

The Role of ASEAN through ASEAN Integrated Food Security (AIFS) Framework in Achieving Indonesia's Food Security

Renny Miryanti*, Sri Wijayanti, Kholifatus Saadah, Ayu Agustiningasih

International Relations Department, Universitas Jenderal Soedirman

*Email: renny.miryanti@unsoed.ac.id

Abstract. The report of 2021 hunger map of the World Food Program of the United Nations (WFP) shows that even though Southeast Asia has fertile land and is surrounded by maritime wealth, however many ASEAN (Association of Southeast Asian Nations) countries still has a number of poverty and inability to access food and nutrition. ASEAN through the AIFS (ASEAN Integrated Food Security) Framework encourages ASEAN countries try to achieve ASEAN regional food security. This study will examine the role of ASEAN through AIFS (ASEAN Integrated Food Security) in achieving Indonesia's food security. This research used qualitative method, and the collecting data used primary data collection conducted through interviews with related parties, and secondary data through literatures review related to the role of ASEAN through ASEAN Integrated Food Security Framework or other food security policies. The theory of international organization role is used to answer the research question. This research found that ASEAN through AIFS framework plays role as an arena rather than instrument and independent actor in achieving food security in Indonesia.

Keywords: AIFS, ASEAN, Food Security, Indonesia, Role

1. Introduction

The United Nations and ASEAN have expressed the idea of food security in various number of their documents. According to the 1996 World Food Summit, food security is the condition in which all people, at all times, have physical, social, and economic access to sufficient, safe, and nutritious food that fits their dietary needs and dietary preferences for an active and healthy individual. In contrary, when a person lacks sufficient physical, social, or financial access to food, it is said to be experiencing food insecurity. In Indonesia, food security is regulated in law number 18 of 2012, food security is a condition of fulfilling food for the state to individuals, which reflected in the availability of sufficient food, both in quantity and quality, safe, diverse, nutritious, equitable and affordable and does not conflict with religion, belief, and culture of the community, in order to live a healthy, active and productive life in a sustainable manner (Ministry of Health of the Republic of Indonesia, 2015). In 2009-2020, ASEAN formulated and implemented the ASEAN Integrated Food Security Framework (AIFS) and two Strategic Action Plans for Food Security in 2009-2013 and 2015-2020, focusing on a series of strategic actions based on strong commitment and ownership in among all ASEAN Member States (AMS) [1].

AIFS is a framework created as an effort to overcome the food security crisis that occurred due to the food crisis in 2007-2008, after the establishment of AIFS the efforts and objectives of the AIFS Framework are to ensure long-term food security and improve the livelihoods of farmers in ASEAN. After the food price crisis in 2007-2008 that occurred, the ASEAN Summit promised to overcome this food crisis by making food security a fixed and stable policy priority, although with the existence of AIFS new challenges continued to emerge due to the food crisis that occurred in 2013. 2007-2008 including the economic slowdown, the financial crisis, as well as an increase in the cost of living and

agricultural inputs due to increasing prices at that time. Beside the problem of shifting fertile land to biofuel land resulted in problematic food production at that time [1]. As a regional AIFS food security organization in ASEAN, AIFS was formed because of the food problems of ASEAN member countries that very complex and affecting relations between countries, so that country leaders agreed to form a regional cooperation ASEAN Integrated Food Security (ASEAN Integrated Food Security). The AIFS contains several cooperation frameworks formed by countries that the same interests regarding food issues. It also forms a cooperation framework, namely SPA-FS or (Framework Strategic Plan of Action on ASEAN Food Security), namely an action plan for food security. AIFS is an intergovernmental organization that has a function in helping to solve problems that exist among nation states in ASEAN [2]. The problems that occur provide opportunities for success through good communication by all parties, and it requires the involvement of all stakeholders. A good communication program is needed to create greater public awareness regarding the implementation of the AIFS Framework and SPA-FS and keep all stakeholders informed about the progress in order to avoid confusion and misunderstanding about the status of food security in the region [3].

The AIFS framework was formed to address the issue of food security in ASEAN countries by creating various strategies including six strategic goals with four important objectives which are emergency assistance (emergency/shortage), sustainable food trade, framework of information security systems (Integrated food security information system) and agricultural innovation (Agricultural innovation) [1]. Six strategic goals are improving food security and emergencies (lack of assistance) by implementing strategies and strengthening food security arrangements, development of food trade by promoting a conducive food market and sustainable trade, integrated food security information system that strengthen an integrated food safety system with effective information for forecasting, planning and monitoring inventory and utilization for food commodities, agricultural innovation by promoting sustainable food production, encouraging investment in greater food and agro-based industries to improve food security and identifying and overcoming emerging problems related to food safety [3]. The AIFS framework has a working system by providing a forum for information exchange and the sharing of new technologies with various knowledge and interests including trade, scientists and research institutions. In this case, the AIFS framework focuses on creating regions with strong networks for ASEAN member countries. The various tools created by the AIFS framework are not only parts of the framework, but the AIFS framework has a goal and work system to produce an optimal framework, which aims to sustain and increase food production, reduce post-harvest losses, then promote conducive markets and trade for agricultural commodities and inputs, ensure food stability, ensure food safety, quality and nutrition, then promote the availability and accessibility of agricultural inputs and operationalize regional food emergency assistance arrangements [1]. Based on the various objectives mentioned above, it can be seen that the framework created by AIFS is the first step to make food security becomes a top priority for ASEAN countries.

Indonesia is an agrarian country with most of the population working in agriculture. Based on the Central Statistics Agency (BPS) records in 2019, it reached 34.58 million while in 2020 there were around 33.4 million farmers engaged in all commodities in the agricultural sector [4]. With a population more than 260 million, Indonesia is currently facing the challenging task in achieving food security. Through AIFS and SPA-FS 2009, Indonesia and other ASEAN member countries cooperate together on food security through strengthening national policies on food security in each country, developing food reserve systems, encouraging trade and a conducive food market, and strengthening linkages and integration of network systems. data related to information on prices, distribution and logistics of foodstuffs. Regarding this issue, Indonesia plays an active role in the ASEAN Food Security Reserve Board (AFSRB) and the East Asia Emergency Rice Reserve (EAERR). Indonesia also cooperates to establish the ASEAN Food Security Information System (AFSIS) and joint efforts in the context of sustainable production of food ingredients. Through the collaboration between AIFS and SPA-FS 2009, Indonesia encourages increased cooperation in the agricultural sector, such as optimizing the use of encouraging cooperation with the private sector, government facilitation for investment in food production and research and development of biotechnology cooperation. Initial priorities for food security for the ASEAN region include rice, corn, soybeans, sugar and cassava, as well as other

important food commodities, especially alternative crops for staple foods that can be identified during the implementation of the AIFS Framework and SPA-FS [3].

AIFS is present as a way to overcome various problems that have occurred regarding food security matter in ASEAN, therefore the efforts achieved by Indonesia must focus on the AIFS framework. The research will discuss about the urgency and the existence of the AIFS Framework in ASEAN and how it overcomes the problem of food security in ASEAN member countries, especially Indonesia. The existence of the AIFS Framework is expected to have a good influence on Indonesia's national food security policies through the efforts and strategies provided by the AIFS Framework. It will also discuss how far the steps taken by ASEAN through this AIFS Framework are to overcome various food problems in Indonesia as one of ASEAN member countries.

2. Research Method

This research will use qualitative research methods. Qualitative research methods emphasize understanding the social world through the interpretation of data sources and participants in this study. In addition, qualitative research tends to be constructionist in that social phenomena should be understood as the result of interactions between humans [5]. Qualitative research aims to obtain a complete picture of a matter according to the view of the human being studied. Qualitative research deals with the ideas, perceptions, opinions, or beliefs of the people being studied, all of which cannot be measured by numbers. This study uses primary data collection conducted through interviews with related parties and secondary data consisting of journal articles, news reports, regulations, or other records from the government and ASEAN related to the implementation of the ASEAN Integrated Food Security Framework or related to food security policies in general. This research also used international organization role theory to answer the research question. This theory states there are three roles of international organization which are as an arena, instrument and independent actor.

3. Result and Discussion

3.1 Food Security Concept

Food security is when all people at all times have physical and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences and leads a healthy life. Food security is generally defined as follows:

1. Availability of food where the availability of food in sufficient quantity with appropriate quality is supplied through domestic or imported products which are included in food assistance
2. Accessibility of food that can be accessed by individuals to adequate resources (rights) to obtain suitable and nutritious food. In this case it is defined as the collection of all commodities over which a person can assign commands given the legal, political, economic and social arrangements of the community in which they live (including traditional rights such as access to shared resources).
3. Benefits. Utilization of food through adequate diet, clean water, sanitation and health. Care to achieve a state of good nutrition in which all physiological needs are met. This emphasizes the importance of non-food inputs in food security.
4. Stability. Food secure, populations, households or individuals must have access to sufficient food at all times. Consequently, they should not risk losing access to food from sudden shocks (eg economic or climate crises) or cyclical events (eg seasonal food insecurity). Therefore, the concept of stability can refer to the availability and dimensions of access to food security [1].

From the various definitions of food security above, we can see that food security is the best way to create facilities that support the welfare of citizens in the ASEAN region.

3.2 International Organization Role

The role of international organizations in international relations has now been recognized for their success in solving various problems faced by a country. Even today international organizations are considered to be able to influence the behavior of the State indirectly. The presence of international organizations reflects the human need to cooperate, as well as a means to deal with problems that arise

through such cooperation. According to Clive Archer in his book *International Organizations*, an international organization is a formal and continuous structure formed by an agreement between the members (government and non-government) of two or more sovereign states with the aim of pursuing the common interests of its members. The role of international organizations according to Clive Archer can be divided into three categories, namely:

- a. As an instrument, where international organizations are used by member countries to achieve certain goals based on their foreign policy goals.
- b. As an arena, where international organizations are meeting places for their members to discuss and discuss the problems they face. Not infrequently international organizations are used by several countries to raise their domestic problems with the aim of getting international attention.
- c. As an independent actor, international organizations can make their own decisions without being influenced by power or coercion from outside the organization.

An international organization that is functional, of course, has a function in carrying out its activities [6].

3.3 The Role of ASEAN through ASEAN Integrated Food Security Framework in Achieving Indonesia's Food Security

3.3.1 The Role of ASEAN as an Arena through ASEAN Integrated Food Security Framework

The aim of AIFS framework is to ensure long-term food security and improve the livelihoods of farmers in the ASEAN region, to achieve this goal AIFS has 7 (seven) objectives such as increase food production, reduce post-harvest losses, promote conducive market and trade for agricultural commodities, ensure food stability, improving food quality and nutrition safety, increase availability and accessibility for agricultural inputs, operationalization of regional food aid emergency arrangements.

Food security has become a central issue in the framework of agricultural development and national development, shown among others by making the issue of food security one of the focuses of operational policies for agricultural development. Improving food security is a top priority in development because food is the most basic need for humans so that food plays a very important role in national economic growth. Food security is defined as the availability of food in sufficient quantity and quality, distributed at affordable prices and safe for consumption for every citizen to support their daily activities around the clock. Food security is a necessity that needs to be maintained with various efforts from many parties, with the cooperation of many parties, food security can be pursued together, one of which is the establishment of AIFS by ASEAN with the approval of ASEAN member countries, AIFS was formed with the aim of overcoming food scarcity faced by ASEAN countries. ASEAN countries, one of which is Indonesia. Indonesia became a country that was also affected by the food price crisis in 2007-2008. Therefore, with the existence of AIFS, it is expected to be a step in the recovery of food security stability in the ASEAN region, especially in Indonesia because basically food security is the most basic need for humans so that food is play a role in economic growth [7].

Food security in Indonesia is still a crucial concern, the unavailability of food can be a serious problem for food security and national food security for a country. The emergence of hunger, poverty, malnutrition and food poisoning that can cause death is a serious impact of uncontrolled food security and security. Food safety is a very important aspect in everyday life, lack of attention will result in an impact in the form of a decline in public health, ranging from poisoning to cancer due to the use of food additives due to unhygienic storage and presentation processes to the risk of emergence [8]. This is also an important condition that must be carried out by the government so that national food security remains in a stable position. The condition of Indonesia's food security can also be affected by the crisis and global food scarcity, many things that affect the unstable condition of national food security and security, one of which was felt by Indonesia in the global food price crisis in 2007-2008 which occurred at that time, -Countries in the ASEAN region are feeling the effects of the food price crisis. Until now, Indonesia's national food security is still influenced by global food conditions and interference from regional-level organizations.

The government of Indonesia provides food security budget in 2022 around 76.9 trillion rupiah, which is directed at first to increase the affordability and adequacy of diverse, quality, nutritious, and safe food. Second, increasing productivity and income of farmers and fishermen through strengthening their capacity, strengthening access to production inputs, providing agricultural and fishery infrastructure, as well as encouraging mechanization and the use of technology. Third, food diversification and nutritional quality. Fourth, improving the business climate and competitiveness. And lastly, strengthening the sustainable food system (Development of Food Estate) [9]. The government do this as an effort to maintain national food security in Indonesia.

AIFS framework was formed to be a reference in efforts to achieve food security in the ASEAN region, The successful implementation of the AIFS Framework and the SPA-FS requires the involvement of all stakeholders. A good communication program is needed to create greater public awareness of the implementation of the AIFS Framework and SPA-FS and keep all stakeholders informed about the progress in order to avoid confusion and misunderstanding about the status of food security in the region [3]. The 2009 ASEAN Summit also pledged to make food security as a permanent policy priority. This was extended in the 2015-2025 Strategic Plan. The Summit adopted the AIFS Framework to systematize its approach to achieve food security [10].

The implementation and role of ASEAN through AIFS framework has started to emerge with various activities. In Indonesia, it continues to encourage the agricultural sector in achieving sustainable national food security in line with the dynamics of regional development and playing an active role in achieving food security. regional and global, especially in the framework of ASEAN cooperation. This step is in line with the 2020-2024 Agricultural Development Strategic Plan which aims to achieve advanced, independent and modern agriculture [11]. Through the guidelines from AIFS, Indonesia makes some policies in overcoming poverty and food instability. Agricultural innovation and steps have been taken by Indonesia's government for the welfare of farmers, long-term agricultural development, and food stability. Those are carried out by Indonesian government using AIFS as a guideline in achieving food security.

ASEAN through AIFS framework has served as an arena. In international organizations role, arena is a meeting place for members to discuss various problems they face, AIFS is a place for member countries to discuss various problems which experienced by ASEAN member countries. Various activities show ASEAN's role through AIFS as an arena such as:

1. Food availability

Availability of food in sufficient quantities with quality in accordance with the supply through products included in food assistance is one of the efforts made by ASEAN through AIFS forum in ensuring the availability of food, namely strengthening food security, including emergency assistance/lack of regulation. This activity was carried out by AIFS in 2015-2020 through fully functioning regional food security reserves. Other activity was a study on the possibility of expanding food commodities and identify the appropriate mechanism to be carried out in 2015-2016.

2. AIFS in Food accessibility

Accessibility of food can be accessed by individuals through adequate resources, as well as the establishment of legal, political and social commands of the community in which they live. ASEAN through AIFS promotes sustainable food production in an effort to maintain food accessibility in member countries, also expands and promotes knowledge of farmers outside of agriculture including entrepreneurship and agribusiness. It also carried out this effort in the 2015-2020 period, and those who were responsible for carrying out this series of activities included AMS, ASW GAC, ASEC and others.

3. AIFS in Food Utilization

Utilization of food through an adequate diet, clean water and health care to achieve a prosperous nutritional state and fulfill physiological needs. Encouraging non-food for food security, in this case AIFS has taken several steps including: utilize nutrition information to support evidence-based food security and agriculture policies, conduct studies for the development and trial of nutrition information modules to be integrated into AFSIS and or other relevant mechanisms, this activity is carried out in 2015-2020, strengthen and improve the ASEAN food security

information system with useful nutrition information. It also conducted regional workshops to identify/define key nutrition information and indicators, collection/compile methodologies needed for the development of policies for regular monitoring of food security.

4. AIFS in Food Stability

Stability refers to the dimensions of availability and access to food security. AIFS activities in the availability and access of food in ASEAN member countries including: encourage greater investment in the agriculture-based food industry to improve food security. Prepare roadmaps for demand-oriented regional and food value chains involving smallholder organizations, scale to disseminate information on investment opportunities especially for SMEs, and facilitate coordination of public-private-based investment and public-community partnerships along agricultural-based regional value chains. That is one of the activities carried out by AIFS in supporting the stability of food availability and security. This activity was carried out in 2015-2017. Those who participated in this activity were AMS, ASEAN CCI, ABF, ASW GAC and other members.

ASEAN through AIFS framework also try to Identify and address emerging issues related to food security. ASEAN is conducting a study on the long-term implications of developing bio-energy and food security in AMS, this activity was carried out in 2015-2020 at the same time ASEC FAO also took part in the implementation of these activities [1].

The role of ASEAN through AIFS framework as an arena in achieving Indonesia's national food security by providing a place for Indonesia to contribute in overcoming food problems in ASEAN. The initial step taken by Indonesia as an effort to contribute after the existence of AIFS as a forum for discussion for ASEAN member countries is that Indonesia takes part in ASEAN activities such as ASEAN Member meeting in formulating policies that are related to the problems facing by ASEAN countries. One tangible form of the availability of a forum or arena for Indonesia in submitting proposals to the ASEAN meeting forum is through an ASEAN-level workshop in 2021 by the Minister of Agriculture [12].

ASEAN's role through AIFS framework in implementing its programs in Indonesia has given impetus to the Indonesian government to further improve its food security sector. Considering the increasingly open free market (Free Trade) in the ASEAN Region, especially in the implementation of the ASEAN Economic Community (AEC) in 2015. This can be seen from the commitment of the Indonesian government to make or follow up laws and various regulations that focus on addressing domestic food problems [13]. The encouragements from AIFS are clear that Indonesia still needs appropriate and fast follow-up regarding efforts to improve food security in various regions in Indonesia, the lack of government role in overcoming food security matter will become very crucial if it is not handled properly. There are still many areas in Indonesia that are still experiencing a shortage of basic foodstuffs, and the lack of balanced nutrition especially in East Part of Indonesia such as Papua.

3.3.2 The Role of ASEAN as an Instrument through ASEAN Integrated Food Security Framework

The role of ASEAN through AIFS framework as an instrument has not been shown in detail regarding the data that says the purpose of AIFS forum is as a tool to achieve certain goals based on the foreign policy goals of ASEAN member countries. As far as researchers see, AIFS forum is only a forum or meeting place for members to discuss and discuss food problems that are currently being faced by ASEAN member countries. Some of the explanations above emphasize the role of ASEAN through AIFS framework in overcoming problems of food security, food stability and various kinds of problems related to food and agriculture conditions with the aim of achieving food security for all ASEAN Members, not only the interests serve one country's foreign policy. It can be concluded that AIFS does not act as an instrument.

3.3.3 The Role of ASEAN as an Independent Actor through ASEAN Integrated Food Security Framework

AIFS is a framework that was created due to the food price crisis in 2007-2008 which had an impact on the condition of food security in the ASEAN region, so that all ASEAN member countries agreed to form an ASEAN Integrated Food Security as the first step for member of ASEAN to discuss and share

information regarding food security. However, AIFS forum is only a forum that does not have the authority to regulate and make decisions on its own without the proposal and participation of ASEAN member countries, and interference from ASEAN itself. Therefore, as the third category of international organizations, ASEAN through AIFS framework does not act as an independent actor.

4. Conclusion

This research has provided new perspective in seeing ASEAN role regarding food security achievement in ASEAN member countries especially Indonesia. Using international organization role perspective from Clive Archer make researcher can classified which role that has play more significant in achieving ASEAN's food security. Based on international organizations role, ASEAN through AIFS has play as a significant arena for ASEAN member countries because it is able to become a forum or place for efforts to overcome problems that threaten food security and national food stability of ASEAN member countries, and it is able to provide space for its members to overcome problems that occur by creating the AIFS framework that focuses on achieving food security in ASEAN region. However, the role of AIFS in achieving Indonesia's national food security is still not fully optimal, but the efforts made by Indonesia itself in overcoming food problems have followed several strategies and components of AIFS framework which serve as guidelines for ASEAN member countries in taking steps to achieve regional food security. For ASEAN member countries, especially Indonesia, has realized several components of AIFS can become policy and great effort to ensure food security in Indonesia. Therefore, it can be concluded that the role of ASEAN through AIFS framework in achieving Indonesia's national food security is quite influential for the sustainability and stability of Indonesia's food security itself.

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