

**DESIGN OF PUBLIC SERVICE ANNOUNCEMENTS "SUNGAI"  
BY THE GOVERNMENT OF BANDUNG CITY**

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***Abstract***

*As a densely populated city, Bandung became one of the city's high flood levels. Flooding in Bandung not only because of the climate issue and the lack of urban infrastructure support. Damage to the environment and the behavior of society living in urban areas as well as a contributor to the problem of flooding in the city of Bandung. And one habit that is difficult to remove by the citizens of Bandung is littering the river. Therefore, Bandung city government made a public service announcement "river" to educate citizens about the impact of trash into the river.*

*Researchers interested in studying about public service ads "Sungai" to find out how to form the government of Bandung City designing mechanisms in tackling the behavior of people who throw garbage into the river. This study was conducted to raise awareness especially to the people of Bandung City to take action in changing the behavior of trash into the river which could cause flooding in the city.*

*This study is a qualitative research, the research suggests an idea or understanding of how and why a symptom or reality it happens that includes data collection technique of interview, observation and documentation, while data analysis using qualitative descriptive technique. The method used application development Multimedia Development Life Cycle (Luther, 1994) which has six stages: concept, design, collection of materials, manufacture, testing and distribution.*

***Keywords: public service announcements, government, river***

**Backgrounds**

As a tropical country, Indonesia has a fairly high rainfall, reaching 2000 - 3000 mm / year. These conditions should give a positive value for Indonesia, due to the high rainfall, water availability will overflow to support the needs of Indonesia's population reached 259.4 million people (World Population Data Sheet 2016).

However, if the water is too excessive, there will be losses. The excess water will lead to overflowing rivers that eventually became flooded.

National Disaster Management Agency noted between 2016 to 2017 there were 245 floods, typhoons and disaster followed landslides. Kota Bandung was started frequently hit by the end of 2016, including the floods in a number of points. Based on the data, the flood occurred at 20 in Bandung, among other Pagarsih, Pasirkaliki, Wastukencana, Lodaya, Pasirkoja, Ahmad Yani, Sukagalih, Sudirman, Andir and Laswi. ([Http://dibi.bnpb.go.id](http://dibi.bnpb.go.id))

Flooding at various points due to drainage channels are not able to drain the water surface flow on an ongoing basis. This means that there is garbage that clogs waterways, so that if the rainfall is quite high and in the long term, the flow of water will be clogged at some point. This happens due to public indifference to the cleanliness of the environment itself, because floods occur not only due to natural factors such as rainfall and land cover but also due to the impact of bad human behavior in waste management.

Decreased of public concern about their environmental cleanliness Bandung, especially for those who live in the catchment area and the river. Then there should be more attention from the Government of Bandung City to have relevant programs in educating people to not maintain the cleanliness of the environment so that flooding does not occur again. In speeding up the process of understanding, meaning and to raise awareness as well as public awareness of the environment, the Government of Bandung City should make the campaign through effective communication techniques and efficient. One of the activities carried out campaigns is Public Service Announcements (PSAs) entitled *Sungai*, in english is River. One of the best known environmental PSAs was presented from Government of Bandung City, who's co-operation with the media industry in the dissemination of



information about the importance of maintaining the cleanliness of the river, in order to reach a wider public.

PSAs are usually loaded at the request of the government or Non-Governmental Organization (NGO) to raise the issue of social or community solidarity on an issue. For example, the issue of order, traffic, environment, government programs and others. This is in line with the definition of PSAs expressed by Crompton and Lomb, "An announcement for the which no charge is made and which promotes programs, activities or services of federal, state or local Government or the program activities, or service of the nonprofit organization and other announcements regarded as serving the community interest, excluding tune signals, routine weather announcement and promotional announcement" (Kasali 1992; 202).

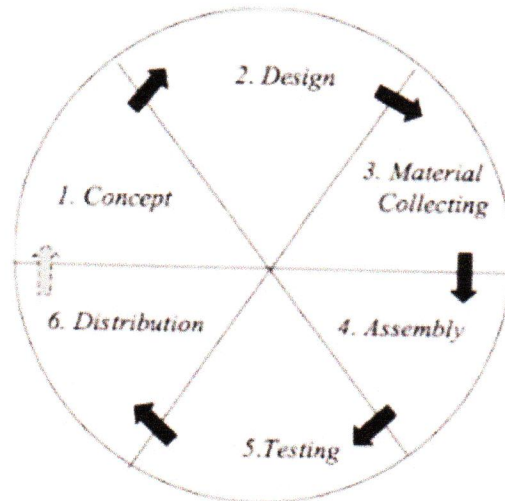
The advantage of using PSAs is to promote pro-social behavior is due in part to their ability to efficiently and repeatedly penetrate a large target population, with the possibility of rely on highly respected source as spokesperson as we'll known Ridwan Kamil as mayor of Bandung City. Research conducted will examine, how the Government of Bandung City design a Public Service Announcement *Sungai* in order to cope with the behavior of people who throw garbage into the river?

## Methods

This type of research that will be used is descriptive qualitative research, according Sugiono (2009: 29) descriptive analytical method which serves to describe or give a picture of the object under study through data that has been collected, analyze and make conclusions apply to the public.

To be able to analyze the design of PSAs *Sungai*, researchers used a model of Multimedia Development Life Cycle (MDLC) which consists of six stages: Concept,

Design, Material Collecting, Assembly, Testing and Distribution. Sixth stage need not be consecutive, in practice, the stage can exchanging positions.



Picture 1.

Model of MDLC

Source: Luther, 1994

Based on research methods, researchers can communicate directly with the subject of research as well as can be observed from the beginning to the end of the research process. The data that researchers get on the field will be investigated, analyzed, given interpretations and generalizations held in order to set the properties and criteria for a good job. Hopefully, this research becomes the input to improve the process in the design of the next PSAs.

In this study, researchers use interactive data analysis. According to Miles and Huberman (1992), this analysis model linking three principal components of the data analysis are: 1) Reduction of Data, the selection process focusing on simplification, abstraction and transformation of raw data that appears in the field; 2) Presentation of Data, is a collection of information that is structured and gives the possibility of drawing conclusions and taking action; 3) Withdrawal conclusion, in



which the author began a process of interpretation, which gives meaning to the data or information that has been disaji. The analysis process is running continuously as a cycle.

## Result

Advertising is a form of persuasive communication media to inform the message as well as directing the audience to perform a certain action. In general, the ad published in the mass media or commercial profit-oriented. However, there is a type of advertising that made no profit-oriented, but rather to provide information to the public about a particular problem such as public service announcements.

Social-oriented public service announcements with independent existence, usually not related to the concept of trading business, politics or religion. The physical form is no different from commercial advertising, because they provide a visual communication to influence a wide audience as a target to do something that is recommended by the PSAs message. (Tinarbuko, 2008)

Wells, Burnett and Moriarty (1989: 9) added that PSAs is an announcement made for free of charge by the advertising agency, where time and space donated by the media. It can be said that PSAs created and published in the media at the request of the government or NGO without charge to raise public awareness on certain issues. There are three major factors or themes that are the focus in PSAs by Wellbacher (1979: 426) includes the delivery of ideas in the hope the public will be accepted and replicated; support for certain things that are being programmed by the government; and calls for social activities or fundraisers.

Generally, PSAs is designed to support a particular program that is non-commercial. In this study, researchers took PSAs entitled *Sungai* created by the Government of Bandung to be investigative. One of the programs the Government

of Bandung wish to display these PSAs, the public became aware of the impact of the behavior of littering. These PSAs is designed to persuade a message about the impact and consequences of throwing garbage in the river.

*Sungai* is a form of advertising that presents a message call, an invitation, a warning relating to the behavior of people in throwing garbage into the river, as well as to increase public awareness of the environmental concern. Hopefully the messages in PSAs encourage audiences to act like follow a policy that is advertised. It is often called subliminal perception, that the audience is stimulated below the level of consciousness. So, the exposure to PSAs can be received unnoticed by the public.

PSAs should have an attractive visual to get the target, because basically aims to raise awareness toward solving a social problem which is being actual. In the grain must be able to keep up with the flow of information in the mass media are more attractive in visual appearance. Thus the government uses motion graphics to create PSAs *Sungai* as consideration for the public interest starting from the visual appearance.

PSAs based on advertising activity moral movement to build community through social messages with the creative talent with a symbolic approach. Researchers will analyze the PSAs *Sungai* by using the Multimedia Development Life Cycle (MDLC) from Luther (1994) is described by Sutopo (2011), which consists of six stages:

### 1. Concept

In this phase, the identification of basic concepts regarding creation of PSAs ranging from the government's request to use multimedia technology. And to set goals and identify the audience. Researchers found that the basic concept of PSAs *Sungai* is one of Bandung Champion Program, which the government provides



guidance to the Department of Highways and Irrigation, which is now transformed into the Public Works Department, to create a media environment campaign. Of the various campaigns and programs of the Department of Highways and Water Resources, one of them made a PSAs entitled *Sungai*.

The concept is planned to use multimedia animation, but with labor shortages in Bandung City Government, particularly the Department of Highways and Irrigation, then they cooperate with third parties which is Monoponik Studio. Monoponik Studio is Graphic Design Studio based in Bandung, who's focused on illustration, motion graphics, editorial design and virtual identity.

With the cooperation established between the two parties, the Government of Bandung eventually apply to become a client, and ask Monoponik Studio to use motion graphics multimedia applications as a medium to deliver information. According Naufal as co-founder of Monoponik Studio, motion graphics is a branch of Art Design is a combination of Graphics, Illustration, Typography, Photography and Videography using animation techniques.

This is where the center of gravity of the motion graphics. If a graphic designer creating brochures, flyers, and banners, then a motion graphics designer works to drive or turn on audio-visual needs by using animation techniques.

The purpose of this motion graphics multimedia applications for the delivery of raw data from the Government as regional regulation becomes more attractively displayed and understood by the audience. Because, if the audience was asked to read the raw data that contains the chapters and the government's call, certainly will not attract and tend to be ignored. That's what makes this PSAs into a motion graphic animation, to facilitate the public in receiving information on the importance of protecting the environment.

Basic rules for designing PSAs *Sungai* is also determined at this point, one of Bandung Regional Regulation No. 003 of 2005 on the Implementation Order, Cleanliness and Beauty, chapters 38 and 40 which contain:

"In order to create order in the border rivers and waterways in the Region, any person, legal entity and / or associations, are prohibited: throwing objects / materials of solid and / or liquid or in the form of waste into or around the river; remove / insert B3 waste or hazardous chemicals in water sources flowing or not, such as rivers, sewage network, water channels, springs, pools of water and other clean water sources; a bowel movement (stool) and small lavatory and other contaminants entering the water sources, drinking water ponds, rivers and other sources of clean water; narrowing drains and sewers with the ground or other objects that interfere with the smooth flow of water into the river. "

The target audience will influence the multimedia visual identity as a reflection of the Government of Bandung who want information delivered to the public. Department of Highways and Irrigation make the basic concepts from the identification of targeted audience is, the entire people of Bandung, not just people who live around the river only. Although the target audience is the people of Bandung in particular, but to target audience generally is the whole human in any area. Because the behavior of throwing garbage into the river is bad behavior that has become a daily habit.

Therefore, Monoponik Studio making PSAs design proposals to be followed up by the Government of Bandung City. After approval the proposal, there was a contractual agreement between the two parties in the manufacture of PSAs *Sungai*.



## 2. Material Collecting

At the stage of collecting material that fits the needs done, Monoponik Studio began collecting materials such as clip art images, photographs, animations, video, audio, and others that can be obtained. The materials can be obtained from literature, mass media and relevant references online through Google search site.

In addition, Studio Monoponik interviewed the Highways Agency and Irrigation about the river in Bandung, Bandung City Government Regulation and Government Policy Bandung. So that there is the raw data that support for manufacturing PSAs *Sungai*. The raw data in the form of Bandung Regional Regulation No. 003 of 2005 on the Implementation Order, Cleanliness and Beauty, chapters 38 and 40; as well as for Charges of Coercion Enforcement of up to 50 million rupiah or imprisonment of up to 3 months.

River referenced in this PSAs is Cikapundung and Cidurian because both these are largest river in Bandung and most influential of the 46 other rivers. Other data to be conveyed is the use of river to meet the needs of community life, such as cooking, washing, bathing, drinking, or watering the plants. It is proposed to provide knowledge to the public that the water produced every day that comes from the river, so they think twice if going to throw garbage in the river.

Then, pointed out that occurs when people throw garbage into the river. Impacts that will occur as the river ecosystem will be disturbed, indigestion, skin irritation, to floods caused by garbage that clogs waterways. In the end, these PSAs urge people to maintain the cleanliness of the river and do not throw garbage into the river. This invitation is accompanied by information received punishment if committed the offense.

### 3. Design

In this stage, there is the manufacture of visual display interface design, story board and navigation structure. Multimedia design requires mapping navigation structure that describes the relationship between content and help to organize the messages. After doing a concept with both sides, the next step to do is create a design, in this study design was created by Monoponik Studio to make a detailed specification of the program architecture, style, appearance and material requirements / materials for the program.

At this stage of the design process is made through three stages: pre-production, production and post-production. The design phase is combined in order to form a complete picture. The stages of design process, as follows:

#### a. pre-Production

Everything needed for the production process began to be prepared. Some things need to be planned is designing a visual concept / reference and draft a story line.

#### b. Production

In the making of motion graphics, visual designers developed a draft concept and story line into several characters, narrative, scenes in a digital storyboard.

#### c. pre-production

In the last stage of this design, the result of the incorporation of motion graphics editing, audio in Adobe Premiere CS3 output is selected into .avi format

Specifications made sufficient detail so that at a later stage is not required new decisions, but often there is additional material or multimedia section added, removed, or changed at the start of the project. This stage uses a storyboard to



illustrate the description of each scene, to include all the multimedia objects and links to other scenes and a flowchart to describe the flow from one scene to another scene.

#### 4. Assembly

Assembly stage is where all the multimedia objects created based on storyboards and navigation structure is derived from the design stage. In this stage of the manufacture of all objects or multimedia material using multimedia authoring software to support the making of motion graphic. Making an application based on storyboards, flowcharts and navigation structure that originated in the design phase using Adobe Illustrator, After Effects CS3 and Adobe Premiere CS3.



Picture 2. Graphic of *Pasupati*

Starting from the opening of the PSAs, there is the introduction of the city who described the bridge overpass *Pasupati*, it has become a hallmark of the city of Bandung for anyone who saw it.



**Picture 3. Demographic of River in Bandung City**

PSAs are designed to be attention to demographic characteristics and culture of the target group so that the results are more effective. Then connected with demographic circumstances river in the city of Bandung, there are 46 rivers in Bandung but only taken two major rivers, namely Cikapundung and Citarum.

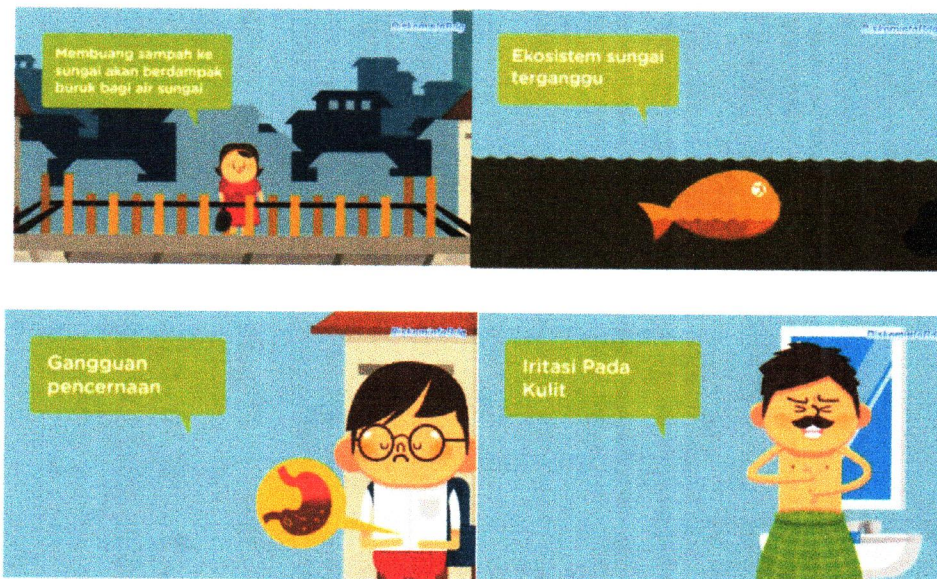


**Picture 4. People activities using water**

Followed by providing information about water, one of which is the depiction of that water is one of the major elements contained in the river. As well as also



explained the benefits of water in daily use by people such as cooking, washing, bathing, drinking, to watering the plants. These activities are described with some characters ranging from school children, employees, housewives and others



**Picture 5. Impact of bad water usage**

People's behavior began to show with pictures of women who are dumping garbage into the river. From just a bit rubbish, trash piled up and disrupt the river ecosystem can be seen from the view of dead fish in the river poisoned by the waste bin. Another effect is a digestive disorder that is described with schoolchildren holding her stomach and skin irritation is described by the man who scrape himself. It has become the theme for the other PSAs, where bad water created people unproductive.





**Picture 6. Rain and floods**

In addition, the impact of river pollution is very bad when the water level rise due to the great rain of garbage clogging the drains so that it will lead to floods. In this scene the government's call sign like "Let's do the real action to Bandung Champion!" Which in this appeal the government to invite the community to clean up garbage in the river and do not throw garbage into the river.

Then there is an invitation to keep clean by removing trash to the dumpster. To become PSAs cover, shown K3 legal basis Regulation 2005 Articles 38 and 40, a fine of up to 50 million rupiah or imprisonment of up to 3 months.

## 5. Testing

Testing is performed after completing the assembly by running the application and see if there is a mistake or not. First, it will be tested on a modular basis to determine whether the results are as expected. Furthermore, the test for the evaluation of the system is only by the user. From the test results to be improved in accordance with suggestions on user feedback to improve the performance of applications that meet the needs of the evaluation of the results of the system.



In this stage, there are three parties: the user, such as Bandung City Government, Department of Highways and irrigation and Studio Monoponik. No trial to the public, which according to the researchers, the test is very important to the audience to provide feedback whether this is enough PSAs comprehensively convey information. With the three-party meeting was conducted question and answer method to determine whether the media had already qualified feasible or not to be distributed.

There are no further testing if PSAs *Sungai* is already on target or is there a change experienced by people in Bandung on the conduct of trash into the river.

## 6. Distribution

After a trial that may need to be done several times, in this stage of the manufacture of the master file and stored in the system documentation. In this study, PSAs are already undergoing trials with the user will be displayed in the media television, Megatron and youtube, so that all people can see directly PSAs entitled *Sungai*. Megatron is a billboard that uses a form of electronic display moving images of motion, or media advertisement.

The mass media has presented a set of images, ideas and evaluations where the audience can choose and make reference to the behavior. For researchers, shortage of these PSAs is time for airing still less intense. So that the message delivered is not so influential to the target audience is people. This stage also called the evaluation phase for the development of the finished product in order to become better. The results of this evaluation can be used as input for the next PSAs.

## Conclusion

Design process by the Government of Bandung with Monoponik Studio are in accordance with the MDLC model. But there are some stages that are not appropriate, such as starting from the concept stage there anymore derivatives. All starting from client requests to create PSAs and make the desired basic concepts. Followed by making proposals and there was a contract between the two parties, so that the PSAs design process can be started immediately.

Collecting the material is done to get the detailed specification that will support the PSAs design process. After that, go into the design stage, where Monoponik Studio insert content and platforms used by any media that support. Then, it will be produced in the assembly stage by using software support.

There are weaknesses in the testing phase, the Government of Bandung and Monoponik Studio not do the test to the public. Only testing in the internal user, so the effectiveness of the delivery of the message is subjective. Only then, PSAs *Sungai* aired in the mass media.

The conclusion that researchers get on the field is a discrepancy MDLC models with designs made by the Government of Bandung.. Where there are several additional stages and missed stages. Thus, researchers can create a new model based on the findings in the field, such as:



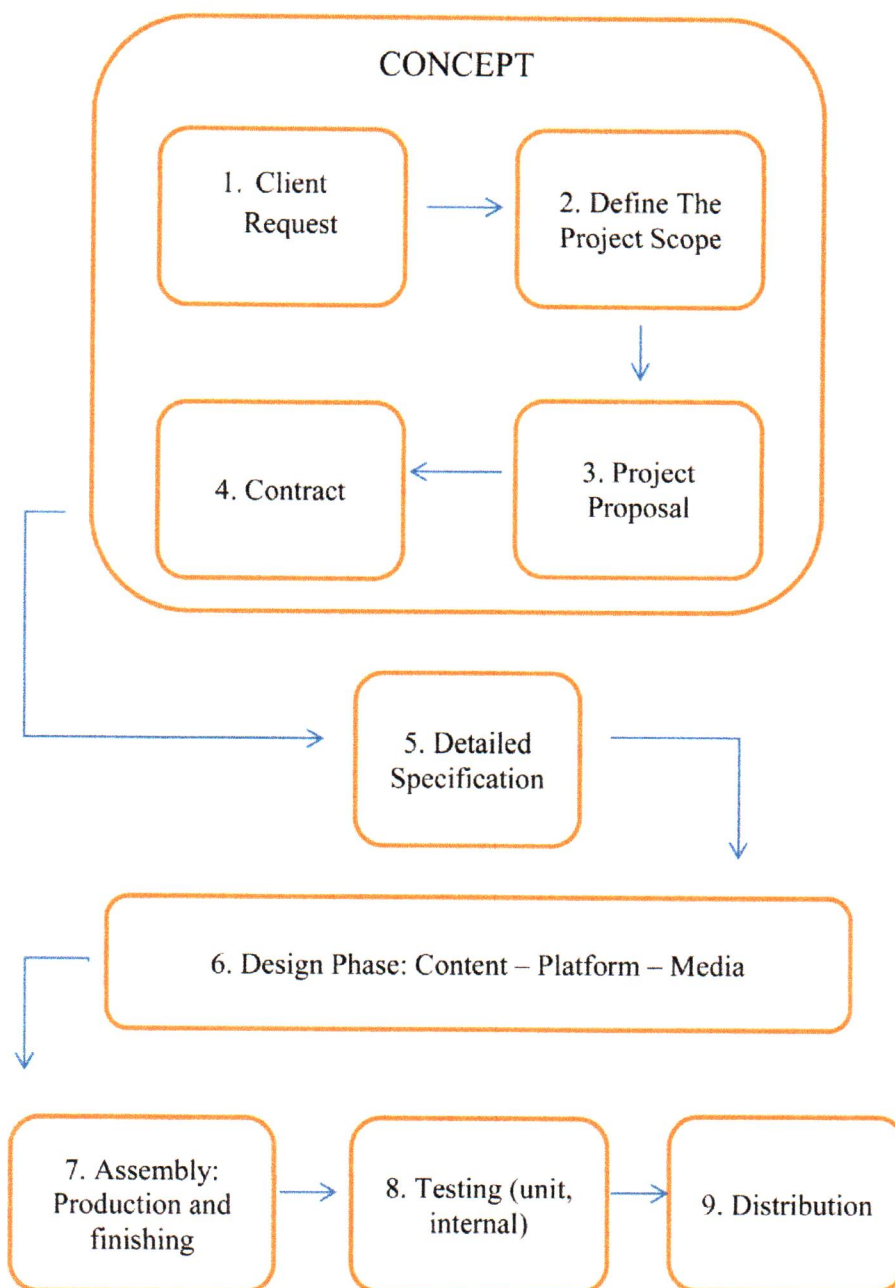


Chart 1.

Elaboration of MDLC Models

Researchers have found something in the field, it is the less time when people watch the PSAs of the broadcast media such as television. Because PSAs are broadcast apart from the prime hours or off-prime received less attention and did not give effect as expected by the government.

As seen in the field, river PSAs aired on television with a particular channel and time slot is limited. then, aired on Megatron, Megatron is a billboard that uses a form of electronic display moving images of motion, or media advertisement. In addition, the PSAs uploaded to youtube in order to be seen by more people.

PSAs are designed to be attention to demographic characteristics and culture of the target group so that the results are more effective. However, things to keep in mind that the effectiveness of a campaign or PSAs is dependent on the delivery of the message to the audience. There is no meaning if PSAs spent a huge cost but the audience did not see it, or the message is not able to influence the audience.

It can be seen from a study of the cognitive effects such that the formation of attitudes, community belief system expansion and affirmation of values; affective to create fear or anxiety as well as increase or decrease the moral support; and behavioral to drive or relieve, the establishment of a specific issue or resolution, providing a strategy for an activity and lead to the desired behavior.

As a medium of communication, it is clear that in an effort to influence audience behavior with the evocative and touching emotions and thoughts, television is superior to other mass media. Because television audiences have a lot with high persuasive power. Besides television also has a very wide coverage in disseminating messages quickly with all its impact in people's lives, especially the messages to be conveyed the government by using PSAs.

Based on previous research, Mendelshon (1973) found that public information campaign have a relatively high probability of success if (1) campaign developers



assume that most audiences are likely to be only mildly interested in the message, (2) middle-range goals are set, for example the developers feel confident that simple message exposure will lead to the desired information gain of change in behavior and (3) the target audiences is thoroughly investigated in terms of demographics, lifestyle, values and mass-media habits. Mendelshon described three information campaigns that were highly successful because each of their designs reflected close collaboration between social scientists and communications specialists.

At PSAs *Sungai*, according to researchers, the message conveyed was personal, clear and real. Messages must also be easy to remember, for example, is "Save Our River!". Sometimes the message should have the funny sensation, with a picture that creates a bit of a smile. Then, create a message with questions like, "Are you now still throwing garbage into the river?" While highlighting the strength of the social norm in society.

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