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CIPP Evaluation of the "Jaksa Sahabat Tani" Program in Tambak Rejo Village in Supporting Food Security

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ABSTRACT

This study analyzes the effectiveness of the "Jaksa Sahabat Tani" Program, initiated by the Gresik District Attorney's Office, in supporting food security in Tambak Rejo Village, Dudusampeyan Subdistrict, Gresik Regency. The study focuses on the program's effectiveness in improving farmers' well-being and its contribution to strengthening the village's food security. The study employed a mixed-methods approach with a sequential explanatory design, integrating the CIPP evaluation model, the FAO's four pillars of food security, and the Food Insecurity Experience Scale (FIES) instrument. Quantitative data were collected through a survey of 109 members of the Farmers' Group (Gapoktan), while qualitative data were gathered through in-depth interviews with key informants. The results showed that all CIPP dimensions fell into the "good" category, with mean scores of 3.97 for context, 3.94 for input, 4.02 for process, and 4.07 for product. The program contributed to a reduction in some production costs, increased enthusiasm for farming, improved income for some farmers, and strengthened the local paddy supply. However, FIES findings indicate that some households remain in the food-insecure category. This suggests that the program's benefits have not been evenly distributed and that the mentoring approach still tends to be event-based. Thus, the Jaksa Sahabat Tani Program has not yet been fully effective in strengthening village food security in an inclusive manner.

Keyword: Program Effectiveness; Jaksa Sahabat Tani; Food Security; CIPP; FIES.



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ABSTRAKSI

Penelitian ini menganalisis efektivitas Program Jaksa Sahabat Tani yang diinisiasi Kejaksaan Negeri Gresik dalam mendukung ketahanan pangan di Desa Tambak Rejo, Kecamatan Dudusampeyan, Kabupaten Gresik. Fokus penelitian diarahkan pada efektivitas program dalam meningkatkan kesejahteraan petani dan kontribusinya terhadap penguatan ketahanan pangan desa. Penelitian menggunakan pendekatan mixed methods dengan desain sequential explanatory, serta memadukan model evaluasi CIPP, empat pilar ketahanan pangan FAO, dan instrumen Food Insecurity Experience Scale (FIES). Data kuantitatif diperoleh melalui survei terhadap 109 anggota Gapoktan, sedangkan data kualitatif dihimpun melalui wawancara mendalam dengan informan kunci. Hasil penelitian menunjukkan seluruh dimensi CIPP berada pada kategori baik, dengan nilai mean context 3,97, input 3,94, process 4,02, dan product 4,07. Program berkontribusi terhadap penurunan sebagian biaya produksi, peningkatan semangat bertani, perbaikan pendapatan sebagian petani, dan penguatan pasokan gabah lokal. Namun, temuan FIES menunjukkan sebagian rumah tangga masih berada dalam kategori rawan pangan. Hal ini menandakan bahwa manfaat program belum merata dan pola pendampingan masih cenderung event-based. Dengan demikian, Program Jaksa Sahabat Tani belum sepenuhnya efektif dalam memperkuat ketahanan pangan desa secara inklusif.

Kata Kunci: Efektivitas Program; Jaksa Sahabat Tani; Ketahanan Pangan; CIPP; FIES.

INTRODUCTION

Food security is a strategic issue that can no longer be understood solely in terms of commodity availability. According to the Food and Agriculture Organization (FAO, 2006), food security is defined as a condition in which every person, at all times, has physical and economic access to sufficient, safe, and nutritious food that meets their nutritional needs, based on four interrelated dimensions: availability, access, utilization, and stability. This framework is continually updated in response to the increasing complexity of climate risks and global market volatility (FAO, 2002). In international comparisons, Indonesia's ranking on the Global Food Security Index (GFSI) remains in the medium category, indicating that efforts to strengthen governance and institutional capacity must not stop at increasing production alone but must also ensure affordability, improve the quality of consumption, and strengthen the resilience of the food system down to the community level (GFSI, 2022).

In the Indonesian context, the agrarian paradox remains striking: rural areas which form the foundation of food production continue to face poverty, high production costs, limited access to means of production, and vulnerabilities in farmers' household food security (BPS, 2024). Although Gresik Regency has been recognized as one of the regencies with the highest Food Security Index in East Java, this rural poverty paradox persists in the agrarian villages that form the basis of its local production (Pradani, 2023). The village of Tambak Rejo in Duduksampeyan Subdistrict serves as a concrete example of this paradox: the village is one of the main rice-producing areas in Gresik Regency, with approximately 400 hectares of farmland; however, farmers there still face structural challenges such as high production costs, uneven distribution of subsidized fertilizer which does not always reach its intended recipients as well as limited access to technology and sustainable technical assistance. These structural constraints directly affect agricultural yields, as they increase production costs, limit productivity gains, and disrupt farmers' income stability without commensurate improvements in institutional support, thereby weakening household-level food security even though the village continues to contribute to the regional rice supply.

In response, the Gresik District Attorney's Office launched the "Prosecutors as Farmers' Friends" program in Tambak Rejo Village, beginning with a rice-planting activity on a one-hectare plot as its starting point (DetikJatim, 2025). This deviates from the conventional stigma that positions the prosecutor's office solely as a repressive and post-hoc law enforcement instrument; rather, this program reflects the evolution of the prosecutor's office paradigm in Indonesia toward a preventive function, operationalized through the District Prosecutor's Office Intelligence Division, which has been officially mandated to safeguard the economic, financial, and security dimensions of strategic regional development projects. Rather than replacing the technical extension role of the Gresik Regency Agriculture Office, the prosecutor's office's involvement is intended to provide legal oversight and a sense of security for farmers, particularly regarding the distribution of subsidized fertilizer and safeguarding the agricultural budget to ensure it achieves its intended objectives. From an institutional theory perspective, this cross-sectoral initiative has the potential to serve as a catalyst for better governance (compliance, transparency, accountability), capacity building (managerial and technical capacity), and network expansion (upstream-downstream partnerships) three domains that are empirically linked to the performance of farmer empowerment programs (Priharjanto & Andriana, 2023).

The urgency of this program is underscored by several mutually reinforcing indicators. Nationally, the poverty rate in rural areas stands at 11.79 percent significantly higher than the 7.09 percent urban poverty rate which underscores that increased agricultural production does not automatically lead to farmers' well-being without an adequate institutional framework (BPS, 2024). At the provincial level, rice production in East Java reached 9.71 million metric tons of paddy in 2023, falling to 9.27 million metric tons in 2024 (a 4.53 percent decrease), and is projected to rise again to 10.44 million metric tons in 2025 (a 12.60 percent increase), illustrating how sensitive food security outcomes are to institutional effectiveness at the village level and agronomic practices not merely to aggregate production capacity alone (BPS East Java, 2026; Kominfo East Java, 2025). The relatively mature village institutional ecosystem in East Java, reflected in its ranking as home to 2,800 self-reliant villages the highest nationally in 2023 demonstrates a strong capacity

to absorb programs focused on technical assistance and farmer empowerment (Times Indonesia, 2024). Further empirical studies indicate a positive relationship between village fund allocations, agricultural extension programs, and village revenue capacity and rural development outcomes, including an increase in the Village Development Index (Ministry of Villages, Development of Disadvantaged Regions, and Transmigration, 2015). In this context, the lack of a systematic scientific evaluation of the “Jaksa Sahabat Tani” Program using a structured program evaluation framework represents a clear research gap, given the program’s unique character as a cross-sectoral intervention that combines legal oversight with agricultural technical assistance a combination that has not been addressed in existing studies on government-run food security programs.

RESEARCH METHODS

This study employs a mixed-methods approach with a sequential explanatory design, in which the quantitative phase is conducted first to identify general patterns, followed by an in-depth analysis using qualitative data to explain why and how these findings occurred (Sugiyono, 2018; Sugiyono, 2023; Creswell & Clark, 2017). The analytical framework is based on the Context, Input, Process, and Product (CIPP) evaluation model, a decision-oriented evaluation approach that assesses the appropriateness of the program context, the adequacy of inputs, the quality of the implementation process, and the program's outcomes or impacts (Stufflebeam, 2000; Stufflebeam & Coryn, 2014).

This design was deliberately chosen because a purely quantitative approach risks reducing the program’s effectiveness to a set of aggregate perception scores, without capturing the contextual mechanisms that explain why certain dimensions of the program succeeded while others remained constrained. By conducting qualitative research following the quantitative phase, this study aims to examine rather than merely confirm the patterns emerging from the CIPP and food insecurity data specifically including the institutional rationale behind the Gresik District Attorney's Office's involvement in agricultural governance, a question raised in the introduction of this study.

The research was conducted in Tambak Rejo Village, Dudusampeyan Subdistrict, Gresik Regency, one of the district's main rice-producing villages, with agricultural land covering approximately 400 hectares. This location was selected because it exemplifies the agrarian paradox described earlier: a village with substantial productive land and status as a local rice granary, yet whose farmers continue to face high production costs, uneven fertilizer distribution, and limited technical assistance.

The study population consisted of 400 members of the Tambak Rejo Village Farmers’ Group (Gapoktan). The minimum sample size was determined using the Slovin formula, namely $n = \frac{N}{1+N(e^2)}$ where $N = 400$ and the margin of error $e = 0,10$, resulting in $n = \frac{400}{1+400(0,10^2)} = \frac{400}{5} = 80$ respondents. However, the actual survey reached 109 respondents, thereby enhancing the representativeness of the research data. Respondents were selected using a simple random sampling technique from the total population of 400 Gapoktan members, on the assumption that all members possessed a relatively homogeneous level of exposure to the program's activities. This technique was considered appropriate given that program interventions such as fertilizer distribution oversight, technical training, and legal assistance were delivered at the group level rather than targeted at specific subgroups, thereby minimizing the risk of selection bias in the resulting sample.

Household-level food security was measured using the Food Insecurity Experience Scale (FIES), an experience-based survey instrument developed by the FAO that captures the severity of food insecurity through a series of standardized questions about individuals' or households' access to adequate food over a given period, and which has been internationally validated as a reliable measure of the access dimension of food security (FAO, 2019). Quantitative data were analyzed descriptively using the CIPP and FIES frameworks and the FAO's four pillars of food security, while qualitative data were analyzed thematically through in-depth interviews, document reviews, and the integration of results using connecting and merging techniques (Sugiyono, 2018; Sugiyono, 2023).

Qualitative data were obtained through in-depth interviews with five key informants, who were selected using purposive sampling based on their direct involvement in program implementation and their firsthand knowledge of the matter. These informants included representatives of the Gresik District Attorney's Office, the village government, and members of the Gapoktan, allowing this study to directly examine the institutional reasoning behind the prosecutor's preventive role in agricultural governance alongside farmers' lived experiences of the program. This targeted selection was intended not only to complement the quantitative findings but also to critically examine the extent to which "good" aggregate scores on the CIPP dimensions truly reflect substantive changes at the household level, rather than merely superficial or event-based perceptions of the program's benefits.

The research instrument was deemed valid because all items were valid, with calculated *r* values above the table value of 0.188, and reliable, with Cronbach's Alpha ranging from 0.880 to 0.964. Methodologically, these conditions provide a strong basis for concluding that the research findings are sufficiently credible to be used in evaluating program effectiveness (George & Mallery, 1999).

Table 1. Results of the Validity and Reliability Tests for the Instrument

Dimensions	Number of Items	Range <i>r</i> Calculate	<i>r</i> Table	Valid Item	Cronbach's Alpha	Description
Context (CTX)	6	0,641 – 0,791	0,188	6	0,896	Reliable
Input (IN)	7	0,816 – 0,890	0,188	7	0,954	Reliable
Process (PRC)	8	0,770 – 0,830	0,188	8	0,945	Reliable
Product (PDT)	8	0,835 – 0,896	0,188	8	0,964	Reliable
Availability (KSD)	4	0,712 – 0,785	0,188	4	0,880	Reliable
Access (AKS)	4	0,789 – 0,805	0,188	4	0,910	Reliable
Utilization (PMF)	4	0,828 – 0,886	0,188	4	0,940	Reliable
Stability (STB)	4	0,808 – 0,864	0,188	4	0,934	Reliable

Source: Data analyzed using SPSS 22, 2026.

Based on the interpretive thresholds proposed by George and Mallery (1999), a Cronbach's alpha value exceeding 0.80 is categorized as "good" to "very good," indicating that the instrument used in this study exceeds the minimum threshold generally required for social science research. This methodological rigor is crucial because the study's central argument rests on the critical distinction between positive aggregate perceptions and unresolved household-level food insecurity; without instruments proven to be valid and reliable, this distinction cannot be upheld with empirical confidence.

RESULTS AND DISCUSSION

Quantitatively, all CIPP dimensions fell into the "good" category, with the highest score in the product dimension (4.07), followed by process (4.02), context (3.97), and input (3.94). These data indicate that respondents generally assess the program as having good relevance to needs, adequate resource support, implementation that is proceeding fairly well, and impacts that are beginning to be felt. However, a more critical academic analysis should not stop at the "good" categorization, as the measure of a program's effectiveness is not sufficiently determined by aggregate perceptions but rather by the program's ability to reach the most vulnerable groups (Stufflebeam, 2000; Winaryati, 2021).

Table 2. Descriptive Statistics for the CIPP Dimensions

Number	Dimensions CIPP	Number of Items	Mean	Std. Dev.	Category
1	Context (Program Context)	6	3,97	0,82	Good
2	Input (Input/Resources)	7	3,94	0,81	Good
3	Process (Implementation Process)	8	4,02	0,79	Good
4	Product (Product/Impact)	8	4,07	0,77	Good

Source: Data analyzed using SPSS 22, 2026.

In terms of context, the program was assessed as aligned with local needs because Tambak Rejo Village does indeed face issues such as high production costs, fertilizer distribution that does not always reach the intended recipients, and limited technical assistance. Prior to the program, farming conditions in the village were described by respondents as stagnant, marked by unsatisfactory grain prices and highly limited access to modern agricultural technology. From the implementer's perspective, the selection of Tambak Rejo as the program's locus was not an arbitrary administrative decision but the result of a deliberate field assessment: the village was identified as one of Gresik Regency's main rice granaries, with rice fields covering approximately 400 hectares, and was known for a relatively resilient farming system in which farmers historically planted rice up to three times a year even during the dry season.

However, this same assessment revealed the structural gaps that justified the program's necessity. As explained by an official of the Gresik District Attorney's Office: *"The general target is to help address several problems faced by farmers: suboptimal agricultural productivity, limited knowledge of modern cultivation techniques, constrained access to agricultural production inputs, insufficient inter-agency coordination, and the need for mentoring so that government agricultural programs can run effectively, transparently, and reach their intended targets."* (Nurinda Mahareta, Head of the Intelligence Subdivision of the Gresik District Attorney's Office, July 13, 2026, translated from Indonesian).

Farmers themselves substantiated these gaps at the field level, pointing specifically to irrigation as their most pressing constraint: the village reservoir had suffered prolonged siltation and leakage, at times leaving farmers without irrigation water for an entire dry season and resulting in crop failure. Farmers also reported the absence of routine extension services for pest and plant disease control, leaving them without adequate technical support when facing outbreaks of stem rot, tungro virus, or caterpillar infestation. This alignment between the program's diagnosis and the village's documented needs is important, but contextual relevance alone does not automatically guarantee effectiveness; many programs fail not because of a misdiagnosis, but because they are unable to translate that diagnosis into a consistent, long-term support system a distinction this study returns to when discussing the input and process dimensions below.

In terms of inputs, the study shows that the program is supported by a fairly extensive cross-sectoral collaboration. The East Java High Prosecutor's Office acted as the program's initiator and main coordinator, working alongside the Gresik Regional Government and the Agriculture Office, which demonstrated strong commitment by being present daily for a full week prior to implementation to ensure site readiness; the Dudusampeyan Subdistrict government further strengthened coordination at the sub-district level, while Petrokimia Gresik contributed as a private-sector partner by supplying fertilizer and agricultural equipment. Farmers received technical training in modern rice cultivation methods, the village received grants of a mini cultivator and a spray machine, and the Agricultural Extension Center (BPP) provided education on efficient fertilizer use, while the village government allocated village funds to help sustain food security activities.

This breadth of institutional and material support is empirically well-documented and goes beyond a single symbolic gesture. However, qualitative interviews reveal that this input did not translate evenly into benefits at the farmer level. As the head of Gapoktan Gumining explained regarding the distribution of support: *"Assistance is indeed available, but those who benefit the most are usually the farmers who actively*

participate in farmer group activities. Those who rarely attend meetings naturally receive less." (Tohari, Head of the Gumining Farmers' Group (Gapoktan), July 10, 2026, translated from Indonesian).

This raises a critical question: are the available resources truly designed for structural change, or are they merely sufficient to support incidental, symbolic activities? The findings of this thesis point toward the latter, because despite the diversity of actors and resources mobilized, none of the support mechanisms observed such as the technical training, the extension education, or the equipment grants have yet been institutionalized into a regular, scheduled mentoring system with defined follow-up intervals, a designated responsible institution for continuity, or a monitoring mechanism that operates independently of one-off event cycles. In other words, the program is well-resourced at the point of launch, but lacks a continuity framework that would transform these inputs from a series of coordinated activities into a sustainable support system reaching all farmers equally, not only those already embedded within active farmer-group networks.

In terms of the process dimension, program implementation was rated as good, but the study confirmed that the implementation pattern still tends to be event-based. This is the most serious weakness, as episodic processes only produce demonstrative effects rather than a solid transformation of capacity. In program evaluation studies, process sustainability is a key prerequisite for behavioral change and institutional strengthening to endure; without it, the program risks producing impacts that appear positive in the short term but are superficial in the medium term (Stufflebeam & Coryn, 2014).

This event-based pattern is directly corroborated by qualitative findings. The program's launch took place on 8 January 2025 in Tambak Rejo Village, attended by the Head of the East Java High Prosecutor's Office, and included a one-hectare rice-planting activity, an agricultural equipment exhibition, fertilizer distribution, and technical education (Kejati Jatim, 2025). However, farmers on the ground offered a markedly different account of the program's actual continuity after the launch event. As one farmer noted regarding follow-up visits from extension workers: *"Extension workers rarely come down to the fields; it usually only happens during certain scheduled events. We have raised the issue of the leaking reservoir several times, but there has been no follow-up action yet."* (Kusnan, a farmer in Tambak Rejo Village, July 10, 2026, translated from Indonesian).

This gap between the prosecutor's structured process design and farmers' lived experience of sporadic engagement substantiates the argument that process sustainability, not merely process planning, remains the program's most serious weakness a finding that reinforces why the "good" aggregate score for the process dimension should not be read as evidence of consistent, ongoing implementation.

In terms of the product dimension, the program's benefits are beginning to emerge through a reduction in some planting costs, increased enthusiasm for farming, improved incomes for some farmers, and a strengthening of the local paddy supply. These gains are not merely anecdotal: they are consistent with the "good" mean score recorded for the product dimension (4.07) in Table 2, which reflects farmers' generally positive perception that the program has begun to translate into tangible improvements in their day-to-day farming operations. The reduction in planting costs, for instance, is closely tied to the input support discussed earlier particularly the fertilizer assistance from Petrokimia Gresik and the mechanization grants, which appear to have lowered farmers' reliance on costlier, less efficient cultivation methods.

However, this thesis clearly demonstrates that these achievements remain partial because they have not been felt equally by all farmers, particularly households with limited land or those in more vulnerable socioeconomic conditions. Farmers who were already embedded in active Gapoktan networks and who had greater access to program activities appear to have captured a disproportionate share of these benefits, while farmers operating smaller plots or lacking strong institutional ties report comparatively limited improvement in their economic position. This asymmetry mirrors the pattern already identified in the input dimension, where assistance tended to concentrate among farmers who were most actively engaged in group activities reinforcing the conclusion that the program's distributive reach, rather than its overall design, is its primary limitation.

Thus, the program's impact remains stronger in terms of strengthening farming enterprises production efficiency, cost savings, and local supply than in terms of reducing household food insecurity. This distinction

is critical: a farmer's enterprise may become more profitable in aggregate terms while the household it supports remains food-insecure, particularly if income gains are absorbed by debt repayment, non-food expenditures, or uneven household consumption patterns. The product dimension's high aggregate score should therefore be read primarily as evidence of improved agricultural performance, not as conclusive proof that the program has closed the gap in household-level food access an interpretation that is directly substantiated by the FIES findings discussed in the following section.

From the perspective of the FAO's four pillars, the program's contribution to availability is considered quite strong because it supports local paddy production and stocks (FAO, 2006). In terms of access, improvements have been seen through lower planting costs and increased incomes for some farmers, but these benefits have not reached all households. In terms of utilization, the program has helped improve farming practices and shows signs of improved dietary quality, although this has not yet been followed by detailed nutritional assessments. In terms of stability, rural food supplies have been relatively maintained, but stability at the village level does not necessarily equate to stability at the level of vulnerable households (FAO, 2006; FAO, 2019).

Table 3. Program Contributions to the FAO's Four Pillars of Food Security

Number	Pillars of Food Security	Number of Items	Mean	Std. Dev.	Category
1	Availability	4	4,02	0,80	Good
2	Access	4	3,99	0,81	Good
3	Utilization	4	4,05	0,78	Good
4	Stability	4	4,01	0,80	Good

Source: Data analyzed using SPSS 22, 2026.

The most critical point in this article is the FIES findings, which indicate that households in the mild to severe food insecurity categories still exist. These findings undermine overly optimistic claims of effectiveness, because if a program is declared successful while household food insecurity persists, that success is in fact still administrative and aggregate in nature not yet substantive or distributive (FAO, 2019). Therefore, this article takes a critical stance; the Jaksa Sahabat Tani Program has made an important contribution, but it has not been fully effective in strengthening rural food security.

Table 4. Distribution of Food Insecurity Categories Based on FIES

Number	FIES Category	Score	Frequency (n)	Percentage (%)
1	Food Security	0	56	51,4
2	Low Risk	1	14	12,8
3	Moderate Risk	2	6	5,5
4	High Risk	3 – 4	33	30,3
	Total		109	100,0

Source: Data analyzed using SPSS 22, 2026.

Conceptually, these findings confirm that production-based food interventions do not automatically reduce household food vulnerability (FAO, 2006; FAO, 2019). Improvements in production and governance are indeed necessary, but without strengthening economic access, providing protection for vulnerable households, and offering sustained support, the benefits of the program will be limited to groups that are already relatively better prepared to embrace change. This is why the effectiveness of the program must be evaluated critically, rather than solely based on the number of activities or high respondent perception scores.

CONCLUSION

The "Jaksa Sahabat Tani" program in Tambak Rejo Village has proven to be relevant to local needs, has received sufficient support, and has generated a number of positive impacts on farming activities and the village's food supply. However, in direct response to this study's research focus on program effectiveness, the evidence indicates that the program is only partially effective: it has succeeded in strengthening farming

enterprises context, input, and process dimensions score "good," and availability as a food security pillar is comparatively strong but it has not yet been fully effective in translating these gains into inclusive household-level food security. This conclusion is substantiated by the fact that the program's mentoring process remains largely event-based rather than institutionalized, and that its benefits are not yet uniformly distributed particularly given that 33 of the 109 surveyed households (30.3 percent) still fall into the high-risk food-insecure category according to FIES (FAO, 2019). In other words, the program has been effective as an agricultural productivity and governance intervention, but not yet effective as a household food security intervention a distinction central to this study's argument.

From an academic perspective, this study confirms that the effectiveness of food security programs must be assessed down to the household level, rather than stopping at the level of production, perceptions of benefits, or the stability of the village's food supply (FAO, 2006; Stufflebeam & Coryn, 2014). In practical terms, programs need to be directed toward a model of assistance that is sustainable, measurable, and focused on the most vulnerable groups so that their contribution to the four pillars of the FAO truly results in inclusive food security.

Based on these findings, the author puts forward the following recommendations. First, the Gresik District Attorney's Office should transform the program's event-based mentoring pattern into a scheduled, institutionalized support mechanism with defined monitoring intervals, rather than concentrating engagement around a single launch event. Second, program benefits should be more deliberately targeted at farmers who are least integrated into active Gapoktan networks, since qualitative findings indicate that assistance has disproportionately reached farmers who are already engaged in group activities. Third, given that farmers repeatedly identified reservoir siltation and leakage as their most pressing constraint, future iterations of the program should prioritize infrastructure rehabilitation particularly irrigation repair as a concrete, structural intervention rather than relying solely on technical training and input distribution. Fourth, the local government should establish a household-level food security monitoring system using instruments such as FIES, so that program evaluation captures distributive impact rather than aggregate perception alone. Finally, given the program's demonstrated relevance and institutional support, its core model cross-sectoral collaboration between a preventive legal actor and technical agricultural agencies merits replication in other agrarian villages facing similar structural constraints, provided that the continuity and targeting weaknesses identified in this study are addressed beforehand.

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