



Management Of Food Security In Asean Economic Community And The Implication To Indonesia

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ABSTRACT

The blueprint of regional integration plan of ASEAN Economic Society 2005 involves an agenda of food security to improve of chain of value and regional participation globally by increasing production of food efficiency, infrastructure and technology improvement, quality conformation and food security with the global standards and investment encourage of agriculture in ASEAN. The roadmap of food security achievement of ASEAN economic society available in framework of ASEAN Integrated Food Security (AIFS) and Strategic Plan of Action on Food Security (SPA- FS) of 2020-2025. The achievement of implementation is important in sustain the ASEAN member-states to implement the development strategy of food supply chain in firm and powerful. The agreement consists of manual and recommendation not legally binding to implement voluntarily by the member-states to ensure the food security, nutrition upgrading and long-term farmer life in ASEAN. Domestically, it is a chance for Indonesia to cooperate on food security with the other member-states of ASEAN.

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1. Introduction

ASEAN Economic Community (AEC) is the ultimate goal of economic integration that is contained in the ASEAN Vision 2020 that is moved forward into 2015. "The initial phase is characterized by the existence of a "common market" and a single production base through the movement of goods, services and investment, labor as well as freer capital. The formation of the ASEAN Economic Community will provide opportunities for ASEAN member states to expand the scope of economies of scale, improving the goal attraction for investors and tourists, reducing the transaction costs of trade and improving trade and business facilities. In addition, the establishment of the ASEAN Economic Community will also provide the convenience and increase of intra-ASEAN market access and increasing transparency and accelerating the adjustment of domestic regulations and standardization. The establishment of the ASEAN Economic Community is also a thing that must be done by the ASEAN member states in order to face the global economy and liberalization of international trade. In addition, it is also driven by the growing number of organizations or regional economic blocs that continue to be in line with changes towards a free market economy in the form of trade liberalization. In this case, the economic regionalization has become a way to improve the international competitiveness of enterprises in the region. Various forms of trade agreements (customs union, free trade area and single market) within certain limits provide free-market benefits such as economies of scale in production, while at the same time blocking the benefits for outsiders, unless they invest into internal market and meet the demands of member states for technology transfer and job creation. According to Robert Gilpin and Jean Milis that regionalization is also a facility of

collecting the resources and the establishment of regional corporations, such that it has become an important strategy used by the groups of countries to improve their economic and political power".¹

Some time ago the ASEAN have agreed to create a new legal instrument replacing the Bangkok Declaration, namely the ASEAN Charter. "Establishment of the ASEAN Charter as a new legal instrument for ASEAN significant since ASEAN countries have mutually large interests and through their cooperation mechanism will get a lot of comparative advantages.² The desire to integrate ASEAN economies through the agreement to establish the ASEAN Economic Community is an effort to improve the economy of the countries in the region. As Cunan's view which finds that the economic cooperation in a region needs to be improved in order to improve the welfare of the people who were in that area and is done through a treaty or agreement as in the ASEAN Economic Community (AEC)".³

ASEAN wishes to increase economic cooperation and regional integration through the establishment of the ASEAN Charter and the ASEAN Economic Community Blueprint above is an attempt to bind the member states of ASEAN to be more committed to the existing agreement. This is due during treaties existing implementations lack running optimally due to lack of enforcement and the many social factors that influence in the region.⁴ In fact, the member states of ASEAN mutual interests are large and through the mechanism of cooperation they will acquire many comparative advantages.⁵ This will is one of the challenges in the implementation of the ASEAN Economic Community in the future.

Food security is the sensitive issue especially in ASEAN. The greatest producer member-states of rice in ASEAN such as Vietnam, Thailand, and Indonesia have impediment in climate factor. It is influence to the crops and production result on each states including Indonesia as the member state of ASEAN. The ASEAN leaders agreed to hold a meeting in discuss the regional food security. By the result it is approved the ASEAN Integrated Food Security (AIFS) as the frame of cooperation on food problem in ASEAN involving any programs to implement and attained by the member-states. AIFS Framework is treaty between the Members of ASEAN States. Treaties are one of the means through which States deal with each other and a precise method of regulating relations between States.⁶

In the regional context of ASEAN, almost the people of member-states make the rice as main consumption. There are the greatest producers in ASEAN such as Thailand, Vietnam and Indonesia. By the stable natural environment, capability of state in accomplish the domestic food tend to surplus thus the food transaction among the states is fluent. The main supplier states of foodstuff such as Thailand and Vietnam almost suffered by natural disaster like a flood that it will bring consequence to decrease of productivity. Therefore, they will tend to focus in sustain the domestic demand. The policy will interrupt the interstates transaction thus result in tension of relationship among the states.

In accordance with the dynamics of food security support, it is arranged the development foodstuff resources, institution, and culture in people on each territory thus the availability can implement continuously. By the local competence, food security of people does not influence easily by any problems or fluctuation occurred in outside the territory or abroad.

In principle, the food security concept and implemented by development of system and agribusiness effort in food sector, especially to the temporary food insecurity groups or chronic with potential

¹ Robert Gilpin and Jean Milis Gilpin, *The Challenge of Global Capitalism (Tantangan Kapitalisme Global)*, terjemahan Haris Munandar dan Dudy Priatna, Jakarta : PT. RajaGarfindo Persada, 2002, p. 379

² Jagdish Sachdev, *Foreign Investment Policies of Developing Host Nations and Multinationals : Interaction and Accomodation*, *Management International Review*, Vol. 18, Number 2, 1978, p. 33.

³ Cunan, *Economic Development and Prosperity*, Boston, Massachussets, USA , Harvard University, 1999, p. 21.

⁴ Eric Stein, *International Integration and Democracy : No Love at Fisrt Sight*, *American Journal of International Law*, Vol. 95, Number 3, 2001, p. 489.

⁵ Op. Cit, Jagdish Sachdev, p. 33

⁶ The roadmap of food security achievement of ASEAN economic society available in framework of ASEAN Integrated Food Security (AIFS).

development activity in economy. The food agribusiness involving micro businesses such as farmer, processor, and merchant with the comparative and competitive superiority base of local resources. Therefore, it is important the investment of food sector arranged by involves the abroad investment by the fellow of ASEAN member-states.

In order to implement the food security, the member-states of ASEAN agreed the ASEAN Integrated Food Security (AIFS) importance. The agreement established by food problem of the member-states as it the complex matter that influences the interstates relationship thus the leader agreed to establish the regional cooperation under the ASEAN Integrated Food Security (AIFS). Moreover, the agreement supported by the Strategic Plan of Action on Food Security (SPA-FS) with in five years period since 2020 - 2025. Indonesia as the member-state of ASEAN sign and binding the agreement. It is a challenge as the food security in domestic have not powerful yet thus import arranged in supply the foodstuff from other states especially from the ASEAN member-states.

2. Research Method

This research applied normative legal research which examined the law that is conceptualized as normal or the rules that apply in society and becomes a reference for everyone's behavior. The approach used is the statute approach, the conceptual approach, and the non judicial case study approach. The data sources used are secondary data consisting of primary and secondary legal materials, in addition to using preliminary data, which is a data source that directly provides data to data collectors through field studies (Field Research) using data collection techniques from library studies and field studies and analyzed qualitatively descriptive.

3. Result And Discussion

3.1. Review of the ASEAN Integrated Food Security (AIFS) and the Strategic Plan of Action on Food Security (SPA-FS) of 2020-2025

The food security is important aspect of ASEAN cooperation in food sector and agriculture under the economic integrated program of ASEAN. For years, the organization implement an integrated effort to improve the food control system and procedure in secure the food distribution safety, healthy, qualified, and fluent in the territory. Considering an importance of food and agriculture product in ASEAN must accomplish the international standard to increase the competitiveness standard in international market, ASEAN pay attention to the harmony of quality and standard, food security guaranty, and commercial certificate standardization of food and the agriculture product.

Food security is a flexible concept as reflected in various documents formulated by United Nations and ASEAN. The 1996 World Food Summit endorsed that : "Food security is a situation that exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life. In contrast, food insecurity exists when people do not have adequate physical, social or economic access to food as defined above. In 2009-2020, ASEAN formulated and implemented the ASEAN Integrated Food Security (AIFS) Framework, and two Strategic Plans of Action on Food Security in 2009-2013 and 2015 - 2020, focusing on a strategic set of measures based on strong commitments and ownership among all ASEAN Member States (AMS). The AIFS Framework need legalization. Legalization refers to a particular set of characteristics that institutions may (or may not) possess. These characteristics are defined along three dimensions: obligation, precision, and delegation."⁷

The goal of the AIFS Framework is to ensure longterm food security and improve the livelihoods of farmers in ASEAN. As 2020 draws to a close, the AMS agreed that the AIFS Framework and SPA-FS, 2015-2020 be continued beyond 2020 and be extended to 2025 to provide scope and joint pragmatic

⁷ Beth A Simmons and Richard H Steinberg 2003 *International Law and Internatinal Relations* (United Kingdom : Cambridge University Press) p. 115.

approaches for cooperation among ASEAN Member States.

To this extend, the AIFS Framework and SPA-FS, 2021-2025 need to be formulated under the new context and commitments from ASEAN Leaders, which focus on the following contents : ⁸

- "a. continue to ensure long-term food security and nutrition, to improve the livelihoods of farmers in the ASEAN region.*
- b. create a favourable environment, where AMS can integrate, operate and cooperate in various aspects related to food production, processing and trade.*
- c. continue to provide a forum for information exchange, transfer of new technology, knowledge sharing with various stakeholders, including authorities, traders, scientists, research institutes and farmers. Especially, it creates a strong regional network for AMS' Leaders to forecast, plan and monitor food security and nutrition.*
- d. identify opportunities and new strategies for 2021-2025 and provide guidance to relevant sectoral working groups as well as stakeholders and Dialogue/Development Partners on how to enhance their efficiency and contribution in promoting food security in ASEAN."*

In addressing the long-term food security, food safety and nutrition in the ASEAN region, the ASEAN Integrated Food Security Framework (AIFS) Framework will provide scope and joint pragmatic approaches for cooperation among ASEAN Member States (AMS) in food security and nutrition. "The goal of AIFS Framework is to ensure long-term food security and nutrition, to improve the livelihoods of farmers in the ASEAN region. The specific Strategic Plan of Action on Food Security (SPA-FS) for each period will be developed to create a favourable environment, where AMS can integrate, operate and cooperate in various aspects related to food production, processing and trade. The AIFS Framework provides a forum for information exchange, transfer of new technology, knowledge sharing with various stakeholders, including authorities, traders, scientists, research institutes and farmers. Especially, it creates a strong regional network for the AMS to forecast, plan and monitor food security and nutrition. The AIFS Framework is not a legally binding instrument. It offers guidelines and recommendation for catalyzing coherent action at the regional and country levels by the full range of stakeholders, while highlighting the responsibility of governments to combat food insecurity in the region."⁹

To achieve the goal, the AIFS Framework has the following objectives: "a) To sustain and increase food production; b) To reduce postharvest losses; c) To promote conducive market and trade for agriculture commodities and inputs; d) To ensure food stability and affordability; e) To ensure food safety, quality and nutrition; f) To promote availability and accessibility to agriculture inputs; and g) To operationalize regional food emergency relief arrangements."¹⁰

Reiterated the implementation of the five principles for sustainable global food security, adopted in November 2009 by the World Summit on Food Security in Rome, which provide a powerful strategic underpinning for coordinated action by all stakeholders at regional and country level:¹¹

- "a. Principle 1: invest in country-owned plans, aimed at channeling resources to well designed and results-based programmes and partnerships. Adopted by the 42nd AMAF on 21 October 2020.*
- b. Principle 2: Forester strategic coordination at national, regional and global level to improve governance, promote better allocation of resources, avoid duplication of efforts and identify response gaps.*

⁸ ASEAN Integrated Food Security (AIFS) Framework and Strategis Plan of Action on Food Security In The ASEAN Region (SPA-FS) 2021-2025, p. 1.

⁹ ASEAN Integrated Food Security (AIFS) Framework and Strategis Plan of Action on Food Security In The ASEAN Region (SPA-FS) 2021-2025, p. 1.

¹⁰ Ibid.

¹¹ ASEAN Integrated Food Security (AIFS) Framework and Strategis Plan of Action on Food Security In The ASEAN Region (SPA-FS) 2021-2025, p. 5.

- c. Principle 3: Strive for a comprehensive twin-track approach to food security that consists of (i) direct action to immediately tackle hunger for the most vulnerable; and (ii) medium and long term sustainable agriculture, food security, nutrition and rural development programmes to eliminate the root causes of hunger and poverty, including the progressive realization of the right to adequate food.
- d. Principle 4: Ensure the strong role for the multilateral system by sustained improvements in efficiency, responsiveness, coordination and effectiveness of multilateral institutions.
- e. Principle 5: Ensure sustained and substantial commitment by all partners to investment in agriculture, food security and nutrition, with the provision of necessary resources in a timely and reliable fashion, aimed at multi-year plans and programmes.”

The initial priority commodities for food security for the ASEAN region include rice, maize, soybean, sugar and cassava. Other important commodities especially new alternative crops for staple food may be identified during the course of implementation of the AIFS Framework and SPA-FS.

On the other side, The Strategic Plan of Action on Food Security in the ASEAN Region (SPA-FS) 2021-2025 outlines nine corresponding Strategic Thrusts to the AIFS Framework's Components. Each Strategic Thrust is supported by Action Programme(s), Activity, Responsible Agencies and Work Schedule. Sub-activities are identified for further consideration and implementation. Detailed information of the SPA-FS is summarized in a Matrix, which appears as Annex 1.

In The Strategic Plan of Action on Food Security in the ASEAN Region (SPA-FS) 2021-2025 contain the Strategic Thrust 1 about Strengthen Food Security, including Emergency/ Shortage Relief Arrangement via output :¹²

“1. Regional food security reserve fully function, Activity :

- a. Conduct technical meetings on country-specific implementation of APTERR, covering development the release of APTERR stocks.
- b. Gather data and conduct analysis thereof to support the technical meetings. Activity
- c. APTERR Council assists APTERR parties to establish country-specific implementation mechanisms and overall M&E system.
- d. Conduct capacity building activities (e.g. trainings) for APTERR Members and Secretariat staff. Activity.
- e. Collaboration with AFSIS Secretariat and national food agencies to periodic assessment of Food Emergency Monitoring and Information (FEMI) system.
- f. Conduct a possibility study on expanding food commodities and identify a suitable mechanism.
- g. Develop a framework in the system for ASEAN Member States to escalate request in the event of an export ban and for member states to continue to honour committed exports for at least what has been ordered for the current month and 1 month forward Output.

2. Sustainability of the food supply chain with enhancement to the seed industry, Activity :

- a. Conduct technical meetings on ASEAN Seed Council (ASC).
- b. Gather data and conduct analysis thereof to support the ASC technical meetings.
- c. Assist ASC Council to establish country-specific implementation mechanisms and overall M&E system.
- d. Conduct capacity building activities (e.g. trainings) for ASC Members and Secretariat staff.
- e. Create platform for information sharing on various aspects of seed industry.

¹² ASEAN Integrated Food Security (AIFS) Framework and Strategis Plan of Action on Food Security In The ASEAN Region (SPA-FS) 2021-2025, p. 5.

f. Facilitate technical and economic co-operation among industry player.

g. Harmonize rules and regulations related to seed industry system within ASEAN."

3.2. Implication for Indonesia

Indonesia an ASEAN member-state that was agreed with the agreement of ASEAN Integrated Food Security (AIFS) and the Strategic Plan of Action on Food Security (SPA-FS) of 2020-2025. Therefore, Indonesia is bound by the agreement. Both of them attempt to sustain the food security especially in agriculture commodity required by people in ASEAN member-states.

Moreover, they had important meaning for Indonesia with the problem in food insecurity. "Indonesia is a lower middle-income country and the largest economy in Southeast Asia. Rapid economic growth over the past ten years, coupled with significant government investments in social development, transformed the lives of millions of people and allowed the country to halve the number of undernourished people by 2015. Although the country continues to make considerable progress towards Zero Hunger, it still faces challenges in terms of limited food access, malnutrition, gender inequality, climate change and vulnerability to natural hazards. The COVID-19 pandemic has further exacerbated these challenges, and reversed years of progress in reducing poverty and food insecurity. The national poverty rate increased to double digits in 2020, reaching 10 percent and setting back three years of improvement. Similarly, the prevalence of undernourishment, which had decreased significantly to 7 percent in 2019, reached 8 percent after the pandemic hit the country".¹³

The triple burden of malnutrition is a growing concern. High stunting and wasting rates coexist with increasing rates of overweight and obesity and assumed high rates of micronutrient deficiencies. "Almost 31 percent of children under five suffer from stunted growth due to malnutrition, with a higher prevalence among families reliant on subsistence farming or who live in slums. Almost one quarter of the population is anaemic. At the same time, an increasing number of people over the age of 15 are overweight or obese, rising from 19 percent in 2007 to 35 percent in 2018. Lack of affordability of diverse and nutritious diets is a main factor leading to the triple burden of malnutrition in Indonesia".¹⁴

Food product from agriculture sector is the most important aspect must be considered by government. The dominant rice consumption of Indonesian people becomes a trigger of any problem aspects arise in the future such as decreasing prices of other commodity, health problem, etc. moreover, rice field reduced by development of any other sectors in current. The demand of rice as staple food must be changed by introduce and suggesting Indonesian people to eat the products other than rice such as corn, tubers, cassava, and seeds.

Utilization of various food in Indonesia can be a solution to reduce the dependence on rice in addition to improving nutrition and a way of national food independence. The food insecurity still covers almost of Indonesian territory except most of Java and Sumatera. By World Food Program (WFP) of 202, region with inequality in total production and consumption occurred in Papua, West Papua and Sulawesi, small part of Kalimantan, Sumatera, and Java. It is caused by any factors, not the availability only but purchasing power of people.

Therefore, the government issuing Act No. 8 of 2012 on Food; according to Article 1 point 1 described that food is anything that originates from biological resources of agriculture, plantation, forestry, fishery, livestock, aquatic and water products, both processed and unprocessed, which is designated as food or beverage for human consumption, including food additives, raw materials, and other one used in the process of preparing, processing, and/or making food or beverages.¹⁵

¹³ World Food Programme in Indonesia at <https://www.wfp.org/countries/Indonesia> accessed on February 14, 2023.

¹⁴ World Food Programme in Indonesia accessed at <https://www.wfp.org/countries/Indonesia>.

¹⁵ Article 1 point 1 the Act No. 8 of 2012 on Food in Indonesia.

Moreover, food sovereignty is “the right of state and nations that independently determine of food policy with guaranty the right on food for people and provide the right for people to determine of suitable food system with the potential local resources.”¹⁶ Meanwhile, food security is the situation of food accomplishment for the state to person, that reflected by availability of food, whether in total or quality, security, variety, nutritious, equitable and affordable, as well as does not conflict with religion, faith, and local culture, for health living, active, and productive continuously.

Meanwhile, the food administration intends to: a) increasing capability of food production independently; b) availability of various food and accomplish the safety qualification, quality, and nutrition for people consumption; c) implement the level of food sufficiency, especially staple food with reasonable price according to the public demand; d) fluent and increasing food access for people especially to the food and nutrition insecure one; e) improve of additive value and competitiveness of commodity in domestic and abroad market; f) increasing knowledge and awareness of people on safety food, qualified, and nutritious for consumption; g) improve of welfare to the farmer, fisherman, fish cultivator, and food businessman; and h) protecting and development of national food resources.¹⁷

Moreover, participation of the local and central governments required and responsible on food availability and development of food production locally. Therefore, implementation of food availability by domestic production arranged by:¹⁸

- “a. Developing food production with focus on resource, institution, and local culture;
- b. Developing a food business system efficiency;
- c. Developing facility, infrastructure, and technology of production, post-crop, processing, and storage;
- d. Establishing, rehabilitation, and developing infrastructure of food production;
- e. Maintain and developing productive land; and
- f. Establishing the food production center.”

Moreover, local and central governments must responsible in distribution of food arranged in accomplish the availability for all territory of Indonesia Republic continuously. The distribution intends to the people in personal can obtain the food in appropriate number, safety, qualified, various, nutritious, and reachable.

Indonesia has a great potential natural resources and opportunity to developing food diversification. By increasing knowledge and support of information technology and public communication strategy, it is providing the chance for process acceleration to improve of various food awareness, nutritional balance and safety to change the mindset and consumption behavior of people, so as to achieve a good nutritional status. It is a potential opportunity to accelerate the process and spread the education of people to improve of nutrition awareness. It is expected that by increasing construction, control and supervision of business person in food sector, there is increasing of various food availability, nutritional balance and safety.

4. Conclusion

Generally, the member-states of ASEAN are countries that rely on agricultural sector. The production of rice is a vital for social living. There is agreement of ASEAN Integrated Food Security (AIFS) and Strategic Plan of Action on Food Security (SPA- FS) of 2020-2025 to improve of food security in the territory. In this agreement, there is any plan actions for the five years in beyond as the manual and cooperation of ASEAN member-states for food security. As a member-state that involved in both

¹⁶ Article 1 point 2 the Act No. 8 of 2012 on Food in Indonesia.

¹⁷ Article 14 the Act No. 8 of 2012 on Food in Indonesia.

¹⁸ Article 12 (5) the Act No. 8 of 2012 on Food in Indonesia.

agreements, absolutely Indonesia had any implications especially related to the Act No. 8 of 2012 on food. It is accommodating social interest in accordance with the implementation of domestic food security. In this case, by the stipulation the local and central governments responsible to the local food distribution and national availability.

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