



Communication Interactional Model of APEKSI on Climate Change Issue in SDG as Social Innovation on Surabaya Policy

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Abstract

Sustainable Development Goals is global development agenda that consist of 17 goals, 169 targets and 241 indicator to be reached by 2030. The agenda that's also known as SDGs has put local government as main actor in its implementation since most of the SDGs goals related to local government works. One of SDGs target is related to climate action, namely goals number 13. Association of Indonesia Municipalities (APEKSI), through its Climate Change working group had been tried to raise awareness of climate change impact and at the moment its related to SDGs. According to United Nations Environment Program (UNEP) City of Surabaya is the third of the most vulnerable city in Indonesia and need to build their resilience starting from policy making. The paper elaborates how APEKSI communicating the issue of climate change to City of Surabaya so they can develop the policy and as their effort to achieve SDGs goal number 13. SDGs is seeing as social innovation that is also need process to be well-adopted. Based on the interactional communication model of Schram, in-depth interview and literature study, the paper shows that the delayed respond that always occurs in interactional communication, can be solved by a good field of experience and strong leadership so policy development run accordingly and sistematically and SDGs as social innovation can be achieved its no 13 goals in Surabaya.

Keywords: Sdgs; Climate Change; Local Government.

Introduction

Foreword

International community is haste in implementing the Global Agenda 2030 or also knows as Sustainable Development Goals or SDGs that has been agreed trough United Nation General Assembly on 25 September 2015. This particular agenda developed based on a 15 years global development agenda that called Millenium Development Goals or MDGs, implemented drom 2000-2015. SDGs consist of 17 goals. 169 targets and 244 indicators divided into three basic pillars of sustanainable development: economic, social, environment, and plus one additional pillar of good governance. SDGs has put local government as main actor in its implementation since most of the SDGs goals related to local government

works.¹As part of International Community, Indonesia committed in supporting this global agenda through national and local legal framework. One of them is President Regulation no 59/2017 about Sustainable Development Goals Implementation. It acts as reference for related stakeholder in implementing SDGs. The local government is now on process to use the regulation as legal frameworks to develop their action plan. One of goal of SDGs that related to local government works is goal number 13, Climate Action. According to United Cities and Local Government (UCLG), as SDGs Global Task Force, the climate change issue that is under local government scope of works, reflects not only on goals number 13 but also in goals number 1 (No Poverty) and 11 (Sustainable Cities and Communities).² Climate Changes is a global issue that had been tackled internationally through annual inter-government conference since 1992 by United Nation Framework on Convention on Climate Change and had been came up with various international agreement such as Paris Agreement, Bali Protocol etc. The latest agreement from the latest conference in Bonn last year was. Related to Local Government, the Paris Agreement was one international agreement that created Compact of Mayor for Climate Change.

Association of Indonesia Municipalities (APEKSI), through its Climate Change working group had been tried to raise awareness of climate change impact and at the moment its related to SDGs to their member, the 98 municipalities all over Indonesia³ so the issue can be internalized. The Climate Change working group has significant role such as think thank to recommend the strategic issue of Climate Change cities member to APEKSI and also as advocacy team of Climate Change issue that related to cities. Surabaya is one of APEKSI Climate Change Working Group. According to United Nations Environment Program (UNEP) City of Surabaya is the third of the most vulnerable city in Indonesia and need to build their resilience starting from policy making. The paper elaborates how APEKSI communicating the issue of climate change to City of Surabaya so they can develop the policy and as their effort to achieve SDGs goal number 13. SDGs is seeing as social innovation that is also need process to be well-adopted.

Sustainable Development Goals and Climate Change

Sustainable Development Goals or SDGs is terminology to explain the global development agenda that ended 2030. It goals consist of:

- a. Goal 1: No Poverty
- b. Goal 2 : Zero Hunger
- c. Goal 3: Good Health and Well Being
- d. Goal 4: Quality Education
- e. Goal 5: Gender Equality
- f. Goal 6: Clean Water and Sanitation
- g. Goal 7: Affordable and Clean Energy
- h. Goal 8: Decent Work and Economic Growth
- i. Goal 9: Industry, Innovation and Infrastructure
- j. Goal 10: Reduce Inequality
- k. Goal 11: Sustainable Cities and Communities
- l. Goal 12: Responsible Production and Consumption
- m. Goal 13: Climate Action
- n. Goal 14: Life Below Water
- o. Goal 15: Life on Land
- p. Goal 16: Peace, Justice and Strong Institution

¹ UCLG Aspac Handbook

² UCLG Aspac Handbook

³ Apeksi.net

q. Goal 17: Partnership for The Goals⁴

The agenda was officially started in 2016. Internationally, this particular agenda supported by other international agreement such as Addis Abbaba Action Agenda, Sendai Framework, COP 21 Paris, and New Urban Agenda.⁵ In Indonesia, it was marked by policy of President Regulation no 59/2017 about Sustainable Development Goals Implementation. The sustainable development is one development paradigm⁶ that had been used over three decades. The World Commission on Environment and Development (WCED) stated the definition of sustainable development “ is development that meets the needs of the present without compromising the ability of future generation to meet their own need”.⁷ This concept hold by three pillars; economic, social and environment. The economic pillar explained the concept of sustainable development have to be able generating good and services constantly, to hold controllable level of government and external debts. The Enviromental pillar deccribed that the sustainable system have to avoid ove exploitation of natural renewable resources, on decreasing non renewable resources. It covers biodiversity preservation, athmospheric solidity and other ecosystem function. As for the social dimension, the sustainable system have to reach distributional parity, sufficient provision of social service, including healtg and education, gender equity, respect to minorities, political accountable and participation.

Economic dimension: a sustainable system must be able to produce goods and services on a continuing basis, to maintain manageable levels of government and external debt, and to avoid extreme sectoral imbalances which damage agricultural or industrial production. Environmental dimension: the system must maintain its resource base, avoiding over exploitation of natural renewable resources or sink resources, on depleting non renewable resources; this includes the maintenance of biodiversity, atmospheric stability and other ecosystem functions not ordinarily classified as economic resources (e.g. the beauty of some landscapes). Social dimension: the system must achieve distributional equity, adequate provision of social services, including health and education, gender equity, respect for minorities, political accountability and participation.⁸



Figure 1 Sustainable Development Goals

(retrieved from <https://www.un.org/sustainabledevelopment/news/communications-material/>)

Climate Change, as stated on How Does Climate Change Relate to Sustainable Development (www.un.org/sustainabledevelopment/development-agenda/, retrieved on 31 October 2018), has is

⁴ un.org/sustainabledevelopment/sustainable-development-goals/

⁵ Addis Abbaba Agreement is about the agenda 2030 financing, Sendai Framework is about local authority role in emergency respond, Paris Agreement is about cities and subnational role in tackling climate change, New Urban Agenda is guidance for cities to act toward sustainable development

⁶ Observatory Mediteranean de la Comunicacio

⁷ Observatory Mediteranean de la Comunicacio

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already impacting public health, food and water security, migration, peace and security. Furthermore, it is explained that investments in sustainable development will help address climate change by reducing greenhouse gas emissions and building climate resilience. Tackling climate change and fostering sustainable development are two mutually reinforcing sides of the same coin; sustainable development cannot be achieved without climate action. Conversely, many of the SDGs are addressing the core drivers of climate change.

APEKSI

APEKSI is association of Indonesia municipalities consist of 98 cities in urban area of 32 provinces. Its establishment was respond to a new desentralization regulation or also knows as local autonomy in 1999. APEKSI stands for Asosiasi Pemerintah Kota Seluruh Indonesia, focus to assist its member in implementing regional autonomy and creating enabling environment to set up a cooperation between regional administration. APEKSI has also facilitated its member to reach better social condition through democracy, people participation, justice and equal access to local diversity and capacity.⁹ The facilitation strategy is trough roundtable discussion forum among related stakeholder and annual knowledge forum to raise the issue on its member. One of the issue is climate change, both mitigation and adaptation on urban area. Working Group for Climate Change then created to make coordination easier between APEKS and its member who joined this particular group. Its activity was to discuss climate change related issue that raised on urban area, such as local policy and local action plan, regulation synchronization, local awareness and local initiative on climate change issue, also capacity building.



Figure 2 APEKSI Logo
(retrieved from <http://apeksi.net/>)

APEKSI also use the working group to dissemination the update related to Climate Change issue to its member, including City of Surabaya. The working group sometimes came up with reccomendation to be discussed with other stakeholder.

City Of Surabaya

As one of the largest city in Indonesia, City of Surabaya has also known for its achievement in various aspect, such as Asian Townscape Award by the United Nation; ASEAN Environment Sustainable City Award; Asian Cities of the Future.¹⁰ The total area is 330.45 km² with total population of more than 3 million people at night and more than 5 million people during working hours.¹¹ Under Mayor Tri Rismaharini, Surabaya find its own way to tackle the problematic issue such as waste management, public service and public space, education, health, economy and environment. Using ‘Surabaya Kota Sentosa Yang Berkarakter dan Berdaya Saing Global Berbasis Ekologi’ as main vision, the local government tried to make sure it is well-reflected on the city development plan and policy. The process begin after the local leader get elected, the city then developed the mid term city development plan (RPJMD) followed by city strategic plan (RENSTRA). The issue of SDGs where Climate Change is as one of the goals, number 13,

⁹ apeksi.or.id

¹⁰ www.surabaya.go.id

¹¹ www.surabaya.go.id

has become one of world issue that had been put by City of Surabaya as strategic issue. This is their effort to keep up with global setting. All related office developed their own working plan (RENJA) based the city strategic plan. The city parliament then finalized it as policy, program and yearly budget. At the end of the year, all the office get evaluated based on their performance in implementing the policy. The City Development Office (Bappeko), was the the leading office during the process of development planning. The process is not merely using top-down approach, but also bottom-up since the related office was the one who understand the situation¹² and also other approach as tecnocratique approach and participation approach. For this case, the city environment office who understand the real situastion related on environment issue in Surabaya, what is the problem, the constraint and also the recommendation solution. The e-government system, as part of smart city concept, was also one way to make sure the development plan is in line with the local leader grand design. The e-government system covers internal service among the city offie, the public service for people of Surabaya and complaint service for those who wants to report a situation related to public service. Program related to climate change, both mitigation and adaptation are Merdeka dari Sampah (Free from Waste) and Box Culvert Banyu Urip (Connected Water Drainage). The two program begin with waste management issue. Waste is a classic problem in urban area. Surabaya produce 2.600 ton waste per day.¹³ Merdeka dari Sampah started from program called Green and Clean, as program that persuade the community to manage their own waste through recycling activity and Bank of Waste. By procees, Green and Clean changed into Merdeka dari Sampah, and focus to plastic waste. Merdeka dari Sampah was program to reduce green house emission that contribute to global warming and climate change, while Box Culvert Banyu Urip was program to handle the flood, caused by global warming.

Model of Interactional Communication

David Moterson on Encyclopedia of Communication Theory (Littlejohn, 2009) stated that models of communication are useful in identifying the basic components of the communication process and how they are related. While IACACT, International Association of Communication Activists, explained that models of communication refers to the conceptual model used to explain the human communication process. The communication itself consist of communicator, message, channel and communicant. Over the time, models of communication had tranformed into various way and they can be defined as below (Littlejohn, 2009):

- a. The first model of communication were created by the famous philosopher, Aristotle, in his theories of rhetoric. His purpose was to direct other to be persuasive speakers effectively, or prescriptive.
- b. The linear model came up on early 20 th century, since the communication process is desribed as a line. Shanon and Weaver's mathematical model was the most significant linear model since it develop to support the telephone engineers to transmit electrical signals from one point to another point.

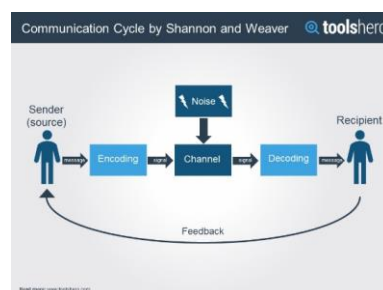


Figure 3: Linear Communication Model

(retrieved from <https://www.toolshero.com/communication-skills/communication-cycle-shannon-weaver/>)

¹² Interview with informan no.1

¹³ www.bbc.com/indonesia/majalah-43939576

- c. In 1954, Wilbur Schramm developed face to face human communication. Schramm's model explained the message was relayed along the line, the line was rounded, starting with the first interpreter as an encoder, relayed to the second interpreter as decoder, and then come again from second interpreter as an encoder and back to original interpreter as a decoder. Schramm was the first scholar to show communication as an interactive process. This model of communication is called as circular model or model of communication as interaction. The presence of interpreter in this model was conceptual basis for the meaning-centered approach.

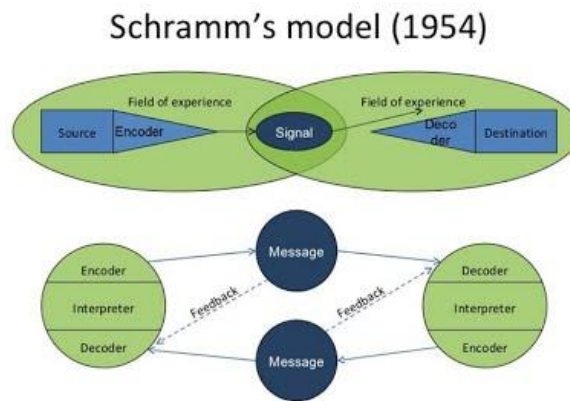


Figure 4: Interactional Communication Model
 (retrieved from <https://sites.google.com/site/eng3group4/>)

- d. The next model of communication was non-linear communication or also called models of communication as transaction. Dan Barnlund was developed the most famous model of transactional model in 1970. He applied a complex graphic representation of spirals and curved arrow to explain the continuous, unrepeatable, irreversible nature of communications.

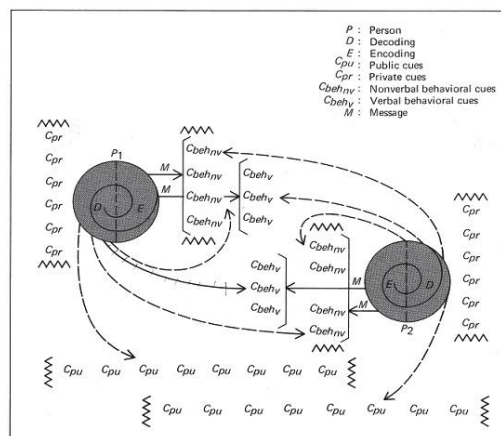


Figure 5: Transactional Communication
 (retrieved from <https://www.businessstopia.net/communication/barnlund-transactional-model-communication>)

Meaning was taken as assigned or attributed rather than received. Along the decoding encoding and messages, this model included as set of values: public cues in the environment, private cues in or on the

persons, and deliberate behavioral cues (non verbal and verbal). These component were related one to another and progressing. The idea of communication as a transaction through which communicators created meaning had a profound effect on the field. Scholars quickly moved beyond creating additional graphic representations of communication processes in the form of pictorial models. This shift from linear to nonlinear modeling represents a shift in thinking from a transmissive to a constitutive view of communication.

Communication Interactional Model of APEKSI on Climate Change in SDGs as Social Innovation in City of Surabaya

APEKSI with its 98 member has a strategic role in helping government, such as Ministry of Home Affair, Ministry of National Development Planning or Ministry of Environment and Forestry, to disseminate the strategic issue such as Sustainable Development Goals and Climate Change. On communicating Climate Change, which is then become one of SDGs goal, to its member through Climate Change Working Group, APEKSI using face to face communication, where as first interpreter, APEKSI relayed the message through roundtable discussion and annual knowledge forum. Its member including City of Surabaya decoding the message and then relayed back message to first interpreter, APEKSI, in form of active participation and recommendation based on their local activities. Based on interview with informant from APEKSI, related to City of Surabaya, its participation on Climate Change Working Group is quite low comparing to other member. They rarely attended the discussion and annual knowledge forum. Using the interactional communication model, It could be defined as delay where the message of related to climate change that APEKSI, as the first interpreter, had relayed to City of Surabaya, as second interpreter, didn't come again to the first interpreter, as they didn't give any feedback in form of participation or any report or recommendation document. Communication goals (Effendy, 2003:55) are:

- a. Social Change / Social Participation
- b. Attitude Change
- c. Opinion Change
- d. Behaviour Change.

As first interpreter, APEKSI send the message to City of Surabaya as second interpreter about the Climate Change as part of SDGs in hoping that they will participate by sending back the message to fulfill the communication goal in form of recommendation and report. Communication has four functions (Effendy, 2003:55):

- a. To inform
- b. To educate
- c. To entertain
- d. To influence

APEKSI communicate to City of Surabaya to inform and to educate them about Climate Change issue. As the city was having low participation, it assumed that they're ill-informed and uneducated to Climate Change. This particular assumption is then contrast to information from City of Surabaya. The existing Mayor of Surabaya, Tri Rismaharini, has a good vision for City of Surabaya (Surabaya Kota Sentosa Yang Berkarakter dan Berdaya Saing Global Berbasis Ekologi). Under her leadership, all the city office tried their best to implement this grand design to make City of Surabaya as ecology based city with its unique characteristic and globally competitive. The city wheel is running quite fast and it made them quite busy to participate actively in various forum and working group such as APEKSI and its Climate Change Working Group. The message from APEKSI was delayed, and it didn't give negative impact. In the other hand, the Mayor came up with various policy in tackling Climate Change issue in urban area, such as policy waste management for Merdeka dari Sampah and flood management for Box Culvert Banyu Urip. The field of experience of the Mayor become the important basis in facing climate change issue, as Surabaya is stated a the third most vulnerable city.

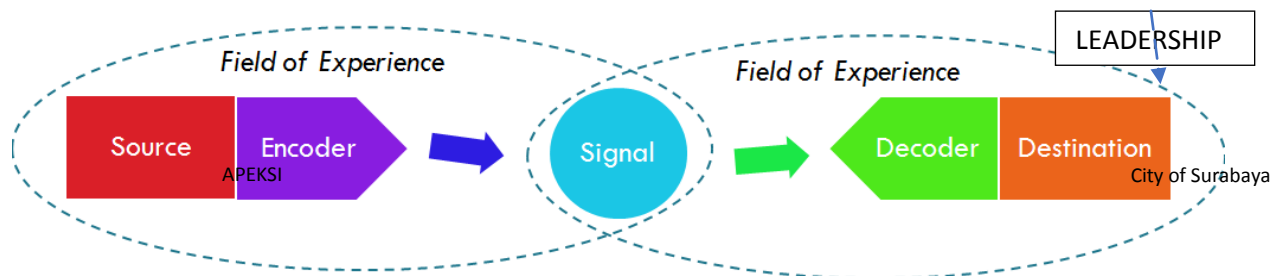


Figure 6 Interactional Model APEKSI and City of Surabaya

As SDGs goal 13, the indicator that related to local government was clearly stated:¹⁴

“13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries

13.3 Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning

13.B Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities

According to informant number 3, most of the indicators has slowly covered through the policy, program and budget that related with climate change adaptation and mitigation, though Merdeka dari Sampah and Box Culvert Banyu Urip. Furthermore, The Mayor is using the e-government system to strengthen her leadership in minimazing effect the delay on interactional communication wit APEKSI.

Conclusion

- Communication interactional between APEKSI and City of Surabaya regarding Climate Change as part of SDGs has been conducted in form of roundtable and annual knowledge forum As second intrepeter, they don't relayed back the message in form of lack of participation in the group, inconvinient report and recommendation
- Lack of participation, in City of Surabaya, doesn't mean they're ill-informed about Climate Change Issue.
- Under the existing Mayor, City of Surabaya could create policy to tackle the climate change issue in its area, and also is in line to reach the SDGs goal 13, Climate Action.

Closing

Leadership is a key to solve unreturn message in interactional communication between APEKSI and City of Surabaya. As second intrepeter that has to give back the message to the first intrepeter, City of Surabaya is having trouble to fulfill the process of communication and reach its goal. Due to heavy work load, they give low participation on Climate Change Working Group. To fill in the gap of the communication process and trouble to reach its goals, the existing local leader came up with a proper policy to tackle the issue. It means the local leader has fixed the communication process with sufficient

¹⁴ www.uclg-aspac.org

field of experience then reach the communication goal of informing, educating and influencing all the staffs and its constituent about Climate Change and SDGs.

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