From the literature review above, it can be said that the mudflow crisis in Sidoarjo is currently changing from an issue to a crisis situation. It has become part of the public’s awareness and knowledge. It is acceptable that the hot mudflow disaster is a type of crisis which has a wide impact on either the victims or the social life of Indonesian citizens in general. After three years, the mud has been still flowing and the problem has not been solved completely. Hence, some negative and unexpected outcomes have taken place, such as compensation, job losses, social facilities damages or similar. It has gradually stimulated public outrage such as the community by demonstrating on the road. The situation can be categorized as an acute crisis because it cannot be managed (see Devlin, 2007; Smude, 2001; Miller, 1999; Gaunt & Ollenburger, 1995).

From the description above, it appears that Lapindo Inc and the government did not take action as soon as possible after being aware of the crisis situation. In other words, this situation worsened because crisis management was not undertaken quickly. In the mudflow crisis, an appropriate crisis management was needed because the mudflow had become public knowledge, had triggered public outrage, and had a bad impact on the company (see Hainsworth, 1990; Gaun and Ollenburger, 1995, Miller, 1999).

Hence, crisis management involves three basic areas of the Anticipatory Model of the crisis, such as the Lapindo’s action deal with the crisis, the perception of the public (such as victims, media, academics and similar) regarding that action, and how power relationships taking place determine the action (see Olaniran, 2007). By not giving compensation on time and not giving clear information about what had happened, both Lapindo Inc and the government caused the uncertain conditions. As a result of this, it can be argued that the crisis communication was not conducted properly. This made the situation worse because how Lapindo Inc manages a crisis will determine the quality of their reputation after the crisis. In this case, public trust and good reputation have gone. Thus, a public relations’ communication strategy is required to rebuild the reputation.

In fact, the consequences of not responding the crisis promptly, the victims, as members of the external public, have been living in hardship. It seems that Lapindo Inc viewed the victims based on the strategic approach when defining its public. In this approach, the victims are assumed to be passive when receiving organizational messages rather than being active and equal participants (see Leitch and Neilson, 1997). Conversely, it had better that the company performs itself as a servant for the people (see Grunig, 1979).

Moreover, it is a duty of public relations officers to ensure that the public will be served well by the company by assisting to devise communication strategies that will allow the company to adapt their environment (Burson, 1974 cited in Grunig, 1979). Public
relations officers must be responsible to help management dealing with this crisis. Several studies, such as Hon (1997) and Kim (2001) have given evidence that the public relations officers have the main obligation to create messages and communicate these in order to obtain a positive image toward their company. Furthermore, these strategies will be able to manage issues which emerge during the crisis.

It should be noted that several issues have been emerging during the mudflow crisis such as environmental issues, human right issues, unfairness laws and regulations, the company responsibility, and unfair distribution of compensation. All issues combined to worsen the crisis. Some stages of the issue – the potential, imminent, current and critical stages- (see Peter Smude, 2001; Gaunt and Ollenburger, 1995) had been passed through. Nowadays, all issues become public discussions and more popular because the mass-media cover them frequently. Many public leaders or opinions deal with the issues. Consequently, the public is divided into two: those who agree and those who disagree with the issues.

The public discussions above are the evidence that the crisis is a result of a social construction. Public opinions and other communication practices in society such as the public relations strategy, the mass-media discourse, and attributions, are constructed socially and culturally by people involved in the crisis situation. Hence, every person (public relations, community, reporter, academic, geologist, or similar) has a different construction of the crisis as social reality. It depends on their experiences, preferences and interests, education, context, relationships and positions in social groups, ethnicity, gender, and age. For instance, compensation was constructed as an aid by Lapindo Inc while the victims and other community constructed it as the company’s obligation.

It is common that communication is either viewed as a tool of social construction or the result of social construction. Communication plays an important role when people encode and decode symbols, especially language, to construct issues derived from the mudflow event. Thus, the results of the construction process are some forms of communication, such as the regulations, news or the crisis strategy.

Based on the theories mentioned in this literature review, it can be concluded that the public has an important role in increasing or decreasing the company’s reputation. Hence, this research focuses on the victims as a marginalized group. The Situational Theory of the Public, the Situational Crisis Communication Theory, and the Attribution Theory which explain how the public’s attitudes, perceptions, attributions and communication behaviours were applied to enlighten how the subjects of this research (informants/respondents) constructed meaning about the crisis management. The reality being constructed involved three areas of the Anticipatory Model, such as how the public perceived the crisis management, what the public expected, and how the public perceived the control and power that dominated the situation.

The researcher examined and analyzed the process by which the community culturally constructed a meaning of the reality including how communication program of public relations, as a part of a crisis management, was and is conducted in facing a crisis situation caused by the mudflow disaster. In addition, it examined the community reaction to others organizations involved in the crisis. Therefore, it is hoped that a comprehensive understanding of the mudflow crisis itself and the perceptions and responses of many involved on it can be gained.

Finally, the description above can be seen in figure 1 below.
Figure 1. The scheme

MUDFLOW CRISIS

THE COMPANY’S RESPONSES

THE GOVERNMENT’S RESPONSES

Crisis Strategy
Initial Crisis Responsibility
Crisis history
Prior Reputation

Attribution
Expectation
Perception
Communication

Experiences
Preferences
Interests
Education
Context
Relationships and positions in social groups
ethnic, gender, and age

VICTIM

SOCially CONSTRUCTED