

## ANALYSIS OF THE INDONESIAN GOVERNMENT'S POLICY ON HIGH RICE PRICES AMID ABUNDANT SUPPLY FROM THE PERSPECTIVE OF ISLAMIC ECONOMICS



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### Abstract

The persistent rise in rice prices in Indonesia, despite an ample national stock, highlights a disconnect between food availability and affordability, thereby threatening the nation's food security. This paper explores the root causes of rice price fluctuations, evaluates the effectiveness of distribution mechanisms, and analyzes how Islamic economic principles especially the insights of Imam Ibn Taymiyyah and Imam Ibn Qayyim al-Jawziyyah can inform effective policy responses. Utilizing a literature review approach, the study draws upon data related to rice production, distribution channels, and pricing trends, while also incorporating a normative analysis rooted in the Maqashid Shariah framework. The analysis identifies key contributors to inflated rice prices, including inefficient distribution networks, market control by dominant entities (oligopoly), and weak pricing regulations. Within the Islamic economic paradigm, these issues represent a departure from the ideals of justice and societal welfare. Classical Islamic thinkers advocated for state involvement in price regulation (tas'ir), the prohibition of hoarding (ihtikar), and the fair distribution of resources as mechanisms for safeguarding public interests. Policy recommendations include modernizing agricultural production, enhancing distribution efficiency through targeted subsidies, and reinforcing government regulation in the marketplace to promote price stability and ensure the well-being of both producers and consumers.

**Keywords:** Rice Pricing, Distribution Efficiency, Islamic Economics, Ibn Taymiyyah, Food Security, Tas'ir, Ihtikar

## INTRODUCTION

Indonesia, as an agrarian country where rice is the primary staple food, has faced a rather ironic reality in recent years. Despite having abundant national rice stocks, consumer prices remain high and unaffordable for a significant portion of the population. This phenomenon not only disrupts food security stability but also affects household consumption patterns and potentially reduces the welfare of farmers, who are the backbone of national food production. Many families that once relied on rice as their main food source are now forced to reduce their consumption or switch to cheaper, less nutritious alternatives. As a result, household food security becomes increasingly vulnerable, particularly among low-income families living in rural areas with limited access to nutritious food (Syahira et al., 2023).

Various efforts have been made by the government, including setting a minimum purchase price for farmers and a maximum retail price for consumers as a means to control rice prices in the market (Hermanto, 2017). However, price volatility continues to occur due to external factors such as global oil prices, exchange rate fluctuations, and the impacts of the pandemic all of which significantly influence rice price volatility (Jojo et al., 2023). Although rice production is abundant, high distribution costs and inefficient distribution structures create a gap between stock availability and price affordability. A large rice stock does not always translate into price stability, making suboptimal distribution one of the key factors behind persistently high prices (Farizi & Kornitasari, 2023).

Sufficient food availability and stable prices are two main pillars for achieving national food security. Although Indonesia has achieved adequate rice production, with national consumption reaching 35.7 million tons in 2023, there remains significant concern over the declining stability of supply and the country's ability to withstand unpredictable price fluctuations. Price instability has more severe impacts in rural and underdeveloped areas. Price volatility in consumption and the declining terms of trade for farmers contribute to rising poverty levels (Sitorus, 2022).

The phenomenon of high rice prices in Indonesia, despite data showing ample national stock, is both a concerning and intriguing issue. The imbalance between availability and affordability indicates deeper underlying problems from inefficient distribution systems and unfair market mechanisms to government policies that have yet to effectively ensure price stability. Several researchers have noted that disruptions in the rice distribution process from producing regions can lead to shortages and rising prices (Syarifa, 2022). Other studies highlight that the unpreparedness of the national logistics agency (Bulog) to meet surging demand contributes to the relatively high price of rice (Fachrurazzi, 2023).

From the perspective of Islamic economics, this situation is not merely seen as a market imbalance, but also as a deviation from the core principles of Shariah such as justice, balance, and public welfare. The thoughts of Ibn Taymiyyah remain relevant to today's economic conditions, particularly his view that if buying and selling are conducted fairly and without oppression, and price increases occur due to a reduction in supply (*qillah al-syai*) or population growth (*katsrah al-khalq*), then such conditions are part of God's will (Hakiki, 2024). Furthermore, price setting (*tas'ir*) in trade and business is permissible in Islam when there is potential for manipulation that could lead to excessive price hikes. This method is not prohibited in Islam as long as certain conditions are met namely, that the

price set by sellers does not harm consumers, and the profit margin remains within reasonable limits (Alif, 2024).

Based on these considerations, this study seeks to answer several key questions: What are the main causes behind persistently high rice prices despite sufficient stock levels? How can Islamic economic thought offer an alternative perspective on this issue? And finally, what policies can be developed to address the imbalance in rice pricing and distribution in a fairer and more sustainable way?

## **REVIEW OF LITERATURE**

### **The Concept of Price, Market, and Distribution in Conventional Economics**

Price is one of the fundamental elements in the conventional economic system, serving as an indicator of the value of goods and services as well as a tool for allocating resources efficiently. From a classical economic perspective, price is determined through the interaction between supply and demand within a market mechanism. When demand increases while supply remains constant, prices tend to rise; conversely, if supply increases and demand remains unchanged, prices will fall until market equilibrium is reached (Mankiw, 2021). Market structure plays a significant role in shaping the price of a good or service. In practice, when markets are dominated by a few players, such as in oligopolistic conditions, they have the power to set prices arbitrarily. The prices set often do not reflect actual market conditions, such as production costs or the supply-demand balance. As a result, prices may become unreasonable, harming either producers or consumers. This is particularly evident in the food sector, such as rice, where price imbalances can affect consumer purchasing power and the welfare of farmers (Ardito, 2012).

External factors such as government policy, distribution costs, and global dynamics also influence price formation. Other studies explain that the process of price transmission from producers to consumers in Indonesia's rice supply chain is still not functioning optimally. This inefficiency arises from weak distribution systems, limited infrastructure, and information asymmetry among market actors. As a result, although farm-gate rice prices are relatively low, consumer prices remain high, highlighting unresolved gaps within the national food market system (Harmini et al., 2011). Inefficient distribution also contributes to price disparities between regions. Long distribution channels lead to increased marketing margins and reduced farmer's share. In this context, price no longer objectively reflects the economic value of a commodity but is influenced by distribution structures and uncompetitive market behavior (Nurdin & others, 2025). Therefore, conventional economic literature shows that price is not merely the result of supply and demand interactions, but is also shaped by market structure, distribution efficiency, and economic policies. A comprehensive understanding of these influencing factors is essential, especially for formulating policies on price stabilization and the protection of both consumers and producers.

Beyond the concept of price, the market in conventional economics is not only seen as a physical space for transactions but also as a complex system governing the economic behavior of society. Market effectiveness is heavily dependent on the structure of competition, transparency of information, and regulations overseeing the activities of economic actors. For instance, local rice markets are typically dominated by oligopolistic structures, where a handful of large traders control price setting and commodity

distribution. As a result, the prices formed often do not reflect ideal competitive mechanisms. This situation undermines market efficiency and contributes to price instability directly felt by consumers (Bhinadi, 2012).

Market efficiency is also influenced by how accessible information is to all participants. In markets with asymmetric information where some actors have better access than others imbalances in economic decision-making can occur. This is often a source of price and distribution disparities. Providing easily accessible market information to farmers, especially in rural areas, is a crucial step toward strengthening their bargaining power in the trading chain. When farmers have accurate and up-to-date price information, they have a better chance of securing fair selling prices for their crops. Furthermore, encouraging farmers to form farmer groups or cooperatives that sell their produce collectively can offer significant benefits. With collective strength, they are better positioned to negotiate and are less vulnerable to pressure from large buyers especially in rice and paddy markets that are often dominated by a few buyers, as seen in oligopsonistic market structures (Agus Hermawan, 2008).

### **Islamic Economic Principles Related to Food and Market Justice**

In Islamic economics, there are several key provisions concerning food and market justice. In operating within the market mechanism, practices such as *ihtikar* (hoarding) are strictly prohibited. In Islamic economics, *ihtikar* is defined as the act of purchasing goods in large quantities with the intention of reselling them at significantly higher prices, thereby harming the general public. This practice not only violates Islamic law but also distorts market mechanisms allowing producers to gain excessive profits while consumers are forced to pay prices far above what is fair (Meuraxa, 2023). *Ihtikar* especially affects lower-income communities, making it difficult for them to access basic necessities. Such behavior is akin to depriving others of their right to live and can potentially threaten the broader survival of society. From a social standpoint, this situation may spark unrest and endanger public stability and order (Andini, 2022). Regarding the types of goods, Yusuf Qardhawi emphasizes that hoarding (*ihtikar*) is not permissible for any items essential to human needs. Whether it be food, medicine, clothing, school supplies, or household and workplace equipment all of these must not be withheld for personal gain. For him, every form of *ihtikar*, regardless of whether it causes direct harm or not, is prohibited and contradicts the Islamic principle of justice.

Another prohibition in Islam is market manipulation through *Bay' Najasy* (false bidding). In practice, this refers to a seller collaborating with another party to falsely praise a product or artificially raise its price dishonestly. The aim is to influence potential buyers, even though the information presented does not reflect the product's actual condition (Adimarwan, 2002). This practice is harmful because such exaggerated praise can inflate prices in the market without being supported by true product quality or genuine demand.

In any transaction, valid information about the goods or services being exchanged must be available to both parties. Islam strictly forbids fraud or information asymmetry (*tadlis*) in trade. The Islamic economic system opposes any form of imbalance in information during buying and selling, as unequal knowledge between buyer and seller violates the principle of *an tarāḍin minkum* (mutual consent). To prevent fraud, each party must understand the strategies or intentions of their counterpart in the transaction. In

conventional economics, such a condition is often likened to a zero-sum game, where one party's gain typically results in a loss for the other (Amalia, 2013).

## RESEARCH METHOD

This study employs a qualitative research method using a normative-descriptive approach. Data is obtained through literature review, analyzing secondary sources such as government policy documents, statistical data on rice production and pricing, academic journals, and scholarly works on Islamic economics. The research also incorporates a normative framework rooted in Islamic economic principles, particularly drawing from the thoughts of classical scholars such as Ibn Taymiyyah and Ibn Qayyim al-Jawziyyah, to assess the alignment of current policies with the values of justice, market ethics, and public welfare in Islam.

## RESULTS AND DISCUSSION

### Overview of National Rice Production Performance and Prices

According to data from Statistics Indonesia (BPS), national rice production showed an increase from January 2025, with a volume of 2.195 thousand tons, peaking in April at 9.089 thousand tons, before declining in May and June to 4.977 thousand and 3.857 thousand tons, respectively (Badan Pusat Statistik Indonesia, 2025b). The increase in rice production up to April was due to the expansion of harvested area during the same month. In January 2025, the harvested area was only 0.42 million hectares, but this rose significantly in March to 1.67 million hectares, and slightly decreased to 1.65 million hectares in April (Badan Pusat Statistik Indonesia, 2025b). This is considered reasonable, as these two months are part of the main harvest season compared to other months.

However, this upward trend in production was not followed by a decline in wholesale rice prices. Instead, prices continued to rise steadily from January to June 2025, with average prices recorded at IDR 13,561/kg, 13,604/kg, 13,757/kg, 13,728/kg, 13,735/kg, and reaching IDR 13,979/kg at the end of the period (Badan Pusat Statistik Indonesia, 2025). Therefore, it is necessary to closely examine which sectors are absorbing high costs that prevent prices from decreasing despite increased production. Looking at rice productivity levels, Indonesia achieved a yield of 4.78 tons per hectare in the 2024/2025 period, with a five-year average of 4.73 tons per hectare. This figure indicates that rice production has great potential for Indonesia, as it surpasses that of India, whose five-year average productivity is 4.25 tons per hectare.

As rice prices continue to rise, a fundamental question arises: what is the impact on farmers? Are they gaining significant profits from this price increase? To answer this, one way to assess farmers' welfare is by examining their income and the balance between their income and expenses. A commonly used indicator for this is the Farmers' Terms of Trade (NTP) (Tenriawaru et al., 2021). NTP is calculated by comparing the price index received by farmers to the price index they must pay. The index received reflects the price changes of commodities produced by farmers (Zulmeida, 2016). An NTP value above 100 indicates that farmers earn more than they spend. From January to June 2025, Indonesia's Food Farmers' Terms of Trade (NTP) remained below 110 (Badan Pusat Statistik Indonesia, 2025), suggesting that farmers have only gained modest profits compared to others. These

data points serve as important input for future evaluation to support Indonesia's goal of achieving food self-sufficiency.

### **Classical Islamic Scholars' Thoughts as Policy Solutions**

In addressing contemporary economic problems, including the issue of high rice prices despite abundant stock, the thoughts of classical Islamic scholars such as Imam Ibn Taymiyyah and Imam Ibn Qayyim al-Jawziyyah offer relevant and practical contributions. Their ideas not only reflect principles of justice in distribution and consumer protection but also propose policy approaches that emphasize the role of the state in maintaining market balance and protecting society from hoarding, monopolies, and price disparities. Referring to the framework of *maqāṣid al-sharī'ah*, these thoughts can serve as a normative foundation for Islamic economic policies that are just and sustainable, particularly in the context of national food security.

Regarding price fluctuations in a free market mechanism, Ibn Taymiyyah explained that free market prices are determined by the forces of supply and demand. He argued that price fluctuations are not always the result of unjust actions by individuals or groups but are instead a natural process within a fair market transaction system between supply and demand (Ibn Taymiyyah, 1993). In Islam, the government has a supervisory function over the market. This role must be exercised when there is manipulation or injustice in price formation. Ibn Taymiyyah further stated that in times of price irregularity, the state is permitted to set prices (*tas'īr*) in order to protect the public and prevent market injustice (Ibn Taymiyyah, 1993).

In terms of how government should respond to food security crises, Caliph Umar ibn al-Khattab adopted several policies during a famine in Ramadan. These included delaying the collection of zakat from affected communities, distributing all available resources from the *Bayt al-Mal* (state treasury), prioritizing charitable contributions (*infaq*), and requesting assistance from governors of nearby regions for the people of Medina who were suffering (Aflaha, 2019).

In the agricultural sector, Umar ibn Abdul Aziz (may Allah be pleased with him) prohibited the sale of cultivated land to prevent land monopolies. He instructed his governors to fully utilize existing agricultural land. When setting land rent, he applied principles of justice and generosity. He forbade rent collection on infertile land, and for fertile land, the rent had to consider the living conditions and welfare of the farmers. Moreover, Umar ibn Abdul Aziz implemented a policy of regional autonomy. Each Islamic province had the authority to manage its own zakat and taxes without being required to pay tribute to the central government. On the contrary, the central government would provide subsidies to Islamic provinces with low zakat and tax revenue (Al-Isy, 2009).

Each region was empowered to manage its own wealth, and in cases of surplus, Umar ibn Abdul Aziz encouraged wealthier regions to assist poorer ones. To support this system, he appointed Ibn Jahdam (may Allah be pleased with him) as *amil ṣadaqah*, responsible for collecting and distributing charitable funds evenly across the Islamic territories (Al-Isy, 2009). In building a just and prosperous state, Umar ibn Abdul Aziz made social welfare a fundamental principle. He ensured that the rights of the deceased were honored through inheritance, the rights of prisoners were protected, and that such rights were applied universally without discrimination based on religion or other factors. He also established

soup kitchens for the poor and implemented policies to open trade routes both land and sea to improve public welfare (Al-Isy, 2009).

### **Reflection on Government Policy and Its Implications for Public Welfare**

The level of rice productivity is a key indicator in measuring the effectiveness of national food production policies. Increases in productivity, along with the expansion of cultivated land, are the main factors determining the total rice production output in Indonesia. Although Indonesia has agroclimatic advantages that support rice cultivation, the optimization of productivity still faces various obstacles. These challenges primarily stem from limitations in the use of production inputs and modern farming techniques (Dewi, 2018). Moving forward, the government needs to focus on modernizing the use of production inputs and expanding cultivated land by utilizing unused or idle land.

Optimal rice distribution is a crucial element in ensuring fair and affordable food availability for all segments of society. Inefficiencies in the distribution system can lead to supply shortages at the consumer level, which ultimately drive up prices and limit public access to this essential commodity (Maharani & Puspasari, 2024). In this regard, the government needs to provide subsidies in the distribution sector to reduce excess costs and prevent these from resulting in higher rice prices.

### **CONCLUSION**

The phenomenon of high rice prices in Indonesia, despite abundant national stock, reflects a structural imbalance in the production, distribution, and market governance systems. Adequate rice production does not automatically guarantee price affordability at the consumer level due to various obstacles such as high distribution costs, market inefficiencies, and information asymmetry among market actors. This situation directly affects household food security, particularly for low-income rural communities, and has yet to deliver optimal welfare for farmers, as reflected in the low Farmers' Terms of Trade (NTP).

From the perspective of Islamic economics, this issue is not merely a matter of market imbalance but also a deviation from the fundamental principles of sharia, such as justice, transparency, and public welfare. Classical thought from scholars such as Ibn Taimiyyah, Umar bin Khattab, and Umar bin Abdul Aziz emphasizes the urgency of the state's role in intervening in the market when there is price and distribution injustice. The principles of *tas'ir* (price regulation), the prohibition of *ihtikār* (hoarding), and the obligation to provide fair access to information serve as essential guidelines in formulating more humane and just policies.

In terms of policy, a more integrative approach is needed, emphasizing the strengthening of the production sector, distribution efficiency, and protection of vulnerable groups. The government should reconsider distribution subsidy schemes, promote the use of modern agricultural technologies, and empower farmer institutions through cooperatives or farmer groups. On the other hand, market supervision and information transparency must be prioritized to create a healthy market climate oriented toward public welfare. Therefore, to address the disparity between rice availability and price affordability, Indonesia requires food policy reform grounded not only in technical-economic approaches but also in the values of social and spiritual justice as taught in Islamic economic principles.

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