

Communication Strategies of the Provincial Government of Bali for a Benoa Bay Reclamation Conflict Resolution in 2016-2017

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Abstract— This research aims to describe communication strategy models of Provincial Government of Bali in resolving a reclamation conflict of Benoa Bay. The reclamation refusal led by Forum Masyarakat Bali (ForBali) hampered the reclamation project, mentioned on Presidential Regulation No. 51/2014. Even though the Provincial Government of Bali were not an executor, they attempted several plans to succeed the reclamation project. This study was descriptive qualitative research which the data were gathered through in-depth interviews and documentation. Research participants were provincial government officials of Bali engaged in communication with Balinese people. The data were analyzed using an interactive analysis and data validity employed triangulation. Research findings showed that the Provincial Government of Bali applied a participatory approach of tokenism. As a planning stage, the government undertook feasibility studies (environmental impact assessments), in spite of only a few, through communicating with the people interactively, functioning ‘kelihan’ as an opinion leader, and interacting with local wisdom. A position of the Provincial Government of Bali as an intermediary of central government turned an obstacle factor in effectiveness of communication strategy implementation. Besides, local wisdom which considers water, oceans, and mountains are sacred became the second obstacle factor.

Keywords— *communication strategy, opinion leader, local wisdom, feasibility study, participatory tokenism*

I. INTRODUCTION

According to a module of Terapan Pedoman Perencanaan Tata Ruang Kawasan Reklamasi Pantai (2007), a reclamation functions as residences, industries, businesses, malls, airports, urbans, agriculture, alternative transportation lanes, freshwater reservoir on the edge of a beach, waste management and integrated environment areas, land protection from abrasion threats, and integrated tourism sites. However, a reclamation most possibly emerges harms as ecosystem changes, bad drainage systems, and hydrodynamic changes which bring negative impacts on environment and community, as well as cause extinction of biodiversity.

Several issues of countries successfully undertook a reclamation as Singapore, Dubai, the Republic of Korea, Japan, and People’s Republic of China (liputan6.com, April 6th, 2016). In Indonesia, a Benoa Bay reclamation issue has not been vivid yet whether or not it is allowed. Rejection was intensively carried out since the people believed some losses they would face. The reclamation protest was performed by thousands of people from 27 Adat villages. They brought giant Ogoh-ogoh to show their denial. The demonstration

coordinator in Bali was I Wayan Gendo Suardana stating that the people insisted government to cease the reclamation plan including environmental impact assessments and to repeal Presidential Regulation No. 51/2014 being a basic law of the reclamation. The complaint was responded by Minister of Marine and Fisheries Susi Pujiastuti that the reclamation decision would be made till the environmental impact assessments were accomplished (www.bbc.com, accessed in February 2017).

A peace effort from PT Tirta Wahana Bali International (TWBI) via an invitation letter No. Un-422/polhukam/De-III/HK.04.04.I//2016 dated November 8th, 2016, a coordinator of Forum Masyarakat Bali (ForBali) I Wayan Gendo Sardana declared that the ForBali refused the letter because the invitation was mostly addressed to organizations supporting the TBWI, while legal offices as Lembaga Bantuan Hukum Indonesia (Indonesian Legal Aid Foundation - YLBHI) and Perhimpunan Bantuan Hukum dan HAM Indonesia (Indonesian Human Rights and Legal Aid Association - PBHI) were not invited (www.forbali.org, accessed in February 2017).

Decree of Paruman of Pakrama, Denpasar declined the Benoa Bay reclamation because of upholding Tri Hita Karana, supporting that Benoa Bay is a sacred area, urging that Benoa Bay is returned to be conservation, commending policy makers in central government and Bali to listen to Bali people, and demanding the repeal of Presidential Regulation No. 51/2014 (<http://www.walhibali.org/category/tolak-reklamasi-teluk-benoa>).

During pros and cons of the Benoa Bay reclamation-based revitalization plan, Regional Legislative Councils (DPRD) of Bali Province gave ‘a green light’. There was a 3,000-person march supporting the reclamation. Deputy Speaker of the DPRD of Bali Province Nyoman Sugawa Korry spoke to the people that the Benoa Bay reclamation would be decided based on a basic law and results of environmental impact assessments. If Presidential Regulation No. 51/2014 is prolonging, there is no reason to reject the reclamation. Despite showing the green light, Sugawa reminded the reclamation supporters that that the Benoa Bay revitalization may not be executed. For one reason, it can be done if it meets environmental impact assessments and Presidential Regulation No. 51/2014 is not revoked. If Central Government withdraws the Presidential Regulation, the reclamation is neglected. Indeed, if the environmental impact assessment results are mostly negative, the reclamation is

cancelled (<http://news.liputan6.com/read/2217360/dprd-bali-izinkan-reklamasi-teluk-benoa-asalkan>, accessed in January 2017).

A renewal application for a reclamation permit of Benoa Bay by PT. TBWI was accepted by Ministry of Marine and Fisheries. PT TBWI can be seeking to get the Benoa Bay Reclamation permit. Minister of Marine and Fisheries Susi Pudjiastuti asserted that the permit renewal was accepted since there was a regulation requiring the ministry to make the policy. Meanwhile, the sea hoard can be undertaken after the reclamation execution permit is enacted by the Ministry of Marine and Fisheries. Nevertheless, the execution permit can be announced if the reclamation project has had an analysis permit of the environmental impact assessments (<http://www.tribunnews.com/regional/2016/07/26/susi-jelaskan-kenapa-izin-lokasi-reklamasi-teluk-benoa-diperpanjang>).

The unrest attracted attention of an academic realm, particularly the greater university in Bali, University of Udaya. The university officially announced its research on a plan of the Benoa Bay reclamation, a strategic waterway in South Bali, by PT Tirta Wahana Bali International. University of Udayana firmly declared that the reclamation is not feasible (<http://www.mongabay.co.id/2013/09/03/kajian-universitas-udayana-reklamasi-teluk-benoa-tidak-layak-diteruskan/> accessed in January 2017). Another institution also paid attention to the issue was Sepuluh Nopember Institute of Technology (ITS). Office of Research and Community Service (LPPM) of ITS Surabaya declined the Benoa Bay reclamation (<https://m.tempo.co/read/news/2016/03/13/206753147/its-tolak-tawaran-kajian-reklamasi-teluk-benoa> accessed in February 2017).

Based on the explanation, it appears a question how communication strategies of Provincial Government of Bali to approach Balinese people against the reclamation are. Additionally, research urgency and benefits are to discover models in resolving a horizontal conflict in community. Government is an authority holding entire efforts to solve the issue. A vertical conflict has entirely got certain attention in research. Thus, this research is expected to provide additional values for a conflict resolution by government through communication strategies. This research is conducted as an effort to answer the conflict in Kuta toward central government (vertical). Communication strategies are means of resolving a conflict confronted by Balinese people, but engaging central government. Ultimately, this research may provide recommendations for Provincial Government to discover an appropriate approach, for academicians to give other suggestions to the Benoa Bay reclamation, and for government as a consideration in making the reclamation policy.

II. LITERATURE REVIEW

A. *Communication Strategies in a Concept and Research*

A number of communication strategies are undertaken to achieve communication effectiveness. Nevertheless, a communication strategy relies on communication components comprising of communicators, messages, media, communicants, noise, and effects. According to Uchjana Onong Effendy (2003: 32) in a book entitled "Ilmu, Teori dan Filsafat Komunikasi" (Communication Science, Theory, and

Philosophy), "a strategy essentially is planning and management to reach a goal. However, to attain it, a strategy does not function as a map showing a direction, but it should tell operational tactics. The operational methods should be able to be carried out which means that different situations and conditions require a distinct approach." Anwar Arifin (1994:10) in a book entitled "Strategi Komunikasi" (Communication Strategies) also stated that "a strategy is a whole conditional decision on actions to be executed to achieve a goal. Thus, formulating communication strategies means considering conditions and situations (space and time) which are encountered and will be faced in the future to obtain effectiveness.

A study entitled "The Rules of Engagement: Physician Engagement Strategies in Intergroup Contexts" by Sara A. Krindler, a Canadian researcher, discusses communication strategies of a physician association in intergroup communication. The research revealed that an independent practice association attempted to enhance a member identity as an independent physician, a hospital physician, and community physician with an integrated focus, to emphasize collaboration among separate couples, equity, and integrated delivery system development, and to promote harmony among different groups by balancing "sistemness" with uniqueness of subgroups. The medical group created a strong general identity among physician, but implemented pragmatic cooperation with their affiliation (<https://emeraldinsight.com/doi/pdfplus/10.1108/JHOM-02-2013-0024>, accessed December 20th, 2018)

Research entitled "Strategic Communication in the C-Suite by Paul A. Argenti examined methods of how executive utilized company communication strategies. In the last two decades, it has been noticed a profound shift of how a leader recognizes communication in an organization. The alteration has occurred from a tactical and shallow focus (writing speeches, media placement) to a more strategic and higher focus (developing and performing strategies through communication, sophisticated measurement using big data to comprehend constituency and reputation influence). Hence, the research question was "How does a leader utilize communication to execute strategies in the 21st century?" (<https://journals.sagepub.com/doi/full/10.1177/2329488416687053>, accessed December 15, 2018).

A study by Young Kim from Wisconsin, the USA entitled "Enhancing Employee Communication Behaviors (ECB) for Sense making and Sense giving in Crisis Situations: Strategic Approach for Effective Management of Internal Crisis Communication" discovered that strategic internal communication factors, including two-way symmetrical communication and transparent communication, were strong positive antecedents of the ECB for sense making and sense giving in crisis situations when tackling other effects (<https://doi.org/10.1108/JCOM-03-2018-0025>, accessed December 20th, 2018).

B. *Communication Planning*

In a social change process, messages are sometimes novel notions or innovations. However, an essential element of communication prior to transferring a message is making well-arranged planning in communication to evade miss communication. Cangara (2013) in a book entitled "Perencanaan dan Strategi Komunikasi" (Communication

Planning and Strategies) asserted that planning is a process to determine where we have to go by identifying requirements to get the place efficiently and effectively. On the other words, planning refers to determine a specific objective including methods to achieve it.

Meanwhile, John Middleton cited in Hafied Cangara (2013:45) contended that communication planning is a process of allocating communication resources to achieve a goal of an organization. The resources encompass mass media and interpersonal communication and create certain skills of individuals and groups in doing their duties given by the organization.

Quinn cited in Ruslan (2002) emphasized that effectiveness of a strategy relies on several aspects. First, a goal should be obvious and understandable even though it is not written. Second, initiatives should be maintained by freedom of actions and reinforcing commitment instead of reacting to an event. Third, concentration should be done by focusing on great strengths for a moment. Fourth, it should have flexibility that a strategy should be equipped with flexibility support and dimension. Fifth, it needs coordinated and committed leadership. Sixth, trustworthiness is a strategy to utilize secret and intelligence to attach opponents unpredictably. Seventh, security refers to a strategy which should secure all organization and vital organization operation.

Steadiness in implementing communication strategies is affected by what extent a program is attached communication components comprising of communicators, messages, media, communicants, and effects. Therefore, arranging communication strategies should take into account supporting and hampering factors. In each communication component, the factors are (Effendi, 2003: 35): recognizing communication targets, situation and condition factors, selecting communication media, examining aims of communication messages, roles of communicators in communication, attraction sources, and credibility of sources.

C. Communication Management

Michael Kaye (1994: 8) defined communication management as how individuals or humans manage a communication process through a framework of meaning in relation to other people in various communication scopes by optimizing existing communication resources and technology. Communication is a crucial aspect in management since a management can be undertaken if the communication is done.

A communication process can be discerned from elements of Laswell's formula, namely Who (who is the sender/communicator), Say What (what is said/the message), In Which Channel (which channel is used/media), What Effect (what are the impacts/effects) (Effendi, 2003: 256). Besides, effective communication can be performed by analyzing, blaming, judging, and interrogating. It also needs ability in listening and asking. In a communication process, an individual should be able to listen and understand well, as well as give related questions and lead to a solution. This, a main purpose of effective communication is to yield a win-win solution.

According to the aforementioned theories, it can be concluded that communication management is a process of

planning, organizing, and controlling communication factors as resources, messages, media, receivers, effects, impacts, and environment in intrapersonal, interpersonal and organizational and mass contexts to be effective and efficient. In communication management, it should be clear arranged plan, targets, expectations to achieve the objective, and what to do if the plan is failed.

III. RESULT AND ANALYSIS

A reclamation project to improve an area is supposed to have a positive purpose. It aims to manage a non-productive area and to bring positive impacts on people's welfare. Many reclamation projects ran well. However, in Indonesia, a reclamation of Jakarta and Benoa Bay in Bali emerged protests from the people. The Benoa Bay reclamation possessed a position as less strategic policy because the area is not critical or inactive area and it can be improved. Second, planning in a term of a feasibility survey was not conducted well so that doubts to do the reclamation appeared. Third, governments needed to engage experienced international experts so that the result was convincing. Fourth, Provincial Government of Bali was not a decision maker so that central government should meet *Adat* people to resolve the reclamation conflict. It can be seen when *Mangku Pastika*, a person number one in Bali, stated that he has been exhausted to confront the unresolved conflict so that he let central government solve it (CNN Indonesia, September 16th, 2018).

A. An analysis of communication strategies based on the objectives

In spite of being in an intermediate position, Provincial Government of Bali attempted to perform communication strategies to resolve the conflict. There were three aims of the efforts of Provincial Government of Bali as mentioned by R. Wayne Pace, Brent D. Paterson, and M. Dallas Burnet in their book entitled "Techniques for Effective Communication", namely (Arifin, 2008: 115): to secure understanding, to establish acceptance, and to motivate action..

To secure understanding means to ensure that communicants understand a received message. The communicants were Balinese people in general and ones against the reclamation, specifically, as Forum Rakyat Bali (forBali) led by Wayan Gendo Suardana.

Naturally, recent rapid development is along with growth of population, urbanization, migration, and land conversion. According to data of Statistics Bali (BPS of Bali), in 14 years or 1997-2011, productive land decreased up to 436 hectares or 0.50 percent each year. in 1997, productive land in Bali was 87,849 hectares and 2011 it was 81,744 hectares. Seeing fast development in the past two years, the data may have changed and productive land may have declined.

Provincial Government of Bali sought a lot of efforts and innovations to maintain tourism development in order that it can go hand in hand with sustainable agriculture as a heart of Balinese culture. The provincial government considered that the reclamation can be an alternative to prevent less and less productive land.

Nevertheless, the communication strategies ended to secure understanding and have not reached to establish acceptance and to motivate action. Negative responses from some Balinese people rendered the conflict unresolved

because of a clash with local wisdom. Benoa Bay is a plus conservation area and has been proclaimed as a sacred area by Parisada Hindu Dharma Indonesia based on paruman pandita or a meeting of the highest council of priests. Based on a local wisdom perspective, Balinese people have three fundamental beliefs, namely several sacred places; scared places comprising of mosque, church, and other worship places; mountains and seas.

The purpose of communication strategies of Provincial Government of Bali was apparent, to inform the significance of the Benoa Bay reclamation. Positive impacts and benefits of the reclamation were obviously explained. Emphasized by Quinn cited in Ruslan (2002:45), effectiveness of a strategy depends on the understandable objectives even though they are not written. The communication strategy purpose of Provincial Government of Bali was not written, but it emerged due to a future need, namely a need for employment and welfare of the people.

There are several principles in performing communication strategies, namely participative, sustainability, and holistic principles. Based on the three principles, Provincial Government of Bali employed a participative principle. Provincial Government of Bali conducted discussions engaging stakeholders as Balinese people, developers, and academia from higher education. The communication was conducted at *simakrama*, *Podium Bebas Bicara Apa Saja (PB2AS)*, and associations. Cooperation and communication were also done with academia from University of Airlangga and University of Udayana to undertake a survey of an environmental impact assessment. The Provincial Government of Bali also met WALHI as a party against the reclamation to discover the conflict resolution.

Dealing with the participative principle, there are three approaches of communication strategies according to Berger (Griffin, 2006:30), namely passive, active, and interactive strategies. The interactive strategy refers to an approach encompassing new humanitarian and cultural values which can alter people's mindset on the development. The approach prioritizes education for people to have awareness. The awareness, then, can be utilized to avoid political confrontation and ensure availability of various alternatives to formulate and organize issues faced by the people well. Besides, it can emerge strengths of indigenous knowledge and skills in finding solutions of various local issues.

Based on the participation forms, a reclamation conflict resolution by Provincial Government of Bali used the second form, tokenism. The people and Provincial Government of Bali had active dialog but the decision maker was the government. Meanwhile, implemented communication methods consist of redundancy, canalizing, informative, educative, coercive, and persuasive methods. According to an analysis of communication methods, Provincial Government of Bali employed informative and persuasive methods because the Provincial Government of Bali only informed the condition of Benoa Bay and persuaded contra parties to obey Presidential Regulation No. 51/2014 so that the reclamation can be undertaken without any constraints. However, the persuasion did not work well since some parties thought that their views were correct.

Samovar and Porter mentioned effectiveness of a message verbally and non-verbally (Liliweri, 2001: 43). Several strategies using a message are involved some aspects:

- a. Being unhurried to make conclusion of other people
- b. Considering physical conditions and environment
- c. Providing other parties occasions to give feedback
- d. Raising empathy based on assumption of differences.

According to Samover's and Porter's notion on effectiveness of a message, a message of Provincial Government of Bali was not effective since a process was not accomplished. Provincial Government of Bali stated that the WALHI as a party against the reclamation was not an opponent, but a partner to provide suggestions on environmental analyses. Protests by 38 adat villages, Provincial Government of Bali attempted to communicate persuasively without insisting the people. Having discussions in various forums showed that Provincial Government of Bali were opened to recommendations and critics. As a province maintaining Benoa Bay, Provincial Government of Bali tried not to neglect the people so that Governor of Bali declared that central government was supposed to solve the issue.

B. An analysis of communication strategies based on the principles

Quinn cited in Ruslan (2002:45) emphasized that effectiveness of communication strategies relies on several aspects. First, a goal should be obvious and understandable even though it is not written. Second, initiatives should be maintained by keeping freedom of actions and reinforcing commitment instead of reacting to an event. Third, concentration should be done by focusing on great strengths for a moment. Fourth, it should have flexibility that a strategy should be equipped with flexibility support and dimension. Fifth, it needs coordinated and committed leadership. Sixth, trustworthiness is a strategy to utilize secret and intelligence to attach opponents unpredictably. Seventh, security refers to a strategy which should secure all organization and vital organization operation.

Several stages performed by Provincial Government of Bali to resolve the reclamation refusal are as follows:

1. Providing communication channels for all community elements.

The communication channels were media to communicate between Provincial Government of Bali and Balinese people. Some of the media were *simakrama*, *Forum Bebas Bicara Apa Saja (FP2AS)*, *Forum Kerukunan antar Umat Beragama (interreligious harmony forum)* and associations.

2. Utilizing leader opinions

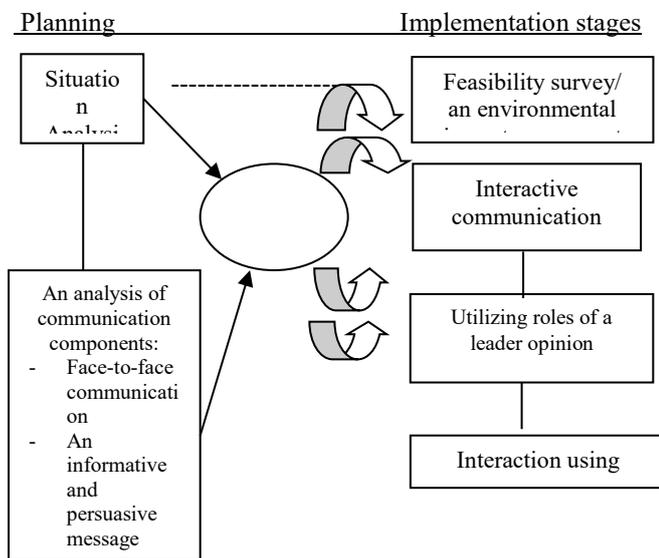
Through this structure, Provincial Government of Bali conducted several meetings with Adat village structure. Statements of the leader listened by the people were from a leader at the village.

3. Leveraging local wisdom

A number of local wisdoms played significant roles in the harmony. They were:

- a. "Udeng" clothes, aiming to bind mind not to be stray. The clothes assist remaining focusing on the main objective.
- b. A concept of Tri Hita Kirana, which Balinese people highly appreciate and respect their environment. Several ceremonies reflect how they value their environment.
- c. Tat Twam Asi, which refers to tolerance life. The point is that "I am you, you are I" so that they can perceive a sense of brotherhood among different people.
- d. A slogan of Sagilik-saguluk salunglung sabayantaka, paras paros sarpanaya, saling asah-asih dan asuh, which means being united in ups and downs and confronting issues by discussions (appreciating other opinions), loving one another, reminding one another, and helping one another.

Thus, communication strategy models of Provincial Government of Bali in resolving the Benoa Bay reclamation conflict can be illustrated in the following chart:



IV. CONCLUSIONS AND RECOMMENDATION

In implementing communication strategies in resolving the Benoa Bay reclamation conflict, Provincial Government of Bali employed a participative tokenism approach that people and the provincial government had active dialog but the decision maker was central government. Provincial Government of Bali arranged communication planning in terms of a situation analysis or an environmental impact assessment undertaken with several higher education institutions in Indonesia. However, the survey revealed that Benoa Bay was not feasible for the reclamation since it could damage ecology. Several communication strategies done by Provincial Government of Bali were providing communication channels for all community elements.

It was performed through simakrama, Forum Bebas Bicata Apa Saja (FP2AS), Forum Kerukunan antar Umat Beragama (interreligious harmony forum) and local associations, Utilizing opinions of leaders, they are kelihan in Bali or leaders of Adat people elected since their participation and empathy are greater, and interacting using local wisdom that significant roles in the harmony are Udeng" clothes, a concept of Tri Hita Kirana, a concept of Tat Twam Asi, and a slogan of Sagilik-saguluk salunglung sabayantaka, paras paros sarpanaya, saling asah-asih dan asuh. The local wisdoms are from Hindu values. And conducting feasibility studies with academia.

The implication of this research, central government is expected to communicate immediately with Balinese people and to be firm in making a decision, government arranges obvious planning in terms of time schedule so that the conflict does not remain continuing. More and more studies on an environmental impact assessment should be conducted till they achieved a saturated level as a convincing answer. Using experienced international experts as done in a Dubai reclamation. And the reclamation may not break local wisdom and it should obtain a win-win solution for the good of the people.

V. ACKNOWLEDGMENT

It is an independent study with the help of the informant and expert on Benoa Bay Reclamation in Bali. They are public figure at Bali, and government Bali. We would thank to Department of Communication Science University Muhammadiyah Yogyakarta

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