

COLLABORATION BETWEEN AGRICULTURAL EXTENSION CENTER AND VILLAGE GOVERNMENT IN DEVELOPING FARMERS' GROUPS IN RAHANGGADA VILLAGE, TANGGETADA DISTRICT, KOLAKA REGENCY

Ni Nyoman Tri Sudani*, Achmad Lamo Said, & Sudirman Baso

Universitas Sembilan belas November Kolaka, Indonesia

*Email: yomang30@email.com,**

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Abstract

The problem is the lack of mentoring and empowerment for farmer groups in Rahanggada Village, resulting in low productivity, minimal use of technology, and limited access to training or empowerment for farmer groups. The purpose of this study is to identify and analyze the collaboration process between the Agricultural Extension Center (BPP) and the Village Government in an effort to develop farmer groups in the Rahanggada Village area. The research method used is qualitative with a descriptive and narrative approach. Data were collected through in-depth interviews, field observations, and document analysis with informants from the Agricultural Extension Center (BPP), the Village Government, and Farmer Groups. Analysis techniques include data reduction, data presentation, and drawing conclusions. The results of the study indicate that, in general, this collaboration can Build good Trust between actors, as well as a strong mutual understanding, and commitment to the process from both parties, which results in temporary impacts, namely the smooth distribution of seed, fertilizer, and pesticide assistance to farmer groups. However, the effectiveness of this collaboration has not been optimal because face-to-face dialogue faces structural barriers, such as the high administrative workload between Agricultural Extension Officers and the Village Government. Consequently, training and empowerment efforts in developing farmer groups have not been optimally implemented. To mitigate these obstacles, it is hoped that in the future, the intensity of physical interactions can be increased to optimize training and technical empowerment.

Keywords: Agricultural Extension, Collaboration, Farmer Group Development, Village Government.

A. INTRODUCTION

Based on the description and findings of the study, the public service innovations implemented by the City of Surakarta during the leadership of Gibran Rakabuming Raka can be characterized as substantive innovations when assessed through six key attributes: newness, usefulness, problem-solving capacity, sustainability, replicability, and compatibility. In terms of novelty, the innovations particularly Solo Techno Park and ULAS demonstrate a strong degree of renewal, reflected in programs such as Smeska, Solo Corn, and Solo Corporate, as well as service transformations through digital platforms like WhatsApp and Instagram via the "Lapor Mas Wali" system. From the utility perspective, these innovations provide tangible benefits, where Solo Techno Park functions as a catalyst for economic and investment growth, while ULAS facilitates direct feedback from citizens, enabling the government to monitor and improve public service satisfaction more effectively.

From the problem-solving dimension, both innovations contribute to addressing key governance challenges, although with varying degrees of effectiveness. Solo Techno Park and ULAS have been able to support improvements in the Human Development Index (HDI) and the Community Satisfaction Index (IKM), particularly by accommodating public complaints, suggestions, and aspirations. However, their effectiveness is not entirely uniform, as evidenced by the persistence of poverty levels in Surakarta between 2019 and 2021, indicating that the role of Solo Techno Park in poverty alleviation remains limited. In terms of sustainability, both innovations exhibit continuity and adaptability, as they have continued to evolve under Gibran's leadership while maintaining policy alignment with previous administrations, suggesting institutional resilience and long-term viability.

Furthermore, the replication dimension shows that Solo Techno Park and ULAS have been widely adopted as reference models by other cities in Indonesia, particularly in the development of smart city initiatives, highlighting their scalability and transferability. The compatibility dimension is also strongly evident, as both innovations align closely with the broader policy direction of Gibran's administration, which emphasizes agile, collaborative, and inclusive governance grounded in the principles of mutual cooperation and diversity. This alignment is further reinforced by a clear legal foundation, including Surakarta Mayor Regulation No. 1-C of 2014 regarding the governance of the Solo Techno Park Public Service Agency and Mayor Regulation No. 29 of 2019 concerning the Surakarta Complaint Service Unit. Collectively, these findings indicate that the integration of innovation attributes within a coherent policy framework has enabled these initiatives to function as strategic instruments for improving public service performance in Surakarta.

One of the main duties of the government and its apparatus is to provide public services aimed at fulfilling community needs, transportation needs, and individual needs such as education, both formal and non-formal, including empowerment programs (Mulyadi et al., 2018). Community empowerment commonly found in rural areas is empowerment through development in the agricultural sector. Agricultural development in Indonesia has been carried out gradually and continuously with the expectation of maximizing agricultural production, since agriculture is one of the main sectors supporting the livelihood of the population, as it constitutes the primary source of income for most Indonesians. In this way, agricultural development is expected to improve farmers' income and ultimately enhance their welfare.

Agriculture, as a primary sector, continues to dominate national economic activity in Indonesia. The vast agricultural land and fertile soil have led many people to work as farmers. Nevertheless, the standard of living of many farmers in Indonesia remains far from optimal. Therefore, the role of the government, particularly through the Agricultural Extension Center, is highly significant in supporting the development and progress of farmers in remote village areas.

Based on the research findings, path analysis shows that public service quality has a positive and significant effect on public satisfaction, both directly and indirectly through citizen participation. The direct effect of 0.416 is more dominant than the indirect effect through participation of 0.075, resulting in a total effect of 0.491. This finding confirms that service quality remains the primary determinant in shaping public satisfaction, particularly in the context of local public service delivery. This is in line with the finding that public service quality is a key indicator in assessing government effectiveness in meeting community needs and increasing public trust (Yulianti & Purnomo, 2024).

The dominance of this direct effect indicates that service dimensions such as speed, responsiveness, and procedural clarity remain the main factors directly perceived by the public. Nevertheless, the role of citizen participation cannot be overlooked because it functions as a reinforcing mechanism that amplifies the impact of service quality on satisfaction. Other

studies have also shown that good service quality becomes more effective in increasing satisfaction when it is supported by interaction and community involvement in the service process (Ashwad et al., 2024). Thus, the relationship between service quality and satisfaction is not merely linear, but is also influenced by participatory social dynamics.

The Adjusted R Square value of 0.554 indicates that the combination of public service quality and citizen participation is able to explain 55.4% of the variation in public satisfaction. This figure suggests that the research model has a fairly strong explanatory power in accounting for the phenomenon of public satisfaction. However, around 44.6% of the variation is still influenced by other factors such as service facilities, staff competence, and the socio-economic conditions of the community. Another study confirms that public satisfaction is determined not only by service quality, but also by work environment factors, organizational systems, and institutional capacity (Nasution et al., 2024).

Meanwhile, office image has also been proven to have a positive and significant effect on public satisfaction, both directly at 0.342 and indirectly through citizen participation at 0.069, with a total effect of 0.411. This finding shows that public perceptions of institutional reputation, professionalism, and credibility play a strategic role in shaping satisfaction. In the context of public administration, institutional image often becomes a representation of perceived service quality, so a positive image can increase the level of public trust and government legitimacy in the eyes of the community (Alamsyah & Ramadhani, 2022).

The Adjusted R Square value of 0.513 indicates that the contribution of office image through citizen participation is quite strong in explaining public satisfaction. This suggests that institutional image does not only operate directly, but also through a social mechanism in the form of citizen participation. Empirical research shows that citizen participation has a significant mediating role in the relationship between institutional variables and public satisfaction, because participation strengthens the interaction between government and society. In other words, a positive image will be more effective when accompanied by active community involvement in the service process (Saleh, 2026).

Simultaneously, public service quality and office image have a significant effect on public satisfaction through citizen participation, with an Adjusted R Square value of 0.626, meaning that they are able to explain 62.6% of the variation in public satisfaction. This finding confirms that the integration of service quality and institutional image, strengthened by citizen participation, is a key factor in improving public satisfaction comprehensively. Therefore, a modern public service approach is no longer sufficient if it focuses only on technical service aspects, but must also pay attention to the dimensions of perception, trust, and community involvement as part of a sustainable service quality improvement strategy (Rivaldi et al., 2026).

The success of farmer group empowerment depends heavily on the synchronization between development initiatives at the village level and the technical guidance provided by field extension workers. For example, the effectiveness of extension workers requires facilitative support from the village government, both in the form of territorial coordination and the provision of supporting facilities to optimize their role. In administrative science, Herbert A. Simon, as cited in Pasolong (2020), defines administration as a series of collective activities carried out by groups working together to achieve goals that have been jointly determined.

Collaboration is believed to be one of the answers to resolving social conflict by involving diverse stakeholders and formulating regional development policies for environmental protection through self-organization among stakeholders who are creative, deliberative, and mutually beneficial to one another (Alwi, 2018).

Collaboration represents a model of balance in power and resources among government, stakeholders, and other public institutions, through a commitment to empowering stakeholders

who are considered weaker, so that they become interdependent in addressing complex problems through joint decision-making and implementation oriented toward mutual agreement (Alwi, 2018). Collaboration is the integration of several actors who possess decision-making capacity to formulate a policy. During the policy formulation process, all actors are given equal standing, and decisions are made deliberatively based on agreements approved by all stakeholders. The outcomes of these agreements are then implemented to solve problems in society.

This is in line with regional regulations governing the function of agricultural guidance and facilitation, as well as the role of lower-level government in supporting the sustainability of community farming activities. Regent Regulation No. 31 of 2022 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Department of Agriculture, Horticulture, and Livestock of Kolaka Regency, particularly Article 16 letter (g), states the provision of guidance, agricultural financing, and facilitation of agricultural investment (Kolaka Regency, 2022). In addition, Kolaka Regent Regulation No. 9 of 2015 concerning the Establishment of the Agricultural, Fisheries, and Forestry Extension Commission, Article 15 paragraph 2, explains that the Training and Visit system as referred to in paragraph (1) letter (a) has several positive aspects that can increase the motivation of extension workers in carrying out their functions as assistants and advisors to main actors and business actors, while also encouraging farmers to conduct agribusiness-based farming activities so as to improve productivity and income (Kolaka Regency Regulation, 2015).

In response to this situation, the government has issued policies to revitalize extension services, and one of the strategies in this program is to empower farmers or farmer groups through farmer group associations (Gapoktan). In other words, farmers are educated to become more self-reliant by relying on their own collective strength. Moreover, Gapoktan is expected to develop into a strong and independent farmer organization, making it one of the leading instruments of farmer empowerment in the agricultural sector today (Ratnasari et al., 2017). Farmer groups play an important role in developing and empowering farmers who still lack capability and knowledge in agriculture. These groups serve several functions, namely as a place for learning, a place for cooperation, and a production unit. To optimize the functions of farmer groups, supervision is required through the active involvement of village officials as territorial authorities and field extension workers as technical agricultural mentors. Farmer group development is carried out through agricultural extension organized by the Agricultural Extension Center, which forms part of the institutional structure of the agricultural sector.

The assistance provided to farmer groups has also become a focus of government attention in efforts to reduce poverty and improve welfare. Welfare is a goal for every individual, and a prosperous society cannot be achieved as long as poverty persists. Therefore, poverty alleviation is essential, because poverty is one form of inequality that reflects the inability to meet economic needs. In efforts to develop farmer groups, the objective is to create dynamic farmer groups in which farmers possess discipline, responsibility, and skills in working together to manage their farming activities, while also striving to increase the scale of their businesses and expand them toward larger and more commercially oriented enterprises.

Initial observations revealed nine farmer groups, each with between fifteen and twenty-five farmers. The names of the nine farmer groups are as follows:

1. Cinta Usaha Farmers Group;
2. Mekar Sari Farmers Group;
3. Cemara Farmers Group;
4. Usaha Tani Farmers Group;
5. Tunas Harapan Farmers Group;
6. Lembah Hijau Farmers Group;

7. Bhakti Buana Farmers Group;
8. Karma Yoga Farmers Group;
9. Bhakti Pertiwi Farmers Group, Women Farmers Group (KWT)

Farmer groups in Rahanggada Village, Tanggetada District, Kolaka Regency, operate in three sectors: food, plantations, and horticulture.

The main obstacle to interaction between field extension workers and the village government is the lack of intensive dialogue in formulating targeted farmer assistance strategies in Rahanggada Village. This results in a lack of extension services or community empowerment, particularly for farmer groups in Rahanggada Village. This impacts farmer groups' lack of access to non-formal agricultural skills education to support their capacity development.

This study aims to analyze the collaborative process between the Agricultural Extension Center, specifically the field extension workers (PPL), and the village government in developing farmer groups in Rahanggada Village. The research results are expected to serve as evaluation material for the village government and extension workers in improving the quality of agricultural assistance services in rural areas, particularly in Rahanggada Village.

B. LITERATURE REVIEW

Collaboration Theory

Etymologically, the root of the word "collaboration" comes from the Latin "co," meaning "together" or "with," and "laborare," meaning "to work." From this combination of meanings, collaboration can literally be understood as the act of working together with others to achieve a goal.

The collaborative process is dynamic and transformative, encouraging the merging of creative ideas and knowledge that can produce innovative solutions previously unimagined. Communication in collaboration involves lengthy and in-depth discussions, where differences of opinion are not avoided but rather constructively resolved to reach consensus. Its ongoing nature makes collaboration a continuous interaction between the individuals involved (Anderson & McFarlane, 2020). The primary reason for organizations to collaborate, especially with stakeholders, is the limited availability of crucial resources. This collaboration also provides a solution to complex problems that the organization cannot solve alone (Alwi, 2018).

Ansell and Gash (in Sabaruddin & Said, 2020) argue that the collaboration process involves several components that form a cycle and influence each other. These components are as follows:

- a. **Face-to-Face Dialogue**
Face-to-Face dialogue as a form of communication is crucial in collaboration because it fosters a consensus-building process. Direct communication is an effort to reduce stereotypes, which are perceptions of negative aspects of other actors, and to increase respect between actors.
- b. **Trust Building**
Building trust is a necessary prerequisite for solid collaboration. Building trust takes time, as collaboration requires intensive (continuous) communication and adjustments to current conditions and the re-emergence of past conflicts.
- c. **Commitment to the Process**
Commitment is closely related to the actors' original motivations for collaboration. Commitment is influenced by several factors: (1) mutual recognition, which relates to shared recognition; (2) joint appreciation, which refers to shared appreciation among actors; (3) trust between actors; (4) ownership of the process, which relates to each actor's influence in decision-making, but poses a dilemma due to the complexity of

collaboration; and (5) interdependence, which refers to the interdependence between actors. The differences in capacity between actors create a sense of interdependence that can foster and strengthen commitment.

d. Shared Understanding

Shared understanding can be defined as a common mission, common purpose, common objectives, and shared vision. This understanding refers to a unification of thought and shared goals, thereby minimizing misunderstandings between actors.

e. Intermediate Outcomes

Intermediate impacts generate feedback. The desired feedback is positive, called "small wins." These small wins will increase each actor's expectations of the collaboration, thereby increasing trust and commitment.

Extension Theory

In operational terms, agricultural extension activities conceptually involve at least two major components: (1) the extension worker as the agent of change, and (2) farmers as the target group, or in contemporary terminology, the main actors and business actors (Romadi & Warnaen, 2021). In agricultural extension, the process of behavioral change in the form of knowledge, attitudes, and skills that occurs after a person receives innovations delivered by extension workers to the target community is referred to as adoption (Rasa et al., 2021). Acceptance here does not merely mean "knowing," but rather reaching the point where the innovation can truly be implemented or applied in practice. In this regard, agricultural extension workers function as facilitators in the learning process, creating space for the exchange of information and experience between farmers and extension personnel.

Farmer Group Development Theory

Basically, development is a form of education, whether formal or non-formal, carried out consciously, systematically, purposefully, regularly, and responsibly. Its aim is to introduce, foster, guide, and build a balanced, comprehensive, and harmonious personal foundation, while at the same time improving knowledge and skills in accordance with an individual's talents, interests, and abilities. Development can be understood as an effort to improve technical, theoretical, conceptual, and moral capacities according to needs through education and training activities. In essence, development is also a process of designing learning in a logical and systematic way to determine all the steps to be carried out in learning activities, while taking into account the potential and competencies of learners (Ritonga et al., 2022).

Furthermore, a farmer group is a forum established through the initiative of farmers, livestock breeders, and plantation farmers who share common interests (Shaliza et al., 2024). A farmer group is an institution that unites farmers horizontally and may consist of several units within one village, based on commodity type, agricultural planting area, or gender. Therefore, understanding the progress of agricultural development requires attention to the farmer groups existing in the village. Farmer groups are defined as institutions at the farmer level formed to organize farmers in carrying out their farming activities (Ayu et al., 2025). The number of members in a farmer group varies considerably; the larger the number of members, the lower the level of activeness in group meetings. The establishment and development of farmer groups are based on the principle of being from, by, and for farmers. According to the Ministry of Agriculture, as cited in Revikasari (2021), the ideal number of members in a farmer group ranges from 20 to 25 farmers, or may be adjusted to the environmental and farming conditions of the community.

Thus, farmer group development can be understood as a systematic and planned process of non-formal education aimed at improving the technical, theoretical, and moral capacities of farmers through institutional forums formed on the basis of shared interests and the principle

of self-reliance, with the objective of optimizing farm management at the village level, generally through the empowerment and training of farmer groups.

C. RESEARCH METHODOLOGY

This study employed a qualitative approach with a descriptive approach. The study took place in Rahanggada Village, Tanggetada District, Kolaka Regency. Data collection utilized observation, interviews, and document analysis. Qualitative data analysis involves three steps: data reduction, data presentation, and conclusion drawing (Spradley & Huberman, 2024).

D. RESULT AND DISCUSSION

This study analyzes the collaboration process using the theory of Ansell and Gash, as cited in Sabaruddin and Said (2020), resulting in the following discussion.

Face-to-Face Dialogue

Face-to-face dialogue is regarded as an important instrument for building fundamental mutual understanding, reducing negative stereotypes among actors, and creating the respect that forms the basis of consensus in collaboration. However, the field findings show that the implementation of face-to-face dialogue in this collaboration has not yet been optimal. This is due to both structural and technical obstacles.

One of the main challenges lies in the heavy routine reporting burden and administrative obligations that must be completed by the apparatus of the Rahanggada Village Government. Most of their working time is absorbed by the need to ensure that administrative governance meets strict official deadlines. A similar condition is experienced by Agricultural Extension Officers (PPL), who are often required to attend official calls from the Department of Agriculture for the synchronization of central government programs. As a result, formal face-to-face meetings are frequently neglected in order to complete the administrative responsibilities of each institution.

Because physical meetings are difficult to arrange, strategic coordination has been shifted to digital channels such as WhatsApp as the fastest solution to maintain communication. Although practical, the use of digital media is acknowledged to be unable to fully replace the depth and effectiveness of direct face-to-face interaction. Ideally, direct dialogue enables a more honest exchange of ideas and reaches non-technical aspects of collaboration. Such depth is difficult to achieve entirely through brief digital messages alone.

Trust Building

The research findings indicate that trust can only be cultivated through intensive and continuous communication. In this collaboration, trust is manifested in work transparency. The village government trusts the technical capabilities of the Agricultural Extension Officers, while the extension officers trust the administrative and policy support provided by the village government. This mutual dependence requires a high level of accountability, where the work results of each party must be measurable and accountable to the community, particularly to the members of farmer groups. Trust develops through a series of consistent interactions between the extension officers and the village government. In this collaboration, trust is reflected in work transparency: the village government relies on the technical competence of the extension officers, and the extension officers rely on the administrative and policy support of the village government.

Commitment to the Process

Commitment in the collaboration between Agricultural Extension Officers and the Rahanggada Village Government represents the manifestation of the actors' intrinsic motivation to achieve shared goals. This commitment is influenced by factors such as mutual recognition, appreciation, trust, a sense of ownership over the process, and interdependence, as

described earlier. The extension officers demonstrate their commitment through a proactive attitude in distributing technical information responsively, both through digital media such as WhatsApp and by telephone, in order to ensure that assistance continues even when physical presence remains limited due to technical constraints. The extension officers emphasize their readiness to be available whenever needed for consultation or data provision. This synergy is further strengthened by the commitment of the Rahanggada Village Government, which aligns the village vision with the extension program for the advancement of the community. The village government's concrete commitment is reflected in its role in facilitating the accurate data needs of farmer groups required by the extension officers.

Shared Understanding

The creation of a shared understanding between the Agricultural Extension Officers and the village government serves as a reference point in the implementation of collaborative and directed farmer group development. This shared understanding can be seen through the clear division of roles, with the village government acting as the provider of the database and the extension officers serving as technical facilitators. This indicates that the collaboration has reached a level of vision maturity at the personal level in order to realize independent and dynamic farmer groups.

Intermediate Outcomes

These small wins function to increase the hope, trust, and commitment of each actor involved. The most visible temporary impact in Rahanggada Village is the establishment of a responsive communication channel among the Agricultural Extension Officers, the village government, and farmer groups. Success in delivering information regarding the quality of superior seeds and in collecting accurate farmer group data represents a concrete form of these temporary achievements. These small successes in administrative coordination and assistance have become a strong foundation. These temporary outcomes also provide additional motivation for farmers to remain actively involved in farmer groups.

E. CONCLUSION

The collaboration between the Agricultural Extension Center (BPP) and the government in Rahanggada Village has, in general, fulfilled the shared understanding indicator, as all actors involved share the same goal of developing the local agricultural sector. This foundation is supported by a strong trust building indicator, which is reflected in farmer groups' recognition of the technical competence of the Agricultural Extension Officers (PPL) and in the village government's support in providing accurate data. In addition, the commitment to the process indicator is demonstrated through the active role of the village government in administrative facilitation and the proactive attitude of the extension officers in providing assistance, including through digital means.

However, the effectiveness of this collaboration has not yet reached its maximum level because the main face-to-face dialogue indicator still encounters significant structural obstacles. The heavy administrative workload of village officials, combined with the extensive service area of the extension officers, has greatly limited the intensity of direct physical meetings. Due to the difficulty of synchronizing schedules, strategic communication has been shifted to digital media such as WhatsApp. This condition implies that the implementation of Regent Regulation No. 31 of 2022, Article 16 letter (g), concerning the function of providing guidance generally in the form of empowerment through agricultural training that requires deeper direct interaction has not yet been optimized.

From these findings, it can be concluded that the collaboration between the Agricultural Extension Officers and the village government has not yet been able to fully provide development support for farmer groups. Development here can be understood as an effort to

improve technical, theoretical, and conceptual capacities according to farmers' needs through non-formal education, training, and mentoring activities, including direct empowerment of farmer groups. Nevertheless, this collaboration has succeeded in generating intermediate outcomes, particularly in the smooth distribution of information regarding seed and fertilizer assistance, which has also provided direct support to farmer groups.

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