

Implementation of the 2025 National Rice Self-Sufficiency Policy in Strengthening Food Security Governance

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Abstract:

This study aims to analyze the implementation of Indonesia's 2025 national rice self-sufficiency policy in strengthening food security governance. The study focuses not only on production achievement, but also on procurement, distribution, price stabilization, public rice reserves, and the impact on smallholder farmers. This research employs a descriptive qualitative approach with a policy implementation analysis design. Data were collected through document studies of official statistics, government reports, policy documents, media reports, and relevant academic literature on rice self-sufficiency, food security governance, farmer welfare, and rice market stabilization. The findings show that the 2025 policy achieved significant progress in increasing harvested area, paddy production, rice output, domestic procurement, and public rice stocks. However, production success did not automatically ensure stable consumer prices or inclusive benefits for smallholder farmers. The study finds that rice self-sufficiency must be governed as an integrated food system that connects upstream production with procurement governance, public stock management, efficient distribution, price stabilization, and farmer protection. The main contribution of this study lies in framing rice self-sufficiency as a governance issue rather than merely a production target. The study argues that the success of rice self-sufficiency should be measured not only by surplus production and reduced imports, but also by its ability to ensure fair procurement, affordable prices, effective logistics, transparent stock management, and improved welfare for small farmers.

Keywords: rice self-sufficiency; food security governance; public rice reserves; price stabilization; smallholder farmers; Indonesia.

1. Introduction

Rice self-sufficiency has long occupied a central position in Indonesia's food security policy because rice is not only a staple food commodity, but also a strategic political, economic, and social instrument. The 2025 national rice self-sufficiency agenda reflects the government's attempt to reduce dependence on imports, strengthen domestic production, increase state buffer stocks, and stabilize rice availability across regions. This agenda became increasingly important after Indonesia faced repeated pressures from climate variability, land conversion, distribution inefficiency, price volatility, and dependence on emergency import policies. In this context, rice self-sufficiency should not be understood merely as an increase in production volume, but as part of a broader governance system that includes input provision, irrigation, farmer protection, procurement, storage, distribution, price stabilization, and consumer access. A self-sufficiency policy that focuses only on harvest expansion without addressing governance, market structure, and smallholder welfare may produce short-term production gains without creating resilient food security.

The empirical basis for the 2025 rice self-sufficiency policy shows a significant increase in national rice production. BPS reported that Indonesia's paddy harvested area in 2025 reached approximately 11.32 million hectares, while dry unhusked paddy production reached 60.21 million tons, an increase of 7.06 million tons or 13.29 percent compared with 2024. When converted into rice for household food consumption, national rice production reached approximately 34.69 million tons in 2025, increasing by 4.07 million tons compared with the previous year. The Cabinet Secretariat also reported that national rice production reached around 34.71 million tons and generated a surplus of approximately 3.52 million tons, allowing Indonesia to avoid consumption rice imports during 2025. These figures indicate that the 2025

policy produced important output achievements, especially in production expansion and domestic supply strengthening.

Table 1. Key Data on Indonesia's 2025 Rice Self-Sufficiency Policy

Indicator	2025 Data / Policy Development	Relevance to Food Security Governance
Paddy harvested area	Approximately 11.32 million hectares	Shows the production base supporting self-sufficiency
Dry unhusked paddy production	60.21 million tons GKG	Indicates a major increase in upstream production
Rice production for food consumption	Approximately 34.69 million tons	Reflects domestic rice availability for consumers
Increase in rice production	Around 4.07 million tons compared with 2024	Shows short-term production success
Reported rice surplus	Approximately 3.52 million tons	Supports the claim of domestic supply adequacy
Consumption rice imports	No consumption rice imports reported in 2025	Indicates reduced external dependence
Bulog procurement target	3 million tons of domestic rice equivalent	Strengthens state buffer-stock and farmer absorption policy
Bulog stock by early May 2025	Around 3.5–3.6 million tons	Reflects stronger public rice reserve management

The data above suggest that rice self-sufficiency in 2025 cannot be separated from institutional intervention in procurement and buffer-stock management. Bulog's domestic procurement target increased to 3 million tons of rice equivalent in 2025, more than double the previous year's target, while the government also raised the purchase price for unhusked rice to strengthen absorption from farmers. By early May 2025, Bulog reported that domestic procurement had exceeded 2 million tons of rice equivalent, and its rice stock had reached around 3.5–3.6 million tons. This development shows that state procurement played an important role in connecting production increases with public stock management. However, the same policy also raises governance questions: whether procurement effectively reaches small farmers, whether price incentives are transmitted fairly at the farm-gate level, and whether strong buffer stocks can be translated into stable consumer prices.

The urgency of this study lies in the fact that production success does not automatically guarantee food security governance. Rice availability at the national level may coexist with distribution problems, regional disparities, high consumer prices, weak farmer bargaining power, and inefficiencies in post-harvest handling. Studies on rice market stability in Indonesia have shown that price stabilization depends not only on production volume, but also on distribution efficiency, buffer-stock policy, market structure, and the timing of government intervention (Ruspayandi et al., 2022; Wardana, 2023; Harmawan, 2024). Other studies emphasize that food security must be assessed through availability, accessibility, affordability, stability, and institutional coordination, rather than through self-sufficiency claims alone (Jamaludin, 2022; Yusuf et al., 2024). Therefore, the 2025 self-sufficiency policy needs to be examined as an implementation issue in food security governance, not merely as a production achievement.

Previous research has discussed rice self-sufficiency, food security, rice price stabilization, and farmer welfare from several perspectives. Budiman et al. (2024) examined government strategies and policies for achieving rice self-sufficiency in Indonesia and highlighted the importance of production programs, market dynamics, and climate-related pressures. Pratisya and Toruan (2025) analyzed the role of government policy in rice-based food security and emphasized the need for systematic policy design to support self-sufficiency. Monalisa (2024) found that rice production, distribution, and government policy influence rice prices at the regional level, indicating that price stability cannot be separated from local supply-chain governance. Trisulo et al. (2025) showed that rice price dynamics in Indonesia are affected by regulation, seasonal supply, macroeconomic conditions, supply-chain inefficiency, and climate disruption. Ikhsan (2026) further argued that Indonesia's high rice prices are linked to structural and institutional causes, including production costs, market arrangements, and the role of Bulog in consumer price stabilization.

Other studies have connected food security with institutional governance, small farmers, and regional welfare. Yusuf et al. (2024) showed that small farmer household food security is shaped by agroecosystem constraints, income vulnerability, and climate-related risks. Zaman et al. (2025) demonstrated that food price shocks and inflation affect farmer welfare through changes in farmer exchange values, suggesting that price policy has direct implications for rural household welfare. Aulia (2023) examined rice distribution management for food supply and price stabilization and emphasized the importance of logistics and distribution coordination. Sjamsir et al. (2025) analyzed food security and self-sufficiency in South Sulawesi and found that production-demand gaps and distribution issues remain central to regional food resilience. Ismayanti (2026) discussed adaptive governance in food self-sufficiency policy and argued that policy effectiveness depends on institutional flexibility, coordination, and local implementation capacity. These studies provide an important foundation, but most of them still discuss production, price, distribution, and farmer welfare separately.

The research gap lies in the limited analysis of the 2025 national rice self-sufficiency policy as an integrated governance process. Existing studies often assess rice self-sufficiency from the perspective of production growth, import reduction, or price stabilization, while fewer studies examine how implementation connects production policy with distribution governance, public stock management, price stability, and the welfare of small farmers. This article offers a novel contribution by positioning the 2025 rice self-sufficiency policy as a food security governance issue that must be evaluated across the entire policy chain, from upstream production to downstream distribution and farmer protection. The study argues that the success of rice self-sufficiency should not be measured only by increased output or the absence of imports, but also by the ability of governance institutions to ensure fair procurement, stable prices, efficient logistics, accessible rice for consumers, and improved welfare for small farmers. Accordingly, this study aims to analyze the implementation of Indonesia's 2025 national rice self-sufficiency policy in strengthening food security governance, with particular attention to production, distribution, price stabilization, public rice reserves, and the impact on small farmers.

2. Methodology

This study employs a descriptive qualitative approach with a policy implementation analysis design. This method is used because the research aims to examine the 2025 national rice self-sufficiency policy not only as a production-oriented program, but also as a governance process involving procurement, distribution, price stabilization, public rice reserves, and smallholder farmer welfare. The qualitative approach allows the study to interpret policy implementation through institutional coordination, regulatory instruments, program execution, and the relationship between upstream production and downstream food security outcomes. Rather than measuring the policy's impact through econometric testing, this study explains how rice self-sufficiency is implemented across the food governance chain and how such implementation affects the resilience of Indonesia's food security system.

The case study in this research is the implementation of Indonesia's 2025 national rice self-sufficiency policy. This case is selected because 2025 marked an important policy period in which the government reported a significant increase in paddy harvested area, rice production, domestic procurement, public rice reserves, and reduced dependence on consumption rice imports. The case is also relevant because the policy was implemented through multiple instruments, including production intensification, irrigation improvement, fertilizer support, domestic procurement by Bulog, government purchase price policy, and rice stock management. This study focuses on how these instruments interact in practice and whether they strengthen food security governance beyond the production target.

The data used in this study consist of primary and secondary data. Primary data may be obtained through semi-structured interviews with relevant stakeholders, including officials from agricultural agencies, food security agencies, Bulog representatives, farmer group leaders, rice millers, traders, local government officials, and food policy experts. These interviews are directed at understanding the implementation process, procurement mechanisms, distribution constraints, price stabilization efforts, and the extent to which small farmers benefit from the self-sufficiency policy. Secondary data are collected through document studies, including government regulations, official reports, BPS rice production data, Bulog procurement

and stock data, Ministry of Agriculture policy documents, Ministry of Trade price data, media reports, and academic literature on rice self-sufficiency, food security governance, farmer welfare, and rice market stabilization.

Data collection is conducted through document study, semi-structured interviews, and limited field observation where possible. Document study is used to examine the policy design, production targets, procurement rules, government purchase price policy, distribution mechanisms, and public rice reserve management. Semi-structured interviews are used to obtain empirical perspectives from actors involved in rice production, procurement, distribution, and price stabilization. Field observation may be conducted in selected rice-producing areas, Bulog warehouses, rice milling units, traditional markets, or farmer group locations to understand how policy implementation operates at the local level. This combination of techniques enables the study to connect national policy design with actual governance conditions in the rice supply chain.

The data are analyzed using qualitative interactive analysis, consisting of data reduction, data classification, data interpretation, and conclusion drawing. Data reduction is carried out by selecting information directly related to the implementation of rice self-sufficiency policy, including production support, procurement, distribution, price stabilization, public stock management, and farmer welfare. Data classification is conducted by grouping the findings into several analytical categories: policy implementation, institutional coordination, production governance, procurement governance, distribution efficiency, price stability, buffer-stock management, and smallholder impact. Data interpretation is then conducted by linking empirical findings with the concepts of food security governance and policy implementation. The final stage draws conclusions on whether the 2025 rice self-sufficiency policy strengthens food security governance or remains limited to production achievement.

Table 2. Analytical Indicators of the Study

Analytical Focus	Indicator	Direction of Analysis
Policy implementation	Policy instruments, implementation actors, coordination mechanisms, and program execution	Assessing whether the self-sufficiency policy is implemented coherently across institutions
Production governance	Harvested area, paddy production, fertilizer support, irrigation, seeds, and farmer assistance	Examining whether production growth is supported by sustainable governance
Procurement governance	Bulog procurement, government purchase price, farmer absorption, and rice milling linkages	Evaluating whether domestic procurement benefits small farmers and strengthens public stocks
Distribution governance	Logistics, interregional supply flow, warehouse capacity, and market access	Assessing whether rice availability can be distributed efficiently across regions
Price stabilization	Producer price, consumer price, government intervention, and market operation	Examining whether the policy supports both farmer income and consumer affordability
Public rice reserves	Bulog stock, reserve management, emergency supply, and intervention capacity	Evaluating the strength of state buffer-stock management
Smallholder farmer impact	Farm-gate price, market access, bargaining position, production cost, and income stability	Assessing whether self-sufficiency improves farmer welfare
Food security governance	Availability, accessibility, affordability, stability, and institutional accountability	Determining whether self-sufficiency strengthens broader food security governance

Through this methodological framework, the study seeks to produce an integrated analysis of the 2025 national rice self-sufficiency policy. The descriptive qualitative approach enables the research to examine policy implementation not only from the perspective of increased production, but also from the broader governance dimensions that determine food security outcomes. This method is also useful for identifying implementation gaps between national targets and local realities, particularly in relation to procurement, distribution, price stabilization, and smallholder farmer welfare. By applying this framework, the study contributes to the development of a governance-based evaluation of rice self-sufficiency policy in Indonesia.

3. Results and Discussions

1) Production Achievement and the Governance Meaning of Rice Self-Sufficiency

The implementation of Indonesia's 2025 national rice self-sufficiency policy produced an important achievement in terms of domestic production. BPS reported that the paddy harvested area in 2025 reached approximately 11.32 million hectares, producing 60.21 million tons of dry unhusked paddy, while rice production for household food consumption reached around 34.69 million tons (BPS, 2026). This increase indicates that the government's production-oriented interventions, including irrigation support, planting acceleration, fertilizer distribution, seed provision, and farmer assistance, contributed to the expansion of domestic rice output. The Cabinet Secretariat also reported that national rice production reached around 34.71 million tons and generated a surplus of approximately 3.52 million tons, enabling Indonesia to avoid consumption rice imports throughout 2025 (Cabinet Secretariat, 2026). These figures provide a strong empirical basis for claiming that the 2025 policy achieved a significant production milestone.

However, the achievement of rice self-sufficiency cannot be interpreted only as the absence of imports or the increase in production volume. Food security governance requires that production growth be connected to procurement, distribution, public stock management, price stabilization, and farmer welfare. A country may produce enough rice at the national level, yet still face local shortages, high consumer prices, weak farmer bargaining power, and inefficient distribution. This means that self-sufficiency must be evaluated across the entire rice governance chain, from production planning to market availability. The 2025 experience shows that production success is a necessary condition for food security, but it is not sufficient without institutional capacity to manage supply flows and market stability.

Table 3. Production and Food Security Indicators in the 2025 Rice Self-Sufficiency Policy

Indicator	2025 Achievement	Governance Interpretation
Paddy harvested area	11.32 million hectares	Indicates expansion of the production base
Dry unhusked paddy production	60.21 million tons GKG	Shows strong upstream production performance
Rice production for food consumption	34.69 million tons	Reflects strengthened domestic rice availability
Reported national rice production	34.71 million tons	Supports the government's self-sufficiency claim
Reported rice surplus	3.52 million tons	Indicates production above estimated consumption needs
Consumption rice imports	None reported during 2025	Shows reduced dependence on foreign supply
Farmer's Exchange Rate	125.35 in 2025	Suggests improved purchasing power among farmers

Table 3 shows that the 2025 self-sufficiency policy achieved positive outcomes in availability and production. The production surplus and the absence of consumption rice imports strengthened Indonesia's food sovereignty narrative and reduced exposure to international market volatility. The increase in the Farmer's Exchange Rate also indicates that the policy may have contributed to better farmer welfare at the aggregate level. However, aggregate indicators do not automatically explain how benefits were distributed among small farmers, rice millers, traders, and consumers. A stronger governance analysis is required because production growth may coexist with unequal market access and price distortions.

The 2025 rice self-sufficiency policy also reveals the importance of institutional coordination. Production policy was not implemented by one institution alone, but through the interaction of the Ministry of Agriculture, local governments, Bulog, the National Food Agency, irrigation authorities, farmer groups, rice mills, and market actors. This multi-actor structure requires coherent coordination because failure in one segment can reduce the effectiveness of another segment. Increased production, for example, must be supported by procurement readiness and storage capacity. Without such coordination, abundant harvests may not translate into stable farmer prices or reliable consumer supply.

From a governance perspective, the 2025 policy demonstrates that rice self-sufficiency should be treated as a system outcome rather than a sectoral production target. Production expansion is important, but it must be integrated with post-harvest handling, milling, logistics, price intervention, and consumer access. This finding is consistent with studies that emphasize that food security is determined by availability, accessibility, affordability, stability, and institutional coordination rather than output alone (Jamaludin,

2022; Yusuf et al., 2024). The novelty of this analysis lies in reading self-sufficiency as an implementation process that must be assessed from both upstream and downstream governance dimensions.

2) Procurement, Public Rice Reserves, and the Paradox of Price Stabilization

Domestic procurement became one of the central instruments in implementing the 2025 rice self-sufficiency policy. Bulog's procurement target was increased to 3 million tons of domestic rice equivalent, compared with 1.27 million tons in 2024, while the government also raised the purchase price for unhusked rice to IDR 6,500 per kilogram (Reuters, 2025). This policy aimed to absorb farmers' harvests, strengthen government rice reserves, and reduce reliance on imports. By the end of 2025, rice stocks managed by Bulog reportedly reached 3.24 million tons and at one point peaked at 4.2 million tons (Cabinet Secretariat, 2026). These figures show that public procurement successfully expanded state buffer-stock capacity.

The strengthening of Bulog's stock has two major governance implications. First, it increases the state's ability to intervene in the market when supply disruptions or price spikes occur. Second, it creates operational challenges related to storage, quality management, release timing, and distribution effectiveness. Public rice reserves are useful only when they can be managed efficiently and released at the right time, in the right quantity, and through the right distribution channels. If stocks accumulate without effective distribution, the state may hold large reserves while consumers continue to face high prices. This condition indicates that public stock management must be evaluated not only by the volume of rice stored, but also by its contribution to market stability and public access.

Table 4. Procurement and Stock Governance in the 2025 Policy

Governance Component	Policy / Empirical Condition	Governance Implication
Bulog procurement target	3 million tons of domestic rice equivalent	Strengthens domestic absorption and buffer-stock capacity
Government purchase price	IDR 6,500 per kg for unhusked rice	Improves farm-gate price incentives
Peak Bulog stock	Around 4.2 million tons	Provides stronger intervention capacity
End-2025 Bulog stock	Around 3.24 million tons	Indicates large public reserve availability
Quality concern	"Any quality" procurement was reported in market discussion	May affect rice quality, storage, and milling behavior
Price stabilization challenge	High prices persisted despite good harvest and large stocks	Shows that stock volume alone does not guarantee price stability
Market intervention	Government rice release and SPHP-type operations	Requires accurate timing and effective distribution channels

Table 4 shows that procurement policy created both positive and problematic effects. On the positive side, stronger procurement increased the state's capacity to absorb farmers' harvests and maintain public rice reserves. On the problematic side, reports indicated that high rice prices continued despite a good harvest and large Bulog stocks, suggesting that the challenge was no longer only production, but also market governance. Reuters reported that benchmark medium rice prices reached IDR 15,950 per kilogram in August 2025, while Bulog's large procurement and quality-related policy adjustments were linked to tighter market conditions (Reuters, 2025). The Ombudsman also criticized rice management in 2025 by emphasizing that expensive rice was not caused by stock scarcity alone, but by governance problems in procurement, storage, and distribution (Ombudsman RI, 2025).

The price-stabilization paradox shows that self-sufficiency may create competing objectives between producer protection and consumer affordability. Raising the government purchase price can benefit farmers by improving farm-gate incentives, especially during peak harvest periods. However, if the higher procurement price becomes a market reference without effective downstream price control, consumer prices may increase. This tension is common in rice governance because the state must protect farmers as producers while also protecting households as consumers. A successful self-sufficiency policy must

therefore balance farmer income, milling-sector incentives, retail availability, and consumer purchasing power.

Another implementation issue concerns the quality of rice absorbed through public procurement. If procurement standards are too loose, Bulog may accumulate rice with uneven quality, which can increase storage costs and reduce the effectiveness of market releases. If standards are too strict, small farmers may have difficulty selling to public procurement channels because they lack drying, milling, or post-harvest facilities. This creates a policy dilemma between inclusion and quality assurance. The solution is not simply to loosen or tighten standards, but to improve post-harvest infrastructure, drying facilities, farmer group aggregation, milling access, and transparent grading mechanisms.

These findings indicate that public procurement should be understood as a governance instrument, not merely a stock-building mechanism. Procurement affects farmer behavior, milling competition, market supply, rice quality, and price expectations. When procurement is well managed, it can stabilize both producer and consumer markets. When it is poorly coordinated, it can create artificial scarcity, quality problems, and higher prices despite abundant production. This reinforces the argument that rice self-sufficiency must be implemented through integrated governance across production, procurement, storage, distribution, and market intervention.

3) Smallholder Farmers, Distribution Governance, and Food Security Sustainability

The impact of the 2025 rice self-sufficiency policy on smallholder farmers must be assessed carefully because aggregate farmer welfare indicators may hide uneven outcomes. The increase in the Farmer's Exchange Rate suggests that farmers' purchasing power improved in 2025, but small farmers do not necessarily benefit equally from procurement and price policies. Farmers with better access to irrigation, larger landholdings, farmer groups, drying facilities, rice mills, and Bulog procurement networks are more likely to benefit directly from the government purchase price. In contrast, farmers with limited land, weak bargaining power, and dependence on middlemen may receive only part of the price benefit. This means that smallholder impact depends on the inclusiveness of procurement channels and the strength of local agricultural institutions.

Distribution governance is equally important because Indonesia's rice supply system is geographically fragmented. Rice production is concentrated in certain regions, while consumption is spread across islands, cities, and deficit areas. A national surplus does not automatically guarantee local availability if logistics, warehousing, transportation, and market coordination are weak. This explains why rice can remain expensive in certain locations despite strong production at the national level. Food security governance must therefore manage spatial distribution, not only national stock figures.

Table 5. Smallholder and Distribution Implications of the 2025 Rice Self-Sufficiency Policy

Policy Dimension	Potential Positive Effect	Governance Risk
Higher farm-gate price	Improves farmer income incentives	Benefits may be captured by intermediaries if farmers lack market access
Bulog procurement	Provides a guaranteed buyer during harvest	Small farmers may be excluded without aggregation and quality support
Production increase	Strengthens domestic availability	Does not automatically reduce consumer prices
Public rice reserves	Expands state intervention capacity	High stock may not stabilize prices if release mechanisms are ineffective
Distribution	Supports supply movement across regions	Logistics inefficiency may create regional price disparities
Post-harvest governance	Can improve rice quality and farmer value capture	Weak drying and milling capacity may reduce smallholder participation
Price stabilization	Protects consumers from extreme volatility	Poor timing may distort markets or create artificial scarcity
Farmer welfare	May improve through better prices and demand certainty	Unequal access may widen gaps between small and larger producers

Table 5 illustrates that the self-sufficiency policy has the potential to improve smallholder welfare, but only if governance mechanisms prevent exclusion. Small farmers require more than high production targets; they need access to inputs, irrigation, extension services, credit, post-harvest facilities, fair procurement channels, and transparent price information. If these supports are not available, self-sufficiency may be achieved through aggregate production while smallholder vulnerability remains unresolved. The policy should therefore be evaluated based on whether it improves the bargaining position and income stability of small farmers. This is particularly important because smallholders remain central to Indonesia's rice production system.

The 2025 experience also shows that rice distribution governance must be strengthened to align producer and consumer interests. If the state procures large volumes from farmers but releases rice too slowly, consumer prices may remain high. If market intervention is too aggressive, producer prices may fall and reduce farmer incentives. If distribution depends too heavily on administrative intervention, market actors may reduce activity or shift costs to consumers. The challenge is to design a flexible intervention mechanism that can respond to seasonal supply, regional demand, stock quality, and price signals. This requires real-time data, transparent stock reporting, and coordination among Bulog, local governments, market traders, and food agencies.

The relationship between self-sufficiency and price stability also highlights the need for stronger data governance. Policy decisions on planting, procurement, stock release, and imports depend on accurate information about harvested area, production, consumption, stocks, market prices, and regional supply-demand balance. Inaccurate or delayed data may lead to over-procurement, under-distribution, late intervention, or unnecessary market panic. BPS data provide an important statistical basis, but operational food governance requires integration between statistical data and real-time market monitoring. Better data governance would allow the government to anticipate shortages, manage stocks, and intervene before price volatility becomes socially disruptive.

This study finds that the implementation of the 2025 rice self-sufficiency policy strengthened food security governance in terms of production and public stock capacity, but still faced challenges in distribution, price stabilization, and smallholder inclusion. The policy succeeded in demonstrating that Indonesia could reduce import dependence through domestic production and procurement. However, the persistence of high rice prices and governance criticism shows that self-sufficiency cannot be equated with food security resilience. A stronger model of rice governance should connect production incentives with fair procurement, efficient logistics, quality-based stock management, timely market intervention, and inclusive smallholder support. The central contribution of this discussion is to show that the real test of rice self-sufficiency lies not only in how much rice is produced, but in how the state governs the movement, price, quality, and social benefits of that rice across the national food system.

4. Conclusion

This study concludes that the implementation of Indonesia's 2025 national rice self-sufficiency policy produced a significant achievement in terms of production growth, domestic supply strengthening, and reduced dependence on consumption rice imports. The increase in harvested area, paddy production, rice output, public procurement, and Bulog's stock capacity shows that the policy succeeded in strengthening the availability dimension of food security. However, the findings also indicate that rice self-sufficiency cannot be assessed solely through production volume, surplus figures, or the absence of imports. A more comprehensive evaluation is needed because food security governance also depends on procurement effectiveness, distribution efficiency, price stability, public stock management, and the welfare of smallholder farmers.

The main finding of this study is that the 2025 rice self-sufficiency policy strengthened upstream production and state buffer-stock capacity, but still faced governance challenges in downstream distribution and price stabilization. Large public rice stocks did not automatically guarantee stable consumer prices because market outcomes were also shaped by logistics, release timing, rice quality, milling behavior, regional supply gaps, and market structure. The policy also created a tension between farmer protection and

consumer affordability. Higher government purchase prices may improve farm-gate incentives, but without effective downstream control, they may contribute to higher retail prices. This confirms that self-sufficiency must be governed as an integrated food system rather than as a sectoral production target.

The novelty of this study lies in positioning the 2025 rice self-sufficiency policy as a food security governance issue, not merely as an agricultural production policy. Previous studies often examined rice production, imports, price stabilization, and farmer welfare separately. This study contributes by integrating these dimensions into one implementation framework that connects production, procurement, public reserves, distribution, price stability, and smallholder welfare. The implication is that future rice self-sufficiency policies should prioritize institutional coordination, transparent stock management, quality-based procurement, inclusive farmer access, real-time food data, and timely market intervention.

This study has limitations because it relies mainly on policy documents, official statistics, media reports, and conceptual governance analysis. Future research should conduct field-based empirical studies in selected rice-producing and rice-consuming regions to examine how procurement reaches small farmers, how Bulog stock is distributed, how rice prices respond to intervention, and how local institutions manage supply-chain coordination. Further quantitative research is also needed to measure the effect of the 2025 policy on farmer income, consumer prices, regional price disparity, and long-term food security resilience.

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