua indicates fiscal asymmetry within the framework of regional autonomy. Although the spirit of expansion is based on the principles of justice and recognition of regional specificities, budgeting practices have not reflected the principle of affirmative action for underdeveloped regions. This situation is contrary to the spirit of Article 18B paragraph (1) of the 1945 Constitution of the Republic of Indonesia, which recognizes and respects special and special units of regional government. In the context of decentralization, according to Rondinelli and Cheema, the success of devolution is largely determined by the fair and proportional distribution of financial resources.⁹ The imbalance in budget allocation has hampered the development of strategic sectors such as food security. This indicates the need to restructure the budgeting structure within the framework of decentralization.

The high prevalence of inadequate consumption in Central Papua reflects an objective condition of weak public services that are the domain of local government. Food security as part of economic, social and cultural rights has been recognized in various national and international legal instruments. Autonomous regions should have the capacity to manage these affairs independently. In the theory of regional autonomy independence, the delegation of authority should be followed by the delegation of resources and increased institutional capacity.¹⁰ Vacancies in budget allocations such as the Special Allocation Fund (DAK) Nonfisik Food Security indicate that the decentralization structure has not fully supported the fulfillment of citizens' basic rights. This is also a reflection of the unsynchronization of central policies with regional needs.

The problem of food security in Central Papua cannot be separated from the disharmony between the legal norms of decentralization and its implementation practices. Juridically- formally, Central Papua has been established as an autonomous region, but this recognition has not been accompanied by budget affirmation in vital sectors. This inequality has implications for the community's weak access to basic needs. Effective decentralization must improve the efficiency and responsiveness of public services. When national policies do not provide adequate fiscal space, the ability of regions to carry out autonomy functions is limited¹¹. This suggests a need to review the consistency of the application of regional autonomy principles in the context of regional development.

The absence of fiscal support for food security reflects the absence of a decentralization policy monitoring and evaluation system that is adaptive to the dynamics of new autonomous regions. The central government still applies a symmetrical approach to fiscal sharing without considering the objective conditions and structural vulnerabilities faced by Central Papua. The principle of asymmetric decentralization that provides different treatment for special regions has not been consistently implemented. This emphasizes the importance of delegated authority followed by institutional and financial support. Central Papua as an expansion region faces structural obstacles that cannot be solved only with a regulative approach. Therefore, it is

⁸ Gai, Ardiyanto Maksimilianus, Agung Witjaksono, and Riska Rahma Maulida. "Perencanaan dan Pengembangan Desa." (2020).

⁹ Tiyar Cahya, Kusuma. "Kebijakan Pemberian Pertimbangan Pinjaman Daerah Oleh Menteri Dalam Negeri Kepada Pemerintah Daerah Dalam Perspektif PP No. 30 Tahun 2011." PhD diss., Universitas Jayabaya, 2015.

¹⁰ Endah, Kiki. "Pelaksanaan Otonomi Daerah di Indonesia." *Moderat: Jurnal Ilmiah Ilmu Pemerintahan* 2, no. 2 (2016): 797-804.

¹¹ Khusaini, Moh. *Keuangan daerah*. Universitas Brawijaya Press, 2018.

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necessary to consider reorganizing the fiscal and institutional approaches in order to encourage the effectiveness of decentralization.

Decentralization in Central Papua still faces serious fiscal and institutional challenges, especially in the food security sector. Inequalities in budget allocations, weak institutional capacity and the high prevalence of inadequate consumption indicate that the implementation of regional autonomy has not yet reached a substantive level of independence. Ideal decentralization should provide flexibility for regions to manage their affairs effectively.¹² The delegation of authority must be accompanied by adequate resource distribution and capacity building. The condition of Central Papua shows the gap between the norm of decentralization and the reality of its implementation. Therefore, strengthening equitable decentralization governance is an absolute prerequisite to ensure the fulfillment of basic rights in the new autonomous region.

Prevalence of Insufficient Consumption as a Performance Evaluation Indicator of Regional Autonomy

The high prevalence of inadequate food consumption in Central Papua is a key indicator in evaluating the performance of regional autonomy implementation in the region. Based on data from the Central Statistics Agency (BPS) in 2024, Central Papua recorded a prevalence rate of 37.69%, which is the highest rate compared to all provinces in Papua. Other provinces such as South Papua (29.26%), Papua (26.03%), and Papua Pegunungan (27.26%) show relatively better conditions, although they remain at alarming levels. Even Southwest Papua and West Papua only recorded figures of 20.53% and 21.91% respectively, much lower than Central Papua.¹³ This data indicates Central Papua's relative failure to ensure the fulfillment of the right to food as part of the basic services that local governments are obliged to provide. This failure reflects the weak implementation of decentralization in ensuring the welfare of local communities.

Table 3. 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%
Central Papua	37.69%
Papua Pegunungan	27.26%

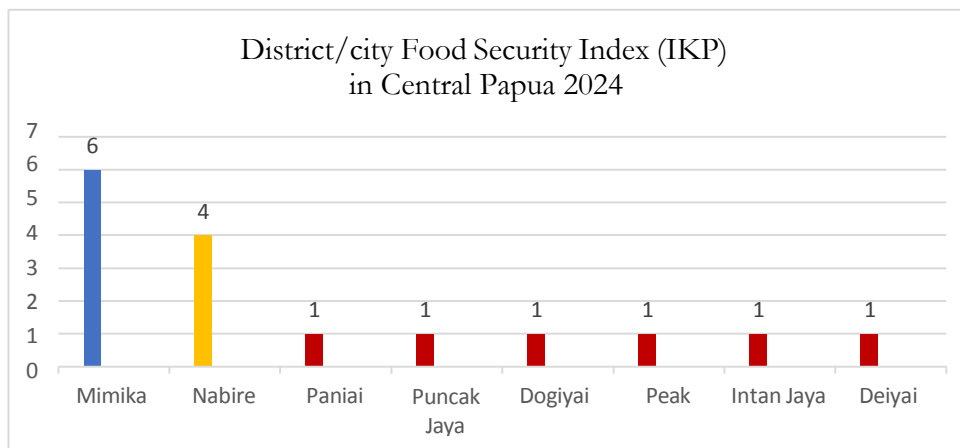
Source: Central Statistics Agency, 2025.

In support of the high prevalence of inadequate food consumption in Central Papua, the Central Papua Food Security Index (IKP) for 2024 reinforces the conclusion of weak food security governance in the region. Of the eight districts, six (Paniai, Puncak Jaya, Dogiyai, Puncak, Intan Jaya and Deiyai) are in the Priority 1 category, meaning they are highly vulnerable to food security threats. Only Mimika Regency shows a relatively better index with a score of 6 and is in the very resistant category, followed by Nabire Regency with Priority 4 which is in the Somewhat Resistant

¹² Lestari, Ratna Ani. "Tantangan Desentralisasi Fiskal." *JURNAL ILMU SOSIAL DAN ILMU POLITIK* 3, no. 1 (2023).

¹³ Badan Pusat Statistik Indonesia. 2025. "Prevalensi Ketidakcukupan Konsumsi Pangan 2024." March 10, 2025. <https://www.bps.go.id/id/statistics-table/2/MTQ3MyMy/prevalensi-ketidakcukupan-konsumsi-pangan.html>.

category.¹⁴ This imbalance indicates a significant disparity between regions in one province, as well as indicating the weakness of data-based regional development planning and interventions. When the majority of regions are in a high vulnerability status, it can be stated that the decentralization mechanism has not succeeded in providing adaptive power to local strategic issues. This condition also indicates the absence of a systematic monitoring mechanism from the central government on the implementation of decentralization functions.



Description:

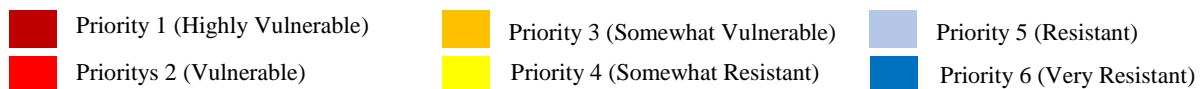


Figure 1. Food Security Index (IKP) of districts/cities in Central Papua 2024

Source: Indonesian Food Security Agency, 2025.

In decentralization theory according to Rondinelli and Cheema, the effectiveness of devolution is strongly influenced by the extent to which local governments are able to formulate policies based on the real needs of the community.¹⁵ The high prevalence of inadequate consumption and low food security index in Central Papua indicate that devolution of authority is not accompanied by devolution of adequate institutional and fiscal capacity. This has a direct impact on the inability of regions to formulate and implement policies that are solutive to food problems. In this context, regional autonomy becomes quasi-autonomy as local governments only carry out administrative functions without the substance of effective decision-making. This situation shows a disconnect between the formal delegation of authority and the availability of institutional instruments to realize it. Thus, food governance should be the main evaluative instrument for the quality of decentralization in new regions.

The performance of regional autonomy should not only be measured by the extent of the authority granted, but also by the extent to which the authority is able to guarantee the fulfillment of the basic rights of citizens. Food security is part of the right to welfare which is constitutionally guaranteed in Article 28C paragraph (1) and Article 28H paragraph (1) of the 1945 Constitution. Central Papua's failure to reduce consumption rates cannot be interpreted as a failure of the state to fulfill its obligations through the instrument of regional autonomy. In this case, decentralization

¹⁴ Badan Pangan Nasional Indonesia. 2025. "Indeks Ketahanan Pangan (IKP) Kabupaten/Kota Update Tahun 2024." 2025. <https://satudata.badanpangan.go.id/datasetpublications/frq/ikp-kab-kota-2024>.

¹⁵ Pradana, Aditya Wisnu. "Decentralization practice in developing countries: lessons for Indonesia." *Journal of Governance* 6, no. 2 (2021): 319-339.

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actually widens the gap if it is not accompanied by affirmative action and equitable distribution of resources.¹⁶ The central government has a constitutional obligation to ensure that autonomy does not create new inequalities. Evaluation of the implementation of regional autonomy must consider welfare indicators¹⁷, including the fulfillment of adequate food.

Article 18 of the 1945 Constitution provides the legal basis for the implementation of decentralization with the principle of recognition of regional specificity and diversity. In practice, these constitutional norms have not been fully realized in the fiscal policies and allocations implemented in Central Papua. Central Papua's exclusion from the allocation of the Food Security Nonphysical Special Allocation Fund (DAK) is concrete evidence of the discrepancy between norms and implementation. This situation indicates the weak corrective and protective functions of the state towards new autonomous regions that are in vulnerable conditions. If basic rights such as food are not fulfilled, it can be concluded that the state's function in distributing social justice through the autonomy mechanism has not been optimal. This requires the state to not only provide authority, but also ensure the ability of regions to manage their affairs independently.

Food security as an instrument for evaluating regional autonomy means that autonomy should not only be administrative-formal. The implementation of regional governance must rely on measurable outcomes, such as reduced poverty, increased food access, and reduced stunting. Data from the Central Statistics Agency (BPS) and the Food Security Index show that Central Papua is still far from achieving these indicators. In a decentralization framework, the effectiveness of devolution is determined by the extent to which local communities directly benefit from public policies.¹⁸ When people continue to experience hunger and food insecurity, it means that the implementation of autonomy has failed to fulfill its main objective, namely local welfare. This situation confirms food consumption indicators as a measure of decentralization success.

The absence of significant changes in food security in Central Papua also shows that autonomy has not been followed by the transformation of adaptive policy structures. Local governments have not been able to produce policy innovations that address local complexities related to isolation, food culturalism and geographical issues. Innovation is a crucial element that distinguishes substantial decentralization from mere delegation of administrative authority. When autonomous regions do not have the space and capacity to innovate, policies will remain dependent on the center and lose their local characteristics.¹⁹ In the context of Central Papua, this limitation worsens food security as a strategic sector that determines social stability. Regional autonomy without innovation will only create new unproductive bureaucratic structures.

As an evaluative indicator, the prevalence of inadequate consumption has legal significance because it concerns the fulfillment of citizens' basic rights by the state through decentralization tools. Law No. 23/2014 on Regional Government emphasizes that mandatory government affairs related to basic services must be prioritized in the implementation of autonomy. The weak realization of food security in Central Papua shows that there is no consistency in the implementation of these provisions. In this context, evaluating the performance of regional autonomy must cover juridical and empirical aspects thoroughly. Autonomy without ensuring basic rights will only create a false legitimacy for decentralization. Thus, the prevalence of insufficient consumption should be an integral part of future decentralization evaluation and

¹⁶ Paul, Smriti. "Decentralization of powers-An affirmative action." *International Journal of Applied Social Science* 4 (2017): 11-12.

¹⁷ Prabowo, Purwoko Aji, Bambang Supriyono, Irwan Noor, and M. Khairul Muluk. "Special autonomy policy evaluation to improve community welfare in Papua province Indonesia." *International Journal of Excellence in Government* 2, no. 1 (2021): 24-40.

¹⁸ Windusancono, Bambang Agus. "Strategi Pembangunan Ekonomi Daerah Di Indonesia." *Mimbar Administrasi* 18, no. 1 (2021): 89-105.

¹⁹ Bentley, Gill, and Lee Pugalís. "Shifting paradigms: People-centred models, active regional development, space-blind policies and place-based approaches." *Local Economy* 29, no. 4-5 (2014): 283-294.

reform.

The prevalence of inadequate consumption and the low food security index in Central Papua are reflections of structural weaknesses in the implementation of regional autonomy. These indicators highlight failures in the devolution of authority that are not followed by the devolution of capacity, resources, and affirmative policies from the central government. Central Papua as a new autonomous region requires a decentralization approach that is sensitive to local vulnerabilities and oriented towards fulfilling basic rights. Evaluation of the prevalence of insufficient food consumption should not only serve as a statistical indicator, but as the main benchmark in assessing the success of equitable decentralization. Reformulation of food security governance is crucial in realizing substantive and meaningful decentralization in Central Papua.

A Comparative Study of Decentralization Governance and Food Security in the Context of Local Government Reforms

Fiscal decentralization in India is one example of international practice that demonstrates the close link between regional autonomy and food security. Through the Public Distribution System (PDS) scheme, the Indian government allocates the food subsidy budget to local governments, which have great authority in program implementation at the grassroots level.²⁰ This authority is supported by a fiscal devolution system that provides fiscal flexibility to state and district governments.²¹ The institutional design allows for food policies that are more adaptive to local needs. From a decentralization perspective, India's practice demonstrates an effective form of devolution through devolution of functions, authority and resources. This is in line with the principle of self-reliance of regional autonomy, which emphasizes decision-making based on the needs of local communities.

In addition to fiscal decentralization from India, the reforms of Colombia and the Philippines also provide important precedents in the context of devolution of food security functions to local governments. In Colombia, decentralization was strengthened through a clear legal framework through Ley 715 de 2001 which created the Sistema General de Participaciones (SGP), allowing local governments to set local food policies with proportionate fiscal support.²² The Philippines through the Local Government Code 1991 provides an explicit mandate to local governments in the delivery of basic services, including food and nutrition.²³ This practice has led to the emergence of community-based policies such as feeding programs and urban farming that are spatially and socially relevant. In the theory of decentralization by devolution, this practice reflects the success of devolution in strengthening the role of local governments as direct implementers of food security policies.²⁴ Both countries show that the success of decentralization is largely determined by the clarity of the division of functions and budget support.

Practices in India, Colombia and the Philippines provide important lessons for Indonesia, especially Central Papua as a New Autonomous Region. All three place local governments as the main actors in food security governance, not just implementers of central policies. This reflects a

²⁰ Pal, Brij. "Organization and working of public distribution system in India: A critical analysis." *International Journal of Business Economics and Management Research* (2011).

²¹ Mooij, Jos. "Food policy and politics: The political economy of the public distribution system in India." *The Journal of Peasant Studies* 25, no. 2 (1998): 77-101.

²² Ospina-Tejeiro, Juan José, Jesús Antonio Bejarano-Rojas, Andrés Nicolás Herrera-Rojas, Manuela Quintero-Jácome, David Camilo López-Valenzuela, Jorge Enrique Ramos-Forero, and Steven Zapata-Álvarez. "Descripción, antecedentes y riesgo fiscal y macroeconómico del Proyecto de Acto Legislativo que modifica el Sistema General de Participaciones (SGP)." (2024).

²³ Manasan, Rosario G. "Local public finance in the Philippines—Balancing autonomy and accountability." In *Decentralization policies in Asian development*, pp. 333-387. 2009.

²⁴ Balaguer-Coll, Maria Teresa, Diego Prior, and Emili Tortosa-Ausina. "Decentralization and efficiency of local government." *The Annals of regional science* 45 (2010): 571-601.

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shift from the deconcentration model to true devolution. Central Papua can adapt certain elements of the practice, such as performance-based budget empowerment and the involvement of local communities in food decision-making. However, this adaptation must be done selectively, taking into account the social, geographical characteristics and institutional capacity of the region. This evaluation is crucial to ensure that international practices can be contextually translated within Indonesia's legal and governance framework.

The relevance of foreign practices in the Indonesian context cannot be separated from the decentralization structure stipulated in Article 18 of the 1945 Constitution and Law No. 23/2014 on Regional Government. Unlike the federal system in India, Indonesia adheres to a unitary state system with asymmetrical decentralization, especially in the Papua region. Therefore, adopting an Indian-style fiscal decentralization model or Philippine-style devolution must consider the legal framework that limits or expands regional authority. In the context of Central Papua, the asymmetry of autonomy guaranteed through the Papua Special Autonomy Law can be utilized as a legal basis to strengthen regional authority in managing food security. This is in line with the principle of subsidiarity in decentralization, which grants authority to the level of government closest to the community.²⁵ Thus, international learning must still be contextualized constitutionally.

The independence of regional autonomy from a legal perspective requires policy reformulation that is not only based on budget availability, but also norms and institutional conformity. International studies show that the success of decentralization is strongly related to regional institutional capacity, which includes human resources, accountability systems and local leadership. In Central Papua, weaknesses in these aspects are a major challenge in food security management. Therefore, lessons learned from the Philippines on training local officials and involving NGOs in local planning can serve as policy inspiration. Decentralization underscores the balance between autonomy and oversight, so that devolution does not create new disparities. Institutional strengthening is therefore an important element in translating foreign practices into the Central Papua context.

Within the framework of equitable decentralization, the adoption of international practices needs to be accompanied by the strengthening of data-based evaluation mechanisms to measure the effectiveness of food security policies. Central Papua requires specific indicators that are able to capture local dimensions, such as village food security index, logistics affordability and community participation in food production. The Indian model that emphasizes transparency in food distribution and the Colombian model that emphasizes budget alignment can serve as references in formulating such evaluation mechanisms. This is important so that the reformulation of food security governance is not only output-oriented, but also equitable outcomes. Effective decentralization requires strong accountability and community involvement as policy subjects. Thus, international practices should be translated through participatory and legal-institutional approaches that suit the characteristics of Central Papua.

Reformulation of Food Security Governance in the Perspective of Equitable Decentralization

Reformulation of food security governance in Central Papua is a development within the framework of implementing equitable decentralization. The inability of local government structures to effectively manage food security indicates a weak policy response to the contextual needs of the region. The implementation of decentralization rests on the principle of recognition of the diversity of local needs and characteristics. Central Papua as a new autonomous region

²⁵ Ryan, Roberta, and Ronald Woods. "Decentralisation and subsidiarity: Concepts and frameworks for emerging economies." In *Forum of Federations Occasional Paper Series*. Forum of Federations, 2015.

established under Law No. 15 of 2022 faces acute challenges in ensuring food availability and affordability. The decentralization of Central Papua requires delegation of functions accompanied by adequate institutional capacity support. Without governance that is responsive to local needs, decentralization will experience functional stagnation. The need for reformulation of food security policy in Central Papua is therefore strategic.

The formulation of food security policies in Central Papua should be based on a needs-based approach as proposed in the theory of adaptive decentralization.²⁶ This approach emphasizes the importance of collecting and using empirical data to formulate relevant policies. Data from the Central Statistics Agency (BPS) in 2024 shows that Central Papua has the highest prevalence of inadequate food consumption nationally at 37.69%. This fact indicates the failure of state intervention in ensuring the fulfillment of the basic right to food. Such inequality needs to be addressed through the formulation of programs based on local data and indicators, rather than simply following national schemes. Such policy formulation requires strong technocratic capacity at the regional level. Without a responsive and evidence-based policy framework, food governance will continue to be trapped in structural failure.

The need for food security policy reformulation in Central Papua is strategic in addressing the complexity of structural challenges that hinder the realization of equitable regional autonomy. First, fiscal issues must be the main entry point in reformulating food security governance, because limited budget allocations have a direct impact on the low effectiveness of local government interventions. Second, institutional strengthening is non-negotiable in the framework of food security governance because weak institutions have implications for policy stagnation and unresponsive program implementation. Third, fiscal policies must be formulated in harmony with the real needs of the regions and not just a national uniform, in order to be able to address development disparities between regions. Fourth, food policies must not be top-down, but must be rooted in the strength of local communities who understand local dynamics. Fifth, collaboration across districts in Central Papua must be strengthened as a strategy for resource efficiency and increasing horizontal solidarity between regions.

Furthermore, the development of an accurate and integrated data system cannot be ignored as the basis for the formulation and evaluation of targeted policies. In addition, institutional capacity building and human resources must be prioritized so that decentralization is not merely an administrative formality, but has a substantive thrust on food security. The fulfillment of the right to food must be guaranteed through inclusive and participatory governance involving vulnerable groups and indigenous peoples. Decentralization must be accompanied by equitable redistribution of resources as a correction to historical structural inequalities. Monitoring and evaluation (Monev) is a mandatory component in food governance reformulation to ensure accountability and continuous improvement. Policy reformulation must also be supported by an adaptive and contextual legal framework so as not to be counterproductive to local realities. Finally, food policy planning must be based on vertical and horizontal consistency of regulations, and based on a structured institutional design in order to strengthen regional resilience in facing food security threats in a sustainable manner.

The fiscal capacity of the Central Papua region is a key variable in the success of decentralization in the food security sector. The absence of the Food Security Nonphysical Special Allocation Fund (DAK) for Central Papua in the current fiscal year reflects the weak fiscal affirmation by the central government. This condition has implications for the limited ability of regions to provide basic services optimally. Fiscal constraints also limit the space for food policy innovation at the local level. Within the framework of Article 18 Paragraph (5) of the 1945

²⁶ Youvan, Douglas C. "Decentralization and Localism: A Path to Empowered Governance and Community Resilience." (2024).

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Constitution, broad, real and responsible autonomy should be guaranteed by a fair distribution of resources. Without proportional fiscal support, the principle of fiscal justice in the implementation of regional autonomy becomes artificial. Thus, the fiscal problems of the Central Papua region must be the entry point for reformulating food security governance.

Adjustment of fiscal transfer schemes between the center and regions is an integral part of reforming food security governance. The Special Allocation Fund (DAK) and Regional Incentive Fund (DID) schemes must be redesigned to provide affirmation to regions with high levels of food vulnerability. There is a need for a fiscal distribution formula that considers not only population, but also food security variables, such as the prevalence of inadequate consumption and the Food Security Index (IKP). This approach is in line with the principle of distributive justice in the theory of fiscal decentralization. By taking into account Central Papua's food conditions, the approach will provide compensatory justice in accordance with the geographical and socio-economic characteristics of the region. Without contextualized fiscal reforms, inequality in basic services will continue to worsen. Fiscal policy must be aligned with the real needs of the region.

In addition to fiscal capacity, strengthening regional institutions is an absolute prerequisite for operationalizing equitable and sustainable food security policies. Local institutions must have clear authority, competent human resources and a strong accountability system. Weak local institutions will result in ineffective policies despite the availability of supporting regulations.²⁷ In this context, the central government has a constitutional responsibility to strengthen local institutional capacity through affirmative policies. Decentralization cannot succeed without strong institutional support at the local level. Strong institutions will enable regions to respond to food problems quickly, precisely and accurately. Therefore, institutional strengthening is non-negotiable in the framework of food security governance.

In supporting such development, the strategy to reformulate food security governance must involve the establishment of regional norms and policies that are adaptive to local challenges. Central Papua needs to design Regional Regulations that specifically regulate food security strategies according to the characteristics of indigenous territories, geographical conditions, and social dynamics of the community. Regional policies must be based on the principle of local independence, but remain within the corridors of national legal norms. In this context, subsidiarity theory can be used as a basis to justify regional authority in regulating the food sector autonomously.²⁸ There needs to be an institutional design that allows collaboration between regional apparatus, customary institutions and local communities. Thus, food policies are not top-down but rooted in the power of local communities. This step will strengthen regional independence in the face of food crises.

Integration between local governments and local communities is an important element in equitable food security governance. The implementation of a collaborative governance model is necessary to create synergies between regional stakeholders.²⁹ This participatory system provides space for communities to play a role in planning, implementing and monitoring food programs. This concept is relevant to the principle of regional autonomy which relies on strengthening local democracy as mandated in Law No. 23/2014 on Regional Government. Consultative mechanisms must be standardized in every regional food policy formulation. Collaboration also needs to be strengthened between districts in Central Papua in order to create resource efficiency. The implementation of this principle will lead to more inclusive and accountable food governance.

²⁷ Tryatmoko, Mardyanto Wahyu. "Problem Demokratisasi Dalam Desentralisasi Asimetris Pascaorde Baru." *Masyarakat Indonesia* 38, no. 2 (2012): 269-296.

²⁸ Drew, Joseph, and Bligh Grant. "Subsidiarity: more than a principle of decentralization—a view from local government." *Publius: The Journal of Federalism* 47, no. 4 (2017): 522-545.

²⁹ Ansell, Chris, and Alison Gash. "Collaborative governance in theory and practice." *Journal of public administration research and theory* 18, no. 4 (2008): 543-571.

The strategy of reformulating food security governance through the development of a comprehensive data system is an important aspect in supporting the formulation of evidence-based food policies. Local governments need to develop an integrated and real-time food security information system. This system will serve as a reference in decision-making, program evaluation and long-term strategy formulation. In public management theory, evidence-based policies have stronger legitimacy and accountability.³⁰ Central Papua needs to pioneer this system as a form of independence in regional development planning. The availability of accurate data is also a tool for social control of the effectiveness of government programs. So, the development of data systems should not be ignored.

Capacity building of regional human resources is also a crucial element in reformulating food security governance. Competent human resources will be the main actors in effective and efficient policy implementation. Central and local governments need to synergize in developing training, education and technical capacity building schemes in the food sector. Based on institutional capacity theory, the success of regional autonomy is highly dependent on the quality of the local bureaucracy.³¹ Central Papua as a new autonomous region must have a structured and measurable human resource development roadmap. Without adequate apparatus quality, policies will stop at the normative level. In this case, capacity building must be prioritized and highly considered.

An equitable decentralization policy does not only regulate the distribution of authority, but must also guarantee substantive justice in the fulfillment of basic rights. In the context of food security, substantive justice means that every citizen, including in Central Papua, has equal access to sufficient, nutritious and affordable food. Asymmetric decentralization theory emphasizes the importance of differential treatment to achieve equity of outcome.³² Therefore, the central government is obliged to provide special treatment to Central Papua in the form of regulations, funding, and affirmative programs. This special treatment has a constitutional basis as stipulated in Article 18B of the 1945 Constitution of the Republic of Indonesia. The principle of non-discrimination in economic, social and cultural rights also supports the need for an affirmative approach in food policy. Thus, the fulfillment of the right to food must be guaranteed through inclusive governance.

The functional decentralization model underlines the importance of the division of government functions based on efficiency, effectiveness and local capacity. Considering the condition of Central Papua, the distribution of authority in the food sector must consider the real ability of the region to carry out these functions. Decentralization without technical and fiscal support will lead to a disproportionate burden of responsibility. The central government must adjust the distribution of authority to the level of regional readiness so as not to create excessive administrative burdens. Central Papua also needs to adopt an institutional model that allows flexibility and innovation in responding to food issues. This approach encourages substantive autonomy, not just administrative formalities. So, the decentralization of Central Papua must be accompanied by a fair redistribution of resources.

What needs to be strengthened again in supporting food security in Central Papua by implementing a strategy to strengthen equitable decentralization in Central Papua in the food sector also requires the establishment of an independent monitoring and evaluation (Monev) system. This system must be able to periodically measure the achievements of food policies based on objective and measurable indicators. Evaluations should not only be carried out by local governments but also involve non-government actors such as customary institutions, academics and civil society organizations. Transparency in monitoring and evaluation reporting is part of public

³⁰ Prasajo, Eko. *Isu-isu kontemporer kebijakan dan governansi publik di Indonesia*. Prenada Media, 2023.

³¹ Rikza, M. Fathu. "Otonomi Daerah dan Reformasi Birokrasi." *Public Service and Governance Journal* 3, no. 01 (2022): 81-86.

³² Lambelanova, Rossy, and Riyan Jaelani. "Paradigma Baru Desentralisasi Asimetris Di Indonesia." (2022).

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accountability as stipulated in Law No. 14/2008 on Public Information Disclosure. With effective monitoring and evaluation, governance weaknesses can be systematically identified and corrected. This model will create result-based governance that ensures optimal performance.³³

In relation to the development of regional legal norms, the formulation of regional regulations that support food security must be carried out by taking into account the principles of the formation of good laws and regulations. Law Number 12 of 2011 as amended by Law Number 13 of 2022 regulates the importance of regional regulations based on the principles of clarity of purpose, suitability between types and content material, and the principles of usefulness and results. In the case of Central Papua, the legal substance governing food security must be responsive to the prevalence of insufficient consumption. This regulation is important as a basis for legitimizing local government actions in food intervention. Through these regulations, local governments can set budget priorities, program targets and legal forms of intervention. Thus, policy reformulation must be supported by an adaptive and contextual legal framework.

On the other hand, food security policies also need to be aligned with the Sustainable Development Goals (SDGs), especially Goal 2 on the elimination of hunger. Central Papua as part of the national entity has a constitutional obligation to realize these global commitments. Harmonization between local policies and global goals can be used as a basis for developing long-term strategies in the food sector.³⁴ This approach also strengthens the legal position of local governments in building participatory and responsible food governance. Integration between international norms and national laws should be done through local policy instruments. This will expand the legitimacy and sustainability of government interventions in the food sector. Thus, food policy planning must be based on vertical and horizontal consistency of regulations.

In strengthening the decentralization framework developed by Rondinelli, Nellis and Cheema, it is stated that successful decentralization requires clarity of functions, resources and responsibilities between central and local governments.³⁵ Central Papua should encourage the integration of these three elements into its food security governance structure. Unclear relationships between levels of government will result in duplication of policies, budget inefficiencies and program stagnation. In this regard, there needs to be a clear division of responsibilities between the central and local levels in terms of planning, financing and implementing food programs. A collaborative governance model based on complementary roles between levels of government is a solution. This principle should be the basis for designing an autonomy system that is not only administrative, but also substantive. Therefore, the reformulation of food governance must also be based on a structured institutional design.

With an equitable decentralization approach, food security governance in Central Papua needs to be directed towards achieving sustainable institutional and fiscal independence. Policy reformulation that is responsive to consumption prevalence is not enough to be the main strategy in designing a fair and competitive food system. The implementation of the principles of regional autonomy must be interpreted as an effort to realize substantive justice, not just the distribution of administrative authority. The principle of local autonomy initiated in contemporary decentralization theory requires the ability of regions to determine the public policy agenda in accordance with local needs. Central Papua as a new autonomous region has the opportunity to build a food security model based on local values, community participation and strong institutional support. This reformulation will strengthen the integration between the decentralization system

³³ Yadisar, A. M. "Strategi Peningkatan Kapasitas Aparatur Dalam Mengoptimalkan Pelayanan Publik." *FOKUS: Publikasi Ilmiah untuk Mahasiswa, Staf Pengajar dan Alumni Universitas Kapuas Sintang* 23, no. 1 (2025).

³⁴ Safa'at, Rachmat. *Rekonstruksi politik hukum pangan: dari ketahanan pangan ke kedaulatan pangan*. Universitas Brawijaya Press, 2013.

³⁵ Rondinelli, Dennis A., John R. Nellis, and G. Shabbir Cheema. "Decentralization in developing countries." *World Bank staff working paper* 581 (1983): 13-28.

and the fulfillment of the right to food as part of citizens' human rights. With an adaptive legal and policy framework, food governance in Central Papua can be directed towards a just, independent and sustainable system.

Conclusion

The implementation of regional autonomy in Central Papua still faces structural barriers in the food security sector, as reflected in the high prevalence of inadequate consumption and the absence of allocations from the Food Security Nonphysical Special Allocation Fund. These conditions indicate that decentralization has not been able to guarantee the fulfillment of basic rights of citizens in a fair and equal manner. Reformulation of food security governance is a strategic necessity to realize equitable decentralization, based on local needs, proportional fiscal capacity, and adaptive institutions. The failure of capacity and resource devolution shows that the delegation of authority has not been accompanied by real responsibility to ensure community welfare. Central Papua requires policy affirmation in the form of regulations, vulnerability-based fiscal transfers and inclusive governance systems. Therefore, reforms are needed that are based on the principles of functional and asymmetrical decentralization as affirmed in Articles 18 and 18B of the 1945 Constitution. Thus, decentralization does not stop at administrative aspects, but becomes a constitutional tool in realizing social justice and substantive fulfillment of the right to food.

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