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# PROCEEDINGS

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PERMAMA

### Food Sovereignty and Natural Resources in Archipelago Region

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"Food Sovereignty and Natural Resources  
in Archipelago Region"



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## **International Seminar**

### **"Food Sovereignty and Natural Resources in Archipelago Region"**

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## **FOOD SECURITY: REALITY or RHETORIC (Conceptual Assessment, Critique and Solutions of National Food Security)**

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### **Abstract**

Food security is the fulfillment of the conditions of household food which reflected in the availability of sufficient food; quantity and quality as well as safety, equitable and affordable. "Concept of food security as stipulated in Law number. 7 of 1996 in the planning, programming and the implementation in the field have ups and downs. The phenomenon of importing food or domestic food reinforcement is a difficult choice to be decided. While the tug was going on, people kept on flogging with famine, drought, natural disasters, pest and disease as well as humanitarian disaster has close relationship to food security problems. The right for food is equal to human rights and be guaranteed by the government of the countries of the world, including Indonesia. The problem does not only involve the production of food and its distribution but also related to social, cultural, economic, political and security issues. In many of the states that government policy in the field of food applied through various laws and regulations products are often biased and tend to be less consistent at the level of implementation. The government should also consider the international institutions that tend to suppress the independence of government food policy. This paper's aim is to look for government action on the issue of food and its implementation in terms of policy in the field of food, as well as giving constructive suggestions to overcome the food problems in Indonesia.

*Key Words: food, food security, food policy*

### **Preliminary**

Food is a very basic human need and essential, which if it is fail to meet it will cause hunger, and if the condition continues it will lead to the death of the individual, even in larger groups, such as people in a country. Therefore, people are always trying to provide the need for food. Human efforts to meet the food needs have done throughout the ages. At this modern time each nation in the world realizes that the food needs of the world community is a shared responsibility across the nation, not only the responsibility of the state or nation that experienced food insecurity alone.

Food security is a complex phenomenon that includes many aspects and factors related to the broad. On a global scale food security becomes an important issue because the level of food insecurity is still high. More than 900 million people are at risk of hunger and food insecurity (FAO, 2010). Food insecurity in the country is also not able to be covered by the success of achieving self-sufficiency in food (rice). Even if it is something that ironic food insecurity persists, when food production is considered to already reach self-sufficiency.

Food security remains a strategic issue because: (1) a large population requires a greater food supply. Without food security there will be a lot of people at risk of food insecurity and hunger, (2) to support the Millennium Development Goals Program to reduce the number of poor and hungry live to 50 percent in 2015, (3) to anticipate the impact of the global crisis, (4) to anticipate the impact of the crisis decline resources, and (5) to anticipate the global climate that threatens the food supply.

This topic is very interesting. Not only to be reviewed from the socio-economic aspects, but also contains a very broad political consequences (Tambunan, 2010). Food security is becoming increasingly important, especially because Indonesia is currently one of the members of the World Trade Organization (WTO). That means that on the one hand, the government must consider the sustainability of food production in the country but on the other hand, cannot inhibit the import of food from outside. In other words, if we are not ready, we will be highly dependent on food imports and could threaten the sustainability of our agriculture and food security.

In the last five years, the performance of food security drew back the public attention. Escalating food prices triggered by the global crisis and the increased intensity of the impact of climate change is increasingly difficult to anticipate raises concern which would return to the increasing prevalence of food insecurity. The accumulated impact of this addition will affect the decline in real income (purchasing power), as well as the production and availability of food so that food security ultimately disrupted.

### **The Concept Of Food Security**

The concept of food security is contained in Act 7 of 1996 About Food. Article 1, paragraph 17 states that: "Food security is the fulfillment of the conditions of household food reflected the availability of sufficient food, both quantity and quality, safety, equitable and affordable." This legislation is in line with the definition of food security according to the UN Food and Agriculture Organization (FAO) and World Health Organization (WHO) in 1992, i.e. access to every household or individual in order to obtain food at any time for the purpose of a healthy life. While the World Food Summit in 1996, food security refers to the access of any household

or individual in order to obtain food at any time for the purpose of living a healthy food with admission requirements according to local cultural values (Pambudi, 2002a).

### **Study to the Concept of Food Security**

Reflecting the definition and concept of food security and the reality on food handling practices and food security policy for this, then some things that need to be criticized as well as the alternative solutions are as follows:

#### **Criticism**

1. The acceptance of culturally appropriate food based on the definition of food security (World Food Summit 1996) is not expressly mentioned in the Act No.7 of 1996 About Food in chapter 1 verse 17. This indicates that the definition of food security is more general and not specific by only to accommodate the interests of the community with diverse food cultures. The meaning of this definition gives a very broad interpretation of space, as if no protrusion on certain foods that have become the image / image of the national food. This is in line opinion (Fingerprint et al, 1992) in (Saliem et al, 2005) that although the government has long suggested to diversify the use of food sources, the main food other than rice, but in practice the government is not paying attention to the other commodities of the alternate carbohydrate sources, such as sago, tubers crops and so on. Although the program should actually be more profitable to food commodities of the alternate carbohydrate sources (especially in the allocation of funds for development), but in reality diversification has undertaken more concern with food crops, especially rice.
2. Government's achievements in 1984 were the Food Self-Sufficiency. However, the intended target of food self-sufficiency was only in the narrow sense, i.e. for rice commodities. It is clearly seen from the government's continuing effort to increase rice production. To achieve this purpose, a variety of intervention measures are needed, both from the aspects of production and distribution. Even if domestic production is insufficient, the government is importing rice, which would require not a small cost (the waste). This is done because most Indonesian people consume rice as a staple food. Rice later became the sole staple food that has the image (image) and the superior political commodity, which if it did not meet, it would disrupt national stability.
3. Food security in question is all kinds of food not only rice, the fact that diversification is only at the level of policy implementation in the field, but more in favor of rice. This is consistent with the view (Sibuea, 2008b) that the food shortages that occurred in Indonesia due to a policy of "berasasi" long ago. The government expands these commodities through the printing fields in various regions outside Java, as imposed by



national policies and local transmigration program. In case not all the areas are suitable for the development of the rice plant, as a result many areas outside of Java suffered severe environmental degradation and even this program raises many questions. From the economic side printing program, it is not a new field for the local seed sector to boost the performance of the regional economy. However, since it is a national policy to accept even though nowadays there is regional autonomy (which he said has greater regional authority). It is difficult for the region to break away from the pressures from the central government intervention. Why is this still happening? It can happen because of strong political overtones in the national food policy plus mental fragility and idealism leader in a fairly easy to shake with promises and threats that are pragmatic. This policy, though on the new order, quite successfully made us self-sufficient in rice in 1984. However, this rice-based policy did not last long as the fundamentals of our food rely on rice and not on other food sources. In terms of cultural values, the government actually really knows about the culture of agriculture as well as food cultures of Indonesia as an archipelago (archipelago state) with diverse characteristics. But in this case, the government acts as if it does not know any potential food sources that exist in this archipelago. In this case, we have a variety of food sources, one of which sago as a food source that is readily available (grace of God) who lives managed and developed. The fact shows that 60 percent of rural households food needs based on the local resources. Local knowledge serves as mitigation of food insecurity, but local knowledge is often overlooked because the government indirectly led to the consumption patterns of the population-based rice (rice). Estuary appears biased perception that: "food to be identical because rice is considered a staple food." In other words, if Indonesia is said to suffer from insufficient food, which is actually a shortage of rice stocks, but not necessarily other food shortages. That is why the question for us; namely "being brought where are our food policy and whether the policy of our food is a reality or rhetoric".

4. The right for food is the same as other human rights, and it must be guaranteed by the state and is the state's responsibility. In 2005 through the Law No.11/2005, the Government ratified the International Covenant on Economic Social and Cultural (ESC Covenant). The Covenant contains, among other responsibilities of the state to respect, protect and fulfill the right for food for its people. The consequence of this ratification (Irham, 2008), is that the government must amend all laws that are not in harmony with the ESC Covenant, including the matter of food, the Law No.7/1996. There are at least four reasons why the law should be changed: (1) protection of the right for food by the state is an essential obligation, (2) laws can be the guarantee for the fulfillment of the government's responsibility in the welfare of their communities

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sustainable food fulfilled: (3) the food crisis which hit the world since 2007, is a valuable lesson about the importance of a nation to own sovereignty over food to ensure food security for its citizens, (4) development can be sustainable if people's basic right for food are met. Furthermore, according to (Irham, 2008) that in addition to Law No.7/1996 being incompatible with the Covenant ESC, it also has not touched the fourth aspect. For example, the Law No.7/1996 eliminates the obligation of state responsibility in fulfilling the right for food by providing some of the burden of obligation to the community (Article 45). In addition, it is the government in this legislation who should be more pronounced, whether central or local government. This becomes especially important after the regional autonomy.

5. One policy to tackle poverty is through food aid Raskin approach, though not every family has the purchasing power of the rural communities in rice. Many problems occur behind the Raskin program, such as: (1) the Raskin program is often not well targeted, many of the poor do not receive Raskin, (2) it does not match the ration rice for a set amount, (3) Raskin program has misused by many to be traded, (4) the Raskin program spawned the "new poor". This indicates that there is still corruption in raskin policy, so the program is initially targeted to be one goal only. It also gives morally negative impact, because a lot of people pretend to be poor to get rice aid. On the other hand Raskin has damaged the government's effort to increase local food based on local resources. The presence of multi Raskin can cause the perception of government policy that is; the first is a political raskin "berasasi" that can reach all areas of the republic and will eventually affect to the substitution of food consumption patterns to the entire local community. Second, it will influence only to the local food community raskin NKRI, it will be a classic excuse to make rice as a political commodity which further can smoothen the attempt to import food if any problem occurred in domestic food production. Third, after the regional autonomy, many districts even apply the transmigration restriction programs nationally. Raskin automatic entrance can be used to undermine the policy of the autonomous region. Fourth, rice import is a waste of foreign exchange and it might destroy domestic agriculture. Deadly domestic agriculture might cause impoverishment of the farmers.
6. Dependence on imports; according to Huang (1996) in Saliem et al, (2005) In the context of trade, most countries treat rice as a residual, i.e. the allocation of rice production is mainly to meet domestic demand. Export is only done when there is some extra supply after domestic consumption is met. That is why the world rice market is thin (thin market). In such conditions it is too risky when a country depends mainly on rice consumption needs of the world market. Although, in principle, food security does not necessarily mean food self-sufficiency, but it also

determines the import of assured food security. However, ideally, food security should be fully supported by the traffic itself in producing the food demand by the domestic market. The import prices could rise or halt the exports of the exporting country for political or other reasons and the import dependent countries may risk to inflation. Another impact is that going to undermine domestic agriculture. This is in line with the opinion (Suyadi, 2008), i.e., the impact of government policies of the past when the government implemented a policy of import tariffs for food commodities was low (lower than the provisions of the WTO) and the prices of the import food commodities was lower than the local agricultural or national food. This is in line with the other opinion (Suyadi, 2008), i.e., the impact of government policies of the past when the government implemented a policy of import tariffs for food commodities was low (lower than the provisions of the WTO) that the prices of food commodities in imports is lower than the local agricultural or nationwide. As a result, farmers in rural areas that have the potential are not eager to develop their crops because their income is not promising. For developing countries, the problem will become very serious, if farmers are not able to maintain food security, the country had to rely on the food needs of multinational companies operating in the sector of food production. Theoretically, food supply could be met from domestic production and imports or a combination of both. If we rely on food imports from the international market, in addition to the drain of foreign exchange, it also contains a very big risk, because it must be able to fulfill domestic agriculture. In line with that (Walter et al, 2005) stated that the development of the agricultural sector is needed to maintain the growth and availability of food and prevent the famine. Furthermore, (Soetrisno, 2002) states that food dependence on the outside world causes problems for farmers and communities in developing countries.

7. Conversion of paddy fields in Indonesia for industrial, residential and other by BPN (National Land Agency) conversion reached 3.099 million hectares or about 42.4 percent of the total land area of 8,903,220 hectares of rice fields (Shah, 2011). A similar view was expressed by former vice-president Mohammad Yusuf Kalla during his reign (2007) namely; from 7 million acres of wetland could provide 100 thousand hectares of switching functions every year, because the demand for housings, roads, factories and office buildings are all built on paddy fields. Furthermore, according to Kalla, "it is not an issue because it provides a maximum field of employment as many as 4 people per hectare, while the factory provides 200 people per hectare. So it does not matter what we change, even if not many people are unemployed" he explained. Ashari in (Maryoto, 2008) suggests that the onset of the food crisis of 2007/2008 is a decline (involution) farming which has occurred since the 1950's, but it has not been treated seriously by the government. Land

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fragmentation has caused land productivity to decline. The conversion of land so rapidly threatens the future of our agriculture, moreover it is legalized by state officials, and the land conversion for the buildings is more in favor than the traditional agricultural sector as the government tends to do the capitalist economy patterned growth trade.

8. The disparity of economic resources such as land that economic resource mobilization, human resources, technology, capital and social resources in Indonesia have a tough challenge, because the reality on the ground shows that the productive resources should be controlled by a group of people who are close to the ruling elite. Mastery has created imbalances in access to the resources and many further developments resulting in the emergence of the welfare disparity between groups in society. The field data shows that the resources are not fully controlled by the controlling parties, causing inefficiencies and closing the access of other vulnerable groups to these resources so that the social cost is high. This condition will directly affect the well-being and food security of communities.
9. The inability of the government to force world institutions. A large population country like Indonesia that bias in conducting food policy would be severely impacted; system would affect national food security. Past policies that are mainly dictated by foreign powers such as the World Bank and IMF, was suspected to be one of the causes of the weakness of the national food security system.
10. The current global food crisis is the result of some policy mistakes made by the world institutions such as the World Bank and IMF and also from many countries around the world, including countries that are potentially large producer of rice such as Indonesia, India and China in the last two decades. Statement from the Chairman of FAO Schutter stated that the World Bank and the IMF has underestimated the importance of investing in the agricultural sector by promoting the production of export-oriented policies (Khudori, 2008). These two institutions urged the developing countries (NSB) to join the program of financial assistance to run the policy, which produce commodity-based exports, especially manufacturing, in addition to implement the structural adjustment programs as the key condition for financial assistance. This policy ignores food security.
11. Institutional dwarfed Bulog government formation is believed to be one of the main causes of the weak institutional national food security. Since May 2003, based on Government Regulation 7 of 2003 on the establishment of National Logistics Agency, the agency of the national food buffer that the Logistics Agency (Bulog) which originally existed as Officials (Non-Departmental Government Institutions). However, it has changed the status as a National Logistics Agency. These changes have consequences on the task; Bulog mandates and authorizes the



administration and management of national food security. The changes are believed to affect the mechanisms, processes and performance of food security in the region. It is based on the fact that the change of status Bulog occurs when the changes in the government system were decentralization. By observing the changes in Bulog status from a non-departmental government institution (Officials) into a public company, it has caused the loss of two very important things: (1) the National Commitment in handling the strategic commodities, and (2) governments institutions being assigned to integrate the strategic commodities (Basuki, 2004).

### **Solution**

1. The government should review the policy of food security according to Law 7 1996 which does not include the definitions of food security according to the World Food Summit in 1996; an access to every household or individual in order to obtain food at any time for the purpose of living a healthy food with admission requirements in accordance with "local culture". Local cultural values mean that food security should be based on the prevailing values in the community, including the types of food. That's why the state food policy should be proportional to accommodate the diversity of national food. Therefore diversification program is the answer to the above problem as long as the program is being consistent in its implementation.
2. Countries should be able to ensure food security through the mechanism of the hierarchical system. It is based on the paradigm of sustainable food security which requires a hierarchical system to view as well as treat the global food security of national, regional, local and household / individual (Simatupang, 1999) . Thus, food security at the national, regional and local levels is a prerequisite requirement for food security at the household level, while food security at the household level is a requirement for the adequacy of food security at the national level. Thus the policy of food security at all levels above one another should be complementary.
3. Food security should be seen as an economic system which consists of food availability subsystem, distribution subsystem and the subsystem where the consumption of three subsystems interacts continuously. Thus, the perception will grow that understands collective cooperation of the actors who organize the activity on each subsystem is a key to success to achieve food security. In other words, the realization of food security can be achieved by awaking continuous coordination among the actors in each subsystem.
4. Make some changes in the international strategic environment (free trade) and domestic (state changes Bulog) influence for the development of food security. The free trade arrangements will need the food supplies

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and establish policies and tax or tariff. While there are changes of status in the era of regional autonomy, Bulog leads the authority on the provision of food. Bulog should limit the provision of food so that the development of food stock is encouraged, especially with the non-trader. The implementation of regional autonomy, which provides most of the affairs of the central government to districts / cities, has changed the management approach from the development of a centralized pattern into decentralized pattern. Thus, the division of roles and at the same time needs coordination between the central and district / city governments in the development of food security policy that that the respective levels of government are mutually complementary.

5. Firmness of the government's position in the government's food security policy must be visible in order to see the food import policy as a burden on the country's foreign exchange as well as dependence on foreign (domestic agricultural attenuation) though rice is treated as a residual by nearly all rice producing countries. We must be independent and possess food sovereignty in the field of food, free from foreign intervention and is not dictated by international institutions. That is why strengthening the domestic agriculture is a wise move, as well as being an effort to alleviate poverty that the majority of people in rural areas based on agriculture. Measurement should be done by the government role in order to strengthen domestic agriculture among other sectors. It is to limit and even prevent the conversion of agricultural land and the redistribution of assets through policy reform (reform agrarian) (Anwar, 2000).
6. Raskin aid policy, which is not in line with the spirit of the World Food Summit in 1996, the words: food acceptance in accordance with local cultural values, it means continuing relief efforts raskin mean neglect of genetic diversification and off locally. Therefore we need to do "cultural revolution in values" to appreciate the value of local food. The policy of government assistance programs are still needed, but the commodity must be in accordance with local conditions. Furthermore, the government should have a due date of assistance, so the people are not ignorant and do not continue to feel poor and resulted in not doing any hard work. A concrete proof is needed to support the program that is suitable to the conditions. Thus, the planners (center) should understand that programs (projects) are designed based on the local resource advantages.

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