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The Role of the Government and Food Price Dynamics in East Java: A Comparison of 2023-2025

Deviana Iswahyuni [1)]
Fahrurrozi [2)]
Muhammad Isbad Addainuri [3)]

[1,2] **UIN Madura, Madura, Indonesia**
[3] **UIN Sunan Kalijaga Yogyakarta, Indonesia**
devianaiswahyuni65@gmail.com

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Abstract

The persistent rise in staple food prices presents a strategic challenge that affects community welfare, particularly in East Java as a central hub of national food distribution. This study employs a descriptive qualitative approach using secondary data from SISKAPERBAPO (2023–2025) to analyze the government's role in food price stabilization through allocation, distribution, and stabilization functions. The findings reveal that climatic conditions, seasonal demand, and uneven distribution contribute significantly to price fluctuations. In response, government interventions such as market operations, subsidies, and policies promoting sustainable production and equitable distribution are essential in maintaining food price stability, enhancing food security, and managing regional inflation. Thus, effective and continuous policy coordination is necessary to ensure stable access to affordable staple foods.

Keywords : Food Prices, Food Security, Government Role

Introduction

The fulfillment of food needs for all people is a critical issue in many countries. According to Maslow's hierarchy of needs, food is the most basic necessity that must be met first (Wijayati et al., 2019). Historically, Indonesia has possessed a rich diversity in food resources, which continues to support strong demand in local, regional, and international markets. This ongoing demand has significantly contributed to economic growth, much of which is driven by the food sector itself (Rusdiana & Maesya, 2017). Certain food commodities are closely linked to community welfare, considering that per capita monthly food expenditures in Indonesia remain relatively high. Furthermore, food consumption patterns and spending levels are essential indicators of household resilience. In this context, food prices become a primary factor influencing consumer decisions (Widarso et al., 2024). Despite being a basic necessity, any persistent increase in staple food prices can trigger broader inflation, affecting the prices of other goods and placing significant pressure on people's daily lives (Muslimin & Lusiana, 2023).

Maintaining stable food prices is therefore crucial, particularly in market activities that serve as a key driver of public welfare. Food prices frequently rise each month, largely due to climate change an unpredictable factor that causes crop failure and reduced supply, thereby driving prices up. Seasonal demand spikes, especially around major holidays such as Ramadan and Christmas, also contribute to these increases (Juliana et al., 2023). This price instability disproportionately affects middle and lower-income groups, leading to disruptions in consumer, producer, and government dynamics. Additionally, climate-related issues such as high temperatures, drought, floods, and pest infestations further compromise food crop production (Malau et al., 2023). These conditions create market uncertainty for both buyers and sellers, as continuously rising prices reduce public purchasing power (S. I. Sari, 2025). In East Java, for example, the prices of essential goods such as palm oil, cooking oil, and shallots have shown consistent annual increases, especially as of March 2025. These increases are heavily influenced by inflation and indicate an urgent need for government intervention (Badan Pusat Statistik, 2025).

Such price mismatches can trigger harmful fluctuations, especially for low-income consumers. Thus, government intervention is vital to ensure price stability and maintain affordability for vulnerable populations. The government plays a crucial role in improving

the economy through sound policymaking. As highlighted by Harahap et al., (2024), the modern government's role in the economy is divided into three key functions: allocation, distribution, and stabilization.

The first function, allocation, addresses market failures in regulating the production and availability of goods, aiming to achieve optimal real income per capita (Ridwan, 2021). If the market fails to operate under perfectly competitive conditions, the government is responsible for regulating and efficiently allocating resources (Rahayu, 2017). The second function, distribution, ensures that the benefits of economic growth are equitably shared across the population, especially among disadvantaged groups (Wasil, 2024). Since regional welfare levels can vary significantly, equitable distribution must be tailored to the specific conditions and capacities of each region (Purba et al., 2024). The third function, stabilization, involves the implementation of policies that maintain stability across economic, social, and environmental domains (Tatuhe et al., 2016).

Previous studies have addressed aspects of food price increases, though with certain limitations. For instance, Darma (2018) analyzed the impact of rising food commodity prices on inflation in Indonesia based on data from 2017–2018, with a focus on information systems and price ceilings. Meanwhile, Asmara (2020) utilized East Java's Siskaperbapo data but examined only a few commodities. Although East Java has often been used as a case study, no research has yet analyzed 13 food commodities over a comprehensive time frame or applied the three-function framework of public economics.

This study fills that gap by providing an up-to-date analysis from 2023 to 2025, incorporating dynamic variables such as inflation, rising household demand, climate change, natural disasters, and seasonal effects. Unlike previous studies, this research focuses specifically on the government's role in allocation, distribution, and stabilization, as well as food security efforts to sustain supply and stabilize prices. The study uses accurate data and public economic theory to evaluate the effectiveness of government interventions and to better understand market dynamics in East Java.

Furthermore, the government not only serves as a regulator but also takes direct action, such as organizing market operations to stabilize prices and secure food supply. However, according to Rumawas, (2021), food security is still inadequately addressed, as direct interventions in food production centers are not conducted routinely. Therefore, the

purpose of this study is to provide a comprehensive overview of rising household food commodity prices and evaluate the effectiveness of government policies in both urban and rural areas of East Java. By examining how the government fulfills its roles in allocation, distribution, and stabilization and in ensuring food security this study aims to assess whether price stabilization efforts are effective and sustainable in the long term.

Theoretical Study

Price

According to Kotler and Keller in the book cited by Zusrony, (2008), price is defined as one of the components in the marketing mix that plays a crucial role in generating revenue. Compared to other elements such as product features, distribution channels, or even communication, price is the most flexible aspect to adjust in a marketing strategy.

Price carries several important roles. From an economic perspective, the price of a product influences various variables such as rent levels, wages, interest, profits, and more. For instance, relatively high wages can impact both labor availability and entrepreneurial capital, ultimately affecting the attractiveness of supply and demand.

From the consumer's standpoint, price often becomes a key consideration in purchasing decisions. A higher price is frequently perceived as an indicator of better quality. For companies, price is a fundamental factor in determining market demand. It also influences competitiveness and market share. Therefore, pricing decisions directly impact a company's revenue and net profit. In essence, businesses generate income from the price set for the products or services they offer (Tjiptono, 2008).

In setting prices, companies must also consider several determining factors. These include production costs, economic conditions, price elasticity of demand, supply and demand dynamics, government regulations, and corporate objectives, among others. Many companies set prices based solely on production costs and expected profit margins. However, this approach can lead to prices that do not attract sufficient sales, which can negatively affect performance. Therefore, it is crucial for companies to take these strategic considerations seriously within the broader scope of marketing management (Taufik, 2023).

The Role of the Government in Maintaining Stability in Basic Food Prices

In a socialist economic system, the government plays a dominant role, whereas in a pure capitalist system, its role is minimal. According to Adam Smith (Rohima, 2020), the government's responsibilities are limited to maintaining national security, administering justice, and providing public goods that the private sector cannot, such as roads and basic infrastructure. While pure capitalism assumes that individuals are capable of making decisions in their own best interest, unrestricted economic freedom can lead to conflicts of interest due to a lack of coordination. Therefore, the government still holds a crucial role in regulating, guiding, and enhancing economic activities. In addition, the role of government in the modern economy is divided into three main functions, namely:

The Role of Allocation

Allocation activities function as a response to market failures in regulating the level of production of various goods. These efforts aim to improve societal welfare, particularly by achieving optimal per capita real income. According to Due in the book cited by Ridwan, (2021), optimal market adjustment in income distribution can only occur under certain conditions.

First, there must be no externalities in the production and consumption processes. This implies that the use of economic resources to produce and consume goods does not create mutual interference between producers and consumers. In other words, the resource utilization by one firm should not influence the costs or outcomes of other firms, and the total social costs of production should be fully reflected in the private costs borne by producers. Second, the price of goods must reflect the relative cost of production. This means that the price should be equal to the marginal cost, and the prices of production factors should be determined by the equilibrium between their supply and demand.

The government plays a vital role in correcting market failures, including price rigidity caused by monopolies and the negative externalities of private sector activities, such as environmental degradation. Since market systems are not always capable of resolving all economic issues on their own, government intervention becomes increasingly necessary. As the regulator of market mechanisms, the government holds a central role in promoting efficiency, equity, and economic stability (Nadilla & Ierdiana, 2024).

The Role of Distribution

Public economic performance can also be evaluated by the extent to which public policies are effective in promoting equitable income distribution and reducing poverty levels. Equitable distribution is essential to ensure that the benefits of economic growth are fairly shared across all segments of society, particularly among disadvantaged groups (Wasil, 2024).

In government economics, the distribution function is closely tied to efforts aimed at equalizing welfare across regions. This process of equalization is carried out proportionally, recognizing that levels of regional welfare may vary depending on each region's unique conditions and capacities.

However, compared to the allocation function, local governments generally have more limited authority and resources when implementing the distribution function. This limitation arises from concerns that granting too much authority and support from the central government might result in uniformity in income distribution across regions. Such uniformity could potentially dampen regional innovation and initiative in exploring and developing their respective local resource potentials (Purba et al., 2024).

Stabilization Role

The stabilization function refers to the role of the state in regulating, maintaining, and safeguarding economic stability, as well as in providing protection and security from both domestic and international threats. To achieve effective stability and protection, fair and consistent law enforcement is a fundamental requirement (K. Sari & Andini, 2025).

One example of the government's stabilization efforts is the implementation of the *Cheap Market* program, which has been introduced since 2017. This initiative plays a significant role in stabilizing food prices, maintaining food security, and ensuring sufficient food availability for the public (Ruvi et al., 2024).

Food price stability itself is a critical issue that requires serious attention. Consistent monitoring of both food availability and price trends is necessary, as imbalances in these areas can lead to a decline in the production of key agricultural commodities such as rice, corn, and tubers. If not addressed promptly, such imbalances can disrupt food production, reduce productivity, and further exacerbate existing food security deficits (Rumawas et al. 2021).

Food Security

Food security remains an often overlooked yet critical issue, particularly during times of crisis. It has become a global concern, requiring collective action especially from younger generations to support policies that enhance food security and improve human quality of life through technological innovation (Yudha et al., 2023). Early awareness of food security is essential, as it directly affects food availability, accessibility, and safety across all societal levels. Robust food systems help meet nutritional needs and protect populations from price volatility and economic disruptions.

Ensuring food price stability is a vital component of national food security. Price fluctuations can exacerbate poverty, trigger social unrest, and threaten political stability. Thus, maintaining stable food prices is key to reducing societal vulnerability to food crises (AP & Hertati, 2023). Furthermore, food security is influenced by social, cultural, and economic factors, which encourage food diversification and the utilization of local natural resources enabling the integration of local food into daily consumption and regional food-based industries (Widiati & Azkia, 2023).

The legal framework, including Law No. 18/2012 and Government Regulation No. 17/2015, along with FAO guidelines, underpins national and regional food security programs. Food security encompasses availability, distribution, and consumption. Availability includes managing imports and exports to ensure sustainable supply; distribution involves ensuring equitable physical and economic access; and consumption requires public education on nutrition and health to promote optimal dietary practices (Sutrisno, 2022).

Achieving food security in Indonesia presents distinct challenges due to geographic diversity and logistical constraints in this archipelagic nation. Disparities in infrastructure, access to agricultural technologies, and regional conditions hinder equitable food distribution. Thus, an integrated strategy that leverages local resources, enhances logistics, and improves distribution efficiency is essential for long term, inclusive food security (Septiadi & Joka, 2019).

The East Java Provincial Government, through the TPID High-Level Meeting on March 17, 2025, reaffirmed its commitment to maintaining food price and supply stability, particularly ahead of national religious holidays. Governor Khofifah outlined a 4K strategy: ensuring supply, affordability, smooth distribution, and effective communication. Although

East Java experienced deflation in early 2025 due to lower electricity tariffs, regional food prices remained below the national average. However, this may prompt producers to sell outside the region for higher profits (KOMINFO, 2025). These dynamics highlight the need for both central and local governments to develop targeted food policies and expand access to affordable food especially in rural and hard-to-reach areas.

Method

This study employs a qualitative research method using a library research approach by collecting various accurate reference sources related to the topic under study, such as scientific journals, relevant books, online news, and official websites of East Java government agencies. Qualitative research emphasizes description and analytical depth, focusing on processes and meanings behind observed phenomena (Nasution, 2019).

Data collection was conducted on May 12, 2025, utilizing secondary data obtained from the SISKAPERBAPO website. This data includes price developments of 13 essential food commodities that are widely consumed by households and highly sensitive to price fluctuations. The data covers all 38 districts and cities in East Java and focuses specifically on price data recorded on April 30 in the years 2023, 2024, and 2025. With this comprehensive geographic coverage, the dataset reflects actual market conditions across the province and demonstrates high levels of validity and representativeness.

The analysis technique applied is descriptive-comparative, which involves comparing price trends across the three years and among different commodities on the same date. Microsoft Excel was used to manage the data through processes of tabulation and categorization based on commodity type and time range. After the data was organized, Power BI was utilized to generate graphical visualizations of the commodity price trends.

The qualitative approach was selected to enable an in-depth and contextual examination of government intervention mechanisms, particularly in terms of allocation, distribution, and price stabilization functions, as well as efforts to ensure food security in response to potential commodity shortages. Rather than relying on formal statistical testing, the study offers a logically constructed, fact-based depiction of price dynamics using real-world data.

The objective of this research is to provide a deeper understanding of the government's role in maintaining food price stability and to serve as a reference for the development of more effective and adaptive economic policies. East Java was chosen as the focal region due to its strategic role as a major hub for food commodity distribution in Java and its function as a national price benchmark. Accordingly, the findings of this study are expected to inform future government policies, especially those related to price stabilization strategies and the reinforcement of food security in response to evolving market conditions.

Discussion of Research Results

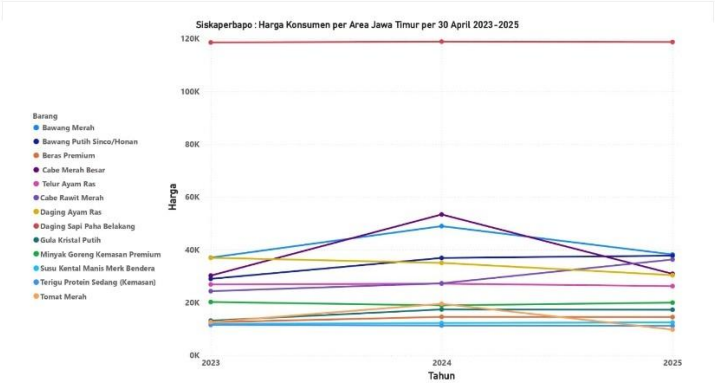
The following is the price development of several basic food commodities for comparison 2023-2025 in East Java province, this table shows several downward and upward trends in the price of basic food commodities:

Average Price of East Java Province at Consumer Level

Item	2023	2024	2025	Unit
Premium Rice	12.528	14.561	14.502	Kg
White Crystal Sugar	13.136	17.387	17.267	Kg
Premium Packaged Cooking Oil	20.209	18.907	19.974	Kg
Ham Beef	118.531	118.871	118.715	Kg
Bred Chicken	36.944	35.020	30.379	Kg
Bred Chicken Eggs	26.868	27.161	26.224	Kg
Sweetened Condensed Milk Flag Brand	11.877	12.249	12.463	Dus
Medium Protein Flour (Packaging)	11.528	11.287	11.151	Kg
Large Red Chili	30.195	53.372	30.874	Kg
Red Cayenne Pepper	24.297	27.279	36.298	Kg
Red Onion	37.004	48.947	38.219	Kg
Sinco/Honan Garlic	28.968	36.897	37.758	Kg
Red Tomato	12.589	19.510	9.749	Kg
Premium Rice	12.528	14.561	14.502	Kg

Source; Siskaperbapo (East Java Consumer Price in april 2023-2025)

The Following is a Graph of the Development of Food Prices in East Java



Based on the table of changes in basic commodity prices from 2023 to 2025, several items experienced significant fluctuations. Commodities such as premium rice, granulated sugar, shallots, chilies, eggs, meat, and milk showed notable price increases. These commodities are known to experience regular annual price spikes in Indonesia. This aligns with the findings of Dicky Zunifar R., (2017), who stated that commodity price fluctuations are a primary driver of inflation, especially considering the high population that leads to a sharp increase in food demand. However, supply has not kept pace with this rising demand, creating an imbalance that fuels inflation particularly relevant in the context of the current inflation surge.

Garlic, in particular, experienced a substantial price spike. This supports the research of Yudha Galtieri, (2024), which attributes the annual increase in garlic prices to rising domestic demand that is not matched by local production, which has declined year after year. Garlic supply still heavily depends on seasonal harvests, increasing the risk of shortages outside of harvest seasons. When stocks are low and import volumes are insufficient, the resulting supply-demand gap drives prices upward.

Cooking oil prices have also shown volatile patterns, rising and falling unpredictably, making it difficult for consumers to anticipate costs. This condition is in line with the study by Ishlah Firadina Maolia, (2025), which found that cooking oil prices fluctuate erratically due to consistently high consumer demand, among other factors.

Tomatoes also demonstrated extreme price behavior sharp increases followed by sudden drops. This pattern is consistent with the research of Asriyana Ahmad's, (2024),

which indicates that when tomato production is abundant, market prices decline significantly. This oversupply often worries farmers who are forced to sell at lower prices. Conversely, when demand rises, prices increase. Tomato prices are inherently unstable due to seasonal yields and shifting demand. One of the main causes of the price drop is market oversupply during peak harvest periods.

Unlike previous studies, such as that by Rafika Azwina, (2022), which only analyzed the price fluctuations of rice, curly red chilies, and broiler chickens in relation to inflation, this research takes a broader approach. It incorporates a more comprehensive range of commodities and explores the implications for economic policy. The trends in price increases across various commodities suggest the government's stabilization function has not been effectively implemented. According to Richard A. Musgrave's theory of public economics (1984), maintaining price stability is one of the government's core responsibilities. The lack of evenly distributed market operations, limited subsidy policies, and uneven implementation of basic price controls have contributed to the persistence of price spikes that remain difficult to resolve.

Overall, the data underscores the vital role of the government in ensuring the smooth distribution of goods, monitoring commodity stock levels, and implementing timely interventions to stabilize the prices of essential items. For example, market operations conducted by the East Java government, such as the barn market initiative, aim to combat high food prices and food shortages. Additionally, food security must be ensured through effective management and supervision of food availability at both regional and national levels to close household food security gaps. These efforts are consistent with the approach taken by the East Java government and supported by the research of Wardani & Hardjati, (2024).

Some Staple Food Demands that are often Consumed by Households

Rice. Over time, the demand for rice continues to increase due to population growth and the daily habit of Indonesians consuming rice as a staple food. Additionally, the rise in demand is influenced by factors such as the high level of rice imports and the continued use of rice as the primary ingredient in various food commodities. These factors contribute to the overall increase in rice demand (Isnawati et al., 2022).

Beef. The fluctuating price of beef affects market demand. During religious holidays, demand for beef typically surges, causing a significant price increase. Once the holiday period ends, demand decreases and prices gradually return to normal. This pattern contributes to the price volatility of beef in the market (Puradireja R.H., Herlina L., 2021).

Sugar. Sugar, a simple carbohydrate and key traded commodity, remains a challenge for Indonesia in achieving food self-sufficiency. There is often a mismatch between household needs and domestic production (Ramadani et al., 2024). The ever-increasing demand is influenced by population growth, which calls for improvements in production levels, land availability, and agricultural technology. Addressing these issues would strengthen the potential of sugarcane farmers both in terms of supply and sustainability (Batubara & Rozaini, 2023).

Cayenne pepper. Cayenne pepper is a leading horticultural commodity in Indonesia and significantly impacts inflation due to its frequent price fluctuations. Household demand for cayenne pepper is influenced not only by the commodity itself but also by related goods and socio-economic factors, such as family income and the number of family members, which directly affect consumption levels (Septiadi et al. 2020).

Large red chilies. Large chilies are widely used in food processing, such as for chili sauce and seasonings in snacks, which drives high levels of production and demand. This, in turn, results in increased prices. To meet demand and ensure price stability, it is important to analyze the various factors that contribute to fluctuations in the price of large red chilies (Astuti et al. 2021).

Cooking oil. As an everyday product, cooking oil is available in two types: bulk and packaged. Bulk oil is generally sold without packaging or labels and is produced using lower-quality ingredients. In contrast, packaged oil is made from better raw materials and undergoes stricter processing, resulting in higher quality and cost. Rising cooking oil prices can disrupt production planning and pose a challenge for producers. Therefore, business actors must seek the best solutions to maintain a stable supply, especially as consumers increasingly prefer high-quality products at affordable prices (Andriana & Wulandari, 2023).

Shallots. Shallots are seasonal crops typically planted during the dry season or at the end of the rainy season. As a result, their availability is inconsistent, especially outside of the harvest period. Pest and disease attacks also contribute to limited supply, which can

lead to market shortages and increased demand. To better understand how price changes affect consumer demand for shallots, elasticity analysis can be applied (Titin Mariyah et al. 2023).

Garlic. The high cost of quality garlic seeds leads many farmers to reuse seeds from previous seasons. However, Indonesian garlic remains less competitive due to interregional disparities, geographical conditions, agroecosystems, farming technologies, and seasonal variations. These factors lead to inefficiencies in the supply chain and hinder production capacity, ultimately causing garlic prices to rise because supply cannot keep up with market demand (Septiana et al. 2022).

Conclucion

This study reveals that several commodities such as premium rice, white crystal sugar, sweetened condensed milk, red cayenne pepper, and Sinco garlic have experienced annual price increases. The primary contributing factors are climate change and strong public demand, which together lead to market imbalances. In response, the government has implemented various measures, including market operations and food security programs, to stabilize food prices.

It is recommended that the government enhance its policy role by conducting market operations more consistently and equitably. This approach would help prevent price spikes or drastic declines, particularly in East Java, which could otherwise result in significant losses for farmers.

The findings of this study are intended to serve as a consideration for the East Java provincial government in developing effective food price control policies, especially in response to price volatility caused by climate change. Although this study employs a qualitative descriptive approach, it offers a fresh perspective by integrating recent food price trends and critically evaluating government intervention policies from 2023 to 2025 an area that remains underexplored in prior research.

Recommendations

Local and central governments are advised to strengthen coordination in the implementation of food price policies, especially during fluctuation prone periods such as religious holidays and harvest times. Moreover, it is important for the government to improve

the accuracy of the price monitoring system and expand the reach of the cheap market program to areas vulnerable to food price increases.

Limitations

This study is limited in coverage, focusing only on East Java Province. Since food prices vary by region, it is difficult to compare price developments across different regions. Although East Java represents an area of high food trade activity, the results cannot be generalized to all regions of Indonesia. Additionally, the data used comes from only one system, without comparison to alternative data from other institutions.

Suggestions for Further Research

Future studies are recommended to expand the research area to several other provinces to obtain a more comprehensive comparison. Incorporating primary data through interviews or surveys with market players, farmers, and consumers will enrich the analysis and offer a deeper perspective on food price stabilization policies. Comparative studies between different data systems are also suggested to better evaluate variations among brands and food product distributions across regions in Indonesia.

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