Rice Import Policy from Thailand as a Response to the Decline in Rice Productivity in Indonesia Due to Land Conversion

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ABSTRACT

Indonesia's rice productivity has seen a decline in recent years. The decline in rice productivity results in agricultural land being converted into non-agricultural land. This could be a threat to Indonesia's food security. The government's efforts to overcome the problem include the importation of rice. In the process of importing rice, governments implement import policies to protect local farmers. The government imposed tariff and non-tariff policies in the process of importing rice. The price of rice was imposed in an effort to protect the balance between the national price and the import of rice. Non-tariff policies were imposed to keep the price of imported rice affordable. The government chose non-tariff obstacles to import rice from Thailand. Non-tariff barriers themselves are used to control import volume. The aim of the study is to find out how Thailand's import policy can be a solution to the national rice productivity phenomenon, which is the result of the high share of land functions currently. The study uses a graphic research method, and the results show that the import of rice from Thailand is a solution to the decline in local rice productivity. He said the rupiah was expected to strengthen to rp9,100 per dollar in the Jakarta interbank spot market on Tuesday. This policy will protect local farmers from theft.

Keywords: *Rice Import Policy, Tariff Barriers, Non-Tariff Barriers, National Rice Productivity, Thai Rice Imports*

INTRODUCTION

Indonesia is the country with the fourth largest population in the world. Rice is a staple food for most of the Indonesian people. The staple food is food that is consumed more than other types of food that contains starch as an energy source for daily activity (Hayati, 2009). To meet the national rice needs, Indonesia relies on a combination of domestic production and imports. Importing is the activity of bringing goods, services, and capital from abroad into the country, with the aim of using, owning, transferring, or selling them to achieve the desired profit. (Purwito, 2015).

Since 2017, imported rice that has entered Indonesia has reached 7 million tons. (Statistik, 2024). According to the Deputy for Food Availability and Stabilization of the National Food Agency of Indonesia, *Badan Pangan Nasional Indonesia (BAPANAS)*, I Gusti Ketut Astawa, in an interview with CNBC Indonesia (CNBC Indonesia, 2023), the government provided four reasons for the imports being carried out to: 1). To meet food needs of 1.5 million tons. 2). The government requires more rice to meet the needs of the Food Supply and Price Stabilization Program (SPHP) for the main market, which needs a total of about 2.7 tons. 3). In this case, *BULOG* also requires an ending stock for

carryover or an initial stock for the year 2024 of at least 1.2 million tons. 4). The government also argues that this rice import policy is implemented to curb the rising prices that could become uncontrollable.

Indonesian rice imports are not only focused on one country, data from BPS in 2024 shows that Indonesia imports rice from India, Vietnam, Pakistan, Myanmar, China, Thailand, and Japan. The amounts also vary according to the needs of the government, which have been systematically calculated by the government through *BULOG*. The three largest rice-exporting countries in Indonesia from 2017 to 2023 are 1). Thailand 2,498,145.7 million tons. 2). Vietnam 2,200,856.5 million tons. 3). Pakistan 1,137,767.1 million tons.

Thailand is indeed known as one of the largest rice producers in the world after India. This food, which is recognized as a staple for most Asians, is consumed by nearly 90 percent of the Asian population, with 22 percent of it consumed by people in Southeast Asia. (Hermawan, 2013). Thailand has a geographical condition that is quite similar to Indonesia, with islands spread widely and mountains stretching across the country. The land of the white elephant is known for its fertile soil, which is certainly linked to the presence of the main river in the country, the Chao Phraya River. The river is also known by the locals as a symbol of prosperity. (Busrowi, 2008). The adequate climate is also a reason why Thailand is referred to as the rice producer country. One of the cities in Thailand known for rice production is Suphan Buri, which is located 150 km away from Bangkok and can yield up to four rice harvests in a year. It is not surprising that Thailand is one of the largest rice-exporting countries in the world.

The decline in rice production that occurred in Indonesia in 2023 saw a decrease of 2.05 percent compared to 2022. (Badan Pusat Statistik, 2023). Many factors contribute to the decline in rice production, such as weather conditions or El Nino, land conversion, and the decreasing interest of the younger generation in the agricultural sector, which is seen as no longer relevant to current job trends. Increasing population growth, as the population continues to rise, the demand for these necessities will also increase, along with the conversion of agricultural land into housing to meet the high demand for residential spaces. In line with what Berlina explained in her journal, the high population growth can impact the extent of agricultural land. This is because high population growth can increase the demand for residential land and infrastructure. (Daulay, 2014). This research will discuss how the rice import policy from Thailand serves as a solution to the phenomenon of declining national rice productivity. The author will attempt to explain the relationship between the implementation of import policies and the decline in productivity due to land conversion.

METHODS

The change of land use, commonly referred to as land conversion, is the alteration of the function of a piece of land, either partially or entirely, from its original purpose to another function, which then has negative impacts on the environment and the

potential of that land itself. (Utomo, 1992). Land use change can be caused by various factors that generally relate to the need to meet the growing demands of the population and the desire for a better quality of life.

One study revealed that land conversion occurs more frequently in rice fields compared to conversion from dry land. This is due to the development of residential complexes, office buildings, shops, and industrial areas, which are easier to carry out on flat rice fields than on dry land. (Akbar, 2008). Since 2010, the development of rice imports increased by 300.02% in 2011. This is due to the decline in agricultural productivity. In 2011, agricultural productivity decreased by 4.98 or 0.03 tons from 2010 due to the increasing population. (Daulay, 2014).

Theory of Production Decline

According to (Rahardjo, 2012), productivity is a concept that explains the relationship between outputs (services and goods produced) and resources (land, energy, labor, and others) to achieve specific results. Meanwhile, a decrease in productivity is a condition where there is a reduction or decline in work output over a certain period. A decline in productivity can occur in an individual, organization, industry, or country. A decline in productivity at the national level can result in a decrease in economic growth. In the agricultural sector, a decline in productivity can lead to a shortage of food supplies and an increase in food prices.

Many factors cause a decline in productivity in the agricultural sector. One reason is the conversion of land that was originally agricultural land into factories, shops, and housing. Certainly, this can lead to a decrease in productivity because one of the sources of productivity is land or soil. Factors that can influence the decline in agricultural productivity include the increase in prices during the rice production process, such as production tools, fertilizers, seeds, and rice, as well as the lack of agricultural technology usage, insufficient knowledge among farmers regarding agricultural cultivation development, and the government's inadequate guidance in agricultural cultivation development (Daulay, 2014).

The decline in productivity will not only affect the commodities that are experiencing the decrease. Sometimes a decline in productivity can impact an entire country and lead to the emergence of new policies. As discussed in this writing, where there is a decline in national rice productivity due to land conversion has led the Indonesian government to implement rice import policies to meet local rice needs.

Import Policy Theory

Import policy according to ministerial regulations is the activity of entering goods into customs territory. International trade activities including rice imports from Thailand carried out by Indonesia are also regulated by law. Where *Peraturan Menteri Perdagangan (PERMENDAG)* no. 01 of 2018 regulates the rice import policy

(perdagangan, 2018). The regulation explains that Indonesia can import rice with various terms and conditions that have been set. General needs are one of the provisions written in *PERMENDAG*, in other words, this rice import activity is not intended for personal gain.

The form of general needs referred to in the regulation is to fulfill the needs of the Indonesian people. This is in accordance with Law No. 18 of 2012 which explains Food and Law No. 19 of 2013 concerning the Protection and Empowerment of Farmers. In both laws, it is explained that the role of the state is to maintain and increase food production and protect farmers through food import policies (Abidin, 2015). So it can be concluded from the three regulations above that the decline in productivity is one of the reasons why the rice import policy needs to be implemented.

Another journal also explains the definition of import policy. Import policy can be called an action and regulation issued by related agencies, either directly or indirectly which will have an impact on many aspects (Daulay, 2014). In the same journal, it is also stated that this import policy is implemented with the aim of maintaining domestic rice stocks. This means that Indonesia will start implementing a rice import policy if domestic rice stocks are no longer sufficient. Meanwhile, one of the causes of the lack of domestic stocks is the decline in production caused by land conversion that occurs.

Tariff Barriers

Tariff barriers or tariffs are often used in international trade policies, where these tariff barriers contain the imposition or determination of taxes on a commodity traded across territorial borders. In this tariff barrier policy, it is divided into two parts, namely protection tariffs and revenue tariffs. The protection tariff aims to impose restrictions on imported goods or commodities by imposing high tax rates or import duties. While in revenue tariffs, taxes are imposed to increase state revenue (Maryansyah, 2018). So the implementation of this tariff barrier policy aims to maintain the economy in the country, through the imposition of import duties or taxes.

Non-tariff Barriers

Nontariff barriers are restrictions on a commodity entering a customs territory. The relevant government issues limited certifications for the import of specified commodities and enforces regulations to prohibit the import of goods without official certification from the relevant government. Nontariff barriers aim to control the flow of trade between countries. Nontariff barrier policies take a different form from tariff barriers; if tariff barriers can be quotas, levies, or embargoes, then nontariff barriers are another form of those.

RESULT AND DISCUSSION

Rice Import Policy

The rice import policy in Indonesia has been implemented since 1910 by the Dutch East Indies government, where the first countries to export rice to Indonesia were Burma, India, and China. At that time, the reason the Dutch East Indies government exported rice was because Indonesia was experiencing a famine season which caused crop failures, so the existing rice stock could not meet demand. In 2018, Indonesia re-implemented the rice import policy, where in that year the government imported the most rice, reaching 2,253,824.5 tons or equivalent to US$ 1.03 billion. (Newswire, 2021) One of the reasons Indonesia imports rice in very large quantities is limited domestic production. This is in contrast to high domestic demand.

In addition, there are several other factors that cause the reason why Indonesia's rice import figures are high. High domestic demand is balanced by high population growth rates, causing agricultural land conversion. This land conversion causes a reduction in agricultural land so that the amount of rice that can be produced decreases. On the other hand, the Indian government has implemented a policy of restricting rice exports which will be implemented in 2023. Indonesia is one of the countries affected by this policy. So Indonesia is looking for other alternatives, one of which is by importing rice from Thailand. Thailand was chosen because the price offered is much cheaper than rice from other countries. With affordable rice prices, Thailand dares to provide high-quality rice. This is what Indonesia considers to be imported from Thailand.

The Indonesian government's efforts to keep rice prices affordable are through the implementation of non-tariff barrier import policies. The Indonesian government exempts import duties of Rp 450 per kilogram. However, not all imported rice is exempted from import duties but is limited to only 1.5 million tons. On the other hand, the Indonesian government does not implement tariff barrier policies on rice commodities, because this will actually make rice prices soar and become unstable. This policy has proven to be able to slightly overcome the problem of rice stock shortages and rice prices that continue to soar.

Production Decline

Production decline is a situation where the output of a good or service produced is less than or experiences a decrease during a certain period, failing to meet the established production targets. Production decline has many factors influencing the condition, including labor factors, production systems, production technology, resources, and the land used in production. A decline in production can affect the reduced supply in the market, while the demand for the goods or services may remain the same or even increase, leading to price fluctuations in the market, which can make the economic conditions of a region or country unstable. Production decline can also lead to shortages of goods or services, especially if they are essential to the community and are basic needs that are part of their daily consumption.

Production decline can occur in various sectors, one of which is agriculture. As we know, Indonesia is one of the agrarian countries in the world. This makes Indonesia a country with fertile land, which results in many plants thriving due to the ideal characteristics of its soil and climate. This is a blessing for the people living there, which is why many people utilize this as a source of livelihood from these plants. In addition to the many professions of farmers in Indonesia, this also affects the staple food culture in the agrarian country. Rice plant, processed into rice, is one example of a highly favored commodity and a staple food for the majority of Indonesian citizens.

According to data from the United States Department of Agriculture (USDA), as cited by Adi Ahdiat, Databoks, (2024), rice consumption in Indonesia in 2023 showed an increase compared to the previous year, 2022. Rice consumption in Indonesia reached 35.7 million metric tons, an increase of 1.1 percent from the previous year, while milled rice production decreased by 1.2 percent compared to the previous year, with production in 2023 reaching only 34 million metric tons. This resulted in a rice deficit of 1.7 million metric tons, the largest deficit in rice needs over the past four years, starting from 2020. As recorded, Indonesia's rice consumption has always exceeded production since 2020, leading to an annual rice deficit.

The causes of production decline are not limited to a single factor but are influenced by several interrelated factors. In the case of declining rice production, several factors have been identified. For example, data obtained from interviews with relevant departments, such as *Dinas Perindustrian dan Perdagangan Provinsi Jawa Timur* ((Disperindag), 2024) indicate that the failure to meet the rice production targets set by farmers is due to various factors, including pests, sudden changes in climate, and land conversion to accommodate housing needs due to high population growth. However, it is important to note that these factors have varying percentages of influence on the decline in rice production in Indonesia. Researchers have found that land conversion is one of the major factors contributing to this condition.

This is in line with what was conveyed by *Disperindag*, which stated that land conversion targets fertile lands that should be used for growing rice. Rice, which is processed as a staple food for the Indonesian people, is instead being converted into residential areas. This has led to a significant decline in production due to this particular factor. This issue needs to be urgently addressed by the government, as data from (Badan Pusat Statistik (BPS), 2023) shows that population growth in 2023 increased by 2.92 million from the previous year. This supports previous research data indicating that population growth aligns with the increased demand for housing, which results in a reduction in agricultural land. This has a significant impact on the decline in rice production in Indonesia.

Land Conversion Rate

The conversion of land is an activity aimed at changing the purpose of using a piece of land, from one function to another, either partially or entirely. Along with the growth of the population, there is also an increasing rate of land conversion, both from forest land and agricultural land. This land conversion is intended to be used for residential or industrial areas. This case often occurs in various countries as a result of population growth, economic development, and other evolving needs.

In addition to these causes, there are various factors that contribute to the increasing rate of land conversion, such as urbanization due to rapid city growth that leads to migration from rural to urban areas, pushing agricultural land conversion into residential and commercial land. The increase in infrastructure, public facilities, and government policies also influence the increasing rate of land conversion, as the government is able to regulate and plan spatial and development programs.

Land conversion will certainly have an impact on the environment, society, economy, and even agriculture. This is because land conversion will be accompanied by efforts to reduce green areas, which will worsen air quality and may even cause floods due to the lack of water infiltration areas. In social and economic issues, land conversion has a negative impact as it can lead to the loss of traditional sectors, causing a group of individuals to lose their livelihood, which in turn leads to an increase in crime rates. The conversion of agricultural land into residential or industrial areas also poses a threatening impact as it will reduce the available land for food production, leading to increased food prices and long-term dependence on imports.

There are many examples of land conversion cases that have occurred in Indonesia, such as in Kalimantan and Sumatra, where peatland has been converted into oil palm plantations, resulting in a reduction of peatland that serves as a high water infiltration area. Additionally, peat plants are excellent water and carbon binders, which in turn increases the risk of forest fires. From 2020 to 2023, oil palm plantations in West Kalimantan increased by 254,752 hectares (BPS, 2023).

This also happens in various regions in Indonesia with different purposes, such as in Jakarta where significant agricultural land conversion has taken place. Even now, agricultural land conversion has become unavoidable in Jakarta. Population growth and economic development have led the Jakarta city government to meet the needs of facilities and infrastructure, which require a large availability of land. This condition will certainly affect the productivity of the agricultural sector, especially in rice production. This is evident from the BPS data, which shows that in 2021, the harvested area for rice in Jakarta decreased by 354.54 hectares, or 38.77%, compared to the 2020 conditions. This agricultural land was converted into factories, residential areas, and COVID cemeteries (Jakarta, 2022).

Indonesia is currently facing concerns about food security, as from 2010 to 2019, there has been a decrease in the total paddy fields in Indonesia. Indonesia lost 7.5% of the total paddy field area in 2009, which means that 604,379 hectares of paddy fields have

experienced land conversion. The largest decrease in paddy field area occurred in Sumatra and Kalimantan. From 2010 to 2019, the paddy field area in Sumatra decreased by 592,421 hectares, while the paddy field area in Kalimantan decreased by 301,291 hectares. This decrease in paddy field area has subsequently affected the rice balance, measured by the difference between a country's rice production and consumption.

At the 5th Indonesia Forestry Congress held in Senayan, Jakarta, the Minister of Agriculture stated that by 2025, Indonesia is estimated to need 13.17 million hectares of agricultural land (Dr. Ir. Suswono, 2011). Therefore, efforts need to be made to prevent the further decrease in agricultural land. This can be achieved through spatial planning that considers a balance between development and land conservation, tightening land conversion regulations, improving agricultural technology, and reforestation.

Tariff Barriers

According to the statement from the Directorate General of Foreign Trade, tariffs in export-import activities are taxes imposed on products traded across national borders. Tariffs are primarily levied on imported goods, although there are still some exported goods that are subject to tariffs. (Direktorat Jenderal Perdagangan Luar Negeri, n.d.). The Indonesian Ministry of Finance divides import duty rates into two categories: minimum rates and maximum rates. The minimum rate is an attachment of import duty rates that already include the import duty. Meanwhile, the maximum import duty is multiplied. The amount of import duty is multiplied with the provision that goods with minimum rates will be exempt from import duties and will be subject to maximum import duties at a rate of five percent of the price. (Kementerian Keuangan Republik Indonesia , n.d.). Bea enters on its own according to Law No. 17 of 2006, which discusses Customs, which is a levy on goods imported by the country based on the law. The meaning of the levy here can be interpreted as a transit fee for goods originating from outside the customs area (abroad) to within the customs area (domestically), which is paid through the Directorate General of Customs and Excise. (DJBC).

The low rice consumption in Thailand compared to Indonesia is what allows Thailand to export its rice, even though it was reported by kompas.id that their rice production has decreased by 5.87%. (Arif, 2024). The existence of this international trade interaction serves as a temporary solution to the declining local rice production. For that reason, the government ultimately does not impose import tariff barriers on rice imports from Thailand, so that the process of bringing the rice into the country becomes smoother. In other words, the case of rice imports from Thailand falls into the non-tariff category.

Non-tariff Barriers

International trade policy in the field of imports can be divided into tariff barriers and non-tariff barriers. (non-tariff barriers). Non-tariff barriers are policies other than taxes, import duties, or levies imposed by a country that can cause distortions and reduce the potential benefits of international trade. Non-tariff barriers encompass all trade obstacles other than customs tariffs. Non-tariff barriers are imposed by countries to protect their national interests, such as safeguarding domestic industries, public health, and the environment.

According to Helwani (2002), non-tariff barriers are bureaucratic obstacles that are part of the government's responsibility to impose a "shadow tariff," on purchases made by the public sector. The WTO only allows for tariff reductions to control trade flows, but non-tariff barriers in trade are non-traditional import restrictions. The purpose of the policy that establishes these non-tariff barriers is to avoid free trade.

One of the non-tariff barriers used by Indonesia in international trade is the restriction of import quotas. This import quota restriction is employed as an effort to protect international trade. because the most significant non-tariff barrier is quotas, which set an absolute limit on the number of goods that can be imported into the country. However, two main instruments, tariff and non-tariff policies, are needed to implement rice import control policies to reduce the quantity and level of Indonesia's dependence on imports. Rice imports in Indonesia are carried out in two ways. *BULOG*, the agency responsible for national logistics management, monopolizes imports through a single channel. The other is imports carried out with an import license (Special Importer Identification Number/NPIK).

To maintain domestic prices and production, Indonesia's rice import policy implements several types of non-tariff restrictions, including import quotas that set a specific amount of rice that can be imported each year and strict import licensing requirements, such as obtaining permits from the Ministry of Trade, as well as technical requirements like quality and packaging standards. Therefore, non-tariff mechanisms like the ones mentioned above are used to limit rice imports from Thailand instead of imposing import duties. However, this policy may change according to the conditions and demand of the national rice market.

CONCLUSION

The Indonesian government's rice import policy is influenced by several factors, but one of the main reasons for this policy is the insufficient rice stock to maintain national food availability, as rice is the primary staple food for the Indonesian people. The inadequacy of Indonesia's rice reserves is affected by many factors, but researchers have found that one of the main causes is the decline in rice production due to land conversion. Although this is not the only factor affecting production decline, land conversion plays a significant role in this phenomenon. In the research and data available, it is evident that there has been considerable rice importation by the Indonesian government as a short-term solution to address the shortages occurring domestically.

Researchers also face difficulties in studying this topic due to exclusive data and details that have not yet been obtained because of limited access to information and the time required to investigate this topic. The researcher suggests that future researchers continue and elaborate on the study with complex and up-to-date data; this can be done because the current research has several shortcomings that need to be updated and improved in future studies.

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