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**DASAR KERAJAAN DAN ISU SEKURITI MAKANAN DI MALAYSIA:**

**KAJIAN ANALISIS DOKUMEN DAN TEMUBUAL**



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**UUM**  
**Universiti Utara Malaysia**

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**UNIVERSITI UTARA MALAYSIA**

**2016**

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KAJIAN ANALISIS DOKUMEN DAN TEMUBUAL**

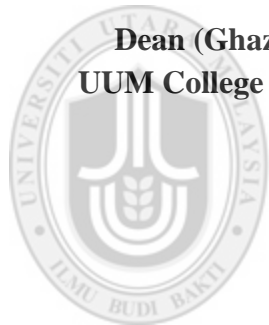


**Tesis yang diserahkan kepada Dekan, *Ghazali Shafie Graduate School of Government*  
sebagai memenuhi syarat pengijazahan Ijazah Doktor Falsafah**

**Universiti Utara Malaysia**

## **KEBENARAN MENGGUNA**

Dalam membentangkan tesis ini bagi memenuhi syarat sepenuhnya untuk ijazah PhD Universiti Utara Malaysia, saya bersetuju bahawa Perpustakaan Universiti boleh secara bebas membenarkan sesiapa sahaja untuk memeriksa. Saya juga bersetuju bahawa penyelia saya atau ketiadaannya, Dekan, *Ghazali Shafie Graduate School Government, College of Law, Government and International Studies (COLGIS)* diberi kebenaran untuk membuat salinan tesis ini dalam sebarang bentuk sama ada keseluruhannya atau sebahagiannya bagi tujuan kesarjanaan. Adalah dimaklumkan bahawa sebarang penyalinan atau penerbitan atau kegunaan tesis ini sama ada sepenuhnya atau sebahagian daripadanya bagi tujuan keuntungan kewangan tidak dibenarkan kecuali setelah mendapat kebenaran bertulis daripada saya. Dengan ini dimaklumkan bahawa pengiktirafan harus diberikan kepada saya dan Universiti Utara Malaysia dalam sebarang kegunaan kesarjanaan terhadap sebarang petikan daripada tesis saya. Sebarang permohonan untuk menyalin atau mengguna mana-mana bahan dalam tesis ini sama ada sepenuhnya atau sebahagiannya, hendaklah dialamatkan kepada:



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## **PERAKUAN TERHADAP KERJA TESIS**

Adalah dengan ini saya mengakui segala penulisan dalam tesis ini adalah hasil daripada penyelidikan yang dilakukan sendiri dan bertanggungjawab terhadapnya kecuali nukilan, petikan dan ringkasan yang tiap satunya telah dinyatakan sumber rujukan.



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## ABSTRAK

Sekuriti makanan bersandarkan pertanian di Malaysia diberikan penekanan oleh kerajaan bagi memastikan pengeluaran makanan yang stabil. Penekanan ini juga dibuat bagi menjamin kebolehdapatan makanan di peringkat domestik. Untuk mencapai matlamat ini, kerajaan telah memberi tumpuan terhadap dasar pembangunan pertanian makanan walaupun berhadapan dengan tiga permasalahan iaitu perubahan fokus kerajaan daripada negara pertanian kepada perindustrian, pergantungan pengimportan makanan, dan perubahan iklim yang mampu mengancam sekuriti makanan. Dengan menggunakan analisis kualitatif, kajian ini bermatlamat, pertama, meneroka agenda dasar kerajaan berhubung sekuriti makanan dalam dokumen bajet. Kedua, menilai kesan pergantungan import makanan kepada pemantapan dasar sekuriti makanan negara. Terakhir, menganalisis strategi kerajaan dalam menangani isu perubahan iklim bagi memastikan sekuriti makanan terjamin. Oleh itu, kajian ini dalam rangka kerjanya meneliti usaha-usaha pembangunan pertanian makanan yang diambil oleh kerajaan untuk memastikan sekuriti makanan terjamin. Reka bentuk kajian ini menggabungkan kaedah analisis dokumen dan temubual elit di mana 20 dokumen bajet tahunan daripada tahun 1994 hingga 2013 dianalisis selain menemubual tujuh orang informan. Hasil kajian menerusi analisis dokumen menunjukkan kerajaan telah memberi penekanan terhadap sekuriti makanan dengan memperkenalkan dasar galakan pertanian, program pembangunan pertanian, penyediaan bantuan kredit, pengaplikasian teknologi, pembangunan tanah, penyelidikan dan pembangunan, serta pengukuhan kemudahan. Kerajaan juga didapati telah mengambil pendirian untuk memantapkan dasar sekuriti makanan bagi mengurangkan kesan pergantungan terhadap import makanan melalui pemantapan hala tuju pertanian, peningkatan jaminan pengeluaran, pengupayaan kebolehan agensi, pengimbangan dagangan, dan pengembangan pemasaran. Dalam mengharungi perubahan iklim pula, kerajaan telah memperkenalkan strategi pemeliharaan dan pemuliharaan, pengurusan risiko, pembiayaan dana, penguatkuasaan undang-undang, serta kesedaran dan pendidikan bagi memastikan sekuriti makanan terjamin. Hasil dapatan ini telah disokong oleh pandangan daripada elit yang ditemubual. Diharapkan hasil kajian ini mampu membantu pembuat dasar untuk merangka dasar-dasar pertanian makanan yang kurang ditumpukan sebelumnya misalan di dalam hal pengukuhan infrastruktur, penyelidikan dan pembangunan disamping pembangunan generasi petani muda. Hal ini penting bagi menggalakkan pengeluaran makanan dan pada masa yang sama melindungi negara daripada sebarang keadaan yang tidak diduga berkaitan dengan isu-isu sekuriti makanan.

**Kata Kunci:** Kebolehdapatan Makanan, Pertanian Makanan, Sekuriti Makanan

## ABSTRACT

Agricultural-based food security in Malaysia is given emphasis by the government to ensure a stable food production. The emphasis is designed so that availability of food at the domestic level can be guaranteed. To achieve this goal, the government has focused on the development of agri-food policy on three main issues: changes in government focus from agriculture to industrial country, dependence on food imports, and threats to food security by climate change. Firstly, by using qualitative analysis, this study aims to explore the government's policy agenda for food security in budget documents. Secondly, it evaluates the effect of dependency on food imports to stabilize the country's food security policy. Lastly, it analyzes the government's strategy in addressing the issue of climate change in food security. Therefore, within this framework, this study attempts to examine the agricultural development efforts of food taken by the government in ensuring food security. The study design incorporates analysis of documents and elite interviews in which 20 annual budget documents from 1994 to 2013 were analyzed, in addition to interviews of seven informants. The results of the study through analysis of documents show that the government has placed emphasis on food security by introducing agricultural incentives policy, agricultural development program, provision of credit assistance, application of technology, land development, research and development, as well as facilities consolidation. The government has also been found to have taken a position to stiffen the food security policies in order to minimize the impact of dependency on food imports by strengthening the direction of agriculture, increasing production assurance, reinforcing agencies ability, balancing the trade, and marketing development. In the issue of climate change, the government has been promoting preservation and conservation strategies, risk management, funding, law enforcement, as well as awareness and education to ensure food security. These findings were supported by the views of the elite informants who were interviewed. It is hoped that the findings of this research will help policymakers to formulate policies that are less focused on previous food agricultural policy in terms of strengthening the infrastructure, research and development as well as the development of a young generation of farmers. It is important to promote the production of agricultural food and at the same time protect the country from any unforeseen circumstances related to the issues of food security.

**Keywords:** Agri-food, Availability of Food, Food Security

## PENGHARGAAN

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## SENARAI AKRONIM

### Akronim

AEM	<i>ASEAN Economic Ministers</i>
AFTA	<i>ASEAN Free Trade Area</i>
AHMM	<i>ASEAN Health Ministers Meeting</i>
ALAWMM	<i>ASEAN Law Ministers Meeting</i>
AMAF	<i>ASEAN Ministerial Meeting on Food, Agriculture and Forestry</i>
AMME	<i>ASEAN Ministerial Meeting on Environment</i>
AMMTC	<i>ASEAN Ministerial Meeting on Transnational Crime</i>
APB	Amalan Pertanian Baik
ARF	<i>ASEAN Regional Forum</i>
ASEAN	<i>Association of Southeast Asian Nations</i>
ASED	<i>ASEAN Education Ministers Meeting</i>
DAN	Dasar Agromakanan Negara
DBN	Dasar Bioteknologi Negara
DEB	Dasar Ekonomi Baru
DKMK	Dasar Keselamatan Makanan Kebangsaan
DPN	Dasar Pertanian Negara
DPN 2	Dasar Pertanian Negara Kedua
DPN 3	Dasar Pertanian Negara Ketiga
EIA	<i>Environment Impact of Assessment</i>

ETP	Program Transformasi Ekonomi
FAMA	Lembaga Pemasaran Pertanian Persekutuan
FAO	<i>Food and Agriculture Organization of the United Nations</i>
FELDA	Lembaga Kemajuan Tanah Persekutuan
GTP	Program Transformasi Kerajaan
KDNK	Keluaran Dalam Negara Kasar
LKIM	Lembaga Kemajuan Ikan Malaysia
LPN	Lembaga Padi dan Beras Negara
MARDI	Institut Penyelidikan dan Pembangunan Pertanian Malaysia
MKMPK	Majlis Keselamatan Makanan dan Pemakanan Kebangsaan
NGO	<i>Non-Governmental Organization</i>
NKEA	Bidang Ekonomi Utama Negara
NKRA	Bidang Keberhasilan Utama Negara
PBC	<i>United Nations Peacebuilding Commission</i>
PTKMK	Pelan Tindakan Keselamatan Makanan Kebangsaan
R&D	Penyelidikan dan Pembangunan
RMP	Rancangan Malaysia Pertama
RMK2	Rancangan Malaysia Kedua
RMK3	Rancangan Malaysia Ketiga
RMK4	Rancangan Malaysia Keempat
RMK5	Rancangan Malaysia Kelima
RMK6	Rancangan Malaysia Keenam
RMK7	Rancangan Malaysia Ketujuh
RMK8	Rancangan Malaysia Kelapan
RMK9	Rancangan Malaysia Kesembilan

RMK10	Rancangan Malaysia Kesepuluh
RTC	<i>Rural Transformation Center</i>
SALM	Sijil Akreditasi Ladang Malaysia
SPS	<i>Sanitary and Phytosanitary Measures</i>
TEMAN	Terminal Agribisnes Negara
TBT	<i>Technical Barriers to Trade</i>
UDHR	<i>The Universal Declaration of Human Rights</i>
UN	<i>United Nations</i>
UNDP	<i>United Nations Development Programme</i>
UNEP	<i>United Nations Environment Programme</i>
UNESCO	<i>United Nations Educational, Scientific and Cultural Organization</i>
UNHRC	<i>United Nations Human Rights Council</i>
UNIDO	<i>United Nations Industrial Development Organization</i>
WHO	<i>World Health Organization</i>
WTO	<i>World Trade Organization</i>





# BAB SATU

## PENDAHULUAN

### 1.1 Pengenalan

Bab ini membincangkan tentang asas kepada kajian sekuriti makanan dalam mewujudkan kehidupan manusia tanpa ancaman. Bersandarkan kepada wacana pembangunan, kajian ini menekankan usaha meningkatkan sara diri makanan negara dalam pemenuhan hak kehidupan manusia bagi mewujudkan *freedom from fear* (kebebasan daripada ketakutan) dan *freedom from want* (kebebasan daripada kemahuan). Perbincangan bertumpu kepada sekuriti makanan sebagai subjek utama kajian dengan memfokuskan kepada agenda dasar sekuriti makanan dan implikasinya terhadap bajet negara. Ia penting kerana dasar sekuriti makanan memainkan peranan yang utama dalam memenuhi keperluan asas hidup manusia terutama selepas ditekankan oleh *United Nations Development Programme* (UNDP) pada tahun 1994. Antara lain, bajet yang merangkumi perancangan dan peruntukan juga turut disoroti bagi menjayakan agenda sekuriti makanan. Turut dibincangkan adalah proses-proses yang juga terlibat dalam menjalankan kajian ini.

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