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Adaptive Regulation in Optimizing Csr "Bulog Peduli Umk" To Improve Food Security on Buru Island

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Abstract: Food security in Indonesia's remote island regions (3T) remains a critical challenge, often exacerbated by ineffective Corporate Social Responsibility (CSR) programs run by state-owned enterprises (SOEs). The main problem lies in the rigid and uniform ("one size fits all") regulatory framework that fails to adapt to the unique socio-economic realities and infrastructure in these areas, thereby hampering efforts to support local food supply chains. This article aims to formulate an adaptive regulatory model to optimize the "Bulog Peduli UMK" CSR program in improving food security in 3T island regions such as Buru Island. The problem focuses on the fundamental weaknesses of the centralistic and "one size fits all" regulatory framework for SOE CSR, as well as the weak mandate for cross-sector coordination, which has led to ineffective program implementation in the field. To address these issues, a legal-empirical approach is used with a conceptual framework of adaptive regulation to bridge the gap between the ideal conditions (das sollen) and the reality in the field (das sein). Data was collected through regulatory studies, in-depth interviews with stakeholders (Bulog, local government, MSMEs), and surveys in Buru and South Buru Regencies, then analyzed normatively-qualitatively and descriptively-qualitatively. This study concludes that the implementation of the program is dualistic: effective in terms of ease of access to initial capital (85%), but failing in terms of supply stability (35%) and training relevance (40%). Therefore, an adaptive regulatory model based on four pillars (decentralization, mandatory partnerships, sustainable schemes, and contextual digitalization) is needed to transform CSR from an assistance program into an integrated regional development instrument. Theoretically, this study presents a new conceptual framework for SOE CSR in 3T regions, while in practical terms, the proposed model offers policy recommendations that can be followed up by the government and SOEs to improve program effectiveness and food security impacts.

Keywords: Adaptive Regulation; CSR; SOEs; Food Security; MSMEs.

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1. Introduction

Food security is one of the fundamental pillars of a country's economic development, as well as one of the most basic human rights, because the availability, accessibility, and affordability of food are key prerequisites for the development of high-quality and competitive human resources.(Haji, 2024) However, efforts to achieve sustainable food security remain a significant challenge for many countries, including Indonesia.(Jiuhardi et al., 2024) Based on the 2024 Global Food Security Index (GFSI), Indonesia scored 60.2, placing it 63rd out of 113 countries.(Varzakas, 2024) This ranking indicates food vulnerability that needs to be addressed through broad-impact policy interventions.(Dermoredjo et al., 2024) In response to these challenges, the Indonesian government has launched various policy instruments aimed at strengthening the national food ecosystem. One of the policy instruments that has always been promoted by the government is the implementation of Corporate Social Responsibility (CSR) programs run by State-Owned Enterprises (SOEs), which function not only as business entities but also as public service institutions.(Mulyani et al., 2025) Included in this context are SOEs engaged in the food sector, such as the Public Corporation (Perum) Bulog.

As a state-owned enterprise mandated to maintain price stability, manage the Government Food Reserve (CPP), and ensure the availability of staple foods, Perum Bulog is in a vital position to contribute directly to food security at the grassroots level.(Manurung et al., 2024) One manifestation of this role is the launch of the “Bulog Peduli UMK” CSR program. This program is designed as a form of empowerment targeting Micro and Small Enterprises (MSEs) as key actors in the food supply chain. Operationally, this program is implemented through three main pillars, namely the distribution of business capital assistance to increase production capacity,(Humas Perum Bulog, 2024) the provision of entrepreneurship training to improve managerial competencies, and the establishment of Rumah Pangan Kita (RPK) which functions as a downstream distribution outlet network to cut the supply chain and stabilize prices at the consumer level.(Ridha & Mubarak, 2022)

Legally, SOE CSR programs targeting MSMEs have a strong legal basis,(Sudiyana et al., 2024) such as in Article 88 of the SOE Law, which emphasizes partnership programs to increase the capacity of MSMEs to become resilient and independent.(Hukunala & Seleky, 2023) In addition, Article 45 of the Food Law emphasizes the importance of the role of MSMEs in the national food system, (Syamsuri et al., 2024) whereby the central and regional governments are obliged to provide easy access, facilities, and legal protection for MSMEs so that they can contribute to food production, distribution, and marketing.(Purba et al., 2025) Although CSR programs such as “Bulog Peduli UMK” have an ideal design and legal basis, previous studies have consistently shown that their implementation in the field, especially in supporting food security, often falls short of the optimal level.

The focus on CSR as the main instrument in this study is based on three strategic reasons. First, CSR programs are one of the flagship policies consistently promoted by the Indonesian government for socio-economic intervention, making them relevant in terms of policy. Second, specifically for state-owned food companies such as Perum Bulog, CSR is not merely a social obligation, but a direct extension of its public mandate to maintain price stability and food availability at the grassroots level. Third, by targeting Micro and Small Enterprises (MSEs) as a pillar of the supply chain, CSR becomes a mechanism that has the potential to directly touch the pulse of community food security, making its evaluation and optimization crucial.

There are two fundamental weaknesses identified in the presentation of this research literature. First, research on CSR in remote non-island areas, CSR implementation models that are successful in areas with established infrastructure have proven difficult to replicate in remote areas. Research by (Mulyani et al., 2025) on spice farming communities found that CSR programs in the agricultural sector face serious challenges due to long geographical distances and inadequate logistics infrastructure, which hinder market access and reduce farmers' profit margins. This finding is reinforced by research by (Ariani et al., 2024), which identified that inadequate infrastructure in remote areas is one of the main obstacles causing MSME empowerment programs to be unevenly distributed throughout Indonesia. This situation shows that many CSR models implicitly depend on supporting ecosystems such as transportation networks, basic infrastructure, banking access, and digital connectivity, which are often absent in 3T (underdeveloped, frontier, and outermost) regions.

Second, the existing regulatory framework tends to be “one size fits all.” Sugiyanto (FX Sugiyanto, 2024), in his research, highlights that this policy model is a major limitation because it ignores the fact that the characteristics of MSMEs in Indonesia are very heterogeneous, both in terms of business scale, sector, and adaptive capacity. This rigid regulatory approach has proven incapable of adapting to the unique geographical, social, and economic conditions in each region. In practice, as shown in a case study by (Taufiq & Salam, 2023), successful companies even consciously avoid using the standards of their parent companies and choose to design CSR programs that are tailored to local conditions and potential.

This regulatory adaptation issue, coupled with classic problems such as transportation network limitations and basic infrastructure limitations, has prevented the "Bulog Peduli UMK" CSR program from having a maximum impact.(Hukunala & Ajawaila, 2024) Thus, from this literature analysis, a significant research gap emerges, namely the absence of a study that specifically designs a CSR regulatory model that is inherently adaptive and contextual for application in 3T island regions. These regulatory weaknesses and research gaps are particularly crucial when examining the implementation of this program on Buru Island, Maluku. As an island region classified as 3T, Buru Island represents all of the challenges that have been identified, creating a sharp food security paradox.

Based on data from the Central Statistics Agency (BPS) in 2024, Buru Regency has a population of around 135,000, while South Buru Regency has around 78,099.(Badan Pusat Statistik, 2024a) (Badan Pusat Statistik, 2024b) The percentage of poor people in these two regions is quite high, with Buru Regency at 16.08% and South Buru Regency at 14.91%. (Wilda Fesanrey, 2022) Food distribution inequality is also evident from the significant difference in the Food Security Index (IPK), which is 80.21% in Buru Regency but only 53.32% in South Buru Regency, even though both are located on the same island.(Nasional, 2024) Local MSMEs, which should be the spearhead of food security, face obstacles such as unstable supply, high distribution costs, and low financial and digital literacy. As a result, the effectiveness of the "Bulog Peduli UMK" CSR program has been hampered and has not been able to address the root causes of food insecurity in the region.

Therefore, to fill the existing research gap and respond to practical challenges in the field, this study aims to formulate an "Adaptive Regulatory Model in optimizing the Bulog Peduli UMK CSR program to improve food security on Buru Island". The novelty of this research lies in the development of an adaptive regulatory model designed with three main pillars, namely socio-ecological dynamics (considering social cycles and local natural resources), responsiveness to existing infrastructure conditions, and the potential for local wisdom (utilizing traditional knowledge in the food system). This is a holistic approach that has not been studied in depth in SOE CSR research, especially in the context of 3T island regions.

To achieve these objectives, this study will use a legal-empirical research method with a statute approach and a case approach in Buru Regency and South Buru Regency. The legal aspect will be achieved through an in-depth analysis of the regulatory framework, from the level of laws (State-Owned Enterprises Law, Food Law) to the technical regulations below them, to identify points of rigidity and potential flexibility in the regulations. Meanwhile, the empirical aspect will be carried out through participatory observation and interviews with various stakeholders (MSME actors, local government officials, Bulog representatives). Through this dual approach, the research is expected to make two main contributions, namely 1) scientifically, producing a new conceptual model that is applicable and can be tested in other regions with similar characteristics, and 2) practically, providing concrete and strategic policy recommendations for the government and state-owned enterprises to optimize the role of CSR as an effective instrument in realizing national food sovereignty, especially in the most vulnerable 3T regions.

Based on the background described above, the problems in this study are formulated as follows; (1)What are the fundamental weaknesses in the current CSR regulatory framework for state-owned enterprises that hinder the optimization of the "Bulog Peduli UMK" program in supporting food security in 3T island regions such as Buru Island? (2)How effective is the implementation of the "Bulog Peduli UMK" CSR program in increasing the capacity of MSMEs as pillars of the food supply chain in Buru Island? (3)What is the ideal adaptive CSR regulatory model for SOEs to optimize MSME-based food security programs that are responsive to the socio-ecological conditions, infrastructure, and local wisdom in Buru Island?

2. Materials and Methods

This study uses a normative-empirical legal method conducted from June to August 2025 in Buru Regency and South Buru Regency, Maluku Province, a 3T location with significant food security challenges. This approach integrates regulatory gap analysis (das sollen) of the legal framework for state-owned enterprise CSR with case studies (das sein) to evaluate program implementation in the field. Primary data was collected through semi-structured in-depth interviews, surveys, and participatory observation, while secondary data was obtained from regulatory document studies. The research population consisted of all program stakeholders, with a sample of 30 MSME beneficiaries and 6 key informants from the local government and Bulog, selected using purposive sampling for key informants and snowball sampling for MSME participants. The research instruments, consisting of interview guidelines and questionnaires, were pre-tested to ensure their validity. The collected data were analyzed comprehensively: secondary data were analyzed normatively-qualitatively, while primary data were analyzed using thematic analysis for qualitative data and descriptive-quantitative analysis for survey data. To validate the findings, data triangulation was carried out by comparing the results between informant groups and confronting them with secondary data and observation results. The entire research process, including the informed consent procedure from participants, has obtained ethical approval from the Maluku Christian University Research Institute (Lemlit UKIM).

3. Results and Discussion

3.1 Fundamental Weaknesses in the Regulatory Framework for CSR in SEO

An analysis of the legal framework governing the Social and Environmental Responsibility (TJSL) or Corporate Social Responsibility (CSR) of state-owned enterprises, particularly in the context of food security in 3T areas, reveals fundamental and systematic weaknesses.(Sudiyana et al., 2024) These weaknesses are not only at the technical operational level, but are rooted in policy at the central level, which ultimately has a significant impact on the effectiveness of programs in the field. A regulatory gap analysis shows that the main problems lie in the centralistic nature of regulations, weak coordination mandates, and their implications for rigid internal SOE policies. (Andani et al., n.d.)

The implementation of CSR in state-owned enterprises in island regions such as Buru Island can be traced back to Minister of State-Owned Enterprises Regulation No. PER-05/MBU/04/2021 concerning the Social and Environmental Responsibility Program of State-Owned Enterprises. This regulation, despite its good intentions to standardize TJSL/CSR programs across all SOEs, inherently contains a fundamental flaw, namely that it is too centralistic. This centralistic nature is manifested in the program development, budget allocation, and reporting mechanisms, which tend to be standardized across Indonesia. As a result, this regulation indirectly imposes a "one size fits all" approach, where a CSR model that may be effective in regions with established infrastructure, such as Java, is applied identically in regions with extreme geographical, social, and economic challenges, such as Buru Island.

The regulation does not provide sufficient flexibility for SOEs, such as Perum Bulog, to customize or adapt their CSR programs to the local context, making it difficult to implement and administratively accountable for such program innovations. The Head of the Maluku and North Maluku Regional Office of Bulog, M. Karmin Siregar, acknowledged that CSR programs are carried out in accordance with technical guidelines (juknis) from the head office and confirmed the existence of distribution challenges due to geographical conditions. This statement implicitly shows that operations in the regions are bound by central directives, even though local challenges have been clearly identified. As a result, the assistance scheme has become uniform and has not addressed the root of the problem, thus limiting its effectiveness.

The next weakness identified is the weak legal mandate requiring effective coordination between state-owned enterprises and local governments and other local stakeholders. Although at the legislative level, Article 45 of Law Number 18 of 2012 concerning Food explicitly mandates the need for synergy between the central and regional governments in achieving food security, this mandate has not been translated into binding technical regulations. (Syamsuri et al., 2024) There are no derivative regulations, either under the Food Law or the Minister of SOEs Regulation, that specifically and explicitly require SOEs such as Bulog to coordinate intensively with technical agencies at the district/city level in terms of planning, implementing, and evaluating their CSR programs.This legal vacuum creates a gray area where coordination is often ceremonial rather than a strategic partnership. Findings from field interviews clearly illustrate this reality. The Head of the Buru Regency Food Security Agency, Sufri Buton, stated that better coordination is needed, whereby Bulog should also involve his agency because it has accurate data on subdistricts with low food security indices. Similarly, the Head of the Cooperative and SME Agency of Buru Regency, Usman Sanak, highlighted the importance of matching and updating SME data directly with the regency government, not just with the provincial government, which has a broader coverage and may be less accurate.

The situation is even worse in South Buru Regency. The Head of the Food Security Agency, Idris Loilatu, and the Head of the Social Agency, Usman Ali Ikhsan, both stated that there was no coordination whatsoever from Bulog regarding the implementation of the CSR program. As a result, the program was implemented partially, in isolation, and was not integrated with other regional development programs. The beneficiary data used by Bulog, which is sourced from the Provincial Cooperative and Micro, Small, and Medium Enterprises (MSME) Agency, has the potential to be inaccurate and does not reach MSMEs or the areas most in need at the regency level. This phenomenon shows that the CSR program is running in a “vacuum,” without utilizing the data, resources, and expertise possessed by the local government, which ultimately reduces the precision and impact of the program significantly.

Weaknesses at the regulatory level directly impact internal operational policies at Bulog. Because the legal framework at the ministerial level does not encourage flexibility, the internal technical guidelines (Juknis) developed by Bulog for the “Bulog Peduli UMK” program tend to be rigid and not yet adaptive to island regions. These guidelines serve as a strict guide for regional offices in implementing the program, from determining the type of assistance to the distribution mechanism. One concrete example of this impact is the determination of food packages that are often not in line with local market demand or the consumption characteristics of the local community. In addition, the distribution mechanism designed in the Juknis often does not take into account crucial factors in the archipelago, such as the challenges of extreme weather that can delay deliveries for days or even weeks, as well as the very high cost of inter-island transportation. This directly contributes to findings in the field, where beneficiary MSMEs complain about the instability of goods supply from Bulog.

The absence of adaptive technical guidelines is also evident in Bulog's response to challenges in the field. When the Rumah Pangan Kita (RPK) program proved ineffective due to supply issues, the solution was not to improve the supply chain to RPK, but to replace it with a new program called Gerakan Pangan Murah (GPM) in August 2025. Although GPM has good intentions, this top-down program change shows a reactive pattern rather than a sustainable adaptive strategy. This indicates that without changes at a higher regulatory level that encourage flexibility and innovation, operational policies at the state-owned enterprise level will continue to be stuck in a cycle of rigid and ineffective program implementation.

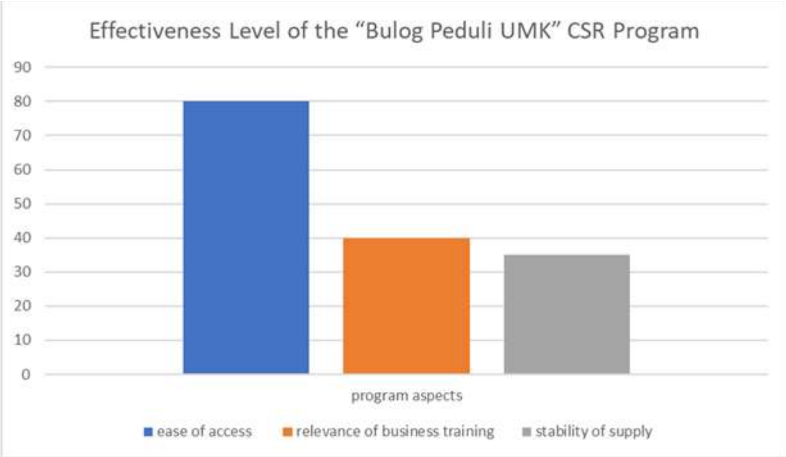
3.1 *Effectiveness of the Implementation of the “Bulog Peduli UMK” CSR Program on Buru Island*

The most notable finding from the effectiveness survey was the high positive perception of MSMEs regarding the aspect of “Ease of Access to Initial Capital,” which scored 85%. This figure indicates that, from an administrative and procedural standpoint, Bulog has succeeded in distributing business capital assistance of IDR 5 million to beneficiaries relatively easily and quickly. This success was confirmed through interviews with 30 MSMEs receiving assistance from Bulog's CSR program in two (2) research locations, who stated that "Assistance in the form of business capital is very helpful, especially for new staple food stocks in kiosks/shops when there is a shortage of staple foods due to late distribution caused by extreme weather." This success cannot be underestimated. In 3T areas such as Buru Island, where access to formal financial institutions is very limited and banking literacy is still low (Jaenudin et al., 2024), unsecured cash injections are a crucial intervention. This assistance provides SMEs with "breathing room" to maintain their business continuity, especially in the face of supply uncertainties caused by geographical and climatic factors. In its initial stages, this program has proven successful in addressing one of the most basic needs of MSMEs, namely cash capital. However, the research findings clearly show that this initial success is not sufficient to support business sustainability in the long term.

Success in the capital sector is not matched by success in supporting aspects that actually determine business sustainability and the ultimate impact of the program. The effectiveness of the program declines dramatically in two other crucial pillars, namely (a) Effectiveness of Supply Stability at 35%. This very low effectiveness score is the starting point for the suboptimal nature of this program. MSMEs that have received capital ultimately find it difficult to run their businesses because the main source of goods that should be provided by Bulog through the RPK program is unstable. Interviews with MSMEs revealed that "Rumah Pangan Kita (RPK) is rarely open and is almost always closed. Even when it is open, only 1-2 basic food items are available, and even then with limited stock." This instability in Bulog's supply chain directly erodes the competitiveness and credibility of MSMEs in the eyes of consumers. SMEs, which should be Bulog's extension in stabilizing food prices and availability at the grassroots level, have instead become unreliable. This creates a detrimental cycle: capital is available, but goods are not, thus hindering business operations and preventing the achievement of the goal of becoming a pillar of food security.

The effectiveness of business training relevance is at 40%. The aspect of MSME capacity building also shows results that are far from optimal. The entrepreneurship training provided was assessed by participants as "too fast and general, making it feel less relevant to the circumstances of MSMEs on Buru Island, which face challenges in terms of internet access/digitalization." This issue once again highlights the 'one size fits all' approach discussed earlier. Training materials that may be relevant for SMEs in urban areas, which emphasize digitalization and online marketing, are not applicable on Buru Island, where internet connectivity is still suboptimal and expensive. The training provided did not equip MSMEs with the skills they needed most, such as inventory management amid supply uncertainty, pricing strategies with high logistics costs, or basic financial literacy to effectively manage aid capital (Izzaty et al., n.d.). As a result, the capacity of MSMEs has struggled to grow, and they remain vulnerable to unique local challenges.

The suboptimal performance of these two indicators shows that the "Bulog Peduli UMK" program has not been able to transform from a mere charity program into a true empowerment program. The ultimate impact of the program to strengthen food security has been very limited because UMK, as the spearhead of distribution, has not been able to operate optimally.



Another issue revealed by the study was the lack of information about the program, which ultimately excluded other potential MSMEs. Interviews with several MSMEs that did not receive assistance showed consistent findings, namely that they "were not aware of the information and how to register for the Bulog Peduli MSME program." This indicates that the process of socializing and recruiting participants was not transparent and equitable. This problem is most likely a direct result of weak coordination with local governments. Without strong partnerships with district agencies that have reach down to the village level, Bulog relies solely on limited information channels. The process of determining beneficiaries based on data from the provincial level also risks bypassing the verification and validation process at the local level, so that MSMEs that are truly eligible but are not registered at the provincial level become inaccessible. As a result, this program risks becoming exclusive and only enjoyed by a handful of MSMEs that happen to have access to information, rather than MSMEs that are most in need or have the most potential for development. This not only reduces the program's impact, but also has the potential to cause social jealousy at the community level.

3.2 *Formulating an Adaptive Regulatory Model for CSR Program Optimization*

Analysis of the gap between das sollen (rigid regulations) and das sein (implementation that has not yet adapted) clearly demands a solution that is not only technical and operational in nature, but also transformative at the policy level. The suboptimal performance of the "Bulog Peduli UMK" program on Buru Island is not solely due to implementation errors in the field, but rather a symptom of a chronic disease within the CSR regulation system of state-owned enterprises itself. Therefore, to answer the third problem formulation and provide a sustainable solution, this study formulates an "Adaptive Regulation Model." This model is designed to change the CSR paradigm from a rigid and top-down approach to an adaptive, participatory, and contextual framework, especially for application in 3T areas (Arifin et al., 2022)

This Adaptive Regulatory Model fundamentally aims to bridge the gap between the law on paper (law in the books) and the reality in the field (law in action). This model departs from the premise that the effectiveness of social assistance programs, including CSR, is highly dependent on their ability to adapt to the unique conditions of the local ecosystem. The proposed model consists of four main pillars that reinforce each other, namely Adaptive Decentralization, Mandatory Partnerships, Tiered & Sustainable Schemes, and Contextual Digitalization. Each pillar is designed to directly address the weaknesses that have been identified.

3.3 *Pillars of the Adaptive Regulation Model*

The first pillar is adaptive decentralization. This pillar directly targets the issues of centralism and the "one size fits all" approach. Its implementation involves giving greater authority to regional SOE units (such as the Regional Office of Bulog) to adjust the form of CSR assistance based on the results of a needs assessment conducted jointly with the local government. SOEs can choose the most relevant form of intervention. To legitimize this, the necessary regulatory change is the creation of a derivative regulation from SOE Ministerial Regulation No. PER-05/MBU/04/2021. This derivative regulation must contain specific clauses for 3T or affirmative areas, which provide a legal basis for SOEs to make adjustments to programs and budgets without being considered an administrative deviation. Thus, CSR programs can truly address real needs, rather than merely fulfilling formal targets set by the central government.

The second pillar is mandatory partnership. This pillar is designed to address the issue of weak coordination mandates. This model proposes that state-owned enterprises (in this case Bulog) be legally "required" to establish formal Cooperation Agreements (PKS) with local governments (regencies/cities) throughout the entire CSR program cycle, from planning, beneficiary selection, monitoring, to evaluation. This partnership ensures that CSR programs are integrated with the Regional Medium-Term Development Plan (RPJMD) and utilize more accurate local data from relevant technical agencies (Food Security Agency, Cooperatives & SMEs Agency, Social Agency). Regulatory strengthening can be done through the issuance of a Regulation of the Head of the National Food Agency that specifically regulates the synergy between State-Owned Food Enterprises and Local Governments, as a technical implementation of the mandate of Article 45 of the Food Law. With a binding PKS, problems such as inaccurate beneficiary data, exclusive information dissemination, and programs that run independently can be significantly minimized.

The third pillar is a tiered and sustainable scheme. This pillar is the answer to the uncertainty of programs in the downstream stage, namely business sustainability. This model transforms CSR from temporary assistance into a long-term coaching program. The program does not stop after the initial capital is provided, but continues with a tiered scheme that includes: (a) Intensive mentoring for at least one year, covering financial literacy and simple logistics management; and (b) An upscaling scheme for outstanding MSMEs to move up to become official local agents or distributors of Bulog. This scheme creates a career path for MSMEs and provides clear incentives for growth. It also provides a solution to Bulog's supply chain problems by creating a strong network of local distributors. Regulations for this pillar can be set out in Bulog's own Internal Policy, through a revision of the Technical Guidelines (Juknis) for the "Bulog Peduli UMK" program, which should be more comprehensive and oriented towards long-term impact.

The fourth pillar is contextual digitization. This pillar addresses the issue of irrelevant digitization training and encourages the use of technology that is appropriate for local conditions (appropriate technology). Instead of imposing sophisticated digital platforms, this model proposes the development of simple stock and ordering information systems, such as those based on WhatsApp or SMS, between MSMEs, RPKs, and Bulog warehouses. This system does not require high-speed internet connections, is easy to use, and can significantly improve efficiency, transparency, and response speed in the supply chain. The implementation of this pillar can be integrated into Bulog's Internal Policy and supported by a basic digital literacy program organized jointly by the local government. This approach ensures that digitization functions as a real problem-solving tool, not as a modernization jargon detached from reality.

Overall, this Adaptive Regulatory Model offers a paradigm shift. It transforms CSR from a mere administrative obligation and aid program into an integrated, strategic, and sustainable regional economic development instrument, which ultimately contributes significantly to strengthening national food security, especially in the most vulnerable 3T regions.

3.4 Implications, Generalizations, and Projections of Model Implementation

Discussion of these findings highlights the implications, limitations, and implementation challenges of the proposed model. Although the findings of the case study on Buru Island have limitations in terms of statistical generalization, the structural weaknesses identified—such as "one size fits all" regulations and weak coordination—are common characteristics in many 3T regions. This makes the proposed Adaptive Regulation Model conceptually relevant as a blueprint for other island regions. The value of this model lies in its potential to generate concrete long-term socio-economic impacts. Specifically, this model transforms MSMEs from aid recipients into strategic business partners through a tiered scheme, strengthens local institutions by integrating CSR into regional development plans through mandatory partnerships, and builds a more efficient local food supply chain resilience. However, its implementation needs to anticipate potential obstacles such as bureaucratic resistance, local capacity limitations, and the digital divide. This model has inherently designed its mitigation through its pillars: a strong legal mandate through Cooperation Agreements (PKS) to overcome resistance, resource pooling through partnerships to increase capacity, and the use of appropriate SMS/WhatsApp-based technology to bridge the digital divide. Thus, this model not only responds to research findings but also offers an anticipatory strategic framework for implementation in the field.

4. Conclusions

Based on an in-depth analysis, this study concludes that the failure to optimize SOE CSR programs for food security in 3T island regions such as Buru Island is rooted in fundamental weaknesses in the existing regulatory framework. The overly centralistic nature of SOE Ministerial Regulation No. PER-05/MBU/04/2021 imposes a "one size fits all" approach, which is exacerbated by the weak legal mandate for coordination with local governments. As a result, Bulog's internal technical guidelines have become rigid and unable to adapt to the unique logistical and weather challenges in the archipelago. This regulatory weakness directly impacts the effectiveness of the implementation of the dualistic "Bulog Peduli UMK" program in the field. On the one hand, this program is highly effective (85%) in providing urgent access to initial capital for MSMEs. However, on the other hand, this program has completely failed to build business sustainability, as evidenced by the low effectiveness of supply stability (35%) and training relevance (40%), and exacerbated by uneven dissemination of information. To overcome this paradox, this study formulates an adaptive regulatory model that transforms CSR from mere temporary assistance into an instrument of sustainable development. This model is supported by four main pillars: (1) Adaptive Decentralization, which gives authority to regional SOEs to adjust programs; (2) Mandatory Partnerships through formal Cooperation Agreements (PKS) with local governments; (3) A Tiered and Sustainable Scheme for long-term MSME development; and (4) Contextual Digitalization using appropriate technologies such as SMS/WhatsApp for supply chain management. Thus, this model offers concrete solutions to reform CSR policies to be more responsive, integrated, and have a real impact on food security in vulnerable regions.

This study has limitations because it focuses on a specific case study on Buru Island. However, the findings regarding the structural weaknesses of this regulation can be generalized conceptually, making the proposed model relevant as a reference framework for other 3T regions. With the implementation of this model, it is hoped that SOE CSR can be transformed to create long-term socio-economic impacts, namely by strengthening a self-sufficient local food ecosystem and contributing significantly to food sovereignty in the most vulnerable regions of Indonesia.

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