



ANALYSIS OF COMPETING INTERESTS IN THE KARTU PETANI BERJAYA POLICY FOR SUSTAINABLE COMMUNITY AGRICULTURAL DEVELOPMENT IN LAMPUNG PROVINCE

ANALISIS COMPETING INTEREST PADA KEBIJAKAN KARTU PETANI BERJAYA DALAM PEMBANGUNAN PERTANIAN MASYARAKAT SECARA BERKELANJUTAN DI PROVINSI LAMPUNG

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Abstract

This study analyzes the competing interests within the Kartu Petani Berjaya (KPB) policy as part of efforts to promote sustainable community-based agricultural development in Lampung Province. The KPB program was launched with the goal of improving farmers' welfare through digitally integrated agricultural services. However, initial observations indicate resistance from some farmers and signs of political interest dominance in both the formulation and implementation processes. The study aims to identify the political motives behind the policy, the sustainability of the program, farmers' literacy regarding the E-KPB system, and the extent to which the program empowers farmers and engages stakeholders. Using a descriptive qualitative approach with thematic analysis and source triangulation techniques, data were collected through in-depth interviews with academics and government officials, as well as document studies. The findings reveal that the dominance of regional leaders in decision-making has led to a program orientation that is more symbolic and electoral in nature. The dynamics of competing interests emerge both vertically and horizontally, resulting in weak coordination and reduced policy effectiveness. The transition from KPB to E-KPB



has also shifted the program's focus and reduced its tangible benefits for farmers. The study recommends strengthening multi-stakeholder collaborative governance in agricultural policy, reevaluating the structure of the E-KPB system, and actively involving academics and farmer associations. These findings contribute theoretically to the study of public policy and policy framing, and practically to improving the implementation of programs based on the real needs of farming communities.

Keywords: Kartu Petani Berjaya, competing interests, public policy, sustainable agriculture, Lampung Province

Abstrak

Penelitian ini menganalisis competing interest dalam kebijakan Kartu Petani Berjaya (KPB) sebagai bagian dari upaya pembangunan pertanian masyarakat secara berkelanjutan di Provinsi Lampung. Program KPB diluncurkan dengan tujuan meningkatkan kesejahteraan petani melalui layanan pertanian yang terintegrasi secara digital. Namun, observasi awal menunjukkan adanya resistensi dari sebagian petani dan indikasi dominasi kepentingan politik tertentu dalam proses perumusan dan implementasinya. Penelitian ini bertujuan mengidentifikasi motif politis di balik kebijakan, keberlanjutan program, tingkat literasi petani terhadap E-KPB, serta sejauh mana program memberdayakan petani dan melibatkan pemangku kepentingan. Menggunakan pendekatan kualitatif deskriptif dengan teknik analisis tematik dan triangulasi sumber, data dikumpulkan melalui wawancara mendalam dengan akademisi dan birokrat, serta studi dokumen. Hasil penelitian menunjukkan bahwa dominasi kepala daerah dalam pengambilan keputusan menyebabkan orientasi program lebih bersifat simbolik dan elektoral. Dinamika competing interest muncul secara vertikal dan horizontal, menyebabkan lemahnya koordinasi serta efektivitas kebijakan. Transformasi dari KPB ke E-KPB juga menyebabkan pergeseran fokus dan penurunan manfaat bagi petani. Penelitian ini merekomendasikan penguatan tata kelola kebijakan pertanian berbasis kolaborasi multipihak, evaluasi ulang struktur E-KPB, serta pelibatan aktif akademisi dan asosiasi petani. Temuan ini memberikan kontribusi teoretis terhadap studi kebijakan publik dan framing kebijakan, serta kontribusi praktis bagi peningkatan implementasi program berbasis kebutuhan riil masyarakat petani.

Kata kunci: Kartu Petani Berjaya, competing interest, kebijakan publik, pertanian berkelanjutan, Provinsi Lampung

1. INTRODUCTION

Lampung Province with a land area of 33,553 km² and a coastline length of 1,185 km, these two factors make Lampung Province have great potential to develop various development sectors, especially agriculture and fisheries, which act as the main source of food and income for the local community and as a supplier of national needs. The development of various regional development sectors in Lampung Province is aimed at supporting the achievement of the 5 Presidential Work Priorities 2019-2024.

The agricultural sector is one of the sectors that has a strategic role in supporting the Indonesian economy (Setiawan & Sucihatiningsih, 2016). In addition to being the main sector that is the foundation of food security, the agricultural sector has other strategic functions including solving environmental and social problems (poverty, justice and others) as well as its function as a provider of tourism facilities (agrotourism) (Pawlak & Kołodziejczak, 2020). Agriculture is the main driving sector in the economy of Lampung Province, has great potential ranging from the food crop sector, plantations, fisheries, livestock to forestry with the contribution of the agricultural sector to the Lampung Province GDP Distribution of 22.63% (Lampung Province in 2023 Figures). According to the Central Statistics Agency (BPS) of Lampung Province in 2023, the population of Lampung Province is 9,176,546 people,



with a productive age (15-64 years) of 6,560,252 people or around 70.06% and one of the largest contributions of the main jobs of the people of Lampung in the agricultural sector amounting to 11,846 people comes from this sector.

Table 1. Number of people aged 15 years and above who work for a week by main occupation and gender (soul)

Lapangan Pekerjaan Utama	Jumlah Penduduk Berumur 15 Tahun ke atas Menurut Pekerjaan Utama (Jiwa)								
	Laki-laki			Perempuan			Laki-laki dan Perempuan		
	2020	2021	2022	2020	2021	2022	2020	2021	2022
Pertanian	20.161	14.558	11.846	5.484	2.558	0	25.645	17.116	11.846
Manufaktur	60.463	72.491	84.344	22.393	21.749	23.304	82.856	94.240	107.648
Jasa	215.007	208.296	219.158	181.975	190.859	183.514	396.982	399.155	402.672

Source: BPS Lampung, 2023

Lampung Province is currently facing serious challenges in efforts to build a community economy based on the agricultural sector (Ningrum, 2019; Putraditama et al., 2021). Some of the structural problems faced include the low selling price of agricultural products due to limited market access, high price fluctuations, and the length of the distribution chain. This condition is exacerbated by the lack of knowledge of farmers about effective marketing strategies, thus hindering the growth of sustainable farming businesses (Ibnu et al., 2018; Magesa et al., 2020). In addition, the scarcity and delay in the distribution of subsidized fertilizers are crucial obstacles. This condition is exacerbated by the lack of knowledge of farmers about effective marketing strategies, thus hindering the growth of sustainable farming businesses. In addition, the scarcity and delay in the distribution of subsidized fertilizers are crucial obstacles. Problems such as fertilizer prices that exceed the highest retail price (HET), the circulation of fake fertilizers, and the misappropriation of subsidy allocation are part of the reality faced by farmers (Wildayana et al., 2018). Limited information related to planting schedules, seed availability, integrated pest control, and the latest agricultural technology have further worsened the situation.

Cultivation assistance by agricultural extension workers as well as access to financing and risk management such as agricultural insurance have also not run optimally. Another long-term challenge is the regeneration of farmers. The farming profession is dominated by the elderly group, while the younger generation tends to be reluctant to continue farming because it is considered unpromising, as well as a lack of interest and mastery of agricultural technology (Yanfika et al., 2022).

In response to this problem, the Lampung Provincial Government launched the Berjaya Farmer Card Program (KPB) as a strategic solution that is expected to increase farmers' income and welfare. This program aims to solve various problems in a structured, systematic, and integrated manner. This initiative is in line with the direction of national development and is contained in the Lampung Province RPJMD document 2019–2024, which contains the vision of "Lampung People Jaya" with the mission of building agriculture-based economic strength and creating a balance of development between rural and urban areas. As a form of policy modernization, the government then developed the electronic-based E-KPB (Berjaya Farmer Card), which was launched on October 6, 2020 in Central Lampung Regency. E-KPB is designed as a digital platform that connects various stakeholders in the agricultural sector, ranging from production facility providers, financing institutions, insurance institutions, to markets. Interestingly, this system does not use the State Budget/APBD budget and is closed based on membership.

Through E-KPB, the government hopes that farmers can get easy access to subsidized fertilizers, superior seeds, agricultural tools and machinery, as well as financing services such as People's Business Credit (KUR) with low interest, including protection through agricultural insurance schemes and



scholarship assistance for farmers' children. Cooperation with national and regional banks such as Bank Lampung, BRI, BNI, Bank Mandiri, and Bank Raya is part of the E-KPB implementation strategy. However, in practice, this program has not been fully accepted by the farming community. The results of initial observations show that some farmers feel that this program is not in accordance with their real conditions and capacity, especially because there are still many farmers who are not tech-friendly. On the other hand, there are indications that KPB policies are fraught with contestation of interests, where the dominance of local governments tends to create policies that benefit certain groups rather than representing the aspirations of the majority of farmers.

Based on this reality, it is important to conduct a critical study of the implementation of the E-KPB policy in Lampung Province. This study aims to analyze the political dimension, program sustainability, farmer literacy towards policy digitalization, and the extent to which these policies are able to empower farmers and involve stakeholders in a framework of good agricultural governance.

2. RESEARCH METHOD

Types and Approaches to Research

This study uses a qualitative descriptive approach. This method was chosen to understand social phenomena in depth and contextually, especially regarding the implementation of the Berjaya Farmer Card Program (KPB) in Lampung Province. A qualitative descriptive approach is used to describe the condition of the research object as it is, without intervention or manipulation by the researcher. According to Sugiyono (2013), A qualitative approach examines objects in natural conditions that are not manipulated by researchers. Moleong (2018) states that qualitative research is a research procedure that produces descriptive data in the form of written or spoken words from individuals and observed behaviors. This research aims to describe the state of objects at a certain time, identify the symptoms of an event, determine the relationship between data, and gather information that can be the basis for the development of ideas or policies. This method does not aim to measure the influence between variables, but rather to explore and explain exploratively the dynamics of implementation and policy innovation in the KPB Program. This research relies on a holistic understanding of the processes, contexts, and actors involved.

Research Scope

This research focuses on several key aspects. First, the implementation of policies based on the Lampung Governor's Regulation Number 9 of 2019 concerning the Successful Farmer Card Program, especially in Article 3 which includes the program's objectives, such as the provision of agricultural production facilities, access to financing, technical and managerial assistance, harvest and post-harvest handling, and marketing of agricultural products. In addition, this program also includes the provision of social security and educational scholarships for poor farming families. Second, this study evaluates the factors that support and hinder the successful implementation of KPB in improving the economic welfare of farmers. Third, this study examines the model of the agricultural digitalization system through the KPB platform as an innovation in agricultural sector policy governance in the regions.

Research Location

The location of the research is determined in the Lampung Province area, with the main point of implementation being local government institutions (especially the Lampung Provincial Government), universities, and technical implementing institutions such as the KPB Center and related Regional Apparatus Organizations (OPD). Research activities include the preparation stage, data collection, data analysis, and the preparation of research results reports.



Data Types and Sources

This study uses two types of data, namely primary data and secondary data. Primary data was obtained through in-depth interviews with six key informants who were directly involved in the implementation of the KPB Program from the beginning. The determination of informants was carried out by purposive sampling technique, based on the criteria of active participation and in-depth knowledge of KPB policies. Secondary data was obtained from various written sources, including program performance reports, official OPD documents, mass media publications, previous study results, and KPB's internal documentation. Moleong (2018) Dividing the types of data in qualitative research into data in the form of words and actions, written documents, photos, and statistical data. The two types of data are combined to obtain a comprehensive understanding of the research object.

Data Collection Techniques

Data collection was carried out by two main techniques, namely interviews and documentation. Interviews were conducted in a structured manner using interview guidelines, with snowball sampling techniques to expand and deepen the data obtained from informants. The interview was intended to explore the experience, perception, and knowledge of informants on the implementation of the KPB Program. In addition, documentation techniques are used to complement the interview results, through searching official documents, activity reports, program evaluation notes, photos of activities, and other written sources relevant to the research topic. Documentation provides historical and administrative context to the field findings and enhances the validity of the data.

Data Analysis Techniques

Data analysis is carried out with a thematic analysis approach, which allows researchers to identify patterns of meaning from qualitative data systematically. The analysis process includes several stages. First, data transcription, which is the process of transcribing the results of the interview in its entirety and recording field observations systematically. Second, data coding is carried out by providing labels or codes to relevant information units based on predetermined themes, such as farmer participation, policy support, and program effectiveness.

Furthermore, the triangulation process is applied to verify the validity of the data through a comparison of various sources and methods. Data from interviews were verified with documents and field observations. Data presentation is carried out in the form of narrative findings, interview excerpts, tables, and visual documentation to strengthen interpretation. The analysis process follows the framework put forward by (Miles et al., 2014), which includes data reduction, data presentation, and drawing conclusions. With this approach, the research is expected to be able to explain how KPB policies are implemented, the challenges faced, and the opportunities that can be developed in the future.

3. RESULTS

General Situation of Lampung Province

Lampung Province has an area of 33,575.41 km² which is located between 105°45' - 103°48' East Longitude and 3°45' - 6°45' South Latitude. The west is bordered by the Indian Ocean, the east is bordered by the Java Sea, the north is bordered by South Sumatra Province and Bengkulu Province, and the south is bordered by the Sunda Strait. The natural state of the western and southern parts of Lampung Province, along the coast is a hilly area as a connection from the Bukit Barisan route on the island of Sumatra. In the middle is a lowland, while near the coast to the east, along the edge of the Java Sea and to the north, is a vast body of water. Topographically, the Lampung Region can be divided into 5 (five) topographic units:

1. Topographic areas are hilly to mountainous
2. Topographic areas are choppy to undulating



3. Alluvial plain areas
4. Tidal swamp plain areas
5. River Basin Area

Based on its geographical position, Lampung Province has boundaries:

1. North: South Sumatra and Bengkulu Provinces
2. South: Sunda Strait
3. West: Indian Ocean
4. East: Java Sea

Lampung Province with the capital Bandar Lampung is divided into 13 districts and 2 cities, namely West Lampung Regency, Tanggamus, South Lampung, East Lampung, Central Lampung, North Lampung, Way Kanan, Tulang Bawang, Pesawaran, Pringsewu, Tulang Bawang Barat, Mesuji, West Coast, Bandar Lampung City, and Metro City. The following is the Lampung Province Administration Map and the area of the Regency/City, the number of Districts and the number of Villages spread across Lampung Province based on BPS Lampung Data, in 2023.

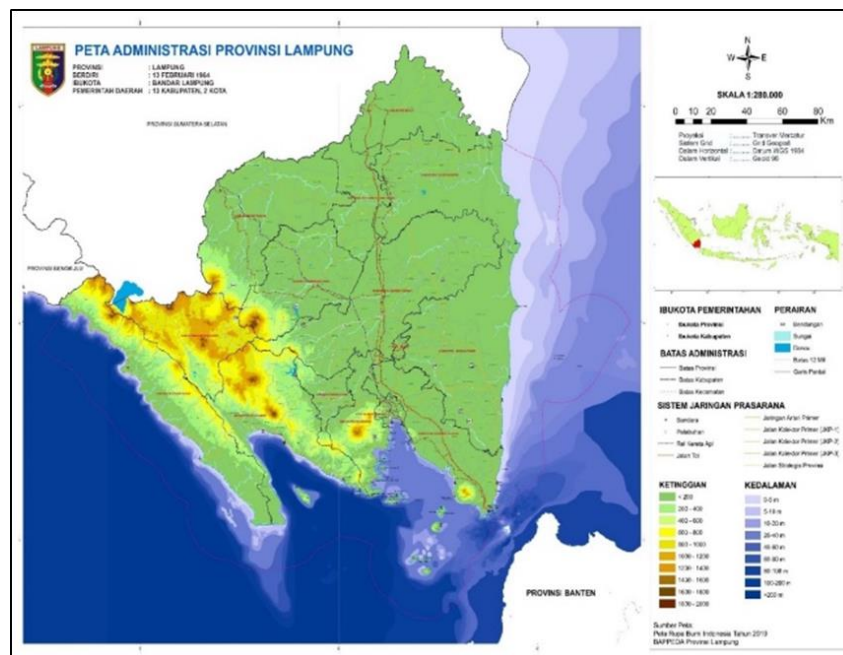


Figure 1. Lampung Provincial Administration Map (Bappeda, 2025)

Characteristics of Informants

Pemahaman terhadap karakteristik informan penting untuk menafsirkan sudut paUnderstanding the characteristics of informants is important to interpret their point of view and analysis of the Berjaya Farmers Card (KPB) policy. The six main informants in this study were selected purposively because of their strategic positions, expertise, and experience in the field of agricultural policy and regional development

Table 2. List of Informants as well as duties and functions in making KPB Program Policy Decisions



No	Initials of the Informant's Name	Position	Field
1.	WAZ	College Academics	Agricultural Economics, Agricultural Policy, Farmer Empowerment
2.	TE	College Academics	Agricultural Policy, Sociology of Development
3.	KFH	College Academics	Agricultural Policy, Sociology of Development
4.	MI	Lampung Provincial Government	Regional Development Planning, Public Policy
5.	SJP	Higher Education / Lampung Provincial Government	Agriculture, Agricultural Information Systems, Digital Technology
6.	NT	Higher Education / Lampung Provincial Government	Political Communication, Public Policy, Discourse Analysis

4. DISCUSSION

The Berjaya Farmer Card (KPB) program has received various criticisms and analyses from informants who are directly involved and have concerns about agricultural policy issues in Lampung Province. WAZ considers that the KPB program runs statically and does not experience significant development. The main criticism is directed at the government's tendency to focus more on the branding aspect of the program rather than on improving substance. For example, the KPB Plus program is considered a failure because the system and applications are not functioning optimally. Furthermore, he highlighted serious systemic weaknesses, such as the difficulty of farmers' access to the banking system due to complicated administrative requirements, one of which is the obligation to upload land certificates. This is a major barrier for smallholders in utilizing program facilities. According to WAZ, the main focus of the program should be directed to provide real results, such as seed assistance, fertilizers, and the development of an integrated agribusiness ecosystem between farmers and industry.

Despite these criticisms, WAZ also sees great potential in integrated crop data management through accurate information systems. With this system, local governments are believed to be able to predict the harvest season and determine price interventions in a timely manner. He also proposed the establishment of formal agribusiness associations between factories and farmers to create healthy competition and encourage the formation of a more transparent digital market.

Criticism of the government's response to KPB's weaknesses is also in the spotlight. WAZ considers that the government tends to change the name of the program rather than solve the root of the problem. This shows a failure to respond to challenges substantially. He emphasized the importance of cross-sector collaboration between the Provincial Government, academics, and the private sector so that the program can run sustainably. Another perspective comes from TE who emphasizes that KPB is basically designed as a bridge between farmers and government assistance. However, in its implementation, this program is hampered by the problem of non-performing loans and limited access for farmers to the banking system (Cheema, 2005). Meanwhile, SJP emphasized that e-KPB should be developed into an accurate information system to support data-based policies. The main challenge is the low digital literacy of farmers which hinders the maximum use of technology (Ibnu, 2024).



Regarding the background and policy objectives, WAZ, TE, and KFH stated that this program is a derivative of the political promise of the Governor of Lampung which was then integrated into the Regional Medium-Term Development Plan (RPJMD). Conceptually, this program aims to provide access to fertilizers, capital, and markets for farmers. But in practice, the implementation of the program is far from expectations. WAZ stated that the weaknesses of the system and poor implementation led to the ineffectiveness of the program. In the implementation in the field, TE sees that the implementation of KPB runs variously. Some regions have successfully implemented this program, but many have also failed due to unpreparedness of infrastructure and lack of socialization. WAZ was even more critical, stating that the failure of the digital system and bureaucratic complexity were the main factors that hindered the success of the program.

Factors that hinder the implementation of the program include weaknesses in information technology systems and lack of data integration, unpreparedness of farmers in accessing digital technology, weak coordination between implementing agencies, and the existence of sectoral egos and political interests that make it difficult to implement consistently and effectively (Indah Listiana et al., 2018). In terms of actors and power relations, WAZ and TE identified the Governor of Lampung as a central figure in determining the direction of the program. However, frequent policy changes without continuity make the effectiveness of the program unstable. KFH added that the role of the Technical Regional Apparatus Organization (OPD) has decreased significantly, especially in the implementation of e-KPB, so that the program has lost its strong policy intervention capabilities (I Listiana et al., 2019).

Regarding competing interests, WAZ and TE revealed that there is a clash between political and technical interests. For example, KPB as a political promise must compete with national programs such as the Farmer Card. KFH added that conflicts also occur between long-term strategic interests and short-term administrative needs, which creates tensions in the implementation of the program. As a policy strengthening strategy, TE recommends that the focus be directed to agricultural subsectors that are ready to be developed and strengthen connections between supporting institutions. WAZ suggested strengthening partnerships between farmers and industry, as well as the development of a more inclusive agricultural digital ecosystem. SJP emphasizes the importance of building an open and participatory information system that can support data-driven decision-making.

In conclusion, the KPB Program reflects the complexity of public policy dynamics influenced by various political, technical, and sectoral interests (Agustino, 2008). Implementation failures stem not only from technical aspects, but also from lack of stakeholder participation and unclear policy direction. Therefore, program sustainability requires a more participatory, adaptive, and data-based institutional transformation and cross-sector collaboration.

Data Source Characteristics

In this study, the main data source used comes from official documentation of the achievements of the Berjaya Farmer Card Program (KPB) in various sectors directly related to agriculture-based community economic development (Biro Perekonomian Sekretariat Daerah Provinsi Lampung, 2022). These documents were prepared by the technical office within the Lampung Provincial Government and represent the implementation of the KPB program from various sectors of the agribusiness subsector specifically. The following are the main documents that are used as references in accordance with the scope of work of each agency (Chan et al., 2013).

First, documents from the Food Security, Food Crops and Horticulture Service contain data on the achievements of the KPB program in the food crops sector, which is the backbone of people's agricultural production. Second, documents from the Lampung Provincial Plantation Office provide an overview of the contribution of the plantation sector, including leading commodities such as coffee, pepper, and palm oil, which are the drivers of regional exports. Third, the report from the Department of Livestock and Animal Health presents the implementation of KPB in the livestock sector, including support for farmers in the form of feed access, financing, and animal disease control. Fourth, a document



from the Marine and Fisheries Service outlines the KPB program in the fisheries sector, both aquaculture and capture, including access to financing and distribution of fishermen's catches. Fifth, the contribution of the forestry sector is described in the report of the Lampung Provincial Forestry Service, which shows the synergy of the KPB program in the development of community forests, agroforestry, and the use of non-timber forest products. Sixth and seventh, the Lampung Provincial Industry and Trade Office prepared two documents, each explaining the support for downstream agricultural products through processing and marketing (small and medium industries), as well as the contribution of the education sector in KPB, especially in increasing the capacity of agricultural human resources and scholarships for farmers' children (S et al., 2023).

5. CONCLUSION

Based on the results of the analysis of data obtained through in-depth interviews with key informants and reviewed through a public policy theory approach and a competing interest framework, this study concludes several key findings. The Berjaya Farmer Card (KPB) policy is a form of regional policy innovation designed to digitally integrate agricultural services. However, in its implementation, this policy has experienced a degradation of function and a shift in orientation influenced by the dynamics of the interests of the various actors involved. The dominance of political actors, especially regional heads, makes the policy direction strongly influenced by electoral agendas and symbolic imagery. This has an impact on inconsistency in implementation in the field and weak coordination between implementing agencies. In addition, the dynamics of conflicting interests occur both vertically—between the provincial government and districts/cities and horizontally, between technical agencies at the provincial level. Differences in institutional visions, goals, and priorities are the main inhibiting factors in achieving integration and policy effectiveness.

The policy transformation from KPB to e-KPB marks a shift in focus from direct intervention service programs to information system development. This shift has led to unclear institutional roles, decreased participation of Regional Apparatus Organizations (OPD), and loss of direct benefits previously felt by farmers as beneficiaries. In the context of the participation of non-government actors, the involvement of strategic parties such as academics, business actors, and farmers themselves is still very limited. The absence of contributions from scientific perspectives, business practices, and real needs in the field results in a weak foundation of policy substance and a lack of development of sustainable implementation models.

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