

The Role Of Government Public Relations To Development In West Java By Using Social Mapping

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Abstract - Social Mapping, therefore, is required to map the characteristics of local community. The result of Social Mapping can be used as a reference for State Owned Enterprises (BUMN) before initiating the development of modern city in Walini plantation area, as well as a guideline for the preparation of strategic plan, or at least the formulation of the program to be implemented after the development of modern Walini city. The questions that should arise in social mapping for development planning are how communities are affected by structured development, homogeneous or heterogeneous populations, formal and informal leadership structures, influential value structures, communication channels used, advantages and disadvantages of a particular community, particular problems faced, local economic situation, local political situation, resources (nature, people, and culture) owned, knowledge and community feelings towards the development of the metropolis, public understanding of metropolitan urban development policies, and community expectations on the construction of the metropolis. All questionnaires in this research are explored through qualitative approach with Rapid Appraisal and Participatory Appraisal methods. Rapid appraisal method is a suitable method for qualitative data gathering, where rapid appraisal is designed to get some in-depth information about the life in a particular village, in which society is simply used as an object to answer the open-ended questionnaire. Field activities using a local enumerator is more suitable, but beforehand a local enumerator should be provided with an interview technique training to gather data from their informants. The reason behind this is because, researcher's role is the main instrument in the interview, the ability to dig the problem through the informant's answer would enable a suitably produced in-depth data. The method of participatory appraisal is selected in the social mapping to support the depth of data being explored. The data collection technique in the field would be placing the society as subject. Focus group discussion technique employed by including a selected community with predetermined criteria as facilitator and also participant of focus group discussion, in which enables to provide data on village area situation along with the characteristics of the community.

KeyWords: Government Public Relations; Social Mapping; Audit; Development; Cyber City

1. Introduction

The plan to build Walini as an eco-green city and cyber city to support big cities of Jakarta-Bandung, similar to Hong Kong-Shenzen in China and Washington-Boston in America, needs a more in-depth study to support the plan, which will be done in a detailed manner; This development is supposed to be supported by community and partners of the government. PTPN VIII (PT. Perkebunan Negara or State Owned Plantation Company) as the owner of the Walini plantation is prepared to provide the land in a contribution for modern city/satellite city program. PTPN VIII states that the land they owned is not a productive land, even though the land that they have is capable to sustain the life of the surrounding community. The area of land owned by PTPN VIII is 3 hectares, while the need for modern city development is 10 hectares. In addition to the state-owned enterprises in the field of the plantation, other SOEs in the fields of energy, infrastructure, telecommunications are also required for

this project. Megaprojects such as this one require a large contribution from various institution, for example in the development of the cyber city, PT Telekomunikasi Indonesia (Communication Indonesia, A state-owned communication company) could be the backbone for cybercity program. However, the development of the modern city is not a problematic free matter, the government must free at least 7000 ha of land covering villages of Cikalong, Rende, Tenjo Laut, Puteran, and Mandalasari, in which local community still inhabited. According to one of the local community leaders, they have not received any information about the development of the modern city project in Walini plantation area. Furthermore, according to Wahana Lingkungan Hidup Indonesia (WALHI, or Indonesian Forum for Environment, an environmentalist NGO), the development of the modern city in Walini plantation is suspected to be in favour for the investors' benefit as it is still a productive land owned by the local community.

Issues arising from the development of an area or the establishment of a particular company are not new; companies or government agencies often simplify the problem under the pretext that the objective would be for the benefit and welfare of society. People of West Java tend to have a high level of collectivity, which needed a preventive measure that would create benefit for both sides

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and creating a harmony between society and investors, particularly in Walini area development.

This could be done by promoting a good relationship with the community, which reflects the collective ownership of a particular institution with local community. [1] defines community relations as: public relations function, which is an institution's planned, active, and continuing participation with and within a community to maintain and enhance its environment to the benefit of both institutions and the community". The function of public relations act as a behavior planning, which is an active and ongoing participation with and within the community to maintain and develop the environment for the benefit of both institution and community.

The results of social mapping as an audit of urban metropolis development planning can be used to formulate development programs of gaining community support related to the development of the metropolis. The participation of local communities in the development of a metropolis is indispensable. Today's society should be treated as subjects and no longer as objects. One of the findings of this social mapping is that people feel they are not receiving enough information from the government in the development of metropolis, which develop an impression for the inhabitants that they would not be able to live in their current residence of Mandalamukti and Mandalasari villages, the two villages directly affected by the development of Greater Bandung Metropolis. Lack of socialization on the development of the city is addressed by various level of community, which is then creating some concerns.

First, there is a concern that the public will not receive any positive impact from the development of Greater Bandung Metropolis located in West Bandung regency. Second, people are concerned on the existence of new cultures penetration, the assumption that the people living in the metropolis are rich, socially distant, has a lower religious value, and a fear that a shift would occur in cultural values to the local community. Third, the impact of the development of Greater Bandung Metropolis would marginalized local people and would not be able to involve them as the main actors in the economic development of Greater Bandung Metropolis. Unrest in the community will result in the low participation of the community in the development of Greater Bandung Metropolis, therefore it is necessary to create specific and intense approaches through local value based socialization in the village of Mandalasari and Mandalamukti. Some factors have to be taken into consideration to conduct socialization to the public; First, identifying opinion leaders in the community; second, identifying communication forums in the community.

2. Literature Review

Social mapping is now commonly used as one of the approach in dealing with social problems. Literally, the word "mapping" refers to the process, the way, and the making of a map; while the word "social" is simply interpreted as society connected matters. Terminologically, [2] explains that social mapping is a systemic process of society description and involving data and information collection about the community, including the profile (history) and social problems that existed in the community. Long before that, Netting, Kettner and McMurty in [2] have provided a brief overview of social mapping, which described as a social profiling or profiling a particular society. One form of outcome of social mapping is usually a map of a region that has been formatted or designed in accordance with its functionality by using a description of social problems image in the community. The results of social mapping can be used as the main reference in the preparation of organizational strategy for organization / institution / company.

In other words, social mapping is part of a study, where the results are in the form of research data that can be used to formulate program programs in the development of the community. In line with the statement from Dozier, one of the public relations figures, which states that good Public Relations is the one who started and ended the activity with research. This means that research conducted by public relations practitioner functioned as a radar to map the events that are currently happening, as well as the material to prepare a strategic plan. In line with Dozier's thinking, Macnamara developed the Pyramid Model of PR Research as follows:

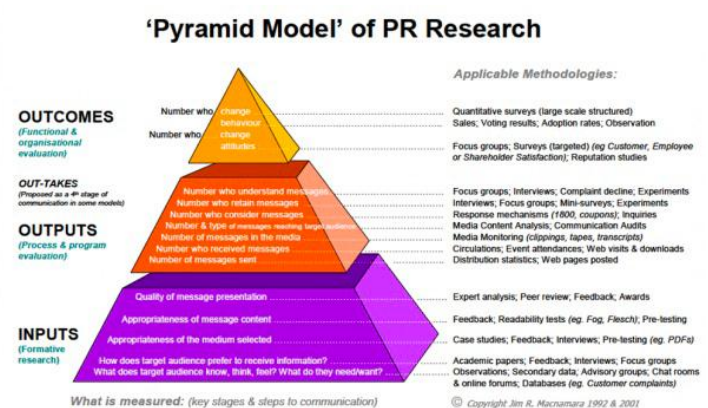


Figure 18. Pyramid Model of PR research (Macnamara, 1992; Revised 1999 and 2002).

Source: McNamara in Gozali (2005)

This pyramid model is the result of a revision of the macro model on the evaluation of PR programs, which implementation is done from bottom-up direction [3]. The bottom section reflects the foundation of the strategic planning process followed by the evaluation process at each

level, to provide the suitable formulation on the desired results. In this model, input is a very important physical component in communication programs or projects, such as the choice of communication media with its various format (eg, writing, pictures, and various communication media) [4].

Output is a form of material and activities undertaken (e.g., through publications, intranets, and events) and processes in manifestation of communication activities. Outcomes are the impact of communication activities that have been implemented, in the form of changes in attitude and behavior. It can be said that this model is a practical and a very informative research model. Evidently, the list of suggested methodologies at each level means that there is no requirement to have a similar approach in those methods at each level, but rather it is differentiated according to the needs and expected evaluation context [4]. The Pyramid Model of Public Relations Research combines formative research and evaluative research with the assumption that both research should be integrated and implemented as a continuum for information and feedback data gathering in the communication process. This model suggests that research should be undertaken before, during, and after each implementation of program. This should be done to identify, understand, and accommodate the needs, interests, and attitudes of audiences [5].

Model of Pyramid Research in Public Relations can be used as a preparation for planning and evaluation, but in the context of development in West Java Province, this can be used as a planning audit by performing formative research through social mapping. The results of social mapping is expected to be one of the main reference in the preparation of strategic plan, or at least the formulation of the program to be implemented in new city development at Walini. Therefore, social mapping must provide a comprehensive picture of the location, including actors who play a role in the process of social relations, social networks of the actors, the strength and interests of each actor in public life, especially in the efforts of improving living conditions of society, existing social problems, including the presence of vulnerable groups, as well as the potential of nature, human, financial, infrastructure, and social capital available in the village of Mandalamukti and Mandalasari.

Various information gathered would be more easily used as a reference in the formulation of new city development program in Walini. That is because, basically, the program being formulated and then implemented is an attempt to solve the problem by using existing potential and opportunities, such as the participation of village community of Mandalamukti and Mandalasari villages, which is directly affected by the development of new city in Walini.

As stated by Baskin and Aronoff in [6] the questions that should be arise in social mapping as a development planning are how communities are affected by structured development, homogenous or heterogeneous populations, formal and informal leadership structures, influential value structures, the advantages and disadvantages of the community, specific (typical) problems faced, the local economic situation, the local political situation, the resources (nature, human, and culture) possessed, the knowledge and feelings of the community towards the development of the metropolis, the understanding of development policy in metropolis city development, and public expectations of metropolis development [6].

3. Research Method

This research employs descriptive qualitative method, in which, this research will describe a phenomenon. According to Jalaludin Rahmat [7], descriptive research aims to collect actual information in detail. Identifying problems or checking environmental conditions are also part of descriptive studies. The descriptions of the research will be conducted systematically and analyzed using qualitative analysis techniques. Qualitative analysis is expected to produce an in-depth description of the words, writings, and behavior that can be observed from a specific individual, group, society and organization in the studied settings from a comprehensive, and holistic perspective. [8]. In this research, these questions will be explored using qualitative approach with Rapid Appraisal and Participatory Appraisal methods.

Rapid Appraisal method is suitable for finding qualitative data, because it is designed to uncover in-depth information concerning various aspects of life in a village. In this method, the participants are subjected to open-ended questions. To apply this method in the field, it is better to use local enumerators, which should be previously trained in interview techniques. This is critical because researcher is the primary instrument in an interview. His ability to explore problems from the responses will yield in-depth data and information. Meanwhile, Participatory Appraisal method serves to support the depth of the data to be explored. Data will be collected through Focus Group Discussion, in which the society will be its subject. Facilitator (s) and participants of Focus Group Discussion will be chosen based on certain criteria, to obtain detailed data on the village and the characteristics of the people [9].

4. Result and Discussion

Public Relations figures such as Ivy Lee, Edward Bernays and Rex Harlow introduced Public Relations activities as an effort to gain public support and trust. It

was first acknowledged in the industrial revolution in the United States that those Public Relations pioneers try to formulate the importance of the role and function of Public Relations. It was an agreement, which endorsed by the Institute of Public Relations that declares a definition of Public Relations, which is a discipline that is born to support and influence the opinions and behavior of public. Activities that constantly pay attention to systematic steps such as planning and communication efforts between the company and the public [10].

Some factors must be taken into consideration in planning the Public Relations program (activity). Public Relations, in the context of new city development in Walini, should identify key opinion leaders and communication forums in the community. The results of social mapping show that public figures with influence were formal and nonformal figures such as village heads, sub-district heads and religious leaders (kyai or ustaz). The government approach in establishing communication to the community, should consider, in advance, a connection with formal figures and non-formal figures. In the discipline of communication, the use of formal or non-formal figures (called opinion leaders) is a form of two-step flow communication. In the two-step flow communication model, when the message is delivered by the source (in this context, central or provincial government) passing on information related to the development of the Greater Bandung Metropolis, it cannot be directly gone through the public, it should be passed on to the opinion leader, which has a role to explain those information to the community as the opinion leader has good understanding and access on the messages for the development of the metropolis. The communication model for the villages of mandalasari and mandalamukti are as follows:

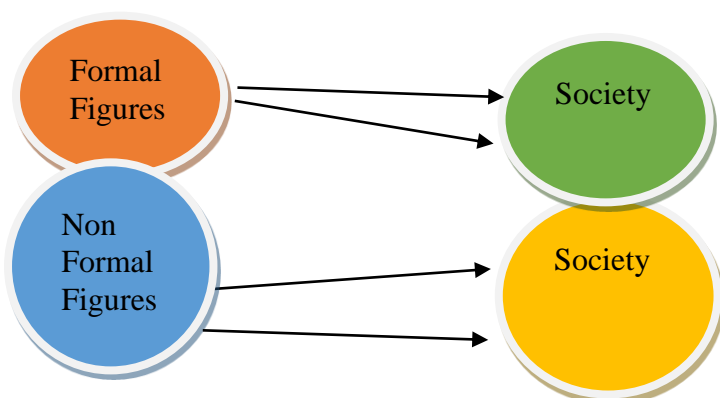


Figure 1. Communication Pattern Model of Mandalamukti and Mandalasari villages

When the main actors in communication models are identified from the results of social mapping, it should be accompanied by the mapping of discussion forum used by the public to discuss public interest. This is necessary as communication programs for the community on the development of the Greater Bandung Metropolis should be

able to reach the right target and goal. Information on forums used by the public to discuss the public interest is very useful for the central or provincial government as a platform to communicate their development program. Through such forums, the central government does not necessarily need to arrange a special forum for this particular information to be delivered, which is proven to be a more effective way in delivering the message. The forums used to discuss the public interest in Mandalasari and Mandalamukti villages are religious forums. The strong religious values in Mandalasari and Mandalamukti villages are the main reasons why the forum is still routinely conducted.

Public Relations as a function is having an unwanted attention from the public lately. Social issues in the context of society has not been properly treated by the function of Public Relations. Public Relations is considered to be part of business corporation oriented, which only focusing on profit. Social problems taken place in the development of new city in Walini has a serious need for Public Relations treatment. This should be done in order to provide harmony in society and changes in a better life. Critique on Public Relations expressed by Leichthy is focusing on cognitive pattern of Public Relations, which is placed only on organizations or institutions such as companies and government agencies. On the contrary Public Relations ought to be present in every agency, including Non-Government institutions such as Community Enforcement Group. Leichthy's study, which is published in the Journal of Public Relations Research (2003) tries to build and develop a wider role and function of Public Relations, which makes Public Relations present in every community system [10].

Nevertheless, local value based public relations is not being considered as a solution in the context of new city of Walini. The use of the concept of Public Relations based on local values is supported by Leichthy in his article "The Cultural Tribes of Public Relations", in which he finds that: Public Relations is not only contributed itself to organizations, business and formal companies. Public Relations has contributed it self to institutional culture, and non-governmental organizations such as community activist groups [11]. Public Relations activity has always been established from cultural studies as it is the culture that has ubiquitous presence in the community system. Public Relations contribute actively in every organizations, institutions and community groups. The same thing is underlined by Sriramesh in his writing on Multiculturalism and Public Relations Education. He emphasizes that the importance of understanding the context of culture in the field of Public Relations in as an effort to learn the diversity of cultures within the community. The function of Public Relations is not only can be found in formal organizations such as government, and corporations, but also in nongovernmental organizations

such as Asoka India. They have entrusted particular people who is believed to have the knowledge and ability in the role of managing Public Relations institutions, which is called spokesperson [10]. In the context of development of new city in Walini, ideally, public relations of central government or West Java provincial government should approach with Sundanese value. The function of Government Public Relations is as follows: first, it is an attempt to provide information or messages in accordance with the policies and objectives of the institution for the interests of the community as a target audience. In this context, public relations officials must provide a detailed information by focusing on local values in Mandalasari and Mandalamukti villages. Second, public relations officials should, ideally, acknowledging the aspirations or wishes of the public / community in relation to the development of new city in Walini within the same interests for the development of West Java Province. In order to see clearly on the main function of government public relations, [12] suggests that basically the main function of government public relations are Securing the policies and working programs of the government they represent, Providing services, disseminating messages and information about the policy, able to socialize development programs both nationally and regionally to the community, Being a communicator and a proactive mediator in an effort to bridge the interests of government agencies and accommodate the aspirations or public opinion (community), and pay attention to the wishes of people, Actively participate in creating a conducive and dynamic climate, in order to secure stability and development of programs both in short and long term. Tactically, the PR government is trying to provide effective messages or information to the public as its target audience. Government PR needs the ability to carry out effective communication, to motivate, and to have influence on public opinion.

This should be done in order to create the same perspective with the public, which suited to the purpose and intent of the institution. Strategically, the government public relations plays an active role in the decision making process, giving suggestions, generating creative ideas for programs in the institution, able to support the success of long-term national development, establishing cooperation and community support. In order to support Government PR, Public Relation Officers must have the ability to handle any problems encountered, the abilities are The ability to observe and analyze issues related to the interests of institution or audiences as their public, Ability to conduct effective, dynamic, creative, and supportive mutual communication, which draw attention from the audience, Ability to influence and create favorable public opinion for the agency/institution, which he/she represents, Ability to

establish good relationships, mutual cooperation, trust, and mutual support for both parties involved [13].

Public relations for the government should be able to adjust to the change from government to governance [14]. In this case there is a change from power and control to the exchange of information, which creates communication and persuasion by providing information towards the public to give them control over the government. [15]. Therefore, it is important to have the community supporting the program of the development of new city in Walini. Public relations in government is basically not a political entity. The public relations department at government institutions is formed for its communication and management functions. The job is to provide regular information on the policies, plans, and results of the work of the institution. It also reaches the public on the information of the laws and regulations and everything that affects the life of the community. In management function, PR could provide input and advice to officials about required information and possible reactions of the community towards the institutional policies. However, in reality, there are some government agencies constrained in applying the function of Public Relations. One of the causes is the position of Public Relations in Government, which is not an independent and dominant part of the organization, this can only means that PR in government has not gained enough trust to participate in producing government policy [16].

5. Conclusion

The underlined element of public relations activity, which should start and end with research, is really being encouraged to be implemented. A good implementation of public relations activities should be based on a proper understanding of the public relations issues being faced. In this case it should be remembered that effective public relations is basically a process that begins by determining problem through research. A complete and accurate fact and insight of the problem can be done through research, as the research would be able to provide the information needed in identifying the problem. This includes the identification of the public involved, deciding on organizational goals and objectives, and selecting a suitable strategy. It is important to note that public relations as a function is not only present in the business corporation, but also in tackling social problem.

In practice, public relations should pay attention to local values in establishing relationships with the community. This activity is supposed to be done to facilitate the interaction between the government and its citizens. Public relations should be able to adjust to the current development on the change from government to governance, which alters the interaction of power and control into the exchange of information. Added by the required communication and persuasion towards the

public enables them to have some kind of control for the government.

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