



RESEARCH ARTICLE

Contestation and Collaboration: Stakeholder Dynamics in the Food Estate Project of Temanggung Regency, Central Java

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ABSTRACT

The Food Estate project involves multiple actors, each of which significantly impacts the production and marketing of cultivated products by farmers. This study analyses actor contestation by examining their roles, interests, and power dynamics in chili production and marketing development. It also investigates the types of chili production and marketing contestations within a specific case study: the Temanggung Regency, Central Java Province Food Estate. This research employs a descriptive qualitative approach with stakeholder analysis. This research results show that in chili production, key stakeholders include farmers who are members of farmer groups or associations, extension workers, and assistants. In marketing, champions, collectors, and cooperatives play essential roles. The Food Estate is an arena where actors can contest production and bargain for chili prices. Local governments (including village, district, and provincial officials) should collaborate with the central government to ensure the successful implementation of the Food Estate project. Strengthening area-based production and integrated marketing strategies is crucial.

INTRODUCTION

During the COVID-19 pandemic, all countries were hit by the threat of a food crisis, which impacted the nation's survival (Lasminingrat & Efriza, 2020; Wahyudi et al., 2022). Therefore, the president of Indonesia, Joko Widodo, instructed his staff to create a program to deal with potential food crises. This project will build an integrated food and agro-food area called the Food Estate (Marwanto & Pangestu, 2021). One of the steps that will be taken is to develop potential land for the development of food agriculture in Central Kalimantan Province with a cassava commodity center and then to develop horticultural commodities (chilies) in Temanggung Regency, Central Java Province.

The food estate is one of the breakthroughs made by the government to create an integrated food production system (Fadillah et al., 2021; Simamora et al., 2021; Wulandani & Anggraini, 2020) that is advanced, independent, and modern to improve the food security system (Arsyad et al., 2020; Mardiani et al., 2024), as well as the welfare of farmers through income and training of local farmers starting from planting (Ala & Ridwan, 2020; Ali et al., 2019; Kandari et al., 2014), harvesting, post-harvest to marketing (Fitriana & Marni, 2021; Marwanto & Pangestu, 2021).

The implementation of food estate involves technological advances and sustainability principles (Lasminingrat & Efriza, 2020). Food Estate development is designed by dividing clusters/agro-

clusters into agricultural areas to reduce business transaction costs and increase productivity and production efficiency, encouraging innovation and stimulating business growth. Temanggung Regency, one of the Food Estate development areas, has an economic cluster division. The main commodity in developing the Food Estate in Temanggung is chili plants located in five sub-districts, namely Kledung, Bansari, Parakan, Bulu, and Ngadirejo District. The food estate locations are spread across various sub-districts with substantial development potential, with a total area of 339 Ha. The production and marketing of chili commodities in the Food Estate program cannot be separated from the actors' roles. Actors play an essential role in the success of the program development process, starting with providing opinions and information (Ferchichi et al., 2020) and supporting liaising communication between stakeholders (Horst et al., 2017), promoting and maintaining the program (Iyai et al., 2021), mobilizing existing resources, preparing procedures, determining structure operations (Wahyudi et al., 2021) and being one of the driving forces in the formation of farmer corporations (Yestati & Noor, 2021). Collaborative networks formed by governments, farmers, business people, business entities, and the public sector can support the smooth running of programs (Hedensted Lund, 2018), and knowledge management by actors positively impacts organizations' ability to reach higher levels (Agrawal & Mukti, 2020). Actors are categorized using a stakeholder identification approach. Stakeholders are individuals or groups that can influence and be influenced by activities to achieve specific goals (Mitchell et al., 1997). The many actors involved with various interests and powers make changes that affect achieving output (Wahyudi et al., 2022). The existence of stakeholders provides positive and negative values in program management, and in a series of stakeholder collaborations, contestation between stakeholders can occur (Jumiati et al., 2018). The existence of various interests from individuals and groups in the Chilean production and marketing process in the Food Estate program causes shifts and overlapping roles between actors. The different levels of each stakeholder are influenced by participation, benefits, commitment, network relationships, and their role in the food security program (Fahmid et al., 2018). Thus, considering the importance of actors' involvement, contribution, and role in the production and marketing process, this research aims to describe the Food Estate program for chili commodities in Temanggung Regency, Central Java Province, and analyze the dynamics of actor relations and the interaction of actor interests, both roles and interests and power/influence (power) (Alviya et al., 2016). It is hoped that this study will map actors' roles, interests, and powers in production and marketing processes so that food estate goals can be achieved to strengthen food security and improve farmers' welfare.

MATERIALS AND METHODS

Data Types and Sources

This study uses primary and secondary data. Primary data were obtained through in-depth interviews with key informants from various stakeholders (Table 1.) in the Food Estate program. Meanwhile, secondary data was obtained through a literature study from the results of previous research relevant to the topic of study from the Ministry of Agriculture of the Republic of Indonesia and the Agriculture Office of Temanggung Regency. The research was carried out purposively according to the objectives of Temanggung Regency, Central Java Province. This location was chosen because it has great potential and opportunities to develop a horticultural-based Food Estate (FE-Horticulture). The possibility of establishing a food estate in Temanggung is supported by favorable agricultural resource conditions, a massive rural business system, adequate infrastructure and facility support, solid marketing, and business partnerships (Kementerian Pertanian, 2022). The potential for a food estate in the Temanggung area is in line with commodities and already has partnerships with off-takers.

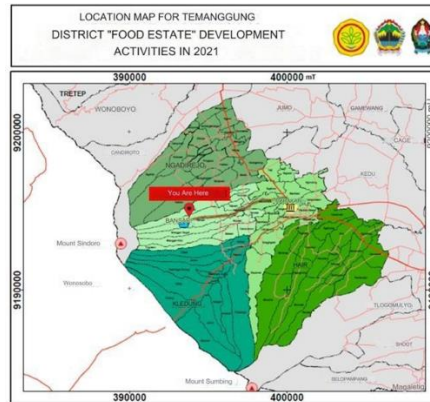


Figure 1. Map of Food Estate Development Locations in Temanggung Regency

Source: Ministry of Agriculture

Source: (Kementerian Pertanian, 2022)

Table 1. Informants in Research

No	Informant	Number of informants	Things to Study
1	Temanggung District Agriculture Service	1	Roles, interests, and power an actor in the development, production, and marketing of chilies in the Food Estate Horticulture Program in the Regency Temanggung
2	Field Agricultural Extension Officer	2	
3	Food Estate Companion	2	
4	Farmers	5	
5	Village Apparatus	2	
6	Food Estate Cooperative	1	
7	Champion	1	
8	Chilli Collecting Traders	1	

Source: Primary Data Analysis, 2024

The methods of data collection carried out in the study are explained in Figure 2.

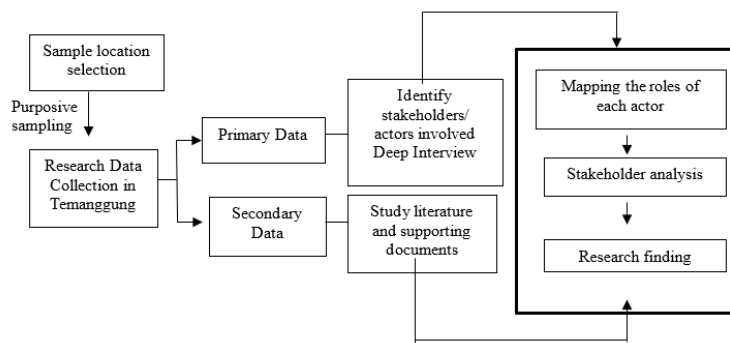


Figure 2. Research Data Collection and Analysis Process

Source: Adopted from (Wahyudi et al., 2022)

Figure 2 explains the main stages in this research process. First, the research location uses the purposive sampling method, where the research location is Temanggung, which has a Food Estate program. This study collects primary data and secondary data. Primary data is collected through in-

depth interviews with informants to identify stakeholders or actors involved. Research informants can be seen in Table 1. At the same time, secondary data is collected through literature reviews and other supporting documents. The following process after data collection is data analysis. Data analysis begins with mapping the roles of each actor involved. This is done to understand the dynamics and involvement of actors in the study context. After that, a stakeholder analysis is carried out to evaluate further each actor's relationships, influences, and contributions. The final stage of this process is the research findings, which summarise the results of the analysis that has been carried out, providing in-depth insight into the roles and involvement of stakeholders in the context being studied.

DATA ANALYSIS METHOD

This study uses qualitative descriptive analysis. Qualitative descriptive analysis is a research method that aims to describe social phenomena in detail based on the perspective of participants without making in-depth or speculative interpretations (Sandelowski, 2010). This approach systematically organizes data to explain the context, experiences, and processes that occur in a phenomenon, allowing researchers to identify relevant patterns and themes from qualitative data (Lambert & Lambert, 2012). This method will enable researchers to understand the social dynamics, interactions, and contestations between actors in a policy or program context, as applied in the study of food estate policies in Indonesia (Gaudart & Pasha, 2024; Lasminingrat & Efriza, 2020). The analysis in this study is explained as follows.

Analysis of actor through stakeholder analysis:

Analysis actor through stakeholder analysis: The choice of this analysis is because it provides valuable information for proposing or developing actions related to policy strategies, instruments, and future recommendations (Jumiati et al., 2018; Raum, 2018). The analysis actor serves as a helpful instrument in increasing trust among decision-makers and enhancing transparency in the decision-making process (Brescancin et al., 2018; Wahyudi et al., 2022). In the Food Estate program context, all parties involved in the production and marketing process are categorized into 9 (nine) 3x3 quadrants using a three-by-three matrix.

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Food Estate Program:

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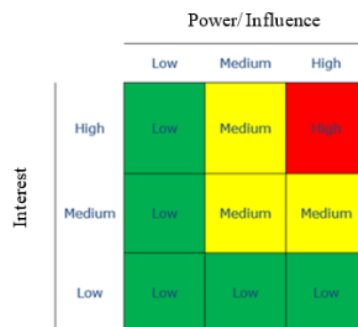


Figure 3. Mapping Stakeholders / Actors based on Level of Interest and Power / Influence 3X3 Matrix

Source: Adapted from (Reed et al., 2009)

Jumiati et al. (2018) and Wahyudi et al. (2022) classify degrees of interest, covering three (3) high, medium, and low levels. 1) High, i.e., own hope, aspiration, and acceptance of benefit directly; 2) Medium, i.e., own hopes and aspirations but didn't accept benefit directly; 3) Low, i.e., not having hopes, aspirations, and benefits directly. Degree influence covers three (3) levels: high, medium, and low. 1) High, i.e., own authority full in making policy, facilitating implementation policy, and influencing other parties in making policy; 2) Medium, i.e., own authority limited in making policy, facilitating implementation policy, and influencing other parties in making policy; 3) Low, i.e., not having authority in making policy, facilitating implementation policy and influence other parties in policy.

RESULTS AND DISCUSSION**Actor Relations in the Development of Production and Marketing Interests for the Food Estate Program.**

Despite extreme climate change, the Food Estate program supports food security in the Temanggung Regency. Various actors play a role in the development of the food estate, where they can provide assistance and knowledge from the production process to marketing. These actors provide valuable resources and capabilities by creating innovations and as a chain linking each involved network (Caiazza et al., 2014). Actors also play a role in achieving mutual understanding and agreement between stakeholders. In addition, actors can use creative ideas to integrate production, processing, and trade into one partnership, and products can be better positioned in the market (Koopmans et al., 2018). Actors are categorized using a stakeholder identification approach. Stakeholders are grouped into three groups: primary (main) stakeholders, secondary (supporting) stakeholders, and key stakeholders.

(Triyanti & Susilowati, 2019; Wakka, 2014). Primary (main) stakeholders, namely parties who have a direct interest in the activity; 2) Secondary (supporting) stakeholders, namely parties who act as intermediaries in assisting the activity delivery process and are not directly related to the activity but still have influence in it; 3) Key stakeholders, namely parties who are essential and have authority in decision making Hidayat et al., 2020; Manghayu et al., 2018). The explanation regarding categorization and roles of actors in the production and marketing of agricultural products for the Food Estate program in Temanggung Regency are explained further below:

Table 2. The Role of Actors in Production and Marketing

No	Actor	Actor Category	Actor's Role	
			Production	Marketing
1	Department of Agriculture	Supporting Stakeholders	Assistance and supervision through extension workers, as well as distribution of aid to farmers	Assistance and supervision through extension workers
2	Field Agricultural Extension Officer	Main Stakeholders	Providing routine counseling and assistance regarding land cultivation, care and processing of crops, information regarding climate change, a facilitator who bridges farmers with various stakeholders, and improves farmer institutions.	Socialization regarding the quality of products produced during the dry and rainy seasons, facilitators who bridge farmers with various stakeholders

No	Actor	Actor Category	Actor's Role	
			Production	Marketing
3	Food Estate Companion	Key Stakeholders	Providing routine counseling and assistance in terms of land processing, maintenance, pest and disease control, and harvest processing, participating in regular farmer group meetings, assisting with the administration and reporting process of Food Estate activities	Helps promote post-harvest production, helps manage agricultural produce wards, teaches harvest processing
4	Farmers	Key Stakeholders	The cultivator is the leading producer and cultivator of chili from the plant until harvest. Group farmers give pilot plants chili with notice of various conditions, starting from climate and weather, conditions seeds, and pest disease control.	Group farmer as a bridge in gathering results harvest for sale to champion or trader people chili
5	Village Apparatus	Supporting Stakeholders	Give support and influence to farmers, coordinating and facilitating activity.	Facilitator if farmers need communication with stakeholders or chili collectors
6	Food Estate Cooperative	Main Stakeholders	Providing information regarding planting patterns and spacing, speculation on planting times, and distribution of agricultural production inputs.	Distributor information to candidate buyers regarding price updates, looking for buyers, and searching for a partner who can cooperate.
7	Champion	Main Stakeholders	Give help with fertilizer and mulch or agricultural means of production to group incorporated farmers in food estates.	Accommodation results in the harvest of chili from farmers. Then, the market is in the form of a pack and sent to the primary market.
8	Chilli Collecting Traders	Main Stakeholders	Give information about maintenance and control of pests on plants and provide capital loans to farmers.	Accommodation results in the harvest of chili from farmers. Then, market to local markets, primary markets, and others

Source: Primary Data Analysis, 2024

Interaction Actors' Interests (Interest) and Power/Influence (Power) in Development Production and Marketing Chili for Food Estate Programs.

The power and interests of actors significantly impact a program's implementation. (Kadir et al., 2013). The interests and powers of each holder (Jumiati et al., 2018) are significant. The Food Estate Program involves various stakeholders with both direct and indirect interests. There are

varying degrees of power and influence among different actors involved in the production and marketing of Chili at Food Estate beyond mere program execution. Based on the analyzed actors, categorization, and roles, we developed level interests and power actors in activity production and marketing chili in the Food Estate program in the Regency Temanggung, as shown in Table.

Table 2. Actors' Interests and Power in the production and marketing of chilies in the Food Estate program in Temanggung Regency

No	Actor	Interest	Power
1	Temanggung District Agriculture Service	Production: guarantee adequacy production Good For local or donation production, provincial and national Marketing: accompanying farmers and related stakeholders	Production: proposing government assistance, allocating input assistance/production facilities, facilitating counseling and mentoring Marketing: encouraging and opening market access, technical guidance to farmers
2	Field Agricultural Extension Officer	Production: control organisms bully plants, pushing production to increase. Marketing: giving counseling and assistance to marketing	Production: able to influence farmers' preferences in choosing inputs and production facilities, provide recommendations for government assistance, and monitor output. Marketing: limited in providing market and consumer price information.
3	Food Estate Companion	Production: directly involved in supervision and assistance, reporting the progress of the Food Estate directly to the central government. Marketing: ensuring the program runs well, mentoring and supervising the program, providing access to market information	Production: capable of giving recommendations and decisions important in production, becoming a bridge communication between government (central and regional) with farmers and extension workers in the field Marketing: capable of giving recommendations from buyers and partners' efforts, providing access to information related to partnership
4	Farmers	Production: increase production, acquire income and profit, want to obtain as much as possible help from the government Marketing: searching for buyer chili to buy with price high, braided partnership business with private	Production: able to coordinate farmers for cultivation according to needs, direct the purchase of inputs and production facilities, and reject/accept assistance that does not match desired. Marketing: has the right to collaborate with anyone, can make joint decisions, determine potential buyers and cooperation partners
5	Village Apparatus	Production: benefit from program economic activities, the village led can progress and increase its achievements, perpetuate village power, increase prosperity	Production: providing recommendations or input on government assistance, providing input to farmers regarding production

No	Actor	Interest	Power
		Marketing: facilitating collaboration through village head forums, providing assistance funds for programs through village funds	Marketing: can allocate funds to strengthen marketing through village funds, establishing communication with other villages
6	Food Estate Cooperative	Production: obtaining profit and prosperity member cooperative, want cooperative progress and develop bigger Marketing: connecting cooperation with off-taker /champion, improving power bargain to increase profits	Production: yes, reject/accept partnership, have Power bid to determine price, deliver the loan to members who need it Marketing: own power in expenditure finance, reject/accept proposal the price offered by the off-taker, makes partnership new
7	Champion	Production: capable of producing large capacity, good quality, obtaining high profits by partnering Marketing: getting the best price by buying at the minimum cost and selling at the maximum.	Production: able to determine when and how much area will be produced, provide capital loans to farmers, determine inputs and production facilities that must be used, accept/reject production results if they do not meet the criteria Marketing: determining selling and buying prices, determining sales locations and partners, and providing marketing capital loans to farmers.
8	Chilli Collecting Traders	Production: obtaining the desired goods, getting the best price Marketing: selling production results to champions/other traders at the best price, making a profit	Production: accept/reject sales from farmers, provide capital loans to farmers for production Marketing: marketing products according to wishes, determining buying and selling prices.

Source: Primary Data Analysis, 2024

Table 2 describes the interests and power of actors in the production and marketing of chilies in the Food Estate program in Temanggung Regency. As mentioned above, trust between actors relies on other parties because each actor has confidence in other actors (Munier et al., 2018). The importance and power levels are given in Table 3.

Table 3. Degree of importance and power of actors in the production and marketing of chilies in the Food Estate program in Temanggung Regency

No	Actor	Interest	Power
1	Farmers	High	Low
2	Food Estate Companion	Medium	High
3	Field Agricultural Extension Officer	Medium	Low
4	Temanggung District Agriculture Service	Medium	Low
5	Village Apparatus	Medium	Low

6	Food Estate Cooperative	High	High
7	Champion	High	High
8	Chilli Collecting Traders	High	Medium

Source: Primary Data Analysis, 2024

Table 3 measures the Food Estate program's chili production and marketing levels of interest and power. The form matrix in Figure 4 below maps the given data.

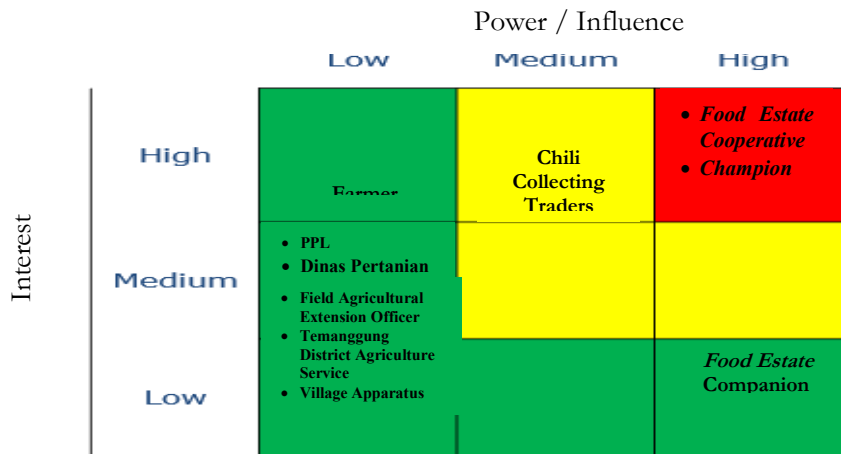


Figure 4. Matrix Mapping the Level of Interest and Power of Production and Marketing Chili Actors in the Regency Temanggung Food Estate Program.

Source: Primary Data Analysis, 2024

Based on Table 3 and Figure 4 above, it is clear that the FE and Champion Cooperatives have power and high interest in the FE program at District Temanggung. The Trader Collector Chili owns and has power. Group farmers as FE program implementers have high and low power. Group farmers follow instructions from other actors. The FE Companion currently has degrees of interest and influence. PPL, the Agriculture Service, and the Village Apparatus have degrees of interest and low power.

DISCUSSION

Research related to actor relations using a stakeholder analysis approach is rarely conducted. (Sarungu, 2024) examines stakeholder analysis with a power-interest grid and cube diagram, which differs from this research. Duffner-Korbee et al. (2024) also analyze the testing and implementation of automated minibus but do not use a 3x3 matrix. The only relevant research is research by Wahyudi et al. (2023), which discusses the relationship between actors and stakeholder analysis in the planning process in the agricultural sector. In this study, stakeholder analysis is used to measure the strength of actor relations in the production and marketing of chili commodities, which is the strength/advantage of the study.

Wahyudi et al. (2023) state that planning becomes an arena for actors to compete; strong actors who bring resources tend to dominate the arena. The first finding in this study is that chili commodities in food estates are an arena for actors to compete for power to obtain chili production results. In the second finding, in the production process, the strength of farmer groups and assistants plays a significant role in determining production, selecting types/varieties of chili, area, maintenance, and harvesting. While marketing, chili champions, and corporations play an important role in

determining the distribution and price of chili obtained from farmers. The third finding is that actors who control the chili market can choose the production and distribution of chili.

Fourth finding: Champions and cooperatives have a positive impact. These factors play crucial roles in determining the outcome of ongoing production. By working together, they enhance farmers' bargaining power and increase profits. Middlemen are effectively controlled, leading to improved livelihoods for farmers. Fifth finding: Sectoral Ego. Administrators from different villages struggle to collaborate seamlessly. Their priorities sometimes clash with farmers' and champions' desires, making it challenging to achieve unified agricultural development.

Champion and trader collectors who own capital resources / visible capital dominate the decision. They are good at determining position bids, price buys, and price sells. Bourdieu P (1977) believed capital/capital is a basis for domination and legitimacy. Symbolic capital can be exchanged and performed at positions of power, i.e., power represents a legitimate social world. They are in control of these four capitals in large amounts and will obtain great power, too. Thus, capital must exist in an arena to have the power that gives meaning. Wiranata (2020) stated that someone who controls capital with adequate habitus will dominate the arena and win the fight socially because fighting socially is always there.

The power actors possess in a program does not stand alone but emerges through relationships between actors (Ariyani et al., 2020; Foucault, 1990). In the context of food estates, power is often still seen as the primary domain of the government. Power is also distributed among other actors who utilize available resources. The power dynamics in chili cultivation and marketing in the food estate program show that actors such as farmers, traders, collectors, and cooperatives have essential roles. However, only powerful actors can influence resource allocation and dominate the chili market.

CONCLUSIONS

The many actors involved in the food estate project impact the production and marketing of chili commodities in Temanggung, Central Java. This study attempts to uncover actors' roles, interests, and power in the production and marketing of chilies through stakeholder analysis.

Chilli commodities from the food estate project are not merely food commodities but also function as an arena for actors to compete for production results to obtain bargaining power over higher prices, which are then traded in local and inter-regional markets. Although farmers and food estate project assistants have a strategic role in chili production, actors with significant interests and power (such as champions and cooperatives) can ultimately dominate the arena and achieve goals by controlling chili production and markets. In this case study, the interaction of interests between actors engaged in marketing and production leads to informal relationships. Negotiations occur between the parties to find choices until an agreement is reached. For example, collectors and traders facilitate negotiations on production results and prices through loan assistance (loans for chili production inputs and other household needs). Cooperatives and champions also do this through member loans or facilitating easy transportation of chili production results from rice fields to markets/champion collection locations.

Chilli production and marketing involve many actors with different roles, interests, and powers. Chilli production involves critical actors such as farmer group members and extension workers/assistants. In chili commodities, fighters, collectors, and cooperatives significantly impact marketing. Under the Chili Food Barn program, actors compete to control production and prices. Their informal interactions form a negotiation space. To ensure the successful implementation of the Food Estate project, local governments (including village, district, and provincial apparatuses) must collaborate with the central government to strengthen area-based production and integrated marketing strategies.

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