

Governance Analysis in Food Security Policies in Batam City, Indonesia

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Abstract

Every country and region have considered food security as a crucial issue because it can support national development. As one of the important cities in Indonesia, Batam City also tried to improve food security and reduce food vulnerability in its region. This article then explained that in order to achieve these purposes, Batam City has implemented a governance process within its food security policies. The method used in this article is descriptive-analytic to gain a systematic, factual, and accurate description of the fact of the relationship between the investigated phenomena. This article's result showed that the governance process can be observed through three stages of food security policy in Batam City, namely (1) the planning stage that starts from diagnosing policy prerequisites until identifying the involvement of other parties; (2) the implementation stage where the Batam Government has coped with various problems by implementing food security programs; and (3) the evaluation stage by creating an instrument for food security monitoring.

Keywords: *Food security, Batam City, governance process, public policy.*

Introduction

Based on the 1996 World Food Summit, food security can be defined as a condition when all people, at the same time, have physical and economic access to nutritious, sufficient and safe food to meet their dietary needs in order to lead an active and healthy life (Limenta & Chandra, 2017). Food security is closely related to political stability, economic stability, and aggregate economic production costs. This is why food security becomes an essential issue for every country because it is an absolute requirement for the implementation of national development (Chaireni et al., 2020). Therefore, in order to improve its food security, a country certainly needs to formulate and implement appropriate food security policies. This can be realized if the governance values are well implemented in the process of formulating, implementing, and evaluating food security policies.

Asaduzzaman & Virtanen (2016) stated that governance has an important position in public management and public policy discourse. This concept not only occupies a central position in development discourse, but is also seen as a fundamental component to be integrated into state development policies, in both developed and developing countries.

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Good governance principles and mechanisms are needed so that the government can work in an accountable and transparent manner. It also plays an important role in increasing public trust in the government (Komite Nasional Kebijakan Governansi, 2022). The World Bank then defines governance as a way of using power in the management of a country's social and economic resources that are destined for national development (Asaduzzaman & Virtanen, 2016).

This article then tried to describe and analyze the existence of governance in food security in Batam City, Riau Islands Province, Indonesia. This is because Batam City is one of the important cities in Indonesia which is located in a strategic spot. After all, it becomes one of the gates between the Riau Islands Province and other countries. Due to its geographical advantage, Batam City has been recognized as the center of economic growth as well as the center for the transit of goods and passengers. This function is supported by the existence of various infrastructure, such as ports and Hang Nadim airport. Data from Indonesia Statistics showed that the total population of Batam City in 2020 was 1,196,396 inhabitants with a growth rate per year was 2.32% and the percentage of productive age (15-64 years old) was 70.31% (Nainggolan, 2022). This condition has increased the consumption rate within society. Therefore, as a government agency that has the responsibility for food security in Batam, the Food Security and Agriculture Agency should apply the governance process in making a food security policy.

In this article, the authors focussed on three governance processes within food security policy in Batam, namely planning (plan), implementation (do), and evaluation (evaluate). First, planning is a crucial aspect used to produce superior policies. This can be conducted through five stages, (1) diagnosing policy prerequisites; (2) identifying the authority of each related unit or agency; (3) identifying policy targets; (4) designing policies; and (5) identifying the potential involvement of other parties related to the policy (Komite Nasional Kebijakan Governansi, 2022). Second, policy implementation can be achieved if the government can identify problems, develop appropriate policies to deal with these problems, and turn policy plans into concrete actions. The government also needs to increase transparency and involve various stakeholders in the implementation of its policies. Third, before conducting an evaluation, the government needs to conduct performance monitoring. In this stage, the government needs to utilize the data that has been collected, so that it can see indications of progress and achievement of goals in the policies being implemented (Komite Nasional Kebijakan Governansi, 2022).

Research Method

This article used the qualitative method by focusing on descriptive-analytic that is aimed to gain a systematic, factual, and accurate description of the fact of the relationship between the investigated phenomena. Descriptive-analytic research is carried out by collecting data and information according to actual conditions, then the data and information is compiled, processed and analyzed to be able to provide an overview of the existing problems (Sugiyono, 2008). The authors then used a literature review to collect various data regarding the food security policy in Batam City. We are more focused on secondary data by searching the material and information through books, journal articles, government reports, and online articles. After that, the collected data are reviewed and analyzed based on three processes of governance, namely planning, implementation, and evaluation.

Result and Discussion

Planning (plan)

In the planning process of governance, the Batam Government has carried out five crucial stages. The first stage is diagnosing policy prerequisites. The government realized that consumption pattern within society has changed every year because of the alteration of income, education, and social structure. The meat demand has increased, but the livestock population does not. In order to cope with this problem, livestock management must be well conducted. For instance, efforts are needed to standardize the establishment of livestock pens so as not to disturb the environment (Setyono, n.d. cited in Nainggolan, 2022). The livestock pens should not be established in a region that is vulnerable to environmental hazards. It also must be built higher than surrounding pens and built in a location that is easy to access by four-wheel vehicles.

The second stage is identifying the authority of each related unit or agency. The agency with a prominent authority in regulating and managing food security in Batam City is the Food Security and Agriculture Agency. It consists of five sectors, namely Secretariat, Food Security Sector, Institutional and Extension Sector, Agriculture Sector, Animal Husbandry and Health Sector, and Functional Groups. It leads by the Head of the Agency who has the main task of leading, organizing, managing, formulating, coordinating, and being responsible for technical policy implementation of local government affairs. Specifically, Food Security Sector has three sections, such as the Food Availability and Vulnerability Section, Food Distribution and Reserve Section, as well as Consumption Diversification and Food Safety Section (Mayor of Batam Regulation Number 48 of 2016, 2016). Moreover, the Food Security and Agriculture Agency also created the Regional Technical Implementation Unit (UPTD) for Animal Slaughterhouses and Poultry Slaughterhouses (RPH-RPU) (Mayor of Batam Regulation Number 16 of 2018, 2018).

The third stage is identifying policy targets. Generally, the food security policy aimed to achieve the Vision of Batam City, namely 'the realization of Batam as a port of civilized world (bandar dunia madani) that is competitive, advanced, prosperous, and dignified'. Therefore, the policy must align the demands of development in improving the income and welfare of farmers/breeders as well as fulfilling the needs of Batam's inhabitants for agricultural products that are increasing along with a significant increase in the number of Batam's inhabitants per year (Food Security and Agriculture Agency, 2018). Not only that, other purposes that will be achieved by the government are including (1) the development of important commodities of food crops and horticulture; (2) the development of agricultural production center for food crop, horticulture, plantation, and animal husbandry supported by adequate regional facilities and infrastructure; (3) an optimal extension system and institutions for farmers and other actors of food crop agribusiness; (4) increased cooperation in agricultural research and development of food crops and horticulture with the central government and university; (5) adequate ratio of field agricultural extension workers; and (6) increased the percentage of agricultural products in Riau Islands in fulfilling domestic needs (Food Security and Agriculture Agency, 2018).

The fourth stage is designing policies. After identifying the target, the government then came up with the Performance Strategy Plan of Regional Apparatus Organization (Renstra OPD) as a guide and reference in determining the development plan, including in the food security sector. Besides, there are several food security policies that have wide scope to reach all aspects of food security. The food security policies established by the Batam government are including Batam Mayor Regulation Number 48 of 2016, Batam Mayor Regulation Number 26 of 2017, Batam Mayor Regulation Number 16 of 2018, and Batam Mayor Regulation Number 5 of 2021. The fifth stage is identifying the potential involvement of other parties related to the policy. During the policy-making and

implementation process, there are several parties involved, such as the Food Security and Agriculture Agency of Batam City, the Batam Mayor, the Food Security Agency of the Ministry of Agriculture, universities, food entrepreneurs, and society (particularly during the policy socialization).

Implementation (do)

In the implementation stage, the Batam City government has been identified several problems regarding food security, such as (1) the food security programs at the national, provincial, and regency/city level are not properly integrated; (2) Food Security Council has not been formed as a forum coordination for regional apparatus organization in the implementation of food security; (3) inadequate food distribution facilities and infrastructure impede physical access and trigger price hikes; (4) availability of food across time and regions is not evenly distributed; (5) inefficiency of reserve and distribution systems as well as national logistic and supply chain (6) lack of community awareness regarding the importance of consuming a variety of foods that are nutritionally a balanced and secure; (7) food products that are not safe for consumption are still circulating; (8) food production has not been proportional to the rate of population growth; and (8) lack of human resource competency who handles activities of food availability, food distribution, food diversification, and food safety (Food Security and Agriculture Agency, 2018).

The Batam government then tried to cope with these problems by implementing various food security programs. First, the establishment of a Sustainable Food Yard (Pekarangan Pangan Lestari/P2L) to increase the availability and accessibility of household foods based on food needs that are Diverse, Nutritious, Balanced, and Safe (B2SA) and are oriented towards increasing household income. This is an empowerment activity for the community or Women Farmers Groups (Kelompok Wanita Tani/KWT) for cultivating various types of plants (Food Security and Agriculture Agency, 2023a). Second, testing of food safety by using Fresh Food of Plant Origin (Pangan Segar Asal Tumbuhan/PSAT). This food has a high risk of chemical contamination which can interfere with human health. Therefore, it is necessary to carry out food safety supervision on the importation of PSAT starting from the production place. The sampling of PSAT includes vegetables and fruits tested for their pesticide content by using the rapid test kit (Food Security and Agriculture Agency, 2023c).

Third, socialization and supervision of fresh food quality. The Food Security and Agriculture Agency of Batam City has been holding a socialization on food safety from chemical and biological contamination so that it is safe for consumption. The participants of this socialization are including the Food Security and Agriculture Agency of Batam City, Bulog Sub Drive Batam, and Batam Rice Entrepreneurs Association (Food Security and Agriculture Agency, 2023b). Fourth, implementing some potential agribusiness programs in Batam City, especially in horticulture agribusiness. These programs are including (1) the development of lowland vegetable agribusiness; (2) the development of fruits and ornamental plants agribusiness; (3) the development of food and nutrition diversification; (4) the development and improvement of agricultural human resources; and (5) human resources improvement within an institution (Food Security and Agriculture Agency, 2018).

In the Food Security Improvement Program, Batam City then implemented a policy concerning the assistance distribution procedure by offering a rice barn package for society. The assistance provision mechanism has been regulated by a cooperation agreement between the Food Security and Agriculture Agency of Batam City with the Provider in the food sector. This mechanism has two provisions. First, the quality of rice must have a maximum water content of 14%, maximum broken grain of 20%, maximum groats rate of 2%, and minimum miling level of 95%. Second, the price charged is the

Sales Price of Rice (Harga Penjualan Beras/HPB) under statutory regulations (Mayor of Batam Regulation Number 26 of 2017, 2017).

The Batam government used the budget allocation from the Riau Island Provincial Government in 2014 by building a community food barn. This was conducted through three stages, namely (1) the growth stage which includes location identification and physical development; (2) the development stage which includes identification of community food barn and replenishment of food reserves through social assistance funds; and (3) the independence stage which includes capital strengthening for business development groups through social assistance funds (Food Security and Agriculture Agency, 2018).

Moreover, in order to realize food security in Batam City, the government has a responsibility for the procurement, management, and distribution of regional food reserves to cope with food insecurity. The regional food reserves management has three aims, namely (1) increasing the supply of staple food reserves to ensure stable food supply over time and between regions; (2) fulfilling the rice needs of people experiencing emergencies and food insecurity after disasters, food problems, and price fluctuations; and (3) improving food access for transient food insecurity communities, especially in the isolated area and in the emergency because of disasters and broken transportation access as well as chronic food insecurity communities because of poverty. The distribution mechanism of regional food reserves is then carried out by two methods, namely top-down or mayor's proposal and bottom-up or agency's proposal (Batam Mayor Regulation Number 5 of 2021, 2021).

Evaluation (evaluate)

The effectiveness of food security program management requires accurate food security information. One of the efforts to fulfill the availability of information regarding the food security situation is monitoring the regional food security situation through the formulation and development of a food security situation map. This map can facilitate the information needs on the regional location with food insecurity rates. Therefore, the government created the Food Security and Vulnerability Atlas (FSVA) of Batam City as an instrument for food security monitoring in 2021. The information regarding food insecurity and vulnerability is important to the policymakers in formulating programs and policies both at the national and regional levels, so that they can prioritize the program based on the needs and potential impact of high food vulnerability (Food Security and Agriculture Agency, 2018).

The evaluation finding can be categorized into several aspects. First, vulnerability to food insecurity. The urban villages in Batam City have been classified into six food security groups based on the seriousness rate and the cause of the food security situation. Urban villages in Priority 1, 2, and 3 are food vulnerability regions with the classification of Priority 1 as a high food vulnerability rate, Priority 2 as a moderate food vulnerability rate, and Priority 3 as a low food vulnerability rate. Meanwhile, urban villages in Priority 4, 5, and 6 are food security regions with the classification of Priority 4 as a low food security, Priority 5 as a moderate food security, and priority 6 as a high food security. Based on the FSVA analysis in 2021, in Batam City, urban villages with food vulnerability or Priority 1-3 are only 16 out of 64 urban villages, or approximately 25% (Taufikurahman, 2021).

Second, food availability. In Batam City, there are still 33 urban villages that are still lacking food provision infrastructure. The food commodity from cassava becomes one of the main food commodities with a percentage of 80.03% of the total production of cereals. The tuber production was also increased since 2016 because of the productivity improvement. However, the availability of staple foods, particularly rice, is still dependent on the production outside Batam City. Third, food access. Household access to food has a high correlation with poverty status. Nevertheless, the poor population in

Batam continued to decline from 5.11% in 2018 became 4.75% in 2020. Access to connectivity facilities is very crucial to determine the rate of connectivity between urban villages on food prices, accessibility, and distribution. Actually, in Batam City, around 87.5% of urban villages have good connecting access for four-wheeled vehicles. Four, food utilization. We need to understand that diseases in Batam City, in general, are caused by contamination of the water supply and unhealthy facilities that hinder the body to utilize nutrients in food. Unfortunately, there are still 32 urban villages that are still under food insecurity conditions caused by access to clean water (Taufikurahman, 2021)

Conclusion

Food security has become an essential issue for every country because it is an absolute requirement for the implementation of national development. Not only the country, but the local region also should consider food security to fulfill the consumption needs of its society. The local region discussed in this article is Batam City which is located in Riau Islands Province, Indonesia. This is because Batam City is one of the important cities in Indonesia which is located in a strategic spot. In order to improve food security and reduce food vulnerability, Batam City has inserted governance values within the process of planning, implementing, and evaluating food security policies.

First, in the planning stage, the Batam Government has conducted five crucial steps, such as diagnosing policy prerequisites, identifying the authority of each related unit or agency, identifying policy targets, designing policies, and identifying the potential involvement of other parties related to the policy. Second, during the implementation stage, the Batam Government has identified various problems that can hinder its food security improvement. The government then tried to cope with these problems by implementing various food security programs, such as the establishment of a Sustainable Food Yard, testing of food safety by using Fresh Food of Plant Origin, socialization and supervision of fresh food quality, and implementing several agribusiness programs. Third, in the evaluation stage, the Batam Government had created the Food Security and Vulnerability Atlas (FSVA) as an instrument for food security monitoring in 2021.

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