

POLITICAL COMMUNICATION IN DECISION MAKING: MODEL OF PRIMA TANI INTO PROGRAM AND AGRICULTURAL DEVELOPMENT POLICY IN BALI PROVINCE, INDONESIA

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ABSTRACT

Political communication plays an important part in decision-making processes and to encourage commitments of local government leaders and organizers of agricultural sector development of the concerned regions. The policy transformation process of "Prima Tani" model by the provincial government of Bali Province to be the "Simantri" program and regional agricultural development policy. Some important findings indicate that policy formulation process is carried out through vertical and horizontal communications, in relation to institutional and program integration, as well as technical managerial and strategic decision making. Community's participation was mobilized more as program approaches. Technocratic approach in relation to programs and policies guidance in terms of technological and institutional innovations must be a part of political communication strategy, so that its implementation would not merely be dominated by bureaucratic and administrative purposes aspects, but would be more directed toward building community change initiatives, in order that the process of reaching the public's/farmer's welfare objectives would be achieved.

Keywords: *Political Communication, Decision Making, Development Policy, Prima Tani, Simantri, Bali.*

1. INTRODUCTION:

Local autonomy and decentralized development were basically designed to highly encourage the acceleration of agricultural development in rural areas. However, it revealed that when it comes to implementation stage, the local government and its bureaucracies were reluctant in using such regulations in favor of local agricultural development. In this regard, some inconsistency policies were found leading to counter productive of agricultural development sector in many regions. As a consequence, agricultural development may not always be considered as priority in regional development planning. (Suhaeti *et al.*, 2010, Pranadji, 2011, Maryowani, 2012).

In respect to the Government Regulation No. 38/2007 on the Authority Sharing between Central Government, Provincial Government, and Regency/City Government, the importance of agricultural sector was lessened as clearly

stated in Chapter 7 verse 4 of the regulation that "the status of agricultural sector in regional development planning is no longer the compulsory for the local government, but an optional business". The success of agricultural development is heavily depending on the process of regional development planning with the involvement of local decision makers, including the local government and the local parliament. They are the local policy makers and leaders of rural and regional development (Pranadji, 2011). This indicates that the challenges of national agricultural development are confronted with politic commitment during the process of policy decision by the local leaders at regional level. During the past decade, one of the national development programs that expected to become a committed program is the agricultural innovation development model, namely *Prima Tani*. When launched in 2005 up until 2009, this model has been introduced in 209 locations of 33 provinces (Badan Litbang Pertanian, 2010). The

Indonesian Agency for Agricultural Reserach and Development has been assigned by the Ministry of Agriculture to lead and develop this model, bot at central and regional levels.

Prima Tani model in agricultural innovation program has it target and objective approach to cover not only the local community as users, but also the local leaders as policy decision makers. The local leaders are expected to adopt the model and put into the political document of agricultural development policy. This is intended to transfer the implementation of Prima Tani model from central government to local government. The local government since then will take development responsibility at their respective regions. The government of Bali Province is one of the successful regions to adopt Prima Tani model that had transformed the model into Simantri model, the new agricultural development program at regional level. Simantri (*sistem manajemen pertanian terintegrasi* or *integrated agricultural management system*) is the program adapted from Prima Tani model and adjusted to local condition to support agricultural strategic development policy called “Bali Mandara” of Bali Province.

Currently, there are some studies about Prima Tani conducted by researchers in many locations. The focus of the studies, mainly on technical aspects on the application of Prima Tani model at users level. Among the studies are those carried out by: Cahyanto (2007), Hermanto (2007), Suwanda (2008), Baswarsiati and Purnomo (2008), Dradjat, Syam and Harnowo (2009), Rahmawati, Saleh and Riyanto (2009), Sapari, Saleh and Maksum (2009), Lesmana and Assalamiyah (2009), Wistiningsih, *et al.* (2010); Sumardi (2010), Suparwoto and Susilawati (2011); and Arya, Susrusa and Tenaya (2014). The coverage of these studies include the linkage between supporting and against variables with their impacts. Similarly, studies on Simantri model have also conducted by researchers, such as Sukanteri (2013), Sanjaya (2013), Wibawa (2013), Astuti (2013), Sunanda (2014), and Dananjaya (2014) dealt with technical aspects at farmer’s groups/federated farmer’s group levels. So far, no studies have been conducted in respect to politic communication process, decision making process, and policy formulation program using Prima Tani or Simantri models to develop agricultural sector at regional levels at which local decision makers and local leaders are involve.

The aim of this paper is to describe research results on howthe process of politic communication within the decision making process of Prima Tani model in order to make it a program and a policy in agricultural development in a region. The focus of this paper is to analyze the process of politic communication in policy decision of Prima Tani model to create agricultural development program in Bali Province, Indonesia.

2. RESEARCH METHOD:

2.1. Conceptual Approach

Several politic communication concepts have been introduced by many scholars on various perspectives focusing on many aspects, such as those mentioned by Almond (1960), Almond and Powel (1966), Easton (1965), Fagen (1966); Mueller (1973), Galnoor (1980), Dan Nimmo (1989), and Rush and Althoff (2003) adapted by a number of writers, such as Aly (2009), Romli (2009), Prakosa (2008), Nasution (1990); Iqbal (2005), Harun and Sumarno (2006), Ibrahim (2009), Sumarno (2000), Abdulah (2009), Mas’oed and Andrew (1990), and Ardial (2009). Basically these are the interaction processes of government personnel’s role and the community as actors in policy and government systems.

Politic concept and its definition as described by Budiardjo (1977) is referred to all things developed by and related to government policies and holders of positions in governmental systems. The focus of attention is the holders of certain positions, namely a group of people who have authority to govern the entire community. Politic is an event of taking a decision through the available general infrastructures, specifically those related to the government activities. Decision is how to choose options out of several alternatives, while decision making is pointing out to the processof achieving a condition that the event is taking place.

Decision making as the focus of politic concept is linked with collective decisions that applied and bound in the community. The results of a decision making process are taken and determined to form the government policy (Mitchell, 1969). Basically, those who provide policy should have the power to implement (Deutsch, 1970). Power in this case is the ability and capacity of individual or a group of people to influence other’s behavior as desired or as required. With this description, the main concept in political science should cover the state, the power, the decision making, the policy or beleid,

the distribution, and the allocation (Budiardjo,1979).

With this approach description, discussion on politic communication is directed to the government interaction process through the regional official leadres and the representatives of bureaucracies as the politic actors referred to power and authority in policy decision making and implementation. The material focus of this study is the government personnel as participants in Prima Tani model dan Simantri program in Bali Province. The discussion structure on politic communication and decision making is described using process analysis frame based on cycles as communication and decision making phases.

2.2. Research Approach

Qualitative approach is used in this resarch and is a case study on the decision making process of government's agricultural policy Prima Tani model transformation into Simantri program and the determination of Simantri program into regional agricultural development policy in Bali Province, Indonesia.

2.3. Data Collection Method

Data and information are collected by tracking information from activity documents and other source of publications, and interview. The interview technique was conducted by trailing the tiered information flow on using snowballing method. The interview was conducted to 60 respondents as participants, those who considered as main actors in formulating the policy concept and the actors of the Prima Tani model transformation into the policy formulation of Simantri program. The participants consisted by the level of leaders (directors), division heads, person in charges and managing staff/lower level of institutions within the government Bali Province, such as agricultural offices (food crops, livestock, estate crops, and fisheries), office of regional development planning (*Bappeda*), regional secretariat, expert team, Assessment Institute of Agricultural Technology (AIAT/BPTP), and provincial level of parliament members. Also, the participants at regency level, including farmer's group and federated farmer's group representatives plus participants from central level who involve in the designing the conceptual framework of Prima Tani model.

2.4. Analysis Method

Descriptive type of analysis is used in this study by the application of process approach model of Laswell (1956) and cycle process developed from decision making model for policy studies by Dunn (1981), Siagian (1974), and Simon in Syamsi (2007) as the framework basis of agricultural sector development program in Bali Province. In this study, the cycle process is understood as the communication and decision making process. Description of interpretation about the decision making on those cycle phases process cover: (a) policy transformation process of Prima Tani model, (b) formulation process of integrated agricultural concept, (c) determination process of *Sistem Pertanian Integrasi* (Simantri) in the regional program planning, (d) determination process of program into regional policy, and (e) implementation process.

3. RESEARCH RESULTS:

3.1. The Transformation Process from Prima Tani to Simantri

Poverty, unemployment, and welfare level are the basic problems in the development process in Bali Province. The three aspects above mentioned become propaganda along with its solution programs campaigned by the government through politic communication process during the political stage of Bali Province's governor election in 2008. Politic jargons were packed into campaign materials along with associated programs offered to the public. Taking the poverty issue into the surface with solution program to eradicate the public enthusiasm and the need of the people. This strategy was successfully worked leading the candidates, MM Pastika and AA Puspayoga to a high election position and elected as the Governor and Vice Governor of Bali Province for the period of 2008-2013, respectively.

During their term, the basic problem in poverty was formulated into strategic program called "Bali Mandara" (The Success of Bali-Peaceful, Safe, and Prosperous). This program was officially documented in the Regional Regulation No. 9/2009 about the Medium-term of Bali Province's Development Plan 2008-2013. Several strategic development programs in Bali Mandara policy for poverty alleviation, job creation, and improvement of people's welfare were selected to be prioritized. Simantri program is one of the priorities at which the transformation of Prima Tani model should

include the integration of technology innovations and institutions in one activity location. The Prima Tani model was designed and introduced in 2005 as one of the Indonesian Agency for Agricultural Research and Development (IAARD) innovations.

The Prima Tani concept is to develop a pilot system and progressive agribusiness model on the basis of integrative innovative technology (innovation system and agribusiness) with optimally used of local resources. Farming System Intensification Diversification (SUID) through integrated system of Crop-Livestock-System (CLS) were the pattern intensively applied. The SUID-household pattern is the farming system developed in Prima Tani model fit with the target of the model, namely small scale household farm. The SUID-household pattern integrate household activities in farm system and non-farm activities. The ultimate target of Prima Tani model is to improve household business activities and increase the local people's level of welfare. (Simatupang, 2004).

Prima Tani model was introduced in Bali Province in 2005 and 2007 at seven pilot locations. The crop-livestock integration pattern was the farming system introduced and applied in all Prima Tani model locations in Bali Province. This was based on and adjusted to the local agro-ecosystem condition. The success of the application of Prima Tani model in Bali Province was considered and prepared as the advocacy materials of the elected Governor and all government institutions at provincial level to support the implementation of Bali Mandara's strategic programs in agricultural sector. The integrated concept in agricultural sector as in Prima Tani model has become an inspiration in the development of other agricultural issues directed particularly for poverty eradication, creation of job opportunities, and improvement of welfare. The concept should always be adjusted to the local tradition and local wisdom of Balinese (BPTP Bali, 2011).

Formally, the adoption of Prima Tani model into Simantri program has been followed it up with the Memorandum of Understanding (MoU) between the IAARD and the Government of Bali Province as shown in the letter of consent No. 075/12/KB/B.PEM/2009 and No. 680/HM.240/I.10/09. The coverage of the consent include activity coordination with agricultural technology innovation support to develop crop-livestock integration pattern and the development of institutions and agribusiness

at village level or target groups as identified by the Government of Bali Province.

The idea of changing agricultural development program toward better condition has been the local government political commitment. This was formulated in the Simantri program as one of the strategic programs in Bali Mandara policy concept. Simantri program was designed to accelerate the agricultural technology adoption with its pilot model in the process of technology transfer to the people in rural areas.

Simantri program is also designed to integrate all related institutions and integrate all agricultural activities with its supportive sectors both at vertical and horizontal levels by using local resources according to the local potentials. The integrated activities were applied by taking into account the zero waste agricultural business activities to produce 4 Fs (food, feed, fertilizer, and fuel). The main activity in Simantri program is to integrate crop-livestock businesses by the processing of agricultural waste to provide feed and feed stock during dry season and use livestock waste (faeces, urine) to produce bio-gas, bio-urine, organic fertilizers, and bio-pesticide.

3.2. Political Communication and Decision Making in Setting Priorities of Simantri as Bali's Provincial Strategic Agricultural Development

The political communication process in relation to the process of Prima Tani decision-making model became an agricultural development programs and policy in Bali Province, performed by involving a variety of actors, arenas and other materials into the content of each cycle process and communication stages as well as decision-making phases. The analysis results description of the cycle communication processes and decision-making processes are presented in Table 1 and Table 2. The cycle process is closely linked to poverty conditions or problems, unemployment and agricultural sector's welfare, which would form the major basis of the regional agricultural development program formulation initiated by the Bali Governor, who was elected by the period 2008-2013. Some findings related to the political communication process in decision-making in the Simantri regional agricultural development policy formulation in Bali, is as the following:

3.2.1. Bureaucratic policy mobilization

The communication processes which are played by actors in each node, indicating that the communication processes are done more dominantly in bureaucracy interaction relationship. Bureaucracy plays an important role in the decision making process related to the implementation of the Simantri program. Official's placement as bureaucratic actors of Simantri management organization is interpreted to facilitate the coordination in reaching an agreement to generate a collective decision. Bureaucracy becomes a political legitimacy tool for Simantri program, because it is a bureaucratic hierarchy as part of policy implementation in the regional governance structures. Both in the government structure and Simantri organization, the bureaucratic leaders are also parts of the "command line" rule. It is a dual role, in addition to the governance structure actors; they are also in the Simantri organizational structure. Using the same command line, it is a confirmation that there is dominant bureaucratic power.

Table 1 indicates that based on communication process cycles, any communication are made in accordance to each actor, arena and material, which are the background to the communication process. Even if there is a process in which actors can play a role in different arena and material. A Leading Sector (LS) as the program coordinator as well as the Simantri chairman plays a role as an actor who performs the vertical and horizontal communications, even up to the target program levels (Farmer's Group / Poktan and United Farmer's Groups / Gapoktan). Based on the pretty high authority in the organizational structure, roles as well as LS' access to the Governor as regional leader and Simantri's official accommodating all technical and managerial aspects of the program. Therefore, the LS' position is highly strategic in terms of the program achievement, conflict of interest and source of distortion of information/ messages of undercurrent and vice versa and also in relation to the actor's positions stabilization, the program sustainability as well as political support.

In regard to politics and bureaucracy, Zuhro (2012), explains that the bureaucracy and political relations shows strong political motive in the bureaucracy, the bureaucracy could even be used as a political force because it has a network structure to the base of society, mastering adequate information and have the authority to execute the program and budget. The

existence of the bureaucracy can be utilized for public interest; however, at the same time it can also be used for certain political motives. This makes the bureaucracy tends to be a tool in gaining and maintaining power.

In addition to the dominance in terms of communication, the bureaucracy also gives colors in the decision-making process, as illustrated in Table 2. The actors' role as local government bureaucrats and the organization leaders became decision-making executors of their respective fields, even with limited authority power. Centralized final decision is always made by the governor as leader and at a time as chairman and holders of political power in the government bureaucracy. This position has also opened up the AIAT's political communication process with regional leaders and the provincial level bureaucracy, because to date, the policy advocacy process of Prima Tani program, institutional and technological innovations constrained by "echelon level" politics in the bureaucratic structures of Bali provincial level government. In general, conducted bureaucratic policy mobilization in relation to local agricultural development program, is more dominant in carrying out the management and administration functions as compared to the technocratic aspects, as conducted in the Prima Tani model.

3.2.2. Musrenbang in the context of stakeholder participation

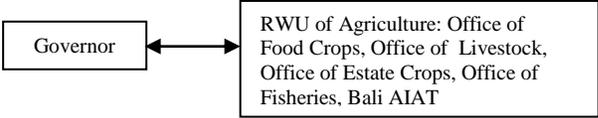
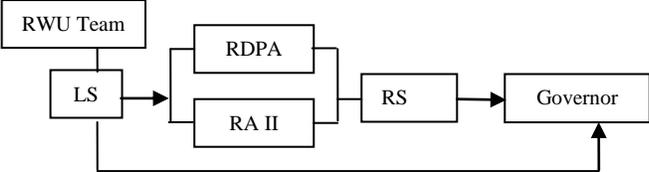
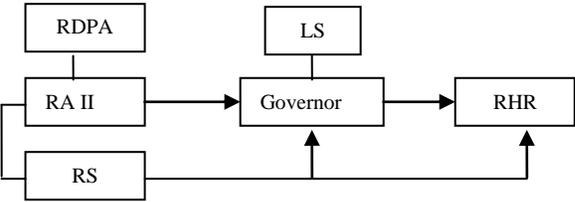
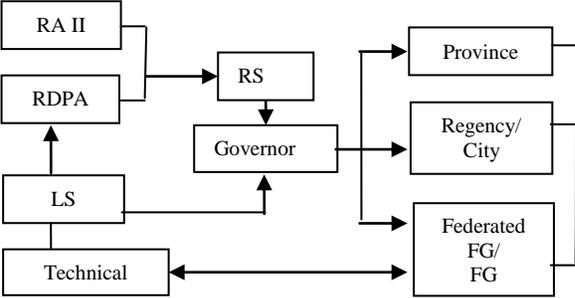
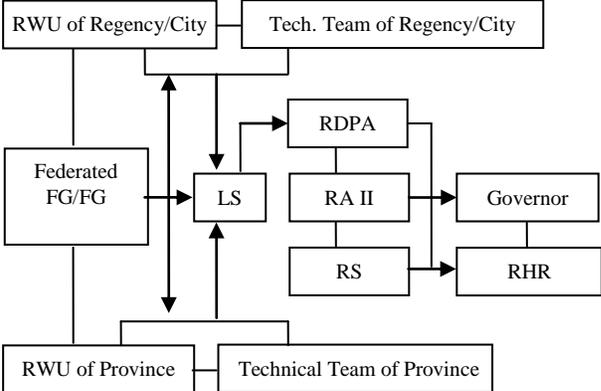
Based on the Musrenbang (Development Planning Meeting) Guidelines Implementation of the Home Affair Minister's Decree No. 050-187 / Kep / Bangda / 2007, Local Government Work Plan's Musrenbang (RKPD) is a public event, which is essential to bring stakeholders understand regional development issues and problems; to reach agreement on development priority setting, and consensus for solving various regional development problems. The objectives of the RKPD's Musrenbang is to scrutinize the issues, to reach an agreement of the regional issue and problems priority setting, as well as its handling mechanism.

This activity is also an arena to synchronize and reconcile the approach of "top-down" and "bottom-up" approaches, community needs assessment approach with technical assessment approach; conflict resolution on local government interests of and non-government stakeholders for regional development, between development program requirements and with the

capabilities and funding constraints and to synergize various development funding sources. Community participation, bureaucracy and academic elements and other interest groups meet in this arena, including the role of members and legislature (Provincial House of Representatives) as an institution that has

supervising function, and at a time representing and taking a part of their constituents in each regional election, which are obtained during recess time (Direktorat Jenderal Bina Pembangunan Daerah, Departemen Dalam Negeri. 2007).

Table 1. Communication Process, Actors, Arenas, and Communication Materials Based on Process Cycle

Cycle ¹	Communication Process and Actor	Communication Arena	Communication Material
1		Hearing, Material Presentation, and Field Visit	Model Innovation of Prima Tani
2		Team Meeting, Sector Discussion, RWU of Agriculture Meeting	Formulation of ideas into the concept of integrated agriculture
3		Program Coordination Meeting, RWU Forum, Provincial DPM	Establishment of Simantri as a regional agricultural program supporting Bali Mandara
4		Coord. Meeting of Team Leader (steering, technical, responsible person); Banggar Meeting, Commission Meeting, Plenary Session of RHR Province	Discussion of Program proposal into regional development policy (process of <i>Perda</i> establishment)
5		DCM, Technical Meeting, Meeting, <i>Simakrame</i>	Program implementation and development in Regency/City
6.		RWU Forum, DPM Province, Meeting, Coordination Meeting, Field Visit, <i>Simakrame</i> RWU Forum, DPM Regency/City, Meeting, Coordination Meeting, Field Visit, <i>Simakrame</i> Federated FG Meeting, Group Meeting, Field Technical Meeting	Activity plan and implementation of Simantri and program support from RWU and non-governmental supporting institution at provincial level Activity plan and implementation of Simantri with program support from RWU and non-governmental supporting institution at regency/city level Activity planning, proposal making, technical implementation of Simantri program

Note: ¹Cycle (Table 1 and Table 2): 1. Transformation and adoption process of Prima Tani model policy; 2. Process of concept formulation; 3. Simantri determination as a program; 4. Policy-setting process; 5. Implementation process; 6. Implementation (simantri development and consolidation).

Source: Primary Data and Information (2014), Document and Annual Report of Simantri (2008-2013) (Table 1 and Table 2).

The objective of the citizen's participation is to influence government decision making. Participation can be individual or collective in nature, organized or spontaneous, steady or sporadic, peacefully or by force, legal or illegal, effective or ineffective (Huntington and Nelson, 1977 as quoted by Rumesten, 2011). Normatively, participation is a community participation in an influencing process, provide inputs into a decision making process or a policy development. The community's participation of the poor farmer's group had been conducted at the beginning of data and information encompassment for agricultural poverty alleviation programs formulation supporting Bali Mandara. The elected Governor conducted the initial program through field visits to villages, seeing the agribusiness condition carried out by the agricultural society and served dialogic communication process with the farming community on experiences, problems and potentials that could be developed. Aspirations articulated by farmers are then accommodated as a result of the information encompassment. Correspondingly, various hearings with the bureaucracy leaders at institution levels related to the agricultural development in Bali Province, and one of them is Bali Provincial AIAT.

Community participation process is also carried out in the form of a single proposal or Farmer's Group proposals for Simantri program, through Gapoktan's communication and authority, which is legitimized by District / City Government, then proposed to the provincial Simantri managers, through the path of Governor, Chief of SKPDs / agriculture related technical service office and LS. The community participation is directly performed by members of the farmer's group and Gapoktan upon realization and implementation of the program Simantri in each group of recipients. The community participation in the Simantri program formulation process into the regional agricultural development policies is interpreted as community participation in the program, which has been determined by the local government. Community participation is only a mobilization form of the program.

3.2.3. Negotiation as a form of political communication

Negotiation is interpreted as a decision making process that is interpersonal in nature, between two or more people to agree on the allocation of limited resources (Thompson, 2000). The negotiation process specifically involves

elements of persuasion, coercion, manipulation, exchange and others in reaching a final decision. The definition assumes at least five elements in the negotiations (Goldman and Rojot, 2002 in Hamudy 2010), namely (1) actors who negotiate, (2) power possessed by the actors involved in the negotiation process, (3) any parties who get involved in the negotiation process and also has a dependency on the other's power, (4) resource-parties contested by involved parties and (5) any interested parties to build consensus and collective decisions.

In the context of negotiations, communication cycles and decision-making occur during Musrenbang and determination of the proposed program and budget at the level of commission and Provincial Parliament Funding Division. The follow-up of this process resulted in collective decisions on the proposed program and budget. At the Simantri policy-setting process into a local agricultural development program, the role of executive decision makers through the governor and legislature (DPRD), would be highly related to the negotiation process to produce a collective decision, until the determination of the Regional Regulation No. 9 of 2009.

3.2.3. *Simakrama*, political communication patterns of Bali

Quite intensive political communication patterns and strategies, which are played by the Governor in connection to support regional development policy "Bali Mandara" program in Bali Province, is through the "simakrama". Political communication activity is initiated by elected Governor for the period of 2008-2013 and held every end of the month in turns in each district / city or at the provincial level. According to the Governor of Bali: "*Simakrama* is a form of open and very free dialogue between the community at large with its leaders, to express their aspirations, opinions, views, criticism, suggestions and advice to the Governor and the bureaucracy of the various aspects of development directly, without distortion bureaucracy

In the above explanation, the *simakrama* is interpreted: (1) as an arena to deliver various policies and regional development programsto the public and the leaders or the bureaucracy (provincial, district / city), including advance programs such as Simantri; (2) as a very open dialogue forum on all development aspects of Bali; (3) as an arena to getting aspirations, suggestions, criticisms or advices from the community at large, freely and openly; (4) as

Table 2. Decision Making, Decision, and Basis for Decision Making by Process Cycle

Cycle ¹	Decision Making		Decision	Basis of Decision Making
	Managerial/Technical	Strategic		
1	- Governor - Director of AIAT	Governor	Adoption of Prima Tani Model	- Condition and problems in Agriculture sector - Bali Mandara supporters - Innovation adapting Bali culture
2	- Governor - Each of Director of RWU at Provincial Government Level	Governor	Concept of Integrated Agriculture, Technical Team; MoU with IAARD	- Needs of arrangement of integrated agriculture concept and various related sectors - General agriculture condition - Purpose of change
3	- Leading Sector /LS - Director of RDPA - RA II - RS	Governor	Simantri Program supporting Bali Mandara, Organization Structure	- Equalizing perception and understanding of Simantri program - Effort to empower poor people in rural and agriculture - Welfare improvement
4	- Governor - RS - RA II - Director of RDPA - Leading Sector	RHR	Perda No.9/2009: Including Simantri policy and other Bali Mandara Program	- Program legitimation - Task and function of institution
5	- Governor - RS - RA II - Director of RDPA - Leading Sector - Technical Team - RWU Province - Chair of Federated FG - Chair of FG	Governor	Implementation of Simantri at Regency level, MoU Governor with Regent/Major, Establishment of 10 location samples of Federated FG/FG	- Coordination of Simantri program responsibility - Basic purpose of regional development
6	Chair of FG, Chair of Federated FG, Director of Office of Regency/City, Chair of Tech. Team of Regency/City: Tech. Team of Province, Director of RWUs of Province, LS, Director of RDPA, RA II, RS, Governor, and RHR	Governor RHR	SK Governor : Location /support for Federated FG / FG, Companion Team, Organization Reward, Evaluation Team) Development/Consolidation	- Making support from various institutions for Bali Mandara and Simantri activities - Understanding of the Bali Mandara and Simantri - Support for target achievement with RWU program
	Regent, Director of RWU, Leading Sector, Technical Team	Regent	Regent decree RWU program support, Coordination Team/Technical Team decree	- Support for target achievement and implementation of Simantri program at Regency/City and Federated FG/FG - MoU Regent/Major with Governor
	Chair of Federated FG, Chair of FG, Member	Chair of Federated FG, Chair of Group	Proposal, Federated FGs, Rules, Group, Group's statute and by law	- Group's needs - Authority and duty - Procedure execution - Agreement with Governor - Technical Team's suggestion

Note (Table 1 and Table 2):

RWU = Regional Work Unit (SKPD)

AIAT = Assessment Institute for Agricultural Technology (BPTP)

RA = Regional Assistant (Asda)

RS = Regional Secretary (Sekda)

RDPA = Regional Development Planning Agency (Bappeda)

RHR = Regional House of Representatives (DPRD)

DPM = Development Planning Meeting (Musrenbang)

DCM = Development Coordination Meeting (Rakorbang)

Perda = Regional Regulations

meeting point of undercurrents and at a time as participation in decision-making process, (5) for Bali provincial government, *Simakrama* is an arena to deliver accountability, and transparency of the development process and results to the constituents, through the governor and the provincial government to the public. Therefore, the process of utilizing the development budget use can be known directly by the public; (6) from the government side, *simakrama* arena can also be used as a synergy process to accommodate a variety of programs, socialization and evaluation of the development target achievement as well as various provincial government policies to be known by the public at large.

3.3. Culture and Social Systems

The communication process and decision-making in relation to regional development programs, including *Simantri* program formulation process up to its implementation is tightly engaged with culture values that become the spiritual foundation of Balinese society, both associated with their regulation and religious values, customs and culture which has been so strongly adhered to and implemented by the Balinese as a whole. Farming culture and cattle raising in particular is a tradition that has been done since long ago and became a cultural heritage and also remained traditionally done by the people of Bali today. *Pakreman* Village, *Subak*, and other customary values associated with agricultural activities remain a reference in the alignment process of regional development that constantly communicated with different customs and religious events and at a time become sources of decision-making when it comes to the implementation of the community activities. *Tri Hita Karana* is the major source of main decisions that had been held and underpins all aspects of the Balinese life.

3.4. Diffusion Process and Leadership

Diffusion of innovation process and program using formal leadership approach in the structure of the Bali provincial government, as well as traditional leaders also indirectly become part of both successes and failures of the regional agricultural development process. If the diffusion process is defined by management as an interest for the development community in more broader way in terms of the regional agricultural development, then the response of local leaders is the key factor for moving the

other actors in the bureaucratic structure and its leadership in the government system. Conversely, if the diffusion process that is not responded using the regional leaders' policies of in the sense of not being committed through relationships and roles of key actors in the regional agricultural development implementation then the diffusion process only become the SKPD's routines. Thus the role of the leaders in terms of power and authority as well as a commitment to the development of the agricultural sector of the region would be the major base in the process of political communication and decision-making and it is synergized with various statutory provisions and customary law which is also a cornerstone in conducting leadership role in the process.

4. CONCLUSIONS:

The process of political communication has become an important part in the Bali Province regional agricultural development implementation, in context of Bali Mandara vision realization through agricultural development *Simantri* program. For the Indonesia's Agency for Agricultural Research and Development in relation to the political communication process in relation to dissemination policy of *Prima Tani Model* at the level of regional leaders as decision makers and be the determinant of regional development policies (province), is a breakthrough as well as opening the way over the communication process deadlock with policy makers, due to constrained by the bureaucratic system of "echelon level" hampering the process of program transformation and innovation to give more colors into the regional agricultural development policies.

On the basis of interaction and relationships among actors in each cycle decision, in *Simantri* program planning up to its implementation, confirming that the bureaucratic dominance of the role and power of the is quite strong, so that the technocratic aspects, which should be the main role in the accelerating transformation of technology transfer to rural communities, has been reduced to bureaucratic approach with only administrative function implementation, so that technological innovation as well institutional model that is adopted from the *Prima Tani model* is not entirely well communicated to the target audiences.

The decision making processes in all the cycles / stages spread out on some key actors

with all the powers and authority, which are limited to their respective fields, technically and managerially. Strategic decision-making is carried out centrally by the Governor, based on the role of key actors in each cycle process and the previous decision, and also its position as a regional leader. The political communication process and decision-making, either directly or indirectly also interact with religious norms, cultural aspects and customs applicable / run in Balinese society. While the transformation process and the diffusion of innovation at the regional leader level demand commitment and regional leadership in the decision-making processes.

Political communication strategies associated with the decision-making process in the regional development implementation has been carried out with the involvement of various actors, through the Musrenbang arena and simakrama activities. While communication strategies and approaches for achieving the target of better agriculture must be supported by an increase greater role of the technocratic actors of the application aspects of technological and institutional innovations, with the goal of behavioral changes of farmer / community in conducting farming activities. It can be carried out through improving synergy among academic party, Bali Province AIAT / the Indonesia's Agency for Agricultural Research and Development and Regional R&D institutions in each SKPD, Bappeda and experts in Balitbangda of Bali Province in coordination with the Simantri activity Technical Committee, Culture and tradition in agriculture and animal husbandry activities at the community level has been already built for a long time in Subak activities and other traditional institutions, therefore, it becomes the basic capital for improving the activities of the agricultural sector, of course, with the support of all related parties.

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