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Changing communication systems and information flows: A case study of increasing regional autonomy and decreasing centralized power in a goat farming in Purworejo regency, Central Java, Indonesia

Tatag Handaka ^{a,*}, Hermin Indah Wahyuni ^b, Endang Sulastri ^b, Paulus Wiryono ^b

^a Communication Department, Faculty of Social and Cultural Science, University of Trunojoyo Madura, Bangkalan 69162, Indonesia.

^b The Department of Extension and Development Communication, Graduate School - Gadjah Mada University, Yogyakarta 55821, Indonesia

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Abstract

Local autonomy was came into effect in Indonesia since 2010. This regulation bring change in government communication system. One of them is government communication system in Ettawa Crossbred (EC) goat farming in Purworejo regency. This study aims to: first, find out the link between regional autonomy and government communication system in EC goat farming in Purworejo regency (Central Java, Indonesia), second, find out the link among regional autonomy, the Election of Village Heads (EVH), and Farmer Groups (FG). The theory used in this research is communication system in the perspective of Niklas Luhmann. The method used is explorative case study. The result shows that regional autonomy has given an opportunity for local government (regency/city) to change the Regional Work Unit (RWU) in accordance with its interests. This change has made the structure of counselling EC goat farming into spin/zig-zag. Regional autonomy in the micro level, i.e. Election of Village Heads has also hindered the process of government communication system in counselling EC goat farming. Regional autonomy in micro level has complicated government communication system because it interfered farmer groups existence. Even though, farmer groups are structure where government communication system has been implemented, there are counselling from extension staff to farmers.

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Introduction

EC goat farming in Purworejo regency dated back to the era of Dutch colonial government. The population of EC goats bred by breeders showed a continually increasing number. The number of EC goats amounted to 43,769 in 2001, then increased to 76,423 in 2013. The number of EC goats increased 42,73 percent for twelve years (Office of the Agricultural, Livestock, Marine and Fisheries, 2014). Seventy two per cent of the population of EC goats in Purworejo regency was located in Kaligesing subdistrict (Office of the Agricultural, Livestock,

Marine and Fisheries, 2015). Kaligesing subdistrict is the center of EC goat farming in Purworejo until now.

EC goat breeders have done some diversification in addition to the production of meat and milk. One form of diversifications is by creating a tourism village related to EC goats. EC goat milk that is believed to have many health benefits is the main attraction for visitors of tourism village in Kaligono village, Kaligesing subdistrict, Purworejo regency. Tourism village offers goat milk to visitors, and visitors are also given a chance to milk the goats (Sambodo, 2013).

Local government has also formed a Technical Administrative Unit (TAU) extension centers at each subdistrict. The functions of TAU include: preparation of counselling program and food security work programs, the implementation of extension based on extension program, and the implementation of food security in each work area, coordination of activities and technical cooperation in the field of agricultural, fishery,

* Corresponding author.

E-mail address: tataghandaka@gmail.com (T. Handaka)

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forestry and food security extension with subdistrict heads and related work units at subdistrict level (Office of the Agricultural, Livestock, Marine and Fisheries, 2009).

EC goat farming is closely related to the extension conducted by The Board of Administering Extension and Food Security (BAEFS) Purworejo regency. However, BAEFS was dismissed by the regent in October 2013. The function of BAEFS was replaced by Functional Professional Group (FPG) which is under the Agricultural, Livestock, Marine and Fisheries Offices (ALMFO). Agricultural Extension Office (AEO) located in the subdistrict was no longer a TAU, but turned into a non structural/functional institution, and the head of AEO also turned into the coordinator.

The changes in the organizational structure caused changes in the flow of information. The flow of information was originally from Extension Coordination Board (ECB) in the province, to BAEFS in the regency, then to AEO in the subdistrict, and to the Subdistrict Extension Center (SEC). The flow of information now changes from ECB to ALMFO, continues to FPG, then to AEO, and to SEC. The flow of information becomes a zig zag from ALMFO to FPG.

The structural changes are due to regional autonomy that allows the Regional Head to replace RWU in its region. For example, each of the different regions makes RWU to deal with agriculture, livestock, fisheries, forestry, and plantations. There are regions that incorporate these areas into one RWU, but there are regions which separate them, so the names of RWU in many regions are different in accordance with the policies of each regional head.

The research problems such as, first, how is the relation between regional autonomy and government communication system in EC goat farming in Purworejo regency (Central Java, Indonesia)? Second, how is the relation between regional autonomy, the Election of Village Heads (EVH), and Farmer Groups (FG)?

The objectives of this study are to determine the relation between regional autonomy and government communication system in EC goat farming in Purworejo regency (Central Java, Indonesia). Regional autonomy has changed government communication structure, for example Regional Work Unit restructuring. Changing of government communication system has implied in changing of government communication system.

And to determine the relation between regional autonomy, the Election of Village Heads (EVH), and Farmer Groups (FG). Regional autonomy has interfered government communication system in village. For example, election of village head which interfere farmer groups existence. Even though, government communication system has been implemented through farmer groups, for example, counselling from extension staff to farmers.

Literature Reviews

Regional autonomy is the right, authority, and duties of the autonomous regions to set up and manage their own affairs and the interests of local communities in accordance with the legislation (Office of Regional Autonomy, 2004). Regional autonomy is understood as the process of devolution in the public sector where there is a transfer of authority from the

central government to the provincial government and regency/city. In other words, in the context of Indonesia, regional autonomy is defined as the process of devolution of power from the central government to the provincial government and regency/city as mandated by the Act (Said, 2008).

There is a special thing in Act No. 32 of 2004 on Regional Government, namely the existence of village autonomy. In this Act the establishment of village government and Village Consultative Body (VCB) which is located in the regency/city is regulated. The village government and VCB are elected directly by the people just like Regent/Mayor and Governor. In village government people are given the authority to make their choice through the election of village head, by maintaining their traditional rights while they live and are recognized, and the enactment of local customary law (Santoso, 2013).

Village is a community unit which has borders and the authority to regulate and administer government affairs, the interests of local communities based on community initiatives, the right of origin and/or traditional right which are recognized and respected in the governmental system of the Republic of Indonesia (Office of Regional Autonomy, 2014).

Nonetheless, until now the government has not been able to reorganize and reconstruct the models and the forms of village government which are suitable with the needs and interests of rural communities. The structure of village government is modified many times. Before the new structure of village government is implemented optimally and time-tested to meet the interests of the villagers, the structure has been modified (Awang, 2010).

The theory of communication system being used is system theory in the perspective of Niklas Luhmann. A communication system is therefore a completely closed system that creates the components out of which it arises through communication itself (Hagen, 2000; Lee, 2000; Leydesdorff, 2000; Littlejohn & Foss, 2009; Luhmann, 1992; Rasch & Knodt, 1994; Stichweh, 2000). Related to this, communication system is an autopoietic system that produces and reproduces something that serves as a unit of system through the system itself (de Berg, 1995; King & Thornhill, 2006; Luhmann, 2002; Ritzer, 2012).

According to Luhmann, system is always related to environment. To analyze the differences between system and environment is begun with the assumption that the environment is always more complex than the system itself (Luhmann, 1995; Viskovatoff, 1999). Systems always operate within an environment and have to reduce its complexity (Hardiman, 2008; Turner, 2006). Government communication system is information production and reproduction in EC goat farming. Government communication system referred to in this research is the process of production and reproduction of information performed by ALMFO, FPG, and AEO.

Communication system researchs has been done before, for example communication system and farmer behavior on responding rice price policy in Bantul regency, Yogyakarta province, Indonesia (Yamin, 2015); farming communication system in Maluku province, Indonesia (Kaliky, 2012); health communication system (Han, 2008); communication system in organization (Desautel, 2008); communication system and social capital (Handaka, Wahyuni, Sulastri, Wiryono, 2015); and complexity of government communication system

(Handaka, Wahyuni, Sulastri, Wiryo, 2016). EC goat farming researchs has been done before, for example sustainability of EC goat farming (Kusumastuti, 2008); and EC's insemination (Suharto, 2008).

Methodology

The qualitative method used is case study to explore: (1) regional autonomy and government communication system, and (2) regional autonomy, sub-district election and FG. The character of case study includes: require deep analysis and thorough exploration, focus on real events in the context of life and explore the relationship and linkages in it (Bloor & Wood, 2006; Daymon & Holloway, 2005; Jupp, 2006; Ritchie & Lewis, 2003; Shaw & Gould, 2001; Silverman & Marvasti, 2008). The purpose of the case study is to describe or reconstruct a case accurately (Flick, 2004).

The case study is characterized by the search for meaning of a closed system. Researchers also give an interpretation on the data findings. The analysis unit can be organizations, groups, individuals, or important events. The result/output of case study is the description and interpretation of the case (Berg, 2001; de Laine, 2000; Vanderstoep & Johnston, 2009).

The population of the study is in Purworejo regency, the samples are Kaligesing, Loano, and Grabag subdistricts. Purworejo regency has selected as population because his area is center for EC goat farming in Indonesia. Kaligesing subdistrict is selected because it is a center of EC goat farming and because it represents plateau region. Loano subdistrict is selected because it is a buffer zone of EC goat farming in addition to Kaligesing subdistrict. Loano subdistrict is chosen to represent plains region. Grabag subdistrict is selected to represent lowland areas. Despite being in the lowlands, this district has managed to cultivate EC goats.

The informants were selected purposively. Informants in this study are the head of the FPG at the ALMFO in Purworejo, the coordinator of the AEO, the head of the FG, the head of the Association of Breeders (AB) in Purworejo Regency, and AEO counselors. In total, 20 informants were selected for this study. These informants are selected because they have rich information about regional autonomy and government communication system.

Key informant in Kaligesing subdistrict was choosen because of this region are center of Ettawa Crossbred goat farming. Key informan from Loano and Grabag subdistricts was choosen because the region supporting EC goat farming.

Data collection techniques were in-depth interviews and observation. The interview was based on the interview guide that had been prepared beforehand. Interview was conducted with due respect to natural background (naturalistic settings) from the informant. Coding of this study based on issue. The place chosen for the interview is FPG office in ALMFO, AEO office in the subdistrict, and the house of breeders/head of FG.

Data analysis has been done with four steps, that were colecting and analysis data, data reduction, data display, and take the conclusions. Analysis for data validation used triangulation. Triangulation was done to compare the different type of data, such as, data from interview, observation and focus group discussion. The analysis was used to know if the

various methods shown information which supports one another.

The limitation of this study is only examine one of government's regulation, it is local autonomy. Even though government has made some regulations which related with government communication system. The other limitation of this study is only take Purworejo as population, whereas others area has been farmed EC goat.

Results and Discussion

The data analysis is divided into two parts, the *first*, it discusses regional autonomy and government communication systems and the history of extension in Purworejo regency. This section discusses the dynamics of extension in Purworejo at the beginning of the formation until it enters a period of regional autonomy. This section discusses the various changes in the structure and government communication system in EC goat farming after regional autonomy. *Second*, it discusses regional autonomy, election of village heads and farmer group.

Regional Autonomy and Government Communication Systems

In the period of 1970 to 1975, agricultural/farming counselor is under Public Agricultural Office as Mass Extension (PAOME) officer in village unit. Each subdistrict consists of three to four village units with four means, namely: one counselor, one Republic of Indonesian Bank (RIB) in village unit, one retailer kiosk, and one unit of rice mill. The task is agricultural counselor deals with technical matter with Five Agricultural Businesses. RIB in village unit provides PAOME credit for registration of PAOME farmers and PAOME realization. Retailer kiosk, Village Unit of Business Office (VUBO), Village Unit Cooperation (VUC) serves distribution of fertilizer. Rice mill provides grinding of the crops with the funds of food procurement.

Then in 1976 to 1978, agricultural counselors were under PAOME secretary. Training program was held and visit (training, visits and supervision), and the establishment of AEO. Purworejo regency has four AEOs, and each AEO consists of: one counselor at AEO as AEO leader and programmer, one AEO counselor as supervisor, and one administrative officer. At the same time Agricultural Extension Unit of Work (AEUW) is also established, and in each sub-district it is divided into five to six AEUW, with meeting cottage as the meeting place of farmer groups.

From 1979 to 1985, agricultural counselor was under the command of the Department of Agriculture, which included the Agricultural and Food Plants Office, Plantation Office, and Fisheries Office. Later in the period of 1986 to 2000, the task of extension policy was under the command of the Information Center for Agricultural Extension (ICAE). In each subdistrict the AEO was established and led by AEO Coordinator.

Entering the era of regional autonomy, namely between 2000 and 2009, agricultural extension was under the Office of Agriculture and Forestry (2000–2002), then under the Office of Agriculture and Livestock (2002–2006). With the enactment of act No. 16 of 2006 on Agricultural, Fisheries and Forestry Extension System (AFFES), BAEFS in Purworejo regency was

set up by Regent's decree No. 23 of 2007 (Office of the Agricultural, Livestock, Marine and Fisheries, 2009). BAEFS is the agency that manages extension information about EC goat farming.

BAEFS was established in February 2008 and was located in subdistricts which oversee all areas of extension. BAEFS was then dismissed by the Regent in October 2013 and the counselors were returned to their departments. Counselors of agriculture and livestock were returned to Agricultural, Livestock, Marine and Fisheries Offices while the counselors of plantation and forestry were returned to Forestry and Plantation Offices.

Counselors of agriculture and livestock in AEO are gathered in FPG, and so are the counselors of plantation and forestry in Forestry and Plantation Offices. Meanwhile, AEO at subdistrict level which was originally TAU transformed into a functional/non-structural institution, so it did not have institutional stamp just like TAU. AEO is led by a coordinator, but it is not hierarchical like TAU. Coordinator is a member of AEO elected by the other members to be the coordinator. Therefore, the position of members and coordinator are equal.

Regional autonomy has made it possible for the regional head (Mayor/Regent) to create and dismiss RWU according to their interests. BAEFS in Purworejo is one example of RWU dismissed by the Regent in October 2013. The function of BAEFS is replaced by FPG which is under ALMFO. The dismissal of BAEFS has resulted in the changing extension flow of Purworejo regency.

This information flow at least involves the extension structure in the level of provinces, regencies and villages/subdistricts, extension structure in provincial level which is ECB, in the level of regencies which is Extension Administrative Board (EAB), in the level of districts which is AEO, and in the level of villages/subdistricts which is SEC. Change of information flow before and after BAEFS dismissal can be seen in figure one.

Figure 1 indicates that before dismissal of the BAEFS, the information flow of EC goat farming starts from ECB, leading to BAEFS and to AEO (shown in broken lines). In post BAEFS dismissal, information flow changes from ECB to ALMFO, FPG and to AEO. Information flow from ECB does not head to BAEFS but to ALMFO, making this flow circular not perpendicular.

There are several problems regarding this information flow. In the *first* place, ECB is an extension institution while ALMFO is not an extension institution. The nature and character of these institutions are surely different. The way ECB coordinates with BAEFS is different from that of ECB when coordinating with ALMFO. The first relationship has a similarity in its vision and mission which is an extension. In the second relationship, however, it does not have any similarity in its vision and mission. ALMFO is RWU which does not specifically concern an extension issue.

An example is that extension program seen from BAEFS's perspective is non formal education to facilitate breeders with knowledge, attitude and behavior to develop their capacity. However, it was possible that RWU merely understands an extension program a bureaucratic process which is project-oriented. Extension is merely understood as bureaucratic

technical work in that its input and output have been determined. Its final goal is formal accountability report.

Secondly, since BAEFS dismissal, ECB has coordinated with ALMFO limited to agricultural, farming, maritime and fishery fields. ECB cannot coordinate with ALMFO in the field of forestry and plantation. These fields are no longer under ALMFO as they are already moved into Office of Forestry and Plantation (OFP). Before BAEFS was dismissed, forestry and plantation fields were united with agricultural, farming, maritime and fishery field. The extension coordination in one regency comprises two different RWUs, not to mention ECB coordinating with the other regency/city, allowing RWU to proceed this fields differently. This type of coordination will surely add its complexity.

Thirdly, since BAEFS dismissal, AEO has not only coordinated with FPG, but with all existing fields of ALMFO, either in post harvest, horticulture, cattle health and aquaculture. This workload makes AEO hard to focus on extension field related to FPG by performing tasks and responsibilities from those fields. In fact, in ALMFO's organizational structure, there is no relationship between AEO and its field. Even, there is no direct relationship between FPG and those fields. Some fields under ALMFO can be seen in figure two (Decree of Purworejo Regent No. 821.2/4026/2013 and No. 74/2013):

Figure 2 shows that AEO is not directly related to FPG/ALMFO. The hierarchical absence between FPG and AEO's coordinator indicated that communication process was only coordinative. So, there is no obvious structural base that enables an organizational guide to create more instructional relation. However, every field of ALMFO gives a duty to AEO. The nature of duties received by AEO is various and keeps changing. Each field of ALMFO, in fact, does not have a counselor in its district. The four fields have only an officer positioned in ALMFO/regency. It is AEO which, in fact, knows the social-economic, social-political and social-cultural condition and dynamics of the local society.

In addition, AEO which is no longer TAU-formed is weakening the existence if this institution in the district level as AEO is led by a coordinator not by a head when it was still TAU. In a district level, other fields have their stronger structures and authorities. In health field, for example, it has Public Health Centre (PHC) and its head. In educational field, it has Education and Cultural structure and its head and Office of Demographic Affair (ODA) has the institution of Family Planning Program (FPP), while religion field has Office of Religion Affair (ORA) and its head. In the field of agriculture, however, it does not have it so that there is weak coordination and no status.

All these issues are getting more complicated with RWU's mindset/perspective which merely work based on project orientation, resulting in an extension program which is suited with the project. Extension has its own principle while project has also its own goal. If extension is understood within project domain, the philosophy of extension will also be eroded. Ideally, it should be project that follows the need of extension, as it is to educate the society to understand/have knowledge to make them more independent. In one side, project is only based on the gained indicators/work target, accountability report and daily activity report.

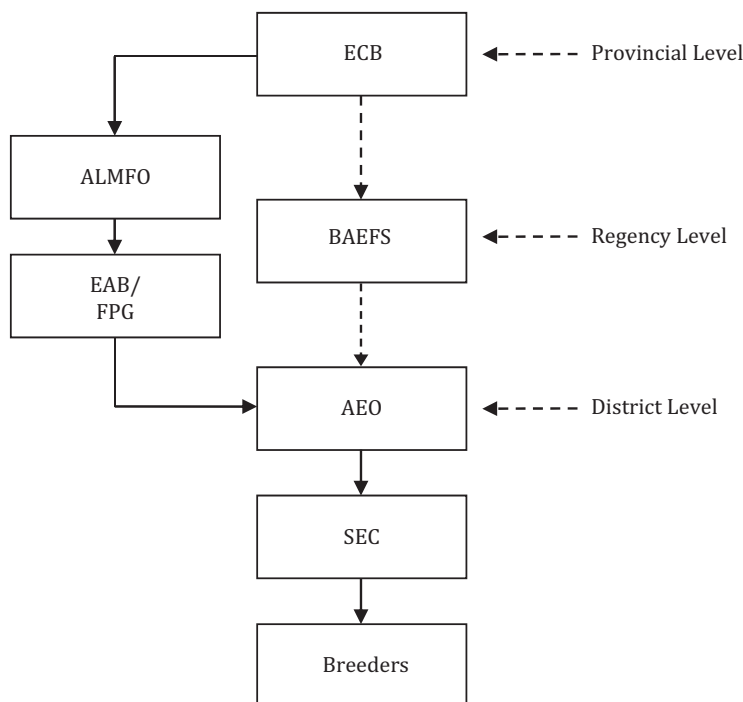


Figure 1 Structure of Extension of Purworejo Regency after Dismissal of BAEFS

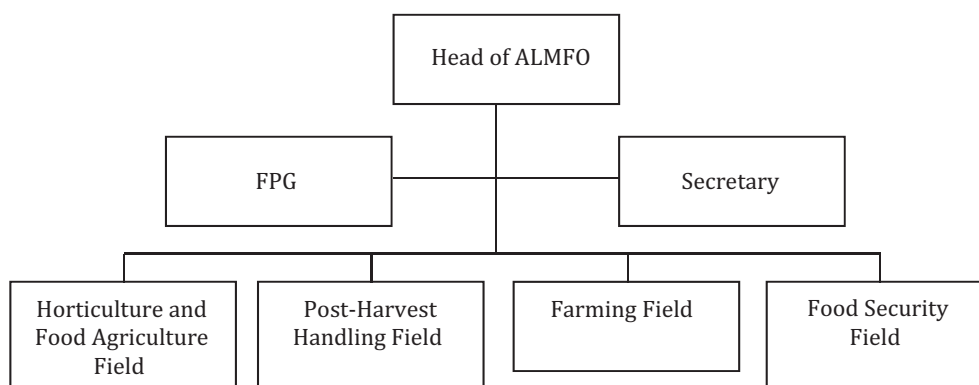


Figure 2 ALMFO's Organizational Structure

RWU is strongly encouraged to work in accordance with work programs/project already decided. Extension of EC goats is suited with what is in both input and output of the project without paying attention the real need of farmers in breeding EC goat. If the project is based on its priority scale of the farmers, then it will gain its optimization as farmers really need aid from the government in breeding EC goat farming.

During local autonomy, RWU which is responsible for farming issue (breeding of EC goat) has experienced some changes several times. This farming field is occasionally combined with agricultural in one RWU, which is also sometimes combined with forestry and plantation which is currently also integrated with agricultural, maritime and fishery fields. Structure of farming whose capacity isn't yet

tested is even changing into another structure. This is an internal complexity which farming structure is now encountering.

The issue of breeding EC goat is even more complicated. Those issues include: *one*, many farming groups potentially do not get financial assistance from the government, either in cattle feed or improved its cage, including the lacked device availability aid to proceed goat manure into organic fertilizer. *Two*, there are still many farmers selling their super quality of EC goats to other cities even overseas (Malaysia), in which this country is now developing super quality of EC goats and its farmers are taken from Kaligesing. *Three*, there are still many farmers having not diversified their business, one of which is goat milk industry which actually benefits financially. *Four*, EC

goat selling will fall when many farmers need money for their children's education fee, resulting in selling their goat, causing high selling offer.

Up to now, government has felt that several policies have been conducted to support the breeding program of EC goat while farmers feel that government does not have any support toward strategic efforts to help them in this program. Government's effort is only limited to have its own pride with EC goat's status as an icon of Purworejo regency.

Changing in government communication system began from the structure. When government communication structure changed, communication system also changed. The changing of this communication system can be accured in macro level (regency) and micro level (village).

Government communication structure was changed by regional autonomy which has influenced this communication system. Government communication system in EC goat farming have four sub systems, such as food plant and livestock extension, forestry and plantation, fisheries and marine, and food security. Now, government communication system have two sub systems: extension and animal husbandry. The changing of government communication system make information flows was tortuous. Information of EC goat farming which was produced and reproduced by government communication system was distributed through more communication structure.

Luhmann's communication theory said that system live in environment. System must be selected and reduced environment's information to earn some valuable information. Regional autonomy are environment in external of communication system. So, system must be selected dan reduced information about regional autonomy. So, the system can earn environment's information which usefull for itself.

Regional Autonomy, Sub-District Election and Farmer Group

One of the aspects of regional autonomy is subdistrict/village autonomy. It is signed by the election of its village head directly chosen. In micro level, this election is also influential on the system of local government in sub district area which is FG. It is a farming organization in agricultural field in the area of breeding EC goat. This subdistrict election occasionally creates a friction between the selected head and this farming organization.

There are two forms of friction between them. *Firstly*, the elected head is aware of FG's little support during subdistrict election, which is then followed by hindering the development of this FG. A threat from Head of subdistrict/villages is targeted to head of FG by refusing to sign a business proposal of FG to ask a help to government regarding EC goats. *Secondly*, FG head voluntarily delegated him to be the sub-district head which is then successfully elected. A few days ago fish in the pond belonging to FG head were died as a result of poisoning. The dead fish were suspected to be poisoned by the defeated candidate.

This conflict usually kept going on and sometimes could not be resolved in subdistrict level. In the first case, AEO finally mediated the conflict by gathering the elected subdistrict head and FG head. This conflict could be resolved as the elected

subdistrict head was a former subdistrict senior officer. The second conflict had to be reported to Local Police Office (LPO).

Conflict in this micro level had a direct impact on farmers/breeders who were the members of FG as they directly interacted with the conflicting party, who were, in fact, their own neighbors. The elected subdistrict head actually creates a stronger supporting characteristic that of regency election, governor election or even presidential election as it has a stronger primordial bond as the candidate of sub district/village head is one's neighbor, friend, relative or even one's family member.

FG's work performance who was involved in such conflict would most likely be hindered. Solving these problems would take up a lot of mind, time, and cost. FG could not work optimally under these pressure and threats, especially the threats faced are real, imminent, and could come anytime soon. The communication system could not well function because of the threat targeted towards the system inside FG. EC goats farming information from AEO to this farmer group would not be delivered optimally as a result of these conditions.

If the conflicts between subdistrict head along with his supporters and FG have been resolved by AEO, FG would surely not be able to immediately restore its performance as well as its performance prior to the conflict. Psychological and socio-cultural conditions of the FG members are not that so easy to recover. They still feel uncomfortable from the conflicts that happened to FG, as well as the daily socio-cultural relationship between FG members and subdistrict/village head along with his supporters. It would take a lot of time for them to rejuvenate their psychological conditions.

AEO, along with citizens, has pioneered the formation of FG for years. AEO has counseled EC goats farming and delivered other agricultural information through FG. FG is the place for its members to cooperatively learn how to develop EC goats farming better. It is a strategic organization in sharing up-to-date information regarding EC goat farming.

Regional autonomy give opportunities for region or district so they could be more existence and independence in economy and politic. Regional autonomy was also expected to strengthen the government communication system. But regional autonomy sometimes was interfered government communication system, especially in village. Election of village head as one of regional autonomy practices, sometimes interfere farmer groups existence. Even though farmer groups was important for government communication system, to delivered information of EC goat farming to farmers.

Conclusion

Regional autonomy gives chance to each local leader to form and dismiss RWU according to their interest. Local autonomy brings changes to the governmental communication system in EC goat farming in Purworejo. Such communication system is run by ALMFO, FPG, AEO, and SEC.

The changes in the communication system are; *firstly*, the dismissal of the BAEFS and the formation of FPG under the authority of ALMFO. This change alters the flow of information from ECB to FPG to zig-zag. *Secondly*, ECB and ALMFO are two institutions that have different characteristics.

ECB is an institution whose vision and mission are focused on extension, while ALMFO is an official institution that doesn't have that kind of vision. *Thirdly*, since the dismissal of BAEFS, the workload of AEO becomes unclear. Not only does AEO have to work with FPG, but also with other institutions in ALMFO. That's why the job of AEO no longer focuses on extension programs from FPG only, but from the institutions in ALMFO too. As a result, AEO work is getting more overlapping.

The link among regional autonomy, the Election of Village Heads (EVH), and Farmer Groups (FG) goes in micro level (village). FG also comes across some issues from subdistrict/head village election. FG receives threats from the elected subdistrict/village head and his supporters, resulting in FG's inability to function optimally. AEO could not also give extension due to the in conducive condition that FG has. Conflicts in a micro level can be resolved by mediation from AEO, but from FG's condition it requires longer time to restore its performance as well as prior to the conflict.

Conflict of Interest

There is no conflict of interest.

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