

# **2009-2013 ASEAN INTEGRATED FOOD SECURITY (AIFS) FRAMEWORK AND STRATEGIC PLAN OF ACTION ON FOOD SECURITY IN THE ASEAN REGION (SPA-FS)**

*Adopted in Cha-am, Thailand on 1 March 2009*

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### **BACKGROUND**

The sharp increase in international food prices in 2007/2008 has brought serious concern on possible socio-economic impacts of ASEAN Member States (AMSs). The ASEAN cooperation is highly expected as a means to address the problem, especially by strengthening existing ASEAN initiative/ measures.

There are a number of factors attributable to the current state of the markets for food and agricultural products. On the supply side, the sharp rise of agricultural production cost-led by fuel oil and fertilizers, drop of yield and production resulting from irregular climate patterns, and higher cost of storing perishable goods, among others, contribute substantially to the rise of food prices. On the demand side, structural change of global demand for food commodities, competing demand for some agricultural commodities and land use for the emerging biofuels market coupled with agricultural market speculation contributed to the soaring food prices.

In response, AMSs have tried to soften the impact particularly the most vulnerable part of the population i.e. export restrictions, price controls, price subsidies, and import facilitation. However, regardless of the options taken, there are winners and losers from state intervention in the market, either to be more effective at achieving their objectives of protecting consumers or assisting agricultural producers to benefit from rising prices.

Along this line, there is an urgent need to develop a policy framework comprising a strategic pursuit of measures/ actions to be developed/ enhanced based on strong commitments and ownership among all Member States in order to ensure long-term food security in the ASEAN region. The Special Senior Officials Meeting of the 29<sup>th</sup> Meeting of the ASEAN Ministers on Agriculture and Forestry (Special SOM-29<sup>th</sup> AMAF), held on 5-7 August 2008 in Chiang Mai, discussed the concept note of the ASEAN Integrated Food Security (AIFS) Framework. The Meeting underscored that addressing food security would require, among others, common understanding among the Member States, timely and reliable data and information for policy decisions, a long-term agricultural development plan focusing on sustainable food production and trade.

To concretize and elaborate further the AIFS Framework, the Special SOM-29<sup>th</sup> AMAF established an ad-hoc taskforce to develop a detailed work plan, including a Strategic Plan of Action on Food Security for the ASEAN Region (SPA-FS) for consideration and endorsement by the AMAF meeting to be submitted for approval by the ASEAN Summit in 2008.

## ASEAN INTEGRATED FOOD SECURITY (AIFS) FRAMEWORK

In addressing the long-term food security in the ASEAN region, an ASEAN Integrated Food Security (AIFS) Framework is developed to provide scope and joint pragmatic approaches for cooperation among ASEAN Member States.

The AIFS Framework provides Goal, Objectives, Definition of Terminology, Guiding Reference and Principles, and Components, which are supported by a Strategic Plan of Action on Food Security in the ASEAN Region (SPA-FS).

### GOAL

The goal of SPA-FS is to ensure long-term food security and to improve the livelihoods of farmers in the ASEAN region.

### OBJECTIVES

To achieve the goal, the SPA-FS has the following objectives:

- a) To 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;
- e) To promote availability and accessibility to agriculture inputs; and
- f) To operationalise regional food emergency relief arrangements.

### DEFINITIONS

Food security exists 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 for an active and healthy life. (World Food Summit, 1996).

This widely accepted definition points to the following dimensions of food security:

Food availability: The availability of sufficient quantities of food of appropriate quality, supplied through domestic production and/ or imports (including food aid).

Food accessibility: Access by individuals to adequate resources (entitlements) for acquiring appropriate foods for a nutritious diet. Entitlements are defined as the set of all commodity bundles over which a person can establish command given the legal, political, economic and social arrangements of the community in which they live (including traditional rights such as access to common resources).

Utilization: Utilization of food through adequate diet, clean water, sanitation and health care to reach a state of nutritional well-being where all physiological needs are met. This brings out the importance of non-food inputs in food security.

**Stability:** To be food secure, a population, household or individual must have access to adequate food at all times. They should not risk losing access to food as a consequence of sudden shocks (e.g. an economic or climatic crisis) or cyclical events (e.g. seasonal food insecurity). The concept of stability can therefore refer to both the availability and access dimensions of food security.

**Emergency:** An emergency means the state or condition having suffered extreme and unexpected natural or man-induced calamity, which is unable to cope with such state or condition through its national reserve and is unable to procure the needed supply through normal trade.

### **GUIDING REFERENCE AND PRINCIPLES**

To support the formulation and implementation of AIFS Frame and SPA-FS, the following guiding references and principles should be taken into consideration:

- Conclusions of the World Food Summit in 1996, which adopted the Rome Declaration on World Food Security and the World Food Summit Plan of Action, and the objective confirmed by the World Food Summit: five years later, of achieving food security for all through an ongoing effort to eradicate hunger in all countries; the Declaration adopted at the FAO High-level Conference on World Food Security: the Challenges of Climate change and Bioenergy held in June 2008 as well as our commitment to achieving the Millennium Development Goals (MDGs);
- ASEAN Charter which aims to ensure sustainable development for the benefit of present and future generations and to place the well-being, livelihood and welfare of the peoples at the centre of the ASEAN Community building process;
- Bali Concord II that establishes an ASEAN Community based on three pillars, namely ASEAN Political-Security Community, ASEAN Economic Community and ASEAN Socio-Cultural Community within 2020 and the decision of the ASEAN Leaders at the 12th ASEAN Summit in Cebu, Philippines to accelerate the realization of an ASEAN Community by 2015;
- Cooperation on food security guided by the 1979 Agreement on the ASEAN Food Security Reserve, the Vientiane Action Programme (2004-2010), ASEAN Economic Community Blueprint, and the newly adopted ASEAN Socio-Cultural Community Blueprint;
- To make ASEAN dynamic, resilient and cohesive regional organization for the well-being of its Member States and people with a balance given between economic growth and social development in order to reduce and not to create negative impacts to food security; and
- The need of enhanced ASEAN cooperation as a means to ensure food security through sustainable food production, post-harvest, marketing and trade in the region, especially by strengthening ASEAN initiative/ measures already existed as well as a strategic pursuit of actions to be developed/enhanced based on strong commitments and ownership among all Member States.

### **COVERAGE**

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.

## COMPONENTS

The AIFS Framework comprises four Components, which are distinctive but interrelated in nature to facilitate cooperation in addressing food security in the ASEAN region. The AIFS Framework's Components are supported by six corresponding Strategic Thrusts as follows:

### **Component 1:** Food Security and Emergency/ Shortage Relief

Strategic Thrust 1: Strengthen Food Security Arrangements.

### **Component 2:** Sustainable Food Trade Development

Strategic Thrust 2: Promote Conducive Food Market and Trade

### **Component 3:** Integrated Food Security Information System

Strategic Thrust 3: Strengthen Integrated Food Security Information Systems to Effectively Forecast, Plan and Monitor Supplies and Utilization for Basic Food Commodities

### **Component 4:** Agricultural Innovation

Strategic Thrust 4: Promote Sustainable Food Production

Strategic Thrust 5: Encourage Greater Investment in Food and Agro-based Industry to Enhance Food Security

Strategic Thrust 6: Identify and Address Emerging Issues Related to Food Security

Detailed information on AIFS Framework's Components and a conceptual diagram of the ASEAN Integrated Food Security Framework and corresponding Strategic Thrusts appear as Appendix 1.

## STRATEGIC PLAN OF ACTION ON FOOD SECURITY IN THE ASEAN REGION (SPA-FS)

The Strategic Plan of Action on Food Security in the ASEAN Region (SPA-FS) outlines six corresponding Strategic Thrusts to the AIFS Framework's Components. Each Strategic Thrust is supported by Action Programme(s), Activity, Responsible Agencies and Work Schedule. As a basis for elaboration of future projects, initial Sub-activities are identified. Detailed information of the SPA-FS is summarized in a Matrix, which appears as Appendix 2.

### STRATEGIC THRUSTS/ ACTION PROGRAMMES/ ACTIVITIES

**Strategic Thrust 1:** Strengthen food security arrangements.

Action Programme 1.1: Strengthen national food security programmes/ activities.

Activity 1.1.1: Promote diversification of food sources and scale up community based food security initiatives.

Activity 1.1.2: Support capacity building to strengthen national food security programmes, including management of national food stockpiles, planning of potential land use for agriculture, and technical support for preparing national food balance sheet.

Activity 1.1.3: Promote exchange of information and experiences among ASEAN Member States through networking and regional consultations in formulation and implementation of national food security programmes/ activities.

Activity 1.1.4: Enhance food assistance programmes for the targeted vulnerable groups.

Action Programme 1.2: Develop regional food security reserve initiatives and mechanisms.

Activity 1.2.1: Reinforce the ASEAN Food Security Reserve Board (AFSRB) and its secretariat in compilation, management and dissemination of statistics and information on food and food security as a basis for effective planning of food production and trade within the region.

Activity 1.2.2: Support the establishment of a long-term mechanism for ASEAN Plus Three emergency rice reserve.

Activity 1.2.3: Conduct study on the possibility of establishing an ASEAN Fund for Food Security.

**Strategic Thrust 2:** Promote conducive food market and trade.

Action Programme 2.1: Promote initiatives supporting sustainable food trade.

Activity 2.1.1: Full compliance and implementation of the ASEAN Trade in Goods Agreement (ATIGA) provisions with respect to trade in food products.

Activity 2.1.2: Review and analyse international/ regional trade information, including prices, quantities traded, distribution and logistics

**Strategic Thrust 3:** Strengthen integrated food security information systems to effectively forecast, plan and monitor supplies and utilization for basic food commodities

Action Programme 3.1: Reinforce the ASEAN Food Security Information System (AFSIS) project towards a long-term mechanism

Activity 3.1.1: Conduct a food security assessment and identify underlying causes of food insecurity.

Activity 3.1.2: Collect and periodically update and share information on supply and demand/ utilization for main food commodities such as rice, corn, soybean, cassava and sugar, and maintain food security related baseline data for each Member State in a regional database.

Activity 3.1.3: Develop an early warning, monitoring and surveillance information system as a basis for sound development planning and policy decision to address food security, including sharp rise of food prices.

**Strategic Thrust 4:** Promote sustainable food production

Action Programme 4.1: Improve agricultural infrastructure development to secure production system, minimize post-harvest losses, and reduce transaction cost.

Activity 4.1.1: Promote the development of supply chain system in Member States through establishing demonstrated models and sharing knowledge.

Activity 4.1.2: Conduct feasibility study on development of potential land and irrigation in the Member States for food production.

Activity 4.1.3: Encourage initiatives/ supporting systems for greater access to agricultural inputs, particularly crops seeds, animal breeds, agro-chemicals and irrigation facilities for food production in potential areas of the region.

Action Programme 4.2: Efficient utilization of resource potential for agricultural development.

Activity 4.2.1: Promote the optimisation of utilisation of land and other natural resources for food production.

Activity 4.2.2: Promote public and private sector partnership to promote efficient and sustainable food production, food consumption, post-harvest practices & loss reduction, marketing and trade.

Activity 4.2.3: Promote adoption and implementation of Good Agricultural Practices (GAP) in the ASEAN region.

Action Programme 4.3: Promote agricultural innovation including research and development on improving productivity and agricultural production.

Activity 4.3.1: Support initiatives to minimise postharvest losses of main food products.

Activity 4.3.2: Promote research to improve agricultural productivity and production.

Activity 4.3.3: Promote alternative approaches and practices for sustainable food security.

Activity 4.3.4: Collaborate to implement IRRI's Rice Action Plan.

Action Programme 4.4: Promote closer collaboration to accelerate transfer and adoption of new technologies.

Activity 4.4.1: Promote the adoption of new technologies.

Activity 4.4.2: Promote collaborative research and technology transfer in agricultural products.

Activity 4.4.3: Strengthen regional networks of agricultural research and development.

Activity 4.4.4: Support initiatives to promote greater access to land and water resource, agricultural inputs and capital, particularly among small-scale farmers to support food production.

Activity 4.4.5: Strengthen development of agricultural cooperatives and farmers' organisations to enhance their resilience.

**Strategic Thrust 5**: Encourage greater investment in food and agro-based industry to enhance food security.

Action Programme 5.1: Promote food and agro-based industry development.

Activity 5.1.1: Encourage public investment in food and agro-based industry.

Activity 5.1.2: Strengthen capacity building for adoption of international standards for food safety and quality assurance and certification systems.

**Strategic Thrust 6**: Identify and address emerging issues related to food security.

Action Programme 6.1: Address the development of bio-fuels with consideration on food security.

Activity 6.1.1: Review status and trend of bio-fuels development in the region and potential impacts on food security.

Activity 6.1.2: Develop collaboration with other Sectoral Bodies, which handle the development of bio-fuels.

Action Programme 6.2: Address impacts of climate change on food security.

Activity 6.2.1: Conduct study to identify possible impacts of climate change on food security.

Activity 6.2.2: Identify measures to mitigate/ adapt to impacts of climate change on food security.

Activity 6.2.3: Develop collaboration with other Sectoral Bodies, which address impact mitigation and adaptation of climate change

## IMPLEMENTATION

ASEAN Integrated Food Security (AIFS) Framework is supported by the Strategic Plan of Action on Food Security (SPA-FS), which covers a five-year period of 2009-2013. Consultations with relevant bodies/ stakeholders at the regional and national levels should be conducted to obtain relevant inputs to ensure consistency of the Strategic Thrusts, and Action Programmes/ Activities as well as promote sense of greater ownership of the AIFS Framework and the SPA-FS.

Relevant ASEAN sectoral bodies will coordinate the implementation of the AIFS Framework and SPA-FS, while relevant government agencies will be responsible for overseeing the implementation and preparation of more detailed action plans at the national level. Partnership and cooperation arrangements with the international organisations, donor agencies, private sector, industry associations and the wider community at the regional and national levels will also be actively sought where required to ensure participation of all stakeholders in the implementation process.

For the successful implementation of the AIFS Framework and the SPA-FS, the necessary institutions or mechanisms, resources, capacity and political will be accorded to the implementation process.



## **IMPLEMENTATION MECHANISM**

ASEAN Ministers on Agriculture and Forestry (AMAF) in coordination with other relevant ASEAN Sectoral Bodies shall be accountable for the overall implementation of the AIFS Framework and the SPA-FS and monitoring of commitments under their respective purview. Relevant ASEAN Sectoral Working Groups under AMAF are tasked to elaborate details and arrangement of the implementation of SPA-FS on areas of their competence as outlined in the Matrix of SPA-FS.

To allow for effective implementation of the AIFS Framework and the SPA-FS, partnership and cooperation arrangements with international organisations and donor agencies i.e. FAO, World Bank, IRRI, IFAD, ADB should be promoted.

Progress in the implementation of the AIFS Framework and the SPA-FS by the Member States needs to be monitored, reviewed and reported to relevant stakeholders annually. The ASEAN Secretariat shall review and monitor compliance of such implementation.

## **RESOURCES**

As for the financial resources, the basic arrangement to support the implementation of the AIFS Framework and the SPA-FS is by cost-sharing among the ASEAN Member States. Additional financial supports for implementation of activities and subactivities should be sought from Dialogue Partners and international organizations and donor agencies.

Research and capacity building support is to be mobilised from various facilities such as the ASEAN Development Fund, the ASEAN Foundation, etc.

## **COMMUNICATIONS**

Success of the implementation of the AIFS Framework and the SPA-FS requires involvement by all stakeholders. A good communications programme is required to create greater public awareness of the implementation of the AIFS Framework and the SPA-FS as well as to keep all stakeholders informed of the progress of such implementation in order to avoid confusion and misunderstanding on the status of food security in the region.

## **REVIEW**

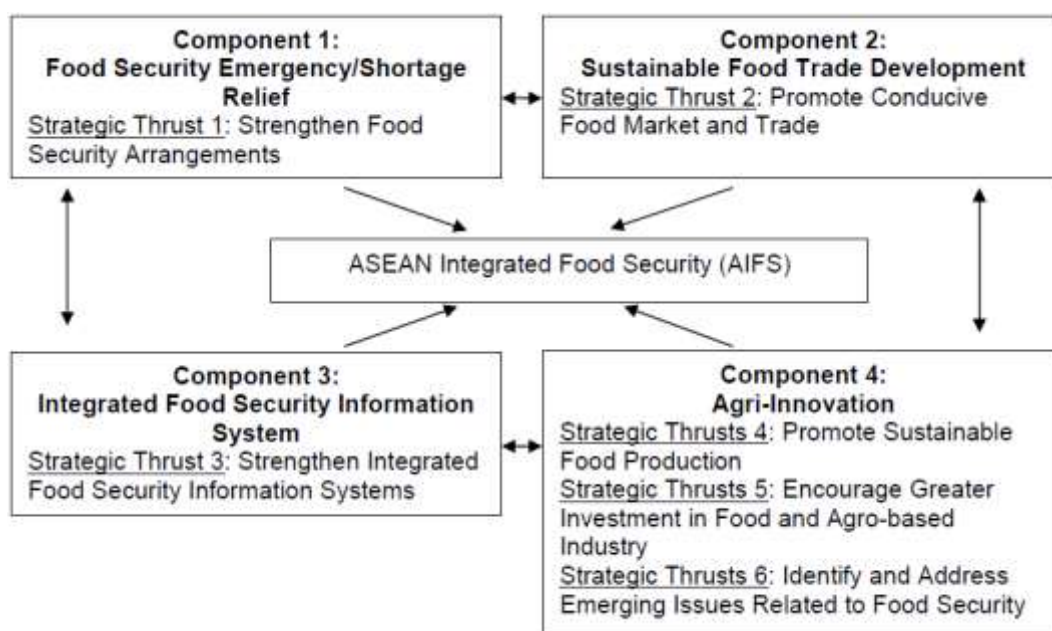
The AIFS Framework and the SPA-FS shall be reviewed periodically taking into account dynamic regional and global developments and evaluated after the end of five year period in 2013.

## APPENDIX 1

### COMPONENTS AND STRATEGIC THRUSTS OF ASEAN INTEGRATED FOOD SECURITY (AIFS) FRAMEWORK

To achieve the goal in ensuring long-term food security in the ASEAN region, an ASEAN Integrated Food Security (AIFS) Framework provides scope and joint pragmatic approaches for cooperation among ASEAN Member States. The AIFS Framework comprises four components, which are distinctive but inter-related in nature. The four components are Component 1: Food Security and Emergency/ Shortage Relief; Component 2: Sustainable Food Trade Development; Component 3: Integrated Food Security Information System; and Component 4: Agricultural Innovation. The AIFS Framework's Components are supported by six corresponding Strategic Thrusts, which appears in the Figure 1.

Figure 1: Components and Strategic Thrusts of ASEAN Integrated Food Security (AIFS) Framework



**Component 1: Food Security and Emergency/Shortage Relief** – The component aims at establishing a long-term mechanism for ASEAN Plus Three Emergency Rice Reserve. The component focuses on strengthening national food security programmes/ initiatives, and development of a regional effective and timely mechanism for supply of rice as food aid for emergency relief (food aid or grant) and/ or under unusual market situation (grant or loan agreement). This core component is considered as the fundamental part of the AIFS Framework.

**Component 2: Sustainable Food Trade Development** – The component aims at developing a buffer mechanism to support fair/balanced food trade within the acceptable levels of foodprices. The component helps ensuring that due consideration is given to balancing domestic accessibility to food, intra and extra regional food trade. Agreed criteria and conditions (i.e. high speculative food commodities such as rice, cooking oil, sugar and maize) for the application apply. The experience drawn from the implementation of EAERR project, particularly the application of TIER 1 and TIER 2 could be considered as a basis to develop such a buffer mechanism.

Component 3: Integrated Food Security Information System – The component aims at fast-tracking the current AFSIS project under an AMAF PLUS THREE initiative by establishing an information network on food security among the Plus Three Countries to provide a sound and timely information on outlook and surveillance report for food security policy planning, implementation and monitoring. In addition, other elements include Early Warning Information System, Mutual Technical Cooperation and Preparation of Commodity Outlook Reports. Provision and submission of timely and reliable data and information by all countries concerned is considered a critical element for effective operation of this component. This will enable the Integrated Food Security Information System to provide a basis for a regular monitoring and surveillance system to the making of sound development planning and policy decision to address food security and also the soaring food prices.

Component 4: Agricultural Innovation – The component is a long-term plan aiming at formulating and implementing a regional comprehensive R&D plan, through public and private sector partnership, to promote efficient and sustainable food production, food consumption, post-harvest practices & loss reduction, marketing and trade. R&D areas, through priority setting, may include strengthening and expanding agriculture cooperatives and farmers' organisations, agri-business entrepreneurship particularly SMEs, intra-regional contract farming, etc. In addition, other supporting activities include building upon the ASEAN Good Agriculture Practices (GAP), targeting at promoting sustainable agricultural practices with due consideration on environmental concern. In this context, GAP could be used as a market tool adding value to food and agriculture products, which in return could support sustainable food production and trade. The key roles of the governments are to encourage success models, support R&D, technology transfer and capacity building, and develop GAP certification scheme and its accreditation system.

### CONCEPTUAL DIAGRAM OF THE ASEAN INTEGRATED FOOD SECURITY (AIFS) FRAMEWORK IMPLEMENTATION

