

## Implementation of Law Enforcement by the Food Task Force of The Criminal Office of the Police in Tackling Rice Adultery Ahead of National Religious Days

Muhammad Ardiriansyah<sup>1</sup>, Agus Sumartono<sup>2</sup>

<sup>1,2</sup> Sekolah Tinggi Ilmu Kepolisian

Email: [Ardiriansyah@gmail.com](mailto:Ardiriansyah@gmail.com)

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### **Keywords:**

*food task force, rice adulteration, law enforcement, police.*

### **Abstract**

*Staple foods, especially rice, are the main needs of the Indonesian people. The availability and stability of rice prices are crucial issues, especially ahead of National Religious Holidays (HBKN), such as Eid al-Fitr, Christmas, and New Year. During these periods, demand for rice increases significantly, while distribution is often disrupted by hoarding, speculation, and the circulation of rice that does not meet quality standards. The purpose of this study is to assess the extent of the implementation of law enforcement against violations of adulterated rice ahead of national religious holidays, the method in this study uses a qualitative descriptive approach. This study shows that ahead of National Religious Holidays (HBKN), the National Police Food Task Force increases supervision and law enforcement against rice Bapokting practices through distribution monitoring, warehouse inspections, market operations, and counseling to business actors. Law enforcement is carried out preventively and repressively, but its effectiveness is still limited by administrative constraints, limited personnel, and the level of compliance of business actors. The conclusion of this study is to prevent and take action against the practice of Bapokting, the National Police Food Task Force conducts price and stock monitoring, joint operations, enforcement of administrative and criminal sanctions, and outreach to traders and the public. These steps aim to maintain price stability and rice availability, while increasing legal compliance ahead of HBKN.*

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## INTRODUCTION

Staple foods, especially rice, are a primary need for the Indonesian people. The availability and stability of rice prices are crucial issues, particularly in the lead-up to national holidays (HBKN), such as Eid al-Fitr, Christmas, and New Year. During these periods, demand for rice increases significantly, while distribution is often disrupted by hoarding, speculation, and the circulation of substandard rice. These practices, known as "Bapokting," can lead to unreasonable price increases, distribution disruptions, and public unrest (Pranata: 2022; Hidayat: 2020).

This situation demands serious efforts from law enforcement officials, particularly the Indonesian National Police (Polri) through the Criminal Investigation Agency (Bareskrim), which has established the National Police Food Task Force as a special unit to monitor, prosecute, and enforce the practice of "Bapokting" (Sutrisno: 2021). The Food Task Force plays a strategic role in ensuring business compliance with regulations, such as Law Number 7 of 2014 concerning Trade and the Minister of Trade's regulations regarding maximum retail prices and distribution of staple foods (Nugroho: 2020).

The implementation of law enforcement against rice procurement is not without challenges in the field, including: limited Food Task Force personnel, suboptimal cross-agency coordination, difficulties monitoring rice distribution across large areas, and resistance from business actors (Sari:

2021). Furthermore, public perception of the effectiveness of the Food Task Force's actions is a crucial indicator of successful law enforcement, as public trust influences market stability and business actor compliance (Hidayat: 2020).

The Food Task Force's implementation of law enforcement is not only an institutional obligation but also has a strong legal basis. First, Law Number 18 of 2012 concerning Food affirms that the state is obliged to ensure the availability of sufficient, safe, high-quality, and affordable food for the public. This law also prohibits practices that disrupt food stability, including hoarding or manipulation that can lead to food shortages. Articles 29–30 of the Food Law stipulate that the government has the authority to supervise and take action against any party committing violations in the food supply chain.

Law Number 8 of 1999 concerning Consumer Protection provides legal protection to the public from unfair trade practices, misleading prices, reduced quality, and other actions that harm consumers. Article 8 of the Consumer Protection Law expressly prohibits the distribution of goods that do not meet standards, do not meet quality requirements, or are counterfeit. Violations of this provision provide the legal basis for the Food Task Force to investigate and impose sanctions on businesses that harm consumers.

As an effort to maintain price stability and rice availability, the Indonesian National Police, through the Criminal Investigation Agency (Bareskrim Polri), established the Food Task Force (Satgas Pangan). This unit is mandated to supervise, prosecute, and enforce the law against rice trafficking practices throughout Indonesia. The Food Task Force plays a crucial role in ensuring business compliance with applicable regulations, such as Law Number 7 of 2014 concerning Trade and the Minister of Trade Regulation concerning ceiling retail prices and the distribution of staple foods.

Table 1 below shows that in 2022, the Indonesian National Police Food Task Force monitored approximately 55,000 markets and found approximately 70% of rice did not meet quality standards. This action involved the confiscation of 150 tons of rice, resulting in estimated annual public losses of IDR 70 trillion. In 2023, monitoring expanded to approximately 60,000 markets, with approximately 80% of rice found to be substandard. The Food Task Force confiscated 180 tons of rice, resulting in estimated annual public losses of IDR 85 trillion. Furthermore, in 2024, rice quality violations increased, with 85.56% of premium rice and 88.24% of medium rice substandard. At that time, surveillance was carried out in 63,688 markets, and during its operations, the Food Task Force successfully confiscated 201 tons of rice and secured supporting documents. Public losses due to the practice of rice trafficking were estimated at Rp99.35 trillion per year.

**Table 1**  
**Data on Law Enforcement of Rice-Bapokting Practices**  
**2022, 2023, and 2024**

<b>Years</b>	<b>Percentage of Rice Not Meeting Quality Standards</b>	<b>Number of Markets Monitored</b>	<b>Amount of Rice Confiscated</b>	<b>Estimated Community Losses</b>
2022	±70%	±55.000	150 ton	Rp70 triliun

2023	±80%	±60.000	180 ton	Rp85 triliun
2024	Premium 85,56%/ Medium 88,24%	63.688	201 ton	Rp99,35 triliun

**Source: Indonesian National Police Food Task Force (2025)**

The phenomenon of "Bapokting," or the practice of hoarding and selling staple foods above the Highest Retail Price (HET), is a serious problem that can undoubtedly impact price stability and rice availability in Indonesia, particularly in the lead-up to the National Day of Eid al-Fitr (HBKN). As this period approaches, demand for rice increases significantly, and certain parties often exploit this to gain additional profits at the expense of consumers.

### **Law Enforcement Theory**

Law enforcement is a process aimed at ensuring that legal rules are implemented effectively and effectively in society. Lawrence M. Friedman (1975) explains that law enforcement is not merely about implementing rules, but also involves interactions between legal norms, law enforcement officials, and the public. This demonstrates that legal effectiveness is greatly influenced by public compliance and the ability of law enforcement officials to enforce the rules.

According to Friedman, the goals of law enforcement include: (1) creating legal certainty, (2) ensuring justice, (3) increasing public compliance, and (4) maintaining social balance. In practice, basic principles of law enforcement, such as legality, justice, professionalism, and effectiveness, serve as guidelines for law enforcement officials to ensure that their actions comply with the law, are objective, and provide a deterrent effect.

### **Bureaucratic Transformation Theory**

Bureaucratic transformation theory discusses changes in the working methods and structure of bureaucracies to increase effectiveness, accountability, and responsiveness to public needs. According to Max Weber (2018), a rational-legal bureaucracy operates based on clear rules, a structured hierarchy, and systematic procedures, ensuring that every action can be legally and administratively accounted for.

Along with the development of public management, the concepts of New Public Management (NPM) and New Public Service (NPS) emerged, emphasizing flexibility, collaboration, cross-sector coordination, and a results-oriented approach. Modern bureaucratic reform emphasizes the principles of accountability, transparency, and effectiveness, enabling government agencies and law enforcement agencies to adapt to social dynamics and public needs.

### **Public Policy Theory**

Public policy theory explains the process by which policies are formulated, implemented, and their impact on society. According to George C. Edwards III (2017), policy implementation is influenced by four main factors: policy communication, resources, implementer disposition, and bureaucratic structure. These factors determine the extent to which policies designed at the national level can be translated into concrete actions on the ground.

### **Food Security Concept**

Food security is a condition in which all people have physical, economic, and social access to sufficient, safe, and nutritious food to lead a healthy and productive life. According to the FAO (2001), food security encompasses four main dimensions: food availability, access to food, utilization, and stability.

This concept of food security emphasizes that food security is not only measured by the quantity or availability of staple foods, but also by affordability, quality, equitable distribution, and continuity of supply. In the Indonesian context, food security challenges increase ahead of the National Awakening Day (HBKN), when demand for rice and other staple foods increases significantly, potentially leading to illegal practices such as rice hoarding or Bapokting.

### **Supervision Concept**

Supervision refers to systematic and planned efforts to ensure that an activity, process, or program is carried out in accordance with applicable regulations, standards, procedures, and policies. According to Hoy & Miskel (2013), supervision is not only evaluative but also preventive, aiming to prevent errors or irregularities before they negatively impact the organization or the community. Effective supervision includes planning, monitoring, evaluation, reporting, and follow-up on findings.

In the context of staple food distribution, supervision aims to prevent illegal practices that could harm the community, such as hoarding (Bapokting), price manipulation, or distribution outside of official mechanisms. These practices not only disrupt market stability but also impact the availability and affordability of food for the community.

## **METHODS**

This study uses a qualitative descriptive method, because the focus of the study is directed to understand in depth the process, steps, and dynamics of law enforcement carried out by the Indonesian National Police Food Task Force in taking action against violations of essential staple commodities (Bapokting), especially rice, ahead of HBKN. Through a qualitative descriptive method, this study presents an overview of: The structure and function of the Indonesian National Police Food Task Force as a coordinating unit of the Indonesian National Police Criminal Investigation Unit. The process of supervision and law enforcement, starting from price monitoring, spot checks, to investigations. Inhibiting and supporting factors in the implementation of law enforcement. Optimization efforts through cross-sector coordination.

## **RESULTS AND DISCUSSION**

Overview of the Indonesian National Police's Food Task Force in Combating Rice Hoarding and Adulteration

1) Legal Basis for the Establishment and Authority of the Indonesian National Police Food Task Force.

Sprint Kapolri/660/III/otl.1.1.1./2024 authorities:

1. Monitoring and Supervision

a. Conducting regular monitoring of the availability, smooth distribution, and stability of food prices throughout Indonesia.

b. Conducting routine analysis and evaluation (daily, weekly, and monthly) to understand the dynamics of food needs in the community.

2. Coordination and Cooperation

a. Carrying out coordination functions with stakeholders and other competent parties to support the implementation of duties.

b. Formulating joint solutions to ensure food security to create a conducive public order and security situation.

### 3. Public Communication (One-Stop Service)

Conducting publications and outreach regarding food prices and availability in a coordinated and one-stop shop. This information must be delivered by competent officials to avoid data confusion.

### 4. Law Enforcement

- a. Taking proactive and solution-oriented measures to address food issues.
- b. Enforcing the law as a last resort (*ultimum remedium*) in the event of violations in the form of criminal acts that disrupt food availability.

#### 2) Legal Basis Used in Enforcement

The legal basis most frequently used by investigators in prosecuting violations of Staple Foods and Essential Goods (Bapokting) in the form of rice in the lead-up to National Religious Holidays (HBKN) is Article 62 in conjunction with Article 8 of Law Number 8 of 1999 concerning Consumer Protection.

Article 8 of Law Number 8 of 1999 prohibits businesses from producing and/or trading goods that do not meet or comply with required standards, including goods that do not conform to the quality, dosage, quality, or descriptions stated on the label or product information.

Furthermore, Article 62 of Law Number 8 of 1999 provides the basis for criminalizing businesses that violate the provisions of Article 8, with the threat of a maximum imprisonment of 5 (five) years or a maximum fine of Rp 2,000,000,000.00 (two billion rupiah). In addition to the Consumer Protection Law, investigators also use Law Number 18 of 2012 concerning Food as an additional legal basis in taking action against the practice of rice stockpiling ahead of HBKN.

#### 1) Data on the Condition of Rice Bapokting Law Enforcement

Forms of rice Bapokting practices leading up to National Religious Holidays (hoarding, adulteration, price manipulation, illegal distribution).

1. Rice content not matching the claims on the packaging label.
2. Mixing government-made rice, repackaging it, and selling it at a price above the specified HET.
3. Smuggling rice through illegal ports or border posts.

#### 4) Data on rice Bapokting law enforcement cases handled by the Indonesian National Police Food Task Force.

During 2025, the Food Task Force conducted 35 law enforcement cases against rice commodities (16 cases were P21). Enforcement statistics (searches, confiscations, suspect

determination, investigation process).

1. The Indonesian National Police's Food Task Force's Law Enforcement Against

SATGASDA	LP	GAKKUM BERAS 2025			
		SIDIK	TAHAP 1	TAHAP 2	TERSANGKA
BARESKRIM	7	5	2	-	11
RIAU	2	-	-	2	2
KALTIM	3	2	-	1	3
NTB	2	-	-	2	2
JABAR	4	-	-	4	7
JATIM	2	-	2	1	6
SULTRA	2	-	-	2	3
KALTENG	1	-	1	1	1
NTT	2	1	-	1	2
BANTEN	1	-	1	1	1
JATENG	1	1	2	-	-
KALSEL	2	2	-	-	2
SUMUT	1	-	1	1	1
JAMBI	1	1	-	-	1
LAMPUNG	3	3	-	-	-
METRO JAYA	1	1	1	-	1
<b>Total</b>	<b>35</b>	<b>16</b>	<b>3</b>	<b>16</b>	<b>42</b>

Rice Stockpiling Practices Ahead of National Religious Holidays (HBKN)

Ahead of the National Religious Holidays (HBKN), the Indonesian National Police's Food Task Force is increasing its oversight of rice stockpiling practices (Bapokting, Use, Retain, Resell), which have the potential to harm consumers and price stability. Law enforcement is carried out through monitoring rice distribution, warehouse inspections, and taking action against perpetrators who store or withhold rice stocks for personal gain. The current state of law enforcement demonstrates the Food Task Force's preventive and repressive actions, such as market operations, surprise inspections, and counseling businesses to ensure they comply with distribution regulations. However, the effectiveness of law enforcement is sometimes limited by administrative constraints, the number of personnel, and the level of business compliance.

2. Factors Influencing the Effectiveness of the Indonesian National Police Food Task Force's Law Enforcement Against Rice Bapokting Practices Ahead of the National Day of Eid

Based on an interview with Mr. AKP Hendrik Sulisno, an investigator with the Indonesian National Police Food Task Force, on December 12, 2026, several factors influence the effectiveness of law enforcement against rice Bapokting practices ahead of the National Day of Eid. According to him, the effectiveness of law enforcement depends heavily on the number of personnel involved and logistical support, as without a sufficient team and adequate equipment, monitoring of rice Bapokting practices will be less than optimal. Furthermore, coordination with the trade office, Bulog, and regional officials is crucial to ensure the integration of information and action; without proper coordination, law enforcement actions can be hampered or poorly targeted.

Outreach and education prior to legal action are crucial, as perpetrators who are aware of the legal risks are more likely to comply with regulations. Finally, regulatory certainty and clear enforcement procedures are also crucial factors in effectiveness. He emphasized that clear legal

provisions make the Food Task Force more effective, while unclear regulations can cause confusion in the field and reduce the effectiveness of law enforcement.

Interview with Hendrik Sulisno, Investigator with the Indonesian National Police Food Task Force. What internal factors hinder investigators in enforcing the law against rice groceries, such as limited personnel, time, or supporting facilities?

"The internal factors that hinder investigators in enforcing the law against rice groceries are as follows: Limited personnel or investigators. Lengthy bureaucracy, especially in the administrative process of investigations and their signing, which takes considerable time."

What external factors influence the effectiveness of investigations, such as difficulties in obtaining evidence, cooperation from business actors, or coordination with relevant agencies?

"The external factors that influence the effectiveness of investigations are as follows: Poor coordination with ministries and institutions (slow response from ministries and institutions); Coordination between agencies that is not always synchronized and aligned; Overlapping regulations; Intervention by external parties."

Based on interviews with Food Task Force investigators and business actors, the effectiveness of law enforcement against rice groceries in the lead-up to National Religious Holidays (HBKN) is influenced by several key factors. First, the availability of human resources and logistical support is crucial, as sufficient personnel and equipment enable optimal monitoring and enforcement. Second, coordination between agencies, such as with the trade office, Bulog, and regional officials, is crucial for the smooth flow of information and legal action.

The third factor is business compliance and awareness, which can be improved through education and outreach, so that traders are more compliant with regulations. Fourth, legal certainty and clear enforcement procedures ensure the Food Task Force's actions are effective and can have a deterrent effect, while reducing confusion in the field. Fifth, the availability of information from the public and evidence in the field supports investigations and oversight of rice distribution, ensuring prompt action against illegal rice distribution practices. Finally, the speed of action in the field and good communication with distribution supervisors also influence effectiveness, as delays or inconsistent information can lead to the persistence of illegal rice distribution practices..

### 3. Steps Taken by the Indonesian National Police Food Task Force to Prevent and Enforce Rice Stockpiling Practices Ahead of National Religious Holidays (HBKN)

In the lead-up to the National Religious Holiday (HBKN), the Indonesian National Police Food Task Force is taking various steps to prevent and enforce rice stockpiling practices. These activities begin with monitoring rice prices and stocks in traditional and modern markets, followed by joint operations with relevant agencies to prosecute violating vendors. The Food Task Force also enforces the law through administrative or criminal sanctions for perpetrators, while also providing outreach and education to vendors and the public about the prohibition on rice stockpiling. All findings are then documented for evaluation and future prevention efforts..

## Discussion

The State of Law Enforcement by the Indonesian National Police Food Task Force Against Rice Stockpiling Practices Ahead of National Religious Holidays (HBKN)

Ahead of National Religious Holidays (HBKN), public demand for rice increases significantly, and unscrupulous businesses often exploit this situation to hoard, adulterate, and manipulate prices. This situation has the potential to disrupt price stability and food supply, harming the public. Therefore, the Indonesian National Police Food Task Force plays a strategic role in maintaining economic order and justice through law enforcement based on various laws and regulations.

In its implementation, the Food Task Force carries out not only a repressive function but also a preventive and preemptive one through stock monitoring, warehouse inspections, distribution supervision, and coordination with relevant agencies such as the Logistics Agency (Bulog) and local governments. However, law enforcement still faces challenges such as limited resources, the vast scope of its surveillance, and the complexity of perpetrators' methods. Nevertheless, firm action and publicity of cases have proven to have a deterrent effect and contribute to maintaining food stability.

In addition to enforcement, a preventive approach through coaching and outreach to businesses is also being strengthened to prevent fraudulent practices early on. Law enforcement in the food sector requires a multidisciplinary approach that combines legal, economic, and logistical management aspects, supported by cross-sector coordination and effective public communication. Therefore, the role of the Indonesian National Police Food Task Force in the lead-up to the National Day of Eid al-Fitr (HBKN), although it still requires strengthening in terms of regulations, supervisory capacity, and public legal awareness.

## 2. Factors Influencing the Effectiveness of the Indonesian National Police Food Task Force's Law Enforcement Against Rice Bapokting Practices Ahead of the HBKN

The effectiveness of the Indonesian National Police Food Task Force's law enforcement in the lead-up to the HBKN is influenced by five main factors: regulations, law enforcement officers, supporting facilities, the community, and cross-sector coordination.

First, regulations remain weak, particularly in the clarity of hoarding limits and criteria for price violations, making legal evidence difficult. Second, law enforcement officers depend on the professionalism, integrity, number of personnel, and their ability to understand the economics and distribution of food.

Third, facilities and infrastructure include the availability of accurate stock and price data and an integrated monitoring system. Fourth, community and business factors related to low legal awareness and panic buying behavior. Fifth, cross-sector coordination determines the effectiveness of supervision and handling of violations through synergy between agencies.

## 3. Steps Taken by the Indonesian National Police Food Task Force to Prevent and Take Action Against Food-Based Food Practices Ahead of National Eid al-Fitr

The Indonesian National Police Food Task Force is implementing a series of strategic and structured steps to prevent and take action against food-bashing practices that have the potential to harm the public and disrupt national food stability. These include: 1. Formulating a Strategy and Mapping Food Vulnerability, 2. Intensive Supervision and Integrated Field Inspections, 3. A Preventive Approach through Socialization and Development of Business Actors, 4. Cross-Sector Coordination and Synergy, 5. Utilization of Food Technology and Information Systems, 6. Measured Investigations and Legal Entries, 7. Strengthening Aspects of Evidence and Food Economic Analysis, 8. Management of Public Information and Communication, 9. Continuous Evaluation and Supervision.

## CONCLUSION

The Indonesian National Police's Food Task Force's law enforcement against rice groceries ahead of National Religious Holidays (HBKN) demonstrates the strategic role of the Police Food Task Force in maintaining food security, particularly the availability and price of rice. Law enforcement is not only repressive through investigations, inquiries, and prosecution of violators, but also preventive and preemptive measures through distribution supervision, field inspections, and guidance and advice to business operators. Normatively, the legal basis for enforcing rice groceries is well-established and sufficient, particularly through Law Number 7 of 2014 concerning Trade and Law Number 18 of 2012 concerning Food. However, in practice, in the lead-up to HBKN, law enforcement still faces various obstacles, such as limited resources, the breadth of the surveillance area, and the complexity of perpetrators' increasingly adaptive modus operandi. The challenge of proving the truth, particularly in distinguishing between natural and intentional shortages, also impacts the effectiveness of criminal law enforcement in the food sector. Factors influencing the effectiveness of the Indonesian National Police Food Task Force's law enforcement against the practice of rice staple food and essential goods (bapokting) in the lead-up to National Religious Holidays (HBKN) indicate that the effectiveness of law enforcement does not exist in isolation, but is influenced by various interrelated factors that form a cohesive law enforcement system.

The use of technology and food information systems enhances the accuracy of monitoring and decision-making. Supported by digital data on rice stock movements and prices, the Indonesian National Police Food Task Force enables the Indonesian National Police Food Task Force to detect market anomalies more quickly and precisely. This reflects the adaptation of the law enforcement bureaucracy to the demands of modernization and the dynamics of the food market. From the perspective of George C. Edwards III's public policy theory, the actions of the Indonesian National Police Food Task Force demonstrate policy implementation influenced by the quality of policy communication, the adequacy of resources, the disposition of implementers, and a coordinated bureaucratic structure. These four factors are interrelated and determine the effectiveness of the policy to control staple food goods (bapokting) in the lead-up to HBKN.

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