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THE ROLE OF THE PESAWARAN REGENCY AGRICULTURE OFFICE IN INCREASING RICE PRODUCTIVITY FOR FOOD SECURITY

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Abstract

Food security is a state responsibility whose implementation is decentralized to regional governments. In Pesawaran Regency, rice productivity increased from 4.80 tons of harvested dry grain (GKP) per hectare in 2023 to 4.91 tons per hectare in 2025, but it remains below the provincial target of 5.30 tons per hectare. This study analyses the role of the Pesawaran Regency Agriculture Office (now the Food Crops and Horticulture Office) in increasing rice productivity for food security, together with its supporting and inhibiting factors. It uses a normative-empirical approach. Primary data were obtained through semi-structured interviews with the head of the office, the head of the food crops division, field agricultural extension officers, and farmers in three villages (Kutoarjo, Sukaraja, and Bogorejo); secondary data consisted of legal materials and the office's performance documents. The data were analysed using descriptive qualitative analysis based on the roles of regulator, facilitator, dynamizer, and motivator. The results show that the office acts as a regulator by setting planting targets and issuing technical decrees on fertilizer, seed, and irrigation; as a facilitator by providing production inputs; and as a dynamizer and motivator through extension services and farmer group development. The increase in production was driven more by the expansion of harvested area (2.71%) than by the increase in productivity (2.29%), so intensification has not been optimal. Supporting factors include a clear legal basis, agroclimatic potential, and active farmer groups, while inhibiting factors include limited extension officers and budget, poorly integrated coordination between divisions, delays in subsidized fertilizer distribution, pests, damaged irrigation, and land conversion. It is concluded that the office's role has been carried out but is not yet optimal, so stronger

coordination, additional extension officers, and intensification policies are needed.

***Keywords**: Role of agriculture office, rice productivity, food security, Pesawaran Regency, regional government*

A. INTRODUCTION

Food security has become a strategic agenda of global development. The 1996 World Food Summit affirmed that food security is not merely a matter of the availability of production but covers four interrelated dimensions: availability, access, utilization, and stability.[1] In developing countries that still depend on the agricultural sector, the government's role in ensuring these four dimensions is crucial and cannot be left entirely to market mechanisms. In Indonesia, Law Number 18 of 2012 on Food defines food security as the fulfilment of food for the state down to the individual, reflected in the availability of food that is sufficient in quantity and quality, safe, diverse, nutritious, equitable, and affordable. The right to food is a constitutional obligation of the state under Articles 28A and 28H of the 1945 Constitution, so the state must realize it progressively through concrete policies and programs.

From the perspective of state administrative law, the implementation of food security involves various levels of government within a decentralized public administration system. Under Law Number 23 of 2014 on Regional Government, agriculture is a concurrent government affair that has been devolved to the regions. Every government action is assessed against the General Principles of Good Governance (AUPB) in Law Number 30 of 2014 on Government Administration. Because the financing of agricultural programs has shifted from the state budget (APBN) to regional budgets (APBD), the effectiveness of efforts to increase rice productivity depends heavily on the commitment and capacity of regional governments to allocate budgets and resources.

Pesawaran Regency, Lampung Province, covers 1,173.77 km² and has about 470,000 inhabitants. The agriculture, forestry, and

[1] Food and Agriculture Organization, *Rome declaration on world food security and world food summit plan of action* (FAO, 1996).

fisheries sector contributed 39.11% of Gross Regional Domestic Product (GRDP) in 2023, worth IDR 20,217.38 billion.[2] Data from the Pesawaran Regency Agriculture Office[3] show that wetland rice productivity rose from 4.80 tons of harvested dry grain (GKP) per hectare in 2023 to 4.88 tons in 2024 and 4.91 tons in 2025. The 2025 achievement is still 0.39 tons GKP/ha below the provincial target of 5.30 tons GKP/ha. The harvested area also rose from 15,890 ha to 16,320 ha, so the increase in production appears to come more from the expansion of planted area than from higher yields per hectare. Preliminary interviews with field agricultural extension officers (PPL) and farmers revealed several obstacles: delays in the distribution of subsidized fertilizer, pest and disease attacks, limited irrigation networks, and uneven assistance.

Earlier studies of the role of agriculture offices in other regions have highlighted the empowerment of farmer groups[4] and the improvement of farmer welfare.[5] This study differs because it assesses the office's role within the framework of state administrative law, uses rice productivity as an indicator, and distinguishes the sources of production growth between extensification and intensification.

Regional offices are tasked with assisting the regional head in carrying out government affairs that fall under regional authority.[6] In general, the functions of an agriculture office include formulating technical policy, implementing policy, guidance, supervision, and

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[2] Badan Pusat Statistik Kabupaten Pesawaran, *Kabupaten Pesawaran dalam angka 2023* (BPS, 2023).

[3] Dinas Pertanian Kabupaten Pesawaran, *Laporan kinerja tahunan Dinas Pertanian Kabupaten Pesawaran tahun 2024* (Dinas Pertanian, 2025).

[4] S. Ali, M. Idris, and A. Parawangi, "Peranan dinas pertanian dalam pemberdayaan kelompok tani di Kecamatan Manuju Kabupaten Gowa", *Otoritas: Jurnal Ilmu Pemerintahan*, vol. 4, no. 1 (2014).

[5] W. Anggrianingsih, A. R. Razak, and A. Parawangi, "Peran dinas pertanian dalam program peningkatan kesejahteraan petani di Kabupaten Bima Nusa Tenggara Barat", *Kajian Ilmiah Mahasiswa Administrasi Publik (KIMAP)*, vol. 2, no. 3 (2021), pp. 924-937.

[6] Article 4 Government Regulation Number 18 of 2016 on Regional Apparatus.

public service, carried out on the principles of effectiveness, efficiency, transparency, and accountability.[7]

Agricultural productivity indicates the ability to produce output from the use of factors of production such as land, labor, capital, technology, seed, and fertilizer. It is measured by comparing production with the land area used and is expressed as harvest per hectare.[8] Because agricultural land tends to be limited while food needs keep growing, increasing productivity has become the main goal of agricultural development.[9]

The General Principles of Good Governance (AUPB) are legal norms that have been codified and bind every government official. Article 10 paragraph (1) of Law Number 30 of 2014 sets out ten principles: legal certainty, expediency, impartiality, carefulness, non-abuse of authority, openness, public interest, good service, balance, and equality. In the administration of agricultural affairs, these principles serve as the yardstick for the legality of the office's actions; a violation of the principle of non-abuse of authority, for example, can render a government decision or action invalid and subject to annulment.[10]

A role is the dynamic aspect of a position: an institution performs a role when it exercises the rights and obligations that go with its position.[11] A regional office is an implementing element of regional government affairs that assists the regional head.[12] To analyze the government's role in development, this study uses four functions

[7] H. Hutajulu et al., *Ekonomi pertanian: Peran dan kontribusi pertanian dalam pembangunan ekonomi* (Penerbit Adab, 2023); S. Paulini et al., *Buku ajar penyuluhan pertanian-peternakan* (Uwais Inspirasi Indonesia, 2023).

[8] R. Harini, *Tinjauan spasial optimasi produksi pertanian pada wilayah perbatasan* (UGM Press, 2020); M. H. Soekamto, Z. Ohorella, and R. Tabara, *Peningkatan produktivitas tanah, tanaman dan sumberdaya petani (Suatu pendekatan dengan pemanfaatan pupuk organik menuju sistem pertanian berkelanjutan)* (Deepublish, 2023).

[9] R. P. Lubis, *Pertanian berkelanjutan: Produksi padi dan kesejahteraan petani* (Serasi Media Teknologi, 2024).

[10] Ridwan HR, *Hukum administrasi negara* (Rajawali Pers, 2011).

[11] S. Soekanto, *Sosiologi suatu pengantar* (Rajawali Pers, 2017).

[12] Government Regulation Number 18 of 2016 on Regional Apparatus.

according to Siagian:[13] regulator, which formulates policies and rules; facilitator, which provides facilities and infrastructure; dynamizer, which encourages community involvement; and motivator, which gives encouragement and guidance. Productivity is measured as harvest per unit of area (tons/ha). To assess the sources of production growth, this study distinguishes extensification (expanding the planted area) from intensification (increasing yields on the same land).[14]

In the agricultural sector, Mubyarto[15] distinguishes three categories of government intervention: direct intervention in the form of price setting, subsidies, and direct assistance; indirect intervention in the form of providing infrastructure, research and technology, and education and extension; and regulation governing agricultural activities, marketing systems, quality standards, and land protection. Soekartawi[16] adds that the success of regional agricultural development is determined by the quality of data-based and farmer-responsive policy, the institutional capacity of the office, and farmer participation. Both frameworks are used to map the office's roles and to group its supporting and inhibiting factors. This study aims to analyze the role of the Pesawaran Regency Agriculture Office in increasing rice productivity to achieve food security, and to identify its supporting and inhibiting factors in the 2023–2025 period in three sample villages, namely Kutoarjo, Sukaraja, and Bogorejo.

B. RESULTS AND DISCUSSION

1. Position And Authority Of The Office

The Pesawaran Regency Agriculture Office was originally established by Regent Regulation Number 65 of 2016. After the reorganization of regional apparatus (Pesawaran Regency Regional

[13] Siagian, quoted in K. R. Sumantri et al., *Pembangunan pertanian* (Azzia Karya Bersama, 2025).

[14] A. T. Mosher, *Getting agriculture moving: Essentials for development and modernization* (Frederick A. Praeger, 1966).

[15] Mubyarto, *Pengantar ekonomi pertanian* (LP3ES, 1989).

[16] Soekartawi, *Prinsip dasar ekonomi pertanian: Teori dan aplikasi* (PT RajaGrafindo Persada, 2002).

Regulation Number 4 of 2021),[17] that regulation was revoked and replaced by Pesawaran Regent Regulation Number 30 of 2022, so the agency is now officially named the Food Crops and Horticulture Office. Its scope of duties in agriculture has not changed, and the public still calls it the "Agriculture Office"; this article uses the same name for the same agency. The Office is a Type A regional apparatus that is under and accountable to the Regent (Article 2), with a working area covering all sub-districts. Its organizational structure consists of the Secretariat, the Food Crops and Horticulture Infrastructure and Facilities Division, the Food Crops Division, the Horticulture Division, the Extension Division, and the Functional Position Group (Article 5).

Agro-ecologically, Pesawaran Regency has diverse topography, from coastal lowlands to hills, so patterns of food land use vary between sub-districts.[18] Most residents in the sample villages depend on wetland rice farming, so the effectiveness of the office is directly tied to farm household economies. Article 4 of the Regent Regulation lists fourteen functions of the office. To ease the analysis, these fourteen functions were grouped into nine clusters (Table 1).

Table 1. Clusters of office functions under Article 4 of Pesawaran Regent Regulation Number 30 of 2022

Function cluster	Letter
Formulation of technical policy	a
Program planning and extension	b, j
Infrastructure development and supervision of production inputs	c, e
Seed quality control, circulation, and regulation	d
Production guidance, pest and disaster control	f, g, h
Guidance on processing and marketing of produce	i
Business licensing and technical recommendations	k
Monitoring and evaluation	l

[17] Pesawaran Regency Regional Regulation Number 4 of 2021 on the Establishment and Composition of Regional Apparatus.

[18] Harini, *Tinjauan spasial optimasi produksi pertanian....*

Office administration and other functions	m, n

Each technical division may form functional-position substance groups led by a sub-coordinator. The Infrastructure and Facilities Division, for example, may form a land and irrigation group and a fertilizer, pesticide, tools and machinery group; the Food Crops Division may form a production group and a seed and protection group; and the Extension Division may form groups for institutions, personnel, and extension methods and information (Articles 11–19). A sub-coordinator assists the head of the work unit in planning, control, monitoring, evaluation, and reporting (Article 22).

The Food Crops Division formulates policy on seed supply, production, and crop protection (Article 14). According to the Head of the Office, planting targets are set at the start of each planting season (Season 1, October–March, and Season 2, April–September) based on the standard area of paddy and dry fields in each sub-district, with a target of increasing the planted area in the same month over the previous year. The regency target is discussed at a provincial meeting, set out in a planting, harvest, and production agreement signed by the heads of regency/city offices, and then fixed by a Planting Target Decree issued by the Governor through the provincial food crops office. The setting of targets is therefore tiered and refers to provincial determinations.

The office's regulatory instruments are layered: Regent Regulation Number 30 of 2022 as the institutional umbrella; strategic plans and annual work plans that elaborate production and productivity targets; and operational technical decrees from the Food Crops Division on priority areas, recommended planting schedules, and the allocation of production inputs per sub-district. During 2023–2025, according to the Head of the Office, the office issued technical decrees on three production components: fertilizer (decrees on the allocation of subsidized fertilizer, the Verification and Validation Team, and the Fertilizer and Pesticide Supervisory Commission), seed (decrees on recipients of inbred, upland, and biofortified rice seed assistance), and water (decrees on recipients of irrigation activities in the form of pumping and rehabilitation of tertiary networks).

The monitoring and evaluation function (the eighth cluster in Table 1) complements the regulator role. The gap between targets and achievements becomes the basis for policy adjustments in the next budget year, so the regulator role forms a continuous cycle of policy formulation, implementation, and evaluation.

The facilitation function is carried out mainly by the Infrastructure and Facilities Division (Article 12), which covers the provision and supervision of fertilizer, pesticides, agricultural tools and machinery (alsintan), tertiary irrigation, certified superior seed, and financing guidance. According to the Head of the Food Crops Division, subsidized fertilizer is distributed in a closed system from producers to farmers registered in the e-allocation system, through four distribution lines: the factory, the provincial warehouse, the regency distributor warehouse, and retail kiosks at the sub-district and village levels. Farmers redeem it at official kiosks with their national ID card through the i-Pubers application at the Highest Retail Price (HET). Farmers and farmer group heads in the three villages stated that subsidized fertilizer and superior seed were available on time for planting and fertilizing.

Shortcomings in facilitation appear in three areas. First, alsintan. The Head of the Division stated that assistance in the form of tractors, rice transplanters, and combine harvesters is inadequate for the paddy area in the three villages, and farmers confirmed that tractors must be used in turn among group members. Second, irrigation. Many tertiary networks are moderately to severely damaged, and according to farmer group heads, leaking channels prevent water from reaching fields at the end of the flow. Third, financing. The scheme running in the three villages is the People's Business Credit (KUR) for agriculture, but assistance in accessing it is still incidental. The obstacles are the risk of crop failure, which makes banks regard the sector as high-risk, fluctuating grain prices, limited collateral because many smallholders do not yet have land certificates, and inflexible installment schemes.

This role is carried out by the Extension Division (Articles 18 and 19) through PPL stationed in their assigned areas. According to the PPL in the three villages, the minimum standard of assistance is one visit per farmer group per month, and this standard can be met. Direct methods include field schools, demonstration plots (demplot),

and comparative study visits, while indirect methods use posters and social media. Farmers confirmed that PPL visit at least once a month and that technical recommendations are implemented. The office also builds positive competition among farmer groups through awards for the group with the best productivity in each planting season.

However, of the 148 villages in Pesawaran Regency, according to the Head of the Office, there are no more than 80 extension officers, so one officer handles at least two to three villages, and some officers do not live in the villages they serve. The PPL consider this minimum visit frequency insufficient to reach all farmer groups in depth. The implementation of demonstration plots is also uneven across the assisted areas.

2. Rice Productivity Achievements

Rice productivity rose every year during 2023–2025 but remained below the provincial target (Table 2).

Table 2. Productivity, harvested area, and production of rice in Pesawaran Regency, 2023–2025

Year	Productivity (tons GKP/ha)	Harvested area (ha)	Production (tons)
2023	4.80	15,890	76,272
2024	4.88	16,105	78,594
2025	4.91	16,320	80,216
Provincial target	5.30	–	–

Source: Pesawaran Regency Agriculture Office[19]

Productivity rose by 2.29% (from 4.80 to 4.91 tons GKP/ha), while the gap to the 2025 target is 0.39 tons GKP/ha, or 7.36% of the target. Total production rose by 5.17%, from 76,272 tons to 80,216 tons, with the expansion of harvested area contributing 2.71% (15,890 ha to 16,320 ha) and the rise in productivity contributing 2.29%.

The Head of the Office named three reasons why productivity has not reached the target. First, many farmers repeatedly use seed saved from previous harvests, so yield potential declines, which

[19] Dinas Pertanian Kabupaten Pesawaran, *Laporan kinerja tahunan Dinas Pertanian....*

shows that the use of certified seed is still insufficient. Second, plant-disturbing organisms, such as rats and planthoppers, attacked in some locations. Third, agricultural facilities, especially irrigation, are in many cases damaged, silted, and leaking.

The factors affecting the performance of the office's roles are grouped into internal factors, which originate within the institution, and external factors, which originate outside the office, including farmers' conditions, the environment, and nature (Table 3).

Table 3. Supporting and inhibiting factors of the office's role

Category	Factors
Internal supporting	Clear legal basis (Regent Regulation No. 30 of 2022); technical division structure; flexibility of functional position groups
External supporting	Agro-climatic potential; active farmer groups and farmers open to programs; national and provincial food security policy support
Internal inhibiting	Limited number of PPL; limited budget; poorly integrated coordination between divisions
External inhibiting	Delayed distribution of subsidized fertilizer; pests and diseases; damaged irrigation; land conversion

The Head of the Office cited three internal obstacles. First, budget: efficiency measures resulting from the termination of Transfers to Regions (TKD) reduced the regional budget (APBD) for agriculture, so some activities were cut or postponed. Second, coordination: coordination meetings between divisions are still rare, so each division's activities run separately and are not integrated. Third, too few PPL. The PPL added a further obstacle, farmers' mindset: some remain fixed on old habits, so they are slow to accept innovation and need repeated assistance. Regarding delays in subsidized fertilizer, the Head of the Food Crops Division cited three causes: the price disparity between subsidized and non-subsidized fertilizer, which prompts misuse or illegal distribution to large plantations; delays in allocation decrees or problems validating redemption data (e-RDKK and national ID); and the complexity of the distribution chain from producer to farmer. However, the farmers interviewed stated that fertilizer and seed were available on time.

The obstacles they felt were pests and a shortage of water caused by leaking irrigation channels, especially in fields at the end of the flow. The conversion of agricultural land to non-agricultural uses was

also identified as an external threat. This pressure is aggravated by rising land prices around areas where settlements and non-agricultural economic activity are growing, so some owners are tempted to convert their rice fields. In the short term its effect on the 2023–2025 achievements has not been significant, but in the long term it could threaten the rice production base. On the supporting side, the agricultural sector's 39.11% contribution to GRDP (2023), the year-on-year increase in harvested area, and farmers' openness to the office's programs are assets for carrying out the office's roles.

A summary of the interview findings by informant group is presented in Table 4.

Table 4. Summary of interview findings by informant group

Informant	Main findings
Head of the Office	Tiered planting targets referring to the province; technical decrees on fertilizer, seed, and irrigation; causes of productivity below target (saved seed, pests, damaged irrigation); obstacles in budget (TKD), coordination between divisions, and number of PPL
Head of the Food Crops Division	Closed fertilizer distribution through e-allocation and i-Pubers; causes of fertilizer delays; inadequate alsintan and tertiary irrigation; obstacles to KUR access
PPL	At least one visit per farmer group per month; direct and indirect extension methods; obstacles of PPL numbers and farmers' mindset
Farmers and farmer group heads	Fertilizer and seed available on time; tractors used in turn; leaking and damaged irrigation; pests and water shortages reduce yields; PPL visit once a month

3. The Office's Role from The Perspective of State Administrative Law

Comparing the norm with its implementation reveals a gap between *das sollen* and *das sein*. Normatively, the office has fourteen functions, a technical division structure, and substance groups that reach the entire program cycle. In reality, that authority is constrained by fewer than 80 extension officers for 148 villages, infrequent coordination meetings between divisions, a shrinking budget, and a damaged tertiary irrigation network. The adequacy of the institutional legal basis therefore does not by itself guarantee that the office's role

is optimal unless it is matched by human resource capacity, budget, and coordination at the implementing level.

The office's authority derives from the decentralization of agricultural affairs. Article 18 paragraph (2) of the 1945 Constitution provides that regional governments regulate and manage government affairs themselves according to the principles of autonomy and co-administration. Agriculture is a concurrent government affair that regions must carry out, with regency/city authority covering agricultural planning, provision of infrastructure, land development, control of agricultural disasters, and agricultural business licensing.[20] In the theory of authority, sources of authority are distinguished into attribution, delegation, and mandate.[21] The office's authority derives from attribution by statute and is elaborated through the Regent Regulation; the finding that the office has fourteen functions covering the whole cycle from policy formulation to evaluation shows that its normative authority is adequate.

The regulator role is consistent with the principle of legal certainty (Article 10 paragraph (1) letter a of Law Number 30 of 2014):[22] the office's policies and programs have a clear legal basis so that farmers can plan their farming based on production targets, recommended planting schedules, and procedures for obtaining production inputs. That certainty matters so that farmers do not depend on informal information that is not always accurate. This finding is in line with Ali et al.,[23] who show that the regulator role of agriculture offices in other regions is realized mainly through technical policy and farmer group empowerment programs. Even so, the office's regulator role mostly translates provincial and national policy rather than formulating policy based on local characteristics. There is still room for affirmative intensification policies in areas with productivity below the regency average. The principle of

[20] Law Number 23 of 2014 on Regional Government.

[21] P. M. Hadjon, *Pengantar hukum administrasi Indonesia* (Gadjah Mada University Press, 2010).

[22] Article 10 paragraph (1) letter a Law Number 30 of 2014 on Government Administration.

[23] Ali, Idris, and Parawangi, "Peranan dinas pertanian dalam pemberdayaan...".

carefulness also requires the office to gather sufficient information before setting policy, so that location-specific policy suited to the diverse topography of Pesawaran Regency, from coastal lowlands to hills,[24] is more appropriate than uniform policy.

In terms of financing, decentralization shifts responsibility for funding agricultural programs from the state budget to regional budgets. Law Number 23 of 2014 does not set a minimum budget allocation for agricultural affairs as it does for education (20%) and health (10%). This normative weakness has the potential to hinder the implementation of regional responsibility for food security, and it is consistent with the finding that the decline in the regional budget caused by the termination of TKD led to some of the office's programs being cut or postponed.

The principle of non-abuse of authority is relevant to the use of budgets and resources in agricultural programs: authority must be used solely for the purposes set by legislation, not for other interests.[25] This study did not specifically test the office's compliance with that principle. However, the price disparity between subsidized and non-subsidized fertilizer cited by the Head of the Division opens a gap for misuse at the distribution level, so verification and validation of recipients and supervision by the Fertilizer and Pesticide Supervisory Commission are important for upholding the principles of legal certainty and expediency.

The change in nomenclature from Agriculture Office to Food Crops and Horticulture Office is an implementation of the principle of decentralization and of aligning regional institutions with the nomenclature of concurrent affairs,[26] not the creation of a new institution. The 2023–2025 rice productivity program is a continuation of earlier programs, so farmers did not lose the certainty of regional government support. Because the public still calls the agency the Agriculture Office, socialization of the new nomenclature remains necessary so that farmers understand which institution handles their affairs.

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[24] Harini, *Tinjauan spasial optimasi produksi pertanian*....

[25] Ridwan HR, *Hukum administrasi negara*.

[26] Law Number 23 of 2014 on Regional Government.

4. Mapping the roles onto the framework of government intervention

Mapped onto Mubyarto's framework,[27] the office's regulator role falls in the category of regulation, namely planting targets and technical decrees governing the allocation of fertilizer, seed, and irrigation. The provision of seed, subsidized fertilizer, and alsintan assistance falls under direct intervention in the form of subsidies and aid, while the rehabilitation of tertiary irrigation and the extension and guidance of farmer groups fall under indirect intervention in the form of infrastructure and education. This mapping shows that the office has carried out all three categories of intervention.

The mapping is summarized in Table 5.

Table 5. Mapping of the office's roles onto the framework of government intervention[28]

Category	Form in Pesawaran	Notes on achievement
Regulation	Planting targets; decrees on allocation of fertilizer, seed recipients, and irrigation recipients	Clear legal basis; mostly elaborates provincial policy
Direct intervention	Subsidized fertilizer, seed, alsintan assistance	Fertilizer and seed on time according to farmers; alsintan inadequate
Indirect intervention	Tertiary irrigation rehabilitation, extension, farmer group guidance	Irrigation often damaged; fewer than 80 extension officers for 148 villages

The weakness lies in indirect intervention. Irrigation infrastructure and the number of extension officers, the two components informants most often cited as obstacles, fall in this category, while direct intervention in the form of fertilizer and seed subsidies runs relatively smoothly according to farmers. In other words, the office is relatively strong in interventions that distribute inputs but not yet strong in interventions that build long-term production capacity, which determine intensification.

[27] Mubyarto, *Pengantar ekonomi pertanian*.

[28] Mubyarto, *Pengantar ekonomi pertanian*.

The facilitation findings are in line with Anggrianingsih et al.,[29] who place the provision of production inputs and technical assistance as the main form of the agriculture office's facilitator role. Efforts to increase rice productivity include technology, superior seed, proper fertilization, adequate water, pest control, and the quality of human resources.[30] Of these components, fertilizer and seed are relatively well met in the three villages, while water (irrigation) and mechanization remain weak. Mechanization can save labor and shorten planting and harvest times so that the cropping index can rise without adding land,[31] but alsintan assistance still reaches only certain farmer groups. The timing of water supply also determines productivity because nutrients are absorbed optimally only when soil moisture is maintained.[32] Digital technology based on the *internet of things* for field monitoring has the potential to improve the accuracy of cultivation decisions,[33] but its application at the regency level such as Pesawaran is still at an early stage. Strengthening facilitation in the future must therefore reach tertiary irrigation infrastructure and mechanization, not only fertilizer and seed inputs.

Financing facilitation also needs to be designed to suit the character of farming. The KUR obstacles of crop failure risk, grain price fluctuations, limited collateral, and installments that do not match the harvest cycle show that access to credit cannot be solved merely by introducing the scheme. It requires the office's assistance in preparing farmer group administration and strengthening farmer institutions. More accessible financing could encourage farmers to adopt technology that requires larger investment, such as modern agricultural tools and machinery.

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[29] Anggrianingsih, Razak, and Parawangi, "Peran dinas pertanian dalam program...".

[30] Lubis, *Pertanian berkelanjutan*; A. S. Ramayana, *Buku referensi padi ladang spesifik wilayah tropika basah* (Penerbit NEM, 2024); S. A. A. Taridala, W. G. Abdullah, and R. Ari, *Analisis produktivitas dan efisiensi usahatani padi gogo* (Penerbit NEM, 2023).

[31] V. B. Panunggul et al., *Pengantar ilmu pertanian* (Penerbit Widina, 2023).

[32] Soekamto, Ohorella, and Tabara, *Peningkatan produktivitas tanah, tanaman dan sumberdaya petani*.

[33] E. Suryani et al., *Model sistem dinamik peningkatan produktivitas padi berbasis internet of things (IoT)* (Deepublish, 2023).

On the dynamizer and motivator role, the success of extension depends heavily on the intensity and quality of interaction between PPL and the farmers they assist.[34] Farmer groups serve as a place for learning, cooperation, and joint production units, so strengthening them is the first step toward improving farmer welfare,[35] and active groups accelerate technology adoption because innovation is absorbed more easily through shared learning.[36] Demonstration plots are effective because farmers can directly compare the results of recommended and conventional techniques,[37] but their implementation is uneven. The ratio of about 80 extension officers to 148 villages explains why assistance, which formally meets the monthly visit standard, is not deep enough to change cultivation habits. The farmers' mindset obstacle cited by the PPL therefore cannot be separated from the limited number of extension officers. The approach of positive competition among farmer groups through awards can also foster intrinsic motivation and a spillover of knowledge between groups, but its sustainability depends on the consistency of the program from year to year and the availability of an operational extension budget. The 5.17% rise in production was supported more by the expansion of harvested area (2.71%) than by the rise in productivity (2.29%). According to Mosher,[38] production can be increased through extensification or intensification. The situation in Pesawaran shows that the office's role in intensification is not yet as optimal as its role in extensification. The rise in productivity also cannot be attributed entirely to the office, because yields are influenced by other factors in farming; the productivity achievement in this study is used only as one indicator.

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[34] M. I. Bahua, *Kinerja penyuluh pertanian* (Deepublish, 2016).

[35] Hermanto and D. K. S. Swastika, "Penguatan kelompok tani: Langkah awal peningkatan kesejahteraan petani", *Analisis Kebijakan Pertanian*, vol. 9, no. 4 (2011), pp. 371-390.

[36] S. Nuryanti and D. K. S. Swastika, "Peran kelompok tani dalam penerapan teknologi pertanian", *Forum Penelitian Agro Ekonomi*, vol. 29, no. 2 (2011), pp. 115-128.

[37] Trubus Swadaya and Redaksi Trubus, *Kiat tingkatkan produksi padi* (Trubus Swadaya, 2013).

[38] Mosher, *Getting agriculture moving*.

The three causes stated by the Head of the Office (saved seed, pests, and damaged irrigation) are consistent with studies of rice farming showing that productivity is influenced by variety suitability, timeliness of planting, and efficiency of input use,[39] and that productivity differences between regions are not caused by natural factors alone.[40] The 0.39 tons GKP/ha gap to the provincial target is therefore within reach of the office's policy interventions, for example by replacing saved seed with certified seed, integrated pest management, and irrigation rehabilitation. This direction is also in line with the national strategy that emphasizes intensification through improving the cropping index and productivity because new paddy land is limited.[41]

5. Synergy Between Roles and Inhibiting Factors

The four roles support one another: the regulator sets targets and decrees, the facilitator provides facilities, and the dynamizer-motivator ensures that those facilities are applied by farmers. If one role is weak, the effectiveness of the others declines. The weakest link lies between the provision of facilities and the extension that supports their application, which requires coordination between divisions. Because coordination meetings between divisions are still rare and each division's activities run separately, the provision of alsintan, irrigation rehabilitation, and farmer assistance are not always synchronized. The success of regional agricultural development is indeed determined by the quality of policy, institutional capacity, and farmer participation,[42] as well as by the interaction of institutional factors with the region's social, economic, and agro-ecological conditions.[43]

The difference in perceptions about fertilizer delays needs attention. The Head of the Division cited delays due to price

[39] Ramayana, *Buku referensi padi ladang spesifik....*

[40] Taridala, Abdullah, and Ari, *Analisis produktivitas dan efisiensi usahatani....*

[41] Kementerian Pertanian Republik Indonesia, *Outlook komoditas pertanian tanaman pangan: Padi* (Pusat Data dan Sistem Informasi Pertanian, 2025).

[42] Soekartawi, *Prinsip dasar ekonomi pertanian*.

[43] L. Muta'ali, *Dinamika peran sektor pertanian dalam pembangunan wilayah di Indonesia* (UGM Press, 2019).

disparity, decree administration and data validation, and the distribution chain, whereas farmers in the three villages felt that fertilizer was available on time. This suggests that delays are not felt equally by all farmer groups; further research with a wider sample of villages is needed to test their spread. The obstacles farmers felt most were irrigation and pests. Land conversion threatens the long-term production base without instruments for protecting sustainable food agricultural land.[44] Internal obstacles can be managed through governance, whereas fertilizer distribution from outside the region and climate risk are beyond the office's full control and require cross-sector and cross-level government support.

The findings point to three policy priorities. First, coordination: meetings across the Infrastructure and Facilities Division, the Food Crops Division, and the Extension Division at the start of each planting season could align the activities of each division, so that production inputs, especially subsidized fertilizer, arrive on time according to the planting schedule and are accompanied by assistance in applying them. Second, extension resources: adding and spreading the placement of PPL should be based on mapping the ratio of officers to area and number of assisted farmer groups, prioritizing villages whose assistance is inadequate, including the three sample villages. Third, intensification: affirmative policies in the form of demonstration plots of land-saving cultivation technology, mechanization, and wider access to financing in villages with productivity below the regency average.

Beyond the office, the Lampung Provincial Government could help through budget support, alsintan, and technical assistance for regencies whose productivity is below target, and by facilitating the transfer of good practices from more successful regencies in driving intensification, which would then be adapted to the agro-ecological characteristics of Pesawaran. Farmers and farmer groups need to take part actively in extension, be open to innovations such as certified seed and balanced fertilization, and tidy up group administration so that it is easier to access government assistance and farm financing.

[44] Law Number 41 of 2009 on the Protection of Sustainable Food Agricultural Land.

Across the four dimensions of food security,[45] the office's contribution is most evident in the availability dimension, namely the increase in rice production during 2023–2025. On the access dimension, higher production has the potential to raise farmers' income, whether through harvests consumed themselves or sold, but this study did not measure farmers' real income, which is also affected by grain prices and production costs. On the utilization dimension, the contribution is indirect through the assurance of rice supply; nutrition and consumption patterns are outside the scope of this study and generally fall under the authority of health agencies. On the stability dimension, production growth that relies on expanding harvested area risks being unsustainable because land is increasingly limited by conversion, so strengthening intensification becomes the key.

Theoretically, this study enriches the study of state administrative law on the implementation of regional government authority in food security. Its findings show that analyzing an institution's role should not stop at normative authority but should assess how that authority is realized through the four roles and how far the results are reflected in achievement indicators such as productivity per hectare. Practically, the distinction between extensification and intensification, and the mapping of supporting and inhibiting factors by internal and external nature, can be used by regional governments to determine which factors they can manage themselves and which require cross-sector support.

This study has several limitations. First, its coverage is only three villages and the 2023–2025 period, so its findings are not generalized to all of Pesawaran Regency. Second, productivity achievement is used as an indicator and does not isolate the office's influence from other factors such as weather, input prices, and farmer behavior. Third, the interview data come from four informant groups, so perceptions, for example about fertilizer delays, may differ between parties. Fourth, the study did not examine regional budget allocation or farmers' real income. Further research could add these variables, as well as deeper measurement of the utilization and stability

[45] Food and Agriculture Organization, *Rome declaration on world food...*; Law Number 18 of 2012 on Food.

dimensions of food security, to give a more complete picture of the effectiveness of the office's roles across all four dimensions of food security.

C. CONCLUSION

The Pesawaran Regency Agriculture Office, officially named the Food Crops and Horticulture Office, has carried out its role as regulator through the setting of planting targets and technical decrees on fertilizer, seed, and irrigation; as facilitator through the provision of production inputs and infrastructure; and as dynamizer and motivator through extension and farmer group guidance. This role is supported by a clear legal basis and organizational structure but is not yet optimal: the rise in production was supported more by the expansion of harvested area (2.71%) than by the rise in productivity (2.29%), and 2025 productivity (4.91 tons GKP/ha) remains below the provincial target (5.30 tons GKP/ha). The performance of the role is influenced by supporting factors in the form of the institutional legal basis, the technical division structure, agro-climatic potential, active farmer groups, and national and provincial food security policy. The inhibiting factors are the limited number of extension officers and budget, poorly integrated coordination between divisions, delayed distribution of subsidized fertilizer, pests, damaged irrigation, uneven extension, and land conversion.

Based on these conclusions, the office needs to hold cross-division coordination meetings at the start of each planting season, add and spread the placement of PPL based on the ratio of extension officers to area and number of farmer groups, and formulate affirmative intensification policies through demonstration plots, mechanization, and access to financing in low-productivity villages. The Lampung Provincial Government is advised to give budget, alsintan, and technical assistance support to regencies with productivity below target. Farmers and farmer groups are advised to take part actively in extension, use certified seed and balanced fertilization, and tidy up group administration. Future research could add the variables of regional budget, farm household real income, and measurement of the utilization and stability dimensions of food security.

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