
MILK SATISFIED AS AN ALTERNATIVE FOR FOOD DIVERSIFICATION FOR BANTEN FOOD SECURITY

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ABSTRACT

The dependence of Indonesian society on rice is still ingrained and difficult to replace, let alone abandon. In addition, the recent situation and conditions show a decline in rice production in several regions in Indonesia. This has an impact on the food security of the Indonesian people, especially the people living in Banten. One of the typical foods that is native to Banten is Milkfish Satay. Milkfish Satay can be an alternative food diversification to avoid the dependence of the Banten people on consuming rice. Based on the problems above, the formulation of the problem of this study is whether milkfish satay can be an alternative food diversification for the Banten people and how to campaign for a reduction in rice consumption in the Banten people.

According to the researcher, the purpose of the study is to find out the latest conditions of rice production in Banten so that they can find out how important food diversification is for the Banten people today. The researcher argues that the long-term goal of this study is for the Banten community to consume more than just one staple food, because there are many alternative staple foods that can be used as staple foods by following the concept of food diversification according to Law Number 18 of 2012 which discusses food and Government Regulation Number 68 of 2002 which discusses Food Security. Then the researcher uses a method to achieve these goals, namely the normative sociological and normative juridical legal research method, which is descriptive analytical using primary and secondary data sources which are analyzed by the researcher qualitatively.

Keywords: *Food Security; Food Diversification; Milkfish Satay.*

INTRODUCTION

The background of this study is that Humans are inherently active beings, and such activity necessitates the fulfillment of basic needs, foremost among them being food intake. Without adequate food, individuals cannot function effectively and are at risk of illness or even death. Each region in Indonesia has its own distinctive culinary heritage. In Banten, for instance, *Sate Bandeng* (milkfish satay) is a legendary local delicacy that dates back centuries to the era of the Banten Kingdom. Over time, the availability and demand for food fluctuate. When food production is optimal, supply generally meets demand; however, when production is hindered—due to factors such as environmental conditions or supply chain disruptions—communities may struggle to meet their basic food needs, threatening food security. As stated

in Law Number 7 of 1996 concerning the definition of food security, namely the fulfillment of basic needs in a good, sufficient, and affordable manner.¹

Food security for the Banten community is closely related to typical Banten foods such as one of the famous ones, namely Sate Bandeng. This is supported by the geographical situation of Banten which is close to the sea and the beach which produces various kinds of marine products in the form of saltwater fish and freshwater fish from fish farms around Karangantu. Karangantu Port is one of the places producing milkfish which is often visited by milkfish satay entrepreneurs.²

Related to what has been stated above, the food gap in each region in Indonesia occurs due to various reasons such as long droughts or because the community's demand for food is very high. This makes food insecurity exist in various regions in Indonesia which is caused by the failure to achieve food availability and sufficiency so that there is no access to food for some people in Indonesia.³

Food diversification is one alternative solution to answer this problem because every year there are problems in the distribution of rice in several regions in Indonesia. Dependence on rice causes its own difficulties for some people so that making milkfish satay as one of the staple foods or complementary staple foods to reduce the demand for rice can be a good alternative to this problem.

Continuing from the discussion above, food is fundamentally a basic human necessity, encompassing both plant- and animal-based sources. Beyond its nutritional role, food also carries cultural significance and functions as a symbol of regional identity. For instance, *Gudeg* is iconic to the Yogyakarta region, *Bandeng Presto* represents Semarang, and many other areas in Indonesia have culinary symbols of their own. In Banten Province, *Sate Bandeng*—a dish made from milkfish—is a well-known traditional food derived from animal protein. Its origin traces back to the 16th century during the era of the Banten Girang Kingdom. Legend has it that a royal chef prepared this dish by carefully deboning a milkfish to serve it to the king, leading to the creation of what is now known as *Sate Bandeng*.⁴

Food security means a condition when everyone at all times physically, socially, and economically has access to sufficient, safe, and nutritious food to meet consumption needs and according to their tastes (food preferences) for a good and healthy life. The definition of food security has continued to develop since the Conference of Food and Agriculture in 1943 which initiated the concept of secure, adequate, and suitable supply of food for everyone. The definition of food security varies widely, but generally refers to the definition of the World Bank (1986), Maxwell, and Frankenberger (1992), namely everyone's access at all times to sufficient food for a healthy life. Meanwhile, USAID (1992) states that food security is a condition when everyone at all times has physical and economic access to obtain their consumption needs for a healthy and productive life. Meanwhile, FAO (1997) states that food security is a situation where all households have both physical and economic access to obtain food for all family members, where the household is not at risk of losing both of these accesses. Meanwhile, if we look at the Positive Law in Indonesia, Food Law No. 7 of 1996 states that food security is a condition where household food needs are met, which is reflected in the availability of sufficient food, both in terms of quantity and quality, safe, evenly distributed and affordable.

¹Heri Suharyanto, "Ketahanan Pangan", *Jurnal Sosial Humaniora*, Vol. 4, No. 2, November 2011.

²Diana Tustiantina, "Asem, Sawo, Kelapa, and Masyarakat Kota Serang", *Paradigma Jurnal Kajian Budaya*, Vol. 7, No. 1 (2017): 1-13.

³Rita Hanafie, "Penyediaan Pangan Yang Aman dan Berkelanjutan Guna Mendukung Tercapainya Ketahanan Pangan", *J-SEP* Vol. 4, No. 3, November 2010.

⁴Andjar Astuti, Sri Mulyati, and Ratna Mega Sari, "Hubungan Sikap dan Kepuasan Konsumen Terhadap Sate Bandeng Sebagai Salah Satu Bentuk Diversifikasi Pangan Lokal Banten", *Prosiding Seminar Nasional Pertanian Peternakan Terpadu 2*, ISBN 976-602-60782. P. 1-6.

Based on the definitions above, it can be concluded that food security has five elements that must be met, namely household and individual orientation, time dimension at all times food available and accessible, emphasizing on household and individual food access, both physical, economic and social, oriented towards fulfilling nutrition, and aimed at living a healthy and productive life.⁵

Thus, the definition of food security can be said to be the fulfillment of each individual's nutritional needs in quantity and quality in order to live a healthy and quality life in order to fulfill their most humanistic aspirations throughout their lives.⁶

In essence, food security can be defined as a condition in which all households, both physically and economically, are capable of meeting the food needs of every family member. Embedded within this concept are three key dimensions: availability, stability, and accessibility. Food availability implies an average of sufficient and available food supply. Stability can be seen as the ability to minimize the possibility of food consumption against consumption demand, especially in difficult times. Accessibility reminds us of the fact that even though the supply is abundant, many people lack food as a result of limited resources to produce or buy the food they need. The occurrence of food insecurity is caused by the failure to achieve the target of food availability and access to food for the community. This is a paradox, considering that Indonesia has vast and fertile land. Food security development is achieving food security in the condition of fulfilling food for every individual and household from national food production, which is reflected in the availability of sufficient food, quantity, quality, safe, evenly distributed, and affordable throughout Indonesia.⁷

There are at least four fundamental issues that commonly hinder food distribution in Indonesia. The first issue is inadequate infrastructure, particularly the lack of development and maintenance of essential facilities such as roads, bridges, and other transportation-related structures. The second challenge concerns transportation facilities, where there is insufficient attention from both the government and the public in maintaining and improving the condition of vehicles and equipment used in food logistics. Third, the transportation system itself remains inefficient and ineffective. Poor coordination among different transportation modes often causes significant delays in food delivery, resulting in spoilage and food waste by the time goods reach their destinations. The fourth issue involves security and illegal practices, particularly extortion. This persistent problem occurs along major transportation routes—both by land and sea—where criminal groups or local thugs demand illegal fees, adding risks and costs to the food distribution process.⁸

Food is a basic human need whose fulfillment is a human right and cannot be postponed and cannot be substituted with other materials. This is stated in the Universal Declaration of Human Rights in 1948, that “the right to food is an inseparable part of human rights”. Related to this, food is one of the economic, social, and cultural rights. According to Law No. 11 of 2015 concerning the Ratification of the International Covenant on Economic, Social, and Cultural Rights, what is meant by economic, social, and cultural rights is the right to an adequate standard of living including food, clothing, and housing, and to continuous improvement of living conditions.

Food is also part of culture which is an adaptation between humans and their environment. To realize quality human resources, food is needed as a basic component, and is also the main pillar of national development that plays a role in maintaining social, economic, and

⁵Heri Suharyanto, “Ketahanan Pangan”, *Jurnal Sosial Humaniora*, Vol. 4, No. 2, November 2011.

⁶Undang-Undang Negara Republik Indonesia Nomor 7 Tahun 1996 tentang Pangan.

⁷Rita Hanafie, “Penyediaan Pangan Yang Aman dan Berkelanjutan Guna Mendukung Tercapainya Ketahanan Pangan”, *J-SEP* Vol. 4, No. 3, November 2010.

⁸Heri Suharyanto, “Ketahanan Pangan”, *Jurnal Sosial Humaniora*, Vol. 4, No. 2, November 2011.

political stability. Fulfillment of food needs will help solve the problem of Indonesia's human resource crisis. By eradicating this problem, the problem of the low quality of Indonesia's human resources can be further improved.

The low quality of human resources is a major challenge in facing free competition in the era of globalization. To achieve global targets and the development of community nutrition, it is necessary to increase the shallow power and fighting power of health development which is the main capital of national development through the improvement of human resources carried out sustainably. However, to overcome the problem of quality human resources and successful development, strong food security is needed which is characterized by food independence. The state is obliged to realize the availability, affordability, and fulfillment of sufficient, safe, quality, balanced nutritional food consumption both at the national and regional levels to individuals evenly throughout the territory of the Unitary State of the Republic of Indonesia at all times by utilizing local resources, institutions, and culture. The government is obliged to respect, protect, and fulfill the food needs of the population to live a quality life. The government has carried out various methods to improve food security, most of which are focused on increasing food independence. To achieve all of this, not only natural resources are needed, but also human resources who are able to process the wealth of these natural resources.

Humans need food from plants (primary agriculture) as well as livestock and fish (secondary agriculture) which are highly dependent on resources, namely the sun, soil, water, and air. The process of primary and secondary agricultural activities is in the form of food production activities both on farm (raw material production activities/farming) and off farm (food processing activities/agro-industry). Lifestyle changes reflected by dietary patterns characterized by the dependence of Indonesian people's consumption on carbohydrate-based foods can affect the fulfillment of food needs, especially rice, which is very high, namely more than 60%, while animal foods, vegetables, fruits and nuts are still low.⁹

Diversification is also important to do in addition to reducing dependence on rice, also to explore the potential of other foods that are our wealth. Dependence on rice has caused us to neglect other foods such as tubers (ganyong, sweet potatoes, cassava, etc.), sago and various grains and nuts that are rich in protein. So diversification is also important to explore the potential of local food.

Food is a basic human need, both in the form of plant foods and animal foods. One of the functions of food is as ambang cultural identity, such as Gudeg is a symbol of cultural identity from the Jogja area, Bandeng Presto from Semarang, and other areas also have their own symbols of cultural identity. Banten Province has a typical food from animal food, namely Sate Bandeng. This Sate Bandeng is a cultural identity that originated from the 16th century when the chef of the Banten Girang Kingdom was going to serve a dish of Milkfish to the King, so he removed the bones in the milkfish and with a fairly long process then it became the Sate Bandeng that we know today.¹⁰

Food security means a condition when everyone at all times physically, socially, and economically has access to sufficient, safe, and nutritious food to meet their consumption needs and according to their tastes (food preferences) for a good and healthy life. The definition of food security has continued to develop since the Conference of Food and Agriculture in 1943 which launched the concept of secure, adequate, and suitable supply of food for everyone. The definition of food security varies widely, but generally refers to the definition of the World Bank (1986), Maxwell, and Frankenberger (1992), namely everyone's access at all times to

⁹Baliwati, Yayuk, (2006), *Pengantar Pangan dan Gizi*, Jakarta: Penebar Swadaya.

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sufficient food for a healthy life (secure access at all times to sufficient food for a healthy life). Meanwhile, USAID (1992) states that food security is a condition when everyone at all times has physical and economic access to obtain their consumption needs for a healthy and productive life. Meanwhile, FAO (1997) states that food security is a situation where all households have both physical and economic access to obtain food for all family members, where the household is not at risk of losing both of these accesses. Meanwhile, if we look at the Positive Law in Indonesia, Food Law No. 7 of 1996 states that food security is a condition where household food needs are met, which is reflected in the availability of sufficient food, both in terms of quantity and quality, safe, evenly distributed and affordable. Based on the definitions above, it can be concluded that food security has five elements that must be met, namely household and individual oriented, time dimension where food is available and accessible at all times, emphasizing household and individual food access, both physical, economic and social, oriented towards fulfilling nutrition, and aimed at living a healthy and productive life.¹¹

Thus, the definition of food security can be said to be the fulfillment of each individual's nutritional needs in quantity and quality so that they can live healthily and qualitatively in order to fulfill their most humanistic aspirations throughout their lives.¹²

Looking at the definition of food security briefly, food security can be interpreted as a condition where all households, both physically and economically, have the ability to meet food needs for all family members. There are 3 dimensions that are implicitly contained in it, namely availability, stability, and the ability to obtain and produce (accessibility) food. Food availability implies that there is an average of sufficient and available food supply. Stability can be seen as the ability to minimize the possibility of food consumption against consumption demand, especially in difficult times. Accessibility reminds us of the fact that even though the supply is abundant, many people lack food due to limited resources to produce or purchase the food they need. The occurrence of food insecurity is caused by the failure to achieve the target of food availability and access to food for the community. This is a paradox, considering that Indonesia has vast and fertile land. The development of food security is to achieve security in the food sector in conditions where food is fulfilled for every individual and household from national food production, which is reflected in the availability of sufficient, quantity, quality, safe, evenly distributed, and affordable food throughout Indonesia.

Food distribution in Indonesia faces at least four fundamental challenges. The first is inadequate infrastructure, marked by limited development and maintenance of essential facilities such as roads, bridges, and other transport-related access routes. The second is poorly maintained transportation facilities, reflecting a lack of consistent attention and support from both the government and the public in ensuring that transportation assets are functional and reliable. The third issue lies in the inefficiency of the transportation system itself. Weak coordination among various modes of transport often leads to delays, causing food shipments to arrive late, spoil, and ultimately become unfit for consumption. The fourth challenge is security and extortion, a systemic issue in many regions. Illegal levies and intimidation by local thugs along transportation routes—both land and sea—continue to disrupt food delivery operations and add risk to the distribution process.¹³

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¹³Rita Hanafie, “Penyediaan Pangan Yang Aman dan Berkelanjutan Guna Mendukung Tercapainya Ketahanan Pangan”, *J-SEP* Vol. 4, No. 3, November 2010.

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Food is also part of culture which is an adaptation between humans and their environment. To realize quality human resources, food is needed as a basic component, and is also the main pillar of national development which plays a role in maintaining social, economic, and political stability. Fulfillment of food needs will help solve the problem of Indonesia's human resource crisis. By eradicating this problem, the problem of the low quality of Indonesia's human resources can be further improved.

The low quality of human resources is a major challenge in facing free competition in the era of globalization. To achieve global targets and the development of community nutrition, it is necessary to increase the shallow power and fighting power of health development which is the main capital of national development through the improvement of human resources carried out in a sustainable manner. However, to overcome the problem of quality human resources and successful development, strong food security is needed, characterized by food independence. The state is obliged to realize the availability, affordability, and fulfillment of sufficient, safe, quality, balanced nutritional food consumption both at the national and regional levels to individuals evenly throughout the territory of the Unitary State of the Republic of Indonesia at all times by utilizing local resources, institutions, and culture. The government is obliged to respect, protect, and fulfill the food needs of the population to live a quality life. The government has carried out various methods to improve food security, most of which are focused on increasing food independence. To achieve all of this, not only natural resources are needed, but also human resources who are able to process the wealth of these natural resources.

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Food diversification is essential not only to reduce the heavy reliance on rice but also to rediscover and maximize the potential of other locally available food sources. This overdependence on rice has led to the neglect of various nutritious alternatives such as tubers (including ganyong, sweet potatoes, and cassava), sago, as well as a wide variety of grains and legumes that are rich in protein. Embracing food diversification is a strategic step toward utilizing the nation's food wealth and strengthening food resilience. For these reasons, promoting food diversification is highly recommended to support the sustainability, health, and overall progress of community life.

METHOD

This study uses Normative Juridical and Sociological Normative legal research methods. This study is Descriptive Analytical and uses Primary Data Sources and Secondary Data Sources. Descriptive in this study is in the form of a description of the situation, conditions,

¹⁴Heri Suharyanto, "Ketahanan Pangan", *Jurnal Sosial Humaniora*, Vol. 4, No. 2, November 2011.

¹⁵Baliwati, Yayuk, (2006), *Pengantar Pangan dan Gizi*, Jakarta: Penebar Swadaya.

circumstances, and reality that exist in society that are increasingly eroded so that they have a major impact on food security. Then the problems are analyzed so that solutions can be found for these problems. The data sources used in this study were obtained from Library Research. Normative Juridical in this study is in the form of a discussion of several existing regulations. Normative Sociological Research on law constructs law as a system of legal regulations that have existed so far and are then constructed in a community behavior.¹⁶ Analytical Descriptive in this study is trying to describe the situation systematically so that the data can be presented properly and in accordance with the target.¹⁷

This study aims to obtain an overview of whether milkfish satay can be an alternative food diversification for the Banten community and how to campaign for reducing rice consumption in the Banten community. This study also uses primary data sources and secondary data analysed using qualitative methods, with data collection techniques of Literature Study and Field Study through observation. Interviews and observations were conducted to obtain the necessary data. Data obtained through field research and literature studies were analysed normatively qualitatively to obtain clarity on the problems to be discussed.

ANALYSIS AND DISCUSSION

Food Security in Indonesia Seen from Its History

In the history of food in Indonesia, there is an imbalance between food security policies and food sovereignty policies. This imbalance is in the form of an imbalance in policies implemented by the government to support food independence.

Since the 1950s under the regime of President Soekarno, the Kasimo rice self-sufficiency program was implemented through the Bama Foundation (Food Ingredients) and YUBM (Food Ingredients Affairs Foundation). This policy was more directed at meeting the large-scale rice needs in villages in Java. The Old Order government also pursued a self-sufficiency policy by establishing the Rice Center, marking a shift toward positioning rice as the primary national staple food that the state was obligated to secure in the long term. This policy direction was formally institutionalized through Government Regulation Number 3 of 1964, which established the Food Material Board as a key instrument for implementing food policy and managing rice supply.

During the New Order, the Repelita 1 and 2 programs were implemented in 1969-1979 which gave birth to the rice self-sufficiency policy. At the beginning of this policy, the Logistics Affairs Agency (BULOG) emerged as a mainstay program in alleviating people's food needs. The existence of BULOG in this period functions as a single rice buyer, which means that people's access to food independence is fully controlled by the state. In 1978, Presidential Decree Number 39 of 1978 concerning the return of BULOG's duties as a price control for grain, rice, wheat flour, and granulated sugar was issued. This new policy has indeed directed other commodities as staple food sources, but its regulations are still very limited and narrow, so that the existence of farmers and the community as producers and consumers is unable to determine food independence. During this period, there was also a massive change in the agricultural and food landscape, namely the construction of hundreds of thousands of hectares of rice fields in Java, Sumatra, Sulawesi, and Kalimantan. This change in the agricultural landscape has had a major impact on the food patterns of people in Indonesia, who culturally

¹⁶Mukti Fajar and Yulianto Achmad, *Dualisme Penelitian Hukum Normatif dan Empiris*, Pustaka Pelajar, Yogyakarta, 2010, p. 48.

¹⁷Soerjono Soekanto, (1998), *Metodologi Research*, Andi Offset, Yogyakarta, p. 3.

do not all have a tradition of consuming rice and other rice products. This policy created new problems for people who have a tradition of consuming sago, cassava, and other types of agricultural products. Towards the 1990s, the government's food policy was still directed towards rice self-sufficiency through BULOG. BULOG has regulated all food regulations from production, market, price, seed and fertilizer needs, irrigation, food processing, food prices, to food nutrition for consumption. This period is a period where the government has intervened in family dining table affairs and regulated the contents of the Indonesian people's stomachs.

During President Habibie's era, rice and other imported food began to be imported from Thailand as an effort to meet food needs after the economic crisis. During President Gus Dur's era, rice self-sufficiency was still carried out through BULOG as the people's food logistics management. This policy still inherits the tradition of the New Order regime in managing food. During President Megawati's era, BULOG was privatized, which meant that there was no longer a choice and determining food policy for anyone. The food policy at that time caused many problems such as the emergence of a lot of food imports from abroad, the chaos of national food politics, and the emergence of local food associations that created food miles and market distribution chains.

During the era of President Susilo Bambang Yudhoyono, an agricultural revitalization program was implemented to increase agribusiness and the development of new food farms such as corn and secondary crops outside the rice fields. This program of the Susilo Bambang Yudhoyono Government was actually the first step towards farmer food sovereignty, but there were still many obstacles faced by farmers in achieving agrarianism.

During President Jokowi's administration, agrarian reform began to be implemented as a strategic effort to support food independence. However, the direction of this program—whether it is aimed at achieving food security or food sovereignty—remains unclear.

Historically, food policy implementation in Indonesia has consistently centered on a core objective: food self-sufficiency. Yet, these policies have often been politically driven and lack sensitivity to cultural values, resulting in a tendency toward padinization (rice-focused agriculture, especially in Java) and centralization of food policy under government control. The government's interpretation of food self-sufficiency has largely emphasized productivity—achieving high volumes of food production to meet community needs. This meaning has nullified the meaning of food independence which is a manifestation of the main objective of food policy. Food independence focuses on quality, pricing, and farmer-led production, allowing local producers to maintain control over the entire food chain—from upstream to downstream—ensuring fair and sustainable practices. In this context, food independence aligns more closely with the principles of food sovereignty, a policy direction that grants farmers full rights and autonomy to manage their resources and production systems in a way that supports equitable market access and sustainable livelihoods.

From the history of food policy in Indonesia, very few are in favor of food sovereignty. In food policy in Indonesia, the meaning of self-sufficiency is more inclined towards the meaning of resilience, so that the event of farmers and consumers who are sovereign over their food is something that is rarely found. The emergence of various food self-sufficiency policies in Indonesia is closely related to the myth of hunger and poverty. From various results of implementation research that are the reference results for the implementation of government food policies, it is often emphasized that there is hunger, lack of food needs, and poverty in a society. These events are indeed true, but not all of them occur as a result of food insecurity. The landscape and potential of the community's natural resources if managed through local wisdom will produce food resources that are able to meet the needs of the surrounding community (subsistence). However, because there have been changes in the culture and landscape of

agriculture and food in society, food needs have become uniform. For example, in Gunungkidul as a barren area in the Special Region of Yogyakarta, news has been heard about the lack of food, hunger, and poverty by the community. This event is measured by the deficit in rice needs in each farming family. This is a misconception for farmers, because since long ago the Gunung Kidul community has not consumed much rice due to the rocky and steep land. The Gunung Kidul community has local wisdom to consume local processed food products such as tiwul and gaplek. However, because the Gunung Kidul community has changed and has a high need for rice, their unaffordable access to rice creates a myth of poverty and hunger. This is very ironic, because the community should be able to survive by consuming local foods such as tubers and secondary crops. This food problem has become part of all groups of society in Indonesia, including young people. When viewed from the perspective of food self-sufficiency, young people have two directions to determine the existence of food in Indonesia, namely as a generation of agricultural heirs (young farmers), and as wise food consumers. The first direction about the agricultural inheritance generation can be seen from the statistical records of the Institute of Science 2014. In the period 2003 - 2013 there was a decrease in the number of farming households of around 5.10 million (16%). Farming households in Indonesia in 2003 numbered 31.23 million and decreased to 26.14 million in 2013. The number of farming households decreased because those who left the agricultural sector, died, and moved to other sectors were greater than the number of new workers who became farmers. Meanwhile, in BPS records in the same year, the number of young farmers (15-24 years) experienced a greater decrease compared to the number of old farmers. The number of young farmers in 2004 was 5.95 million, decreasing to 5.02 million in 2012.¹⁸

The decrease in the number of farmers and their regeneration was caused by the narrowing of agricultural land due to conversion, the decreasing interest of young people in the agricultural sector due to industrialization, the lack of innovation and new agricultural patterns, and government politics and policies that do not support the inheritance and regeneration of agriculture to young people. The second direction, namely becoming a wise food consumer for young people, can be seen from their habits of consuming unhealthy food in big cities, there is a trend for young people to consume junk food and instant food. In the results of data from food frequency studied by the Bogor Agricultural Institute in 2008, in five big cities in Indonesia, on average young people (14-28 years) consume instant food and produce 2196.39 kcal (male) and 2121.33 kcal (female). This number is different from the survey of food consumption of young people in five villages in West Java who consume local food and produce 3457.88 kcal (male) and 3323.90 kcal (female).

Comparison of the number of calories obtained from the lifestyle of young people with instant food in the city and young people in the village with local food shows significant evidence of food consumption problems for young people. Lack of knowledge, far access to healthy food (food miles), and global culture make young people in the city less wise in consuming food. These two directions that support the existence of food for young people are part of the idea of this research. What is happening to young people in society in Indonesia today is the lack of food literacy.

The global system and the new era of capitalism create a relationship between humans and fast-paced food. The relationship is no longer a legacy and food cultivation but a need and

¹⁸Bagian Proyek Sarana Dan Prasarana Produk Halal Direktorat Jenderal Bimbingan Masyarakat Islam Dan Penyelenggaraan Haji, Petunjuk teknis pedoman sistem produksi halal, Jakarta: Departemen Agama RI, 2003.

lifestyle. As a result, food no longer has strategic and diplomatic value. Food as a strategic value is a form of food breakthrough to solve various other problems such as the family economy.

Policies of Food Security in Indonesia

Food is defined as any substance derived from biological sources and water—whether processed, unprocessed, or in derivative forms—intended for human consumption as food or drink. This includes food additives and other substances used in the preparation, processing, or production of food and beverages. At present, Indonesia has adopted a more comprehensive legal framework on food through Law Number 18 of 2012, which emphasizes that food management must fulfill basic human needs while ensuring fairness, equity, and sustainability. This law is grounded in the principles of food sovereignty, food independence, and food security. Food security according to Law Number 7 of 1996 states the condition of fulfilling food which is reflected in the availability of sufficient food both in quantity and quality, safe, evenly distributed, and affordable. Meanwhile, the new Law Number 18 of 2012 states the condition of fulfilling food for the country down to individuals, which is reflected in the availability of sufficient food, both in quantity and quality, safe, diverse, nutritious, evenly distributed and affordable and does not conflict with religion, beliefs and culture of the community, to be able to live healthily, actively and productively in a sustainable manner.¹⁹

According to Law Number 18 of 2012, achieving food security in Indonesia requires the realization of two key principles. First, food independence, which refers to the nation's ability to produce a diverse range of food domestically to meet the nutritional needs of all individuals. This must be achieved by optimizing the use of natural, human, social, and economic resources, as well as local wisdom, in a dignified and self-reliant manner. Second, food sovereignty, which emphasizes the country's autonomy in formulating its own food policies without external interference. It also ensures that food business actors have the freedom to manage and operate their businesses based on their available resources.

Food security is a concept that is widely accepted in many countries and has been running for quite a long time. The concept of “food security” began to be discussed in the 1970s, while “food sovereignty” began to be discussed since 1992 or more than 30 years later because in 1992 food security was stable and could be said to be bad in the era of 1970 to 1992. The concept of food sovereignty was first born during a farmer meeting formed in 1992 at the congress of The National Union Of Farmers And Livestock Owners (UNAG). The congress activities were driven by farmer organizations in the Via Campesina group. In 2006 this organization formulated food sovereignty as the right of every nation to maintain and develop its own ability to produce basic food by respecting cultural diversity and its production system. In 2012 FAO promised to open a broader and more dynamic discussion regarding the participation of civil society and academics on food sovereignty. A year later in 2013 the IFAD (The International Fund for Agriculture Development) Organization provided and mobilized empowerment activities for poor groups in order to realize financial support for people-centered investment development initiatives. Then in 2013 the International Conference of La Via Campesina was also held in Jakarta, in this conference an international agreement on food sovereignty was produced. FAO made 2014 as family farming, that family farming and the food sovereignty approach are strategies to combat world hunger. Food sovereignty can be positioned as a primary strategy to achieve international and national food development goals. The concept of food security has been around for almost 20 years and has begun to be developed in various countries and in international institutions. The direction of the 2005–2025 Food and Agriculture policy is (i) to

¹⁹Undang-Undang Negara Republik Indonesia Nomor 7 Tahun 1996 tentang Pangan.

realize a competitive nation, namely efficiency, modernization, and added value of agriculture to be able to compete in local and international markets to strengthen food security, (ii) to realize a safe, peaceful, and united Indonesia, a food security system directed at maintaining national food security and independence by developing domestic production capabilities supported by food security institutions that are able to guarantee the fulfilment of sufficient food needs at the household level, both in terms of quantity, quality, safety, and affordable prices, supported by diverse local food sources that are in accordance with local diversity. The main targets of the national priority in the field of agricultural food for the 2015–2019 period are (i) achieving increased food availability from domestic production, (ii) realizing increased food distribution and accessibility supported by supervision of food distribution to prevent speculation, and supported by increasing government rice reserves in order to strengthen price stability, and (iii) achieve an increase in the quality of food consumption so that it reaches a score of Expected Food Pattern (PPH) of 92.5 (2019).

In line with national food policies and reflecting the state of community food security over the past five years, the Food Security Agency's strategic direction is focused on strengthening food security through three main aspects: food availability, food affordability, and food utilization. Food security policies in the aspect of food availability are focused on: a) increasing the availability of diverse food based on local resource potential, and b) strengthening the handling of food insecurity to reduce the number of poor and hungry people. In the aspect of food affordability, the focus is on: a) stabilizing food supply and prices, b) managing food reserves. While the aspect of food utilization is focused on a) accelerating the diversification of food consumption based on local resources and wisdom and supported by b) monitoring the quality and safety of fresh food. In implementing the policy, supporting policies are needed, including: a) increasing coordination and synergy across sectors in managing the availability and handling of food insecurity, distribution, prices and food reserves, as well as food consumption and security, b) increasing support for food research and development, c) increasing international cooperation, d) increasing empowerment and community participation, e) strengthening institutions and coordination of food security, and f) encouraging the creation of macroeconomic and trade policies that are conducive to food security.

Government policy is also one of the political aspects that can affect national food security. Policy is a government decision that is general in nature and applies to all members of society. Countries discuss food security through general economic policies and through more specific food assistance programs. General economic policies include, for example, anti-poverty programs and interventions to support low-wage labor markets. Examples of government policies related to food security:

- a. Laws on food and food security
- b. Import tariffs
- c. The presence of a food safety net program
- d. Access to Finance for Farmers
- e. The Existence of a Food Reserve System

In achieving the strategic targets of the Food Security Agency, the following operational steps/action programs are prepared:

- a. Strengthening the availability of Food Vulnerability Handling
- b. Improving the Welfare of Small Farmers
- c. Improving the institutional capacity of food distribution and reserves as well as food price stability.
- d. Increasing the diversification of food consumption and food security.

Opportunities for Food Diversification Seen from the Aspect of Food Security

The government regulates efforts to realize food security through legislation. These laws and regulations serve as a regulatory framework for state institutions in carrying out their duties to realize national food security. For example, in the Food Security Agency of the Indonesian Ministry of Agriculture, a regulatory framework is needed in order to implement the duties, functions and authorities and describe the role of the Food Security Agency in achieving strategic targets and is needed in resolving problems faced in developing food security both at the central and regional levels.

The functions of regulation in supporting efforts to strengthen food security include:

- a. Protection of food resources;
- b. Protection of farmers, fishermen, fish farmers, and other food business actors;
- c. Protection of food research and development;
- d. Protection of smooth food distribution, food prices and marketing, food trade;
- e. Consumer protection;
- f. Control of food imports;
- g. Control of relations between the central and regional governments.

Food security is one of the mandates in the legal system in Indonesia, as implied in the 1945 Constitution in Article 33 paragraph 3 which reads: "The land and water and the natural resources contained therein are controlled by the State and used for the greatest prosperity of the people." Thus, the government is obliged to manage Indonesia's natural resources to improve the welfare of its people. This regulatory framework can be a guideline and implementation guide as a reference for officials and the community in implementing food security analysis activities and food security action programs.

One of the existing regulatory frameworks related to food security development is:

- a. Law Number 18 of 2012 concerning Food,
- b. Government Regulation No. 17 of 2015 concerning Food and Nutrition Security is an elaboration of Law Number 18 of 2012 which is needed for the implementation of food security,
- c. Law Number 23 of 2014 concerning Regional Government Affairs,
- d. Regulation of the Minister of Agriculture No. 15/Permentan/HK.140/4/2015 on Guidelines for Independent Food Villages in 2015,
- e. Regulation of the Minister of Agriculture No. 16/Permentan/HK.140/4/2015 on Guidelines for Strengthening Community Food Distribution Institutions in 2015,
- f. Regulation of the Minister of Agriculture No. 17/Permentan/HK.140/4/2015 on Guidelines for Developing Community Food Barns in 2015,
- g. Regulation of the Minister of Agriculture No. 18/Permentan/HK.140/4/2015 on Guidelines for the Movement to Accelerate Food Consumption Diversification in 2015.

Based on Law No. 18 of 2012 on food, food management in Indonesia is based on the principles of sovereignty, independence, resilience, security, benefits, equity, sustainability and justice. In addition, it is also stated that building food security including access to food is the responsibility of the government, both central, provincial, and district or city governments. With the mandate of food security in the Constitution Article 33 paragraph 3, Law Number 18 of 2012, and Government Regulation Number 17 of 2015, Law Number 23 of 2014 and a series of Ministerial Regulations, this food security must be realized by the government and all levels of society in Indonesia.

Food import refers to the activity of bringing food into the territory of the Republic of Indonesia, which includes its land, waters, airspace, designated areas within the Exclusive Economic Zone, and the continental shelf. According to Government Regulation No. 17 of 2015, Article 1, Paragraph 6, *“if food security cannot be met through local production, food imports may be carried out.”* Furthermore, the basis for food import policies is outlined in Law No. 18 of 2012, Articles 36 to 40, which regulate the conditions under which food import and export activities may take place. In essence, food imports are permitted when domestic production is insufficient to meet national needs or when certain food items cannot be produced locally, with the ultimate goal of ensuring national food security. In addition, the greater the food import does not mean the smaller the food sovereignty, and the greater the export does not mean the stronger the country's food sovereignty. Indonesia is a member of the World Trade Organization. The legal consequences of being a member of the World Trade Organization, then all government policies in export-import activities (including food commodities) refer to the rules agreed upon in international trade agreements, including making changes to legal instruments and development policies in the trade sector. This has an impact on the national legal system and institutions, because Indonesia has adopted a free trade system. As since the signing of the Uruguay Round of Negotiations in 1994. The Uruguay Round was the eighth round of multilateral trade negotiations held under the framework of the General Agreement on Tariffs and Trade (GATT). The result of these negotiations was the establishment of the World Trade Organization (WTO). Indonesia is part of the ASEAN Free Trade Area (AFTA), and is also part of the China ASEAN Free Trade Area (CAFTA). The implementation of the AFTA free market policy was carried out in 2003, while CAFTA was carried out in 2010. Therefore, Indonesia cannot avoid the entry and circulation of imported products from ASEAN member countries and China, including food products. The Indonesian government as the holder of regulatory, initiating and facilitative authority must be able to encourage domestic industrial production so that it can compete with imported products both in the domestic market and in the international market. In addition, the government must be able to implement legal regulations that can function as supervision and protection of export and import activities. The government must monitor the entry of imported products that do not comply with safety quality standards so as not to endanger the health of domestic consumers. Regional and global free trade policies encourage the need for the government to play a role in regulating the relationship between producers and consumers, so that both producers and consumers receive protection both nationally and internationally. The Indonesian government's policy on the implementation of food product imports in an effort to protect domestic consumers, in addition to referring to international provisions which are the result of the 1994 GATT agreement, which was later ratified by Law Number 7 of 1994 concerning the Ratification of the Agreement on the Establishment of the World Trade Organization (WTO). Other laws and regulations that are used as references include Law No. 18 of 2012 concerning Food; Regulation of the Minister of Trade of the Republic of Indonesia Number 01 of 2018 concerning the provisions on the Export and Import of Rice; Law Number 8 of 1999 concerning Consumer Protection; Regulation of the Minister of Trade Number 20 of 2018 concerning the Second Amendment to Regulation of the Minister of Trade Number 59/ M-DAG/ PER/8/2016 concerning Provisions on Export and Import of Animals and Animal Products; Regulation of the Minister of Trade of the Republic of Indonesia Number 36/M-DAG/PER/5/2016 concerning Procedures for Imposing Administrative Sanctions for Exporters and Importers; Regulation of the Minister of Trade of the Republic of Indonesia 30/M-DAG/PER/5/2012 concerning Provisions on Import of Horticultural Products; Regulation of the Minister of Trade of the Republic of Indonesia Number 21 of 2018 concerning Provisions on Import of Corn.

One of the agricultural commodities that is currently of concern regarding food security is rice. Rice is a food commodity that is one of the reference commodities for food security in Indonesia because rice is a staple food for most Indonesians. Rice import and export activities are very important for efforts to realize food security. Regulations on rice imports in Indonesia are specifically regulated in Regulation of the Minister of Trade of the Republic of Indonesia Number 01 of 2018 concerning Provisions on Export and Import of Rice. In this regulation, the rice import policy is regulated to achieve the main goal of food security.

Milkfish Satay as an Alternative for Food Diversification for the Banten Community

Based on the historical context of Banten in the 17th century, the term “Banten” refers to a port city known as Tanah Banten. At that time, Banten was the center of world trade. Banten is a small country in terms of area and population, but has a prosperous economy.²⁰

This situation cannot be separated from the role of the Islamic Sultanate of Banten which made Karangantu Port an international port and the area a very busy trade center. Now Banten is better known as the Old Banten Area. Geographically, the Old Banten Area is included in the Serang City area which is the capital of Banten Province. Currently, the word Banten itself is better known as the name of a province, namely Banten Province. Banten is one of the areas declared as a province since the enactment of Law Number 23 of 2000 concerning the Establishment of Banten Province. Banten Province consists of four cities and four regencies, namely Serang City, Serang Regency, Pandeglang Regency, Lebak Regency, Cilegon City, Tangerang Regency, Tangerang City, and South Tangerang City. Based on Serang City Regional Regulation Number 6 of 2011 concerning RT RW of Serang City for 2010-2030, the Serang City area has three strategic areas, namely first, the Economic Strategic Area which is centered on three growth points, namely Karangantu Port as the Indonesian Fisheries Port, the City Trade Center Area, the Banten Provincial Government Center Area (KP3B), and the Cipocok Jaya and Curug Fast-Growing Areas. Then the second, the Social and Cultural Strategic Area located in the historical and archaeological site area of Old Banten, and the third is the Environmental Support Function Strategic Area located in the Pulau Dua Nature Reserve Area covering an area of approximately 30 hectares. In addition to having a strategic position, Serang City also has great potential for local wisdom, namely tourism, culinary, artifacts, language, art, and tradition. This potential is generally developed by the local community and government based on historical backgrounds, especially during the Banten Sultanate in the 17th century. In other words, it is undeniable that this potential has developed in society and is inseparable from the influence of history, namely the Banten Sultanate.²¹

Serang City has a big opportunity to develop various potential local wisdom, especially in the culinary field. That is the advantage of Serang City which is located on the main route connecting Java-Sumatra and also becomes the main gate connecting the flow of transportation between the two islands. In addition, the opportunity that allows the development of Serang City's culinary is also supported by Serang City's position as the center of government of Banten Province and the Jakarta-Merak highway. This strategic position allows the people of Serang City to try to develop culinary that is marketed widely to various places such as Sumatra and other areas outside Serang City. The big opportunity to develop Serang City's culinary specialties is also supported by the historical background of the 17th century. Banten, which is located in Kasemen District, as one of the areas of Serang City that has a historical

²⁰Claude Guillot, (2008), *Politik Produksi Pangan Sultan Ageng (1651–1682)*, Jakarta: Gramedia.

²¹Diana Tustiantina, “Asem, Sawo, Kelapa, dan Masyarakat Kota Serang”, *Paradigma Jurnal Kajian Budaya*, Vol. 7, No. 1 (2017). p.1-13.

background as the center of world civilization. Banten is one of the places of historical heritage so that it has the potential to attract visitors to come to Serang City.

Banten Province is one of the central areas of milkfish production with a production volume in 2010 reaching 77% of the total production of farmed fish in this province (DKP Banten Province, 2011). Farmed milkfish are generally sold directly to consumers in fresh form to meet local consumption needs and surrounding areas such as Jakarta and Lampung. The high public interest in milkfish has inspired the development of various processed products that are characteristic of Banten Province, and one of them is milkfish satay. Milkfish satay has been widely known for having a distinctive and specific taste of milkfish but is free from bones. The raw material which is still 100% milkfish meat causes the selling price to be relatively high. In addition, its less attractive shape is still an obstacle in expanding its marketing access so that innovation of similar products is needed that have better aesthetics and taste.²²

CONCLUSION

Food disparities across regions in Indonesia arise from various factors, such as prolonged droughts or high demand for food among the population. These conditions lead to food insecurity in several areas due to insufficient food availability and supply, resulting in limited access to food for certain groups of people in Indonesia.

Milkfish satay, as an alternative form of food diversification, can help ensure the food security of the Banten community. This culinary specialty from Serang City is traditionally served during cultural events such as weddings, majesty rituals (qunutan), thanksgiving ceremonies, aqiqah, circumcisions, and housewarming celebrations. The strong local interest in milkfish has encouraged the development of various processed products unique to Banten Province, with milkfish satay being one of the most popular. It is especially known for its distinctive flavor and the advantage of being bone-free, making it both delicious and convenient to enjoy. The raw material which is 100% still uses milkfish meat makes the selling price relatively high. Milkfish satay can be an alternative food diversification for the Banten community, but this requires all parties to campaign for reducing rice consumption in the Banten community and gradually start consuming milkfish satay.

Based on the conclusions above, the author suggests that local governments should actively promote the importance of food diversification, potentially through the issuance of local regulations. Additionally, the community in Banten must collaborate and make a collective effort to reduce rice consumption as part of this initiative.

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