# COMMUNICATION STRATEGY OF MINISTRY OF MARINE AFFAIRS AND FISHERIES PUBLIC RELATIONS IN CONVEYING MEASURED FISHING POLICY

**Djoko Arye Prasetyo dan Heri Budianto**
Mercu Buana University
djokoarye@gmail.com; heri.budianto@mercubuana.ac.id

**Abstract.** In the era of open information, the role of Government Public Relations (GPR) is essential in conveying messages and information regarding government policy that will regulate people's livelihood. Furthermore, GPR also plays a role as a strategic element in supporting the success of such policy. However, realizing GPR's strategic role is not simple. This is because government policies are not always interpreted positively by the public, even though they are aimed to improve people's welfare. The purposes of this research are to find out the role of Bureau of Public Relations and Foreign Cooperation of the Ministry of Marine Affairs and Fisheries (Kementerian Kelautan dan Perikanan/KKP) as one of the GPR elements in composing messages and conveying information about Measured Fishing Policy (Penangkapan Ikan Terukur/PIT) as well as what kinds of communication strategies are used in responding to the PIT polemic. To explore the issues raised, this research uses a constructivist paradigm through the operationalization of descriptive qualitative methods with a case study approach. Data collection techniques are carried out by conducting interviews and direct observations in the field as primary data and studying related literatures as secondary data. Whereas the data analysis technique used consists of three procedures, namely data reduction, data presentation and drawing conclusion. As for checking the validity of the data, a triangulation technique is used which focuses on the examination techniques by utilizing data sources. As an academic basis, this research uses SWOT Analysis and Environmental *Communication* Theory to discuss the role of GPR in delivering government policy information to the public, and at the same time offers an element of novelty in academic discussions regarding GPR communication strategy in Indonesia. As the result, it can describe the role of BHKLN in conveying information about PIT, as well as kinds of communication strategies used in responding PIT polemic.

**Keywords:** Government Public Relations; *Communication* Strategy; Government Policy; Measured Fishing Policy; Environmental *Communication*

## INTRODUCTION

As a maritime country, Indonesia is highly concern in protecting and maintaining marine and fisheries resources contained in Indonesian waters, for the people's greatest welfare. This has also been proclaimed by President Joko Widodo through the country's vision and mission to make Indonesia the world's maritime axis. Normatively, the regulations for realizing the world maritime axis are outlined in the form of a Presidential Regulation (Perpres), namely Presidential Decree Number 16 Year 2017 concerning Indonesian Maritime Policy. The Presidential Regulation regulates in detail Indonesia's maritime policies, including the development of various regulations and the utilization of domestic resources or the development of Indonesia's maritime and fisheries sectors.

One of the policies promoted by the government through the Ministry of Marine Affairs and Fisheries (Kementerian Kelautan dan Perikanan/KKP) to maintain resource sustainability and optimize the economic benefits of the capture fisheries sub-sector is the Measured Fishing Policy (PIT). This policy will reorganize and manage national fisheries

aspects through rational and scientific management of fish resources. To support this program, the Monitoring, Controlling and Surveillance System (MCS) is one of the tools to support the formation of an effective and accurate information system and influence fish resource management planning that ensures sustainable fisheries (Ermawati & Zuliyati, 2015).

PIT is a fishing policy based on quotas and zones, where the number of catches and fishing zones is limited. This policy is one of the important steps taken by the government to change national fisheries governance so that fish stocks are maintained, provide optimal economic benefits for fishermen and fisheries business sectors, prevent overfishing, increase non-tax state revenue (Pendapatan Negara Bukan Pajak/PNBP), create jobs, as well as stimulate domestic fishing industry.

Therefore, PIT is one of the government's efforts to preserve fish resources while optimizing economic and social benefits for fishermen and fisheries business actors. PIT is implemented through setting up catch quota limits as output control and is the first fisheries management model implemented in Indonesia. This model is an alternative to the policy of limiting fishing vessels permits (input control) which has so far been considered to be less implementable, creates a "race to fish" mentality, and is prone to manipulation of vessels size.

However, the PIT policy has also given rise to polemics among public, especially among capture fisheries business actors and other marine and fisheries sector stakeholders. This polemic was conveyed variously by business actors, academics and representatives of non-governmental organizations. Apart from that, the PIT policy raises questions and doubts about improving capture fisheries governance. It is feared that the formulation of policies based on state revenue receipts will damage the fisheries resource ecosystem and ignore the welfare of small fishermen.

Some non-governmental organizations believe that with the implementation of this kind policy, small fishermen will become marginalized. This happens because foreign and domestic investors are given enormous opportunities to exploit fish resources in industrial zones through special permits that have a term of up to fifteen years. Furthermore, there is a concern about the further impact, namely full exploitation in all Fisheries Management Area (Wilayah Pengelolaan Perikanan/WPP) in Indonesia, especially the supervision of capture fisheries in Indonesia is still weak.

Responding to the polemic raised in public regarding the PIT policy, a series of communication strategies are needed to anticipate the increasingly widespread polemic, as well as provide an understanding of the essence of the policy that has been produced. Without appropriate, creative and innovative communication strategies, a policy program will not be effective. As part of a high-level government institution, the KKP has a mechanism for conveying information to the public as regulated in Law Number 14 Year 2008 concerning Openness of Public Information. Technically, this mechanism is carried out by the organizational work unit responsible for implementing the Public Relations function, in this case is KKP's Bureau of Public Relations and Foreign Cooperation (BHKLN).

As one of the embodiments of government public relations, BHKLN functions include educating the public to improve the government's image and reputation, building good socialization bridges, building profitable relationships between stakeholders and building trust. The function of Public Relations itself is very important in a government agency or public body. Public Relations is an art and a combination of management, communication, psychology, social and marketing disciplines to create a company or institution, the ideas offered, their names and products that are liked and trusted by the public (Ruslan, 2011).

On the other side, Frank Jefkins (in Pemadi & Habibullah, 2022) states that Public Relations are all forms of planned communication, both inward and outward, between an organization and all its audiences in order to achieve its goals. specific principles based on mutual understanding. The aim of Public Relations itself is to disseminate information to the

public through the media. This is very effective considering how easily the information is spread so that people can easily get information both through television, printed media and social media.

Public Relations have an important position in an organization. As a part of the organization, Public Relations is the party in charge of interacting with the community. The existence of Public Relations in an institution or government institution is a connecting bridge between the institution and the public. The dynamics of the development of Public Relations aims to ensure that every Public Relations institution needs to design its relationship with various elements of society, in order to achieve strong and harmonious relationships.

Public Relations in government institutions are currently required to carry out revitalization and transformation which is part of the bureaucratic reform of Public Relations institutional governance issued by the Ministry of PAN and RB, through the implementation of Law Number 14 Year 2008 concerning Openness of Public Information. This regulation stipulates that every institution funded by the state or the community must be able to provide various data and information needed by the public regarding planning, implementation and evaluation of programs and policies carried out by a public institution (Nugraha et al., 2022).

This research focuses on how BHKLN communication strategy as Government Public Relations is formulated and packaged to convey and disseminate information related to the implementation of PIT policy. This communication strategy focuses on communication steps or tactics with adjustments depending on the existing situation and dynamics. Ronald D. Smith (in Andrianto, 2019) states that communication tactics are a real element of a strategic plan. These communication tactics include interpersonal communication, organizational media, news media, and advertising or promotional media. The four tactics and communication media are complemented each other and can be combined with one another to obtain effects that suit the goals and needs of the organization.

Based on the research focus above, this research is intended to find out the role of BHKLN in disseminating information related to the implementation of the PIT policy, as well as why they chose the communication strategy that has been implemented in conveying PIT policy messages.

This research uses SWOT Analysis and Environmental *Communication* Theory as a foundation in discussing the role of government public relations in conveying government policy information to the public, especially those related to environmental aspects and sustainable fisheries resources. The use of Environmental *Communication* Theory also offers an element of novelty in academic discussions regarding Government Public Relations strategies in Indonesia.

Environmental communication is the planning and use of strategies in communication processes and media products to support effective policy making, community participation and project implementation that leads to environmental sustainability. This is a two-way social interaction process that allows the people concerned to understand the main environmental factors and their interdependence to answer a problem in a competent way (OECD, 1999).

Meanwhile, Robert Cox explained that environmental communication is a pragmatic and constructive tool that teaches, invites, encourages and communicates to someone to respect the environment. Environmental communication also helps create awareness about the reality of the current environmental situation (Cox, 2013). Furthermore, Robert Cox and Phaedra Pezzullo (in Assegaf et al., 2022) explained that environmental communication also plays an important role in efforts to protect and preserve the environment, because messages and names not only determine direct views, but also behavior, treatment and relationships. between humans and the natural environment. Therefore, the function of environmental communication is to define and determine, through verbal and non-verbal interactions, environmental problems and the actual problems being faced, as well as deciding what actions should be taken.

Therefore, environmental communication is basically a two-way message delivery process that involves the community as agents of change. With the change in the development communication paradigm and social transformation, communication regarding the environment and climate is no longer just conveying information through the media to change behavior, persuasion, or even manipulation, but is a function of the environment and climate which is defined as a participatory and interactive process. which aims to improve climate communication. Community and community participation (Polk, 2020).

## LITERATURE REVIEW

**Public Relations.** Public Relations practices are needed when an individual or organization tries to create or maintain a good reputation and image. Should offense with the public occurs, the role of Public Relations is needed. Public Relations activities are not limited only to organizations or companies operating in the business side, whose main goal is only to pursue profit, but also need to be carried out by the government (Butterick in Alvin, 2020). Along with political development, Public Relations professions have become a more widespread profession used by many organizations. In politics, Public Relations are useful for building a positive image in people's minds for particular purposes (Budianto & Erlita, 2020).

Edward Bernays stated that Public Relations can be interpreted into 3 aspects, namely providing information to the public, direct approaches to the public to influence attitudes and actions, as well as uniting actions between institutions and the public (Bernays in Setiawan, 2023).

Furthermore, the form of Public Relations is described by Grunig and Hunt in four models that map the concept of public relations practice and the differences in each pattern, as shown in the table below:

**Table 1.** Four models of Public Relations by Grunig and Hunt (in Djusan, 2012)

| Characteristic | Model | | | |
| --- | --- | --- | --- | --- |
| | Press agentry/Publicity | Public Information | Two-Way Asymmetric | Two-Way Symmetric |
| Purpose | Propaganda | Dissemination of information | Scientific persuasion | Mutual understanding |
| Nature of communication | One-way; complete truth not essential | One-Way; truth important | Two-way; imbalanced effects | Two-way; balanced effects |
| Communication model | Source → Rec. | Source → Rec. | Source → Rec. ← Feedback | Group → Group ← |
| Nature of Research | Little; "counting house" | Little; readability, readership | Formative; evaluative of attitudes | Formative; evaluative of understanding |
| Leading Historical Figures | P.T. Barnum | Ivy Lee | Edward L. Bernays | Bernays, educators, professional leaders |
| Where practised Today | Sports, theatre, product promotion | Government, nonprofit associations, business | Competitive business; agencies | Regulated business; agencies |
| Estimated % of organizations practising today | 15 % | 50 % | 20 % | 15 % |

Herewith appears that the role of Public Relations is very important, especially in disseminating information (Wilcox, 2006). With the existence of Public Relations, information can reach the target audience. This is in line with the Public Relations model in Table 1 above, where in the third column appears that public information is dominant with a percentage of fifty percent. It can be said that the main function of Public Relations is to provide information needed by the public (Haugland, 1996), in addition to other functions.

On the other hand, Gabriel Vasquez and Maureen Taylor said that initially Public Relations were a one-way manipulative communication activity, but later developed into a two-

way dialogue or symmetrical communication activity (Vasquez & Taylor, 2001). Meanwhile, Karen M. Russell and Margot Lamme identify the emergence of Public Relations in regard to social and cultural developments compared to historical dominance which states that Public Relations began during the industrialization era (Russell & Lamme, 2016).

From a number of definitions above, currently the function of Public Relations has developed along with the times, namely: 1) Public Relations has been transformed into a separate scientific field that is dynamic and can be researched; 2) Public Relations has shifted from a technical communication function to a management function; 3) Public Relations practitioners become strategic planners; 4) Public Relations is more open across gender and race; and 5) Public Relations practices lead to globalization (Djusan, 2012).

***Communication* Strategy.** *Communication* strategy is a combination of communication planning with communication management to achieve predetermined goals (Roudhonah, 2019). This communication strategy must be able to show how practical operations must be carried out, in the sense that the approach can vary depending on the situation and conditions (Effendy, 2000) Meanwhile, Hafied Cangara defines communication strategy as communication planning which includes strategy and management. Strategic planning concerns what actions are taken, while planning includes how things take place (Cangara, 2016).

Jeannette Littlemore (in Sahid & Budianto, 2022) states that communication strategies are steps that must be taken to increase effectiveness in communication. The description of this strategy shows the importance of its role in achieving communication goals. In fact, for effective implementation of a policy that has been established, it requires a communication strategy so that the messages and objectives of the policy can be socialized to the public.

Nurul Rochmah (in Andrianto, 2019) added that communication strategy is communication activities that are informational and persuasive in nature to build understanding and support for an idea or case, product or service planned and carried out by an organization, whether profit-oriented or non-profit, with goals, plans and various alternatives based on research and evaluation.

Developing a communication strategy is not a simple way, since communication activities are very complex. There are many factors that must be considered in creating a communication strategy, including the components of the activity itself. Harold D. Laswell (in Effendy, 2000) defines communication as specific questions where the answers are components that exist in a communication activity. The formulation of this question is known as the Laswell Paradigm, namely who-says what-in which channel-to whom-with what effect.

With that result, communication strategy is the overall planning, tactics and methods used to facilitate communication by taking into account all aspects of the communication process to achieve the desired goals . Apart from that, the strategic concept used in this research is communication strategy as a guide for communication planning and communication management to achieve goals. For this reason, communication strategy must be able to explain what needs to be done (Sunardi et al., 2023).

The description of this strategy shows the importance of its role in achieving communication goals. In fact, for a policy that has been established to be effective in its implementation, it requires a communication strategy so that the messages and objectives of the policy can be socialized to the public (Sahid & Budianto, 2022).

**Government Public Relations.** Public Relations activities are actually not only carried out in business-oriented companies, but also in government environments. The government needs to carry out a public relations function to disseminate information to the public as a form of community service. During the New Order regime, Public Relations practices by the

government were carried out by the Department of Information, which at that time acted as the government's spokesperson. All government policies, views and programs are socialized to the public through the Department of Information and transmitted to all regions and remote areas of Indonesia through its extension, known as the interpreter of information (ibid.).

Public Relations in government institution is an action taken to bridge the interests of the government with the interests of society. The Public Relations work unit in government institutions was formed to publish policies and convey various information to the public and is able to provide facilities to make it easier for the public to obtain information. Regarding the position of Public Relations in government institutions, Scott Cutlip and Allen Center (in Nugraha et al., 2014) said that ideally Public Relations should be included in the core staff, directly under the leadership of decision makers or top managers so that they are more capable to perform their duties.

The basic function of Public Relations in government is to help explain and achieve government program goals, increase government responsiveness, and provide the public with sufficient information to be able to carry out self-regulation (Lattimore et al., 2010). Therefore, the techniques used in government Public Relations are no different from the techniques used by Public Relations in other fields, namely the delivery of information and communication (Moore, 2005).

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Furthermore, Government Public Relations plays an important role in several matters related to the public sector, including providing various functions and means of communication, including crisis communication such as disasters, building and maintaining a good government image, and securing the development results that have been achieved (Dong et al., 2023).

In order to anticipate the emergence of information bias among the public from the communication strategy implemented, Government Public Relations is also deemed necessary to have an analysis method regarding the policies that will be conveyed to the public. This analysis method is important for mapping strategies and identifying problems and solutions that can be used as a way out of problems or polemics that may arise in society. One of these methods is SWOT Analysis.

According to Luis Quezada (in Londah et al., 2024)), SWOT analysis juxtaposes the internal and external conditions of an organization based on logic that is able to maximize opportunities and achieve goals while simultaneously minimizing weaknesses and threats. In the context of PIT implementation, the SWOT Analysis will systematically analyze various factors to formulate BHKLN communication strategies in responding to polemics that arise among the maritime and fisheries community.

**Measured Fishing Policy.** Measured Fishing Policy (PIT) is one of the government's efforts to maintain fish resources while optimizing economic and social benefits for fishermen and fisheries business sectors. PIT is implemented through setting catch quota limits as an output control and is the first fisheries management model implemented in Indonesia. This model is an alternative to the policy of limiting fishing vessels permits (input control) which has so far been considered to be less implementable, creates a "race to fish" mentality, and is prone to manipulation of vessel's size (Trenggono, 2023).

The meaning of measurable here is defined as controlled, as well as the opposite of uncontrolled. Therefore, PIT is defined as controlled capture fisheries management, based on output control where the number of fish caught must not exceed the permitted catch. PIT will organize and re-manage national fisheries through rational and scientific management of fish resources. A Monitoring, Controlling, and Surveillance (MCS) mechanism is needed to support the formation of an effective and accurate information system and influence fish resource management planning that ensures sustainable fishing (Ermawati & Zuliyati, 2015).

**Environmental *Communication* Theory.** As previously mentioned, PIT is a policy that seeks to preserve fisheries resources while still paying attention to the environmental carrying capacity and ecological aspects of fisheries for the welfare of fishermen and future generations. With great attention to the environment, it is hoped that the interactions within it will be dynamic, including the interaction between humans and their environment.

Richard Jurin (in Yenrizal, 2017)) explains that humans always communicate with and about their environment. This interaction occurs all the time and is the core of the communication process. Humans are not independent creatures but exist among many creatures on earth. This is reinforced by Alexander Flor's opinion that environmental communication pays attention to this position. Cultural aspects, traditions, are all closely related as part of our interactions with the environment (Flor, 2004).

On the other hand, Robert Cox argues that environmental communication is a pragmatic and constitutive means for understanding the environment in society, as well as the relationship between humans and the universe. This is a symbolic medium used to raise environmental issues and negotiate differences in responses to emerging environmental issues. In other words, environmental communication is used to help understand environmental problems (Cox, 2013).

**Conceptual Framework**

Public relations occupies an important position in the organization. Public relations is the party responsible for interacting with the public as part of the organization. The existence of a public relations work unit in a government institution or agency is a bridge between that institution and the community. The dynamics of promotional development aims to ensure that all promotional institutions need to design their relationships with various elements of society in order to create harmonious relationships.

In this position, Government Public Relations has direct knowledge of the background to the decisions of agency leaders. So that Government Public Relations has information material to convey to the public. Likewise, BHKLN, as one of the government's public relations elements, must be able to package priority policy messages, especially in the maritime and fisheries sector, through structured communication strategy planning, by determining goals and target audiences, as well as choosing the right media to convey messages and information to gain understanding. and feedback from the community.

**METHOD**

This is a qualitative-approach research with a case study method to analyze BHKLN's communication strategy in conveying information about PIT policy to the public. The data collection technique used was through in-depth interviews with key informants and direct observation at BHKLN. The selection of informants is based on the important role of the position in the organization and the main tasks they carry out. The informants consist of Head of the News Affairs and Public Opinion Work Team, Head of the Press *Communication* Sub-

Work Team, Head of the Production and Publication Sub-Work Team, Head of the Issues Management and Public Opinion Sub-Work Team and two public relations officers.

This research also apply a constructivist paradigm to observe the problems raised in the main research theme, by viewing through the window of reality that forms social construction. According to Egon Guba, constructivism is knowledge output from human construction. This kind of knowledge cannot be accounted for as permanent truth, because the problems are always changing. In other words, human activities are what construct reality (Guba, 1990).

To check the validity of the data, this research uses triangulation techniques. Triangulation is a data collection technique by combining several data collection techniques with existing data (Sugiyono, 2014). Norman Denzin (in Moleong, 2010) explains that triangulation is a combination of various methods to study interrelated phenomena from different points of view and perspectives including four things, namely method triangulation, inter-researcher triangulation, data source triangulation, and theory of triangulation.

From the above four types of triangulation, this research focuses on the use of examination techniques by utilizing data sources. Triangulation with data sources means comparing and checking back the degree of trustworthiness of information obtained through different times and tools in qualitative research (Patton, 1987).

Meanwhile, the use of triangulation is carried out by confirming research findings using primary and secondary data collection techniques, namely interviews, observation and documentation to obtain the validity and accuracy of the data. Collecting data using multiple sources or methods allows researchers to reduce the impact of bias and errors that arise from using only one source or method.

## RESULTS AND DISCUSSION

**Results.** The results of this research were generally formulated after researcher conducted observations for three months in the period of January-March 2024, followed by interviewing several key informants, namely Didik Agus Suwarsono as Head of the News Affairs and Public Opinion Work Team, Wiwin Diah Oktafiana, as Head of the Press *Communication* Sub-Work Team, Yesinia Agnesaputri, as Head of the Production and Publication Sub-Work Team, Novita Dewi, as Head of the Issues Management and Public Opinion Sub-Work Team, Annisa Puspa Mega and Risna Nur Rahayu as Public Relations Officers at BHKLN. Observations were carried out by following several informants activities. Observation and interview are taken place at the Office of the Ministry of Marine Affairs and Fisheries, Jalan Medan Merdeka Timur 16, Jakarta Pusat.

The communication strategies used in addresing existing encounter cannot be separated from the direction of existing public communication policies. *Communication* activities carried out by the Ministry of Marine Affairs and Fisheries are targeted activities in accordance with the Ministry's mandate, prepared through a measurable and target-based planning process cycle, and focused on five priority policies namely (Kementerian Kelautan dan Perikanan, 2023):

**Expanding Marine Protected Areas.** Public communication alongside with programs prepared and implemented by Ministry Public *Communication* Organizers at all levels (Ministry, Echelon I, and Technical Implementation Unit/UPT) refer to the objectives of this policy, namely protecting biodiversity and maintaining the sustainability of marine ecosystems in Indonesia, as well as the Ministry's commitment through proposals and strategic efforts related to the expansion of marine conservation areas in Indonesian territory.

**Measured Fishing Policy.** Public communication alongside with programs prepared and implemented by Ministry Public *Communication* Organizers at all levels (Ministry, Echelon I, UPT) refer to the objectives of this policy, namely to regulate and supervise fishing activities in Indonesian waters. This policy aims to maintain the sustainability of fish resources and marine ecosystems, as well as ensuring that fishing activities is carried out responsibly and in right manners.

**Sustainable Development of Marine, Coastal and Land Aquaculture.** Public communication alongside with programs prepared and implemented by Ministry Public *Communication* Organizers at all levels (Ministry, Echelon I, and UPT) should be able to build public understanding of the aim of this policy, namely to encourage the development of aquaculture in the sea, coast and land so that it can provide long-term benefits economically, socially and environmentally.

**Surveilance and Control of Coastal Areas and Small Islands.** Surveilance and Control of Coastal Areas and Small Islands is one of the important functions of KKP to manage marine and fisheries resources effectively and sustainably in coastal areas and small islands in Indonesia.

**Management of Plastic Waste in the Sea.** Ministry policy on Plastic Waste Management in the Sea aims to address the serious problems faced by marine ecosystems due to plastic waste. Plastic waste thrown into the sea causes pollution and damage to the marine environment, impacting marine life, fisheries resources and human health.

The direction of Public *Communication* Policy focuses on five priority policies above, are the basis for public communication organizers at the Ministry, Echelon I and Technical Implementation Unit levels. Establishment and organizers of communication activities at all levels refer to the directions and strategies contained in this Public *Communication* Policy Direction.

On the other side, effective implementation of Public *Communication* Policy Direction is the key element to ensuring that the messages and information conveyed by all public communication organizers at all levels in KKP are focus on five priority policies, particularly PIT. This is in line with the statement of Didik Agus Suwarsono as Head of the News Affairs and Public Opinion Work Team:

> *"We already have a communication strategy for PIT. We organize them, and at least there are three communication strategy approaches. First, we are trying to build positive public opinion related to PIT, and sensitive things such as management objectives and then the positive impacts... we bring up a lot. Second, we also try to consolidate communication actors. That's why we, in several releases, collaborate with academics. We invited even FAO, and several serving countries too, business representatives too. What does that mean? We want to ensure that from a communications strategy perspective, as a governance transformation program, many people agree with the idea of this improvement. Lastly, we also using a data-based communication action approach. This kind of data is important because negative opinions regarding PIT also come from academics."*

Implementation of Public *Communication* Policy Direction based on the target-based communication planning cycle is a strategic approach determined by KKP the Ministry of Maritime Affairs and Fisheries to contribute Ministry's public communication organizers to be more focused in planning, compiling, implementing and evaluating communication programs

that have been implemented.

In implementing Public *Communication* Policy Direction, appropriate and effective communication strategies are needed to obtain optimal results. Several stages that must be carried out include: identification and analysis of issues; setting communication goals; audience identification; determining message content; selection of *Communication* channels and activities; determining the communicator; implementation of *Communication* activities; and indicators of success

In regard this matter, Didik emphasized that:

> "...in preparing the communication strategy, we definitely have to coordinate with our colleague within working unit in KKP. That is important thing. Second, our team dissected the Government Regulation as well as Ministerial Regulations. What's the aim? We can identifying the issue, we can dissect its strengths. What is the power of this arrangement? Thus, the problem of conveying information to the public related to programs that are subject to controversy is no longer a question of what we want to convey, but what advantages we want to sell. And that's what we focus on PIT policy. Once we have enough material, then we follow the guidelines for preparing a communication strategy. So, ideally, whatever communication strategy we follow, we follow it. How do we create issue mapping. Then, how do we determine the communicator. How do we determine the target we are aiming for. How do we create messages. Main messages and its derivatives. Then we come to the details of the communication action plan. So, those are the stages in preparing the communication strategy that we carry out. Then we release various content and activities, both directly face-to-face with the public and through the internal media we have, as well as through the press."

In implementing a communication strategy, audience identification process is required, namely all stakeholders or external party outside of KKP who can influence or be influenced by KKP activities, policies and programs. External stakeholders who are the targets of communication for the Public *Communication* Policy Direction are identified using a pentahelix approach consist of mass media, non-governmental organization, academics, fisheries community, and government itself. In line with this matter, Risna Nur Rahayu as Public Relations Officers at BHKLN arguing:

> "The most important thing is definitely the fisheries community. Whether (fishing) community is in the northern coast, whether is in the eastern (region) is definitely a fishing community. Because they have got the most impact. And the second is the actual business actors. Business people too. Because here, PIT actually accommodates. They come first. But the effect will also be downstream, right? Because the fish are caught and where will they go if there are no people downstream, if there are no business actors, that's how it is. And there are also fishermen, as the Minister said, there are traditional fishermen, there are business fishermen like that. Everyone needs to be educated about this, right? In addition to the targets, we also need people who have been active in talking about the environment. Because they are among the people who are vocal in criticizing this PIT issues."

**Discussion.** *Communication* in the context of KKP must be directed to achieve the goals and policies set by the ministry. Therefore, several indicators can be used to measure the success of KKP communication in accordance with its policy direction, including:

a. Level of public awareness about the importance of conserving marine resources and sustainable fisheries, which can be measured through surveys or direct observation;
b. Number of community participation in activities organized by KKP, such as outreach campaigns or educational programs, which shows that the messages and information conveyed by KKP have been accepted by the public;
c. The level of dissemination of information and news related to KKP policies or programs, which can be measured through social media or online news;
d. Number of complaints and input from the public receive and respond by KKP, which shows that communication between KKP and the public is going in a right path;
e. Level of compliance of the fisheries stakeholders with the policies and regulations set by KKP, can be measured through monitoring and evaluation by KKP itself or an independent third party, and
f. Number of collaboration and partnership with related institution or organizations that support KKP policies and programs, shows that KKP has succeeded in building networks and support from stakeholders.

These indicators can be a reference for evaluating the success of KKP communication and to contribute existing communication strategies.

In its implementation, the BHKLN communication strategy is designed to direct public communication organizers at all levels, in coordinating internal and inter-institutional communications (government and private), selecting appropriate communication channels, conveying messages in accordance with priority programs and policies, and mutually beneficial relationships. support with mass media (strategic media relations), effective communication with the community, and as a foundation for carrying out measurement and evaluation actions to measure the level of success of the goals that have been set. This includes the use of media:

1. Produce press release to mass media related to KKP's priority programs;
2. Create weekly editorial plan;
3. Publish Segara, a monthly internal magazine;
4. Content production (infographic, animation, as well as video in the platform of social media);
5. Series of Podcast;
6. Neptune TV, a streaming documentary videos platform;
7. Bincang Bahari, a talk-show program featuring related source-person with specific marine and fisheries issues.

However, an understanding of planning, implementation and utilization of media choices used in carrying out the communication strategy that has been prepared, should also be accompanied by an understanding of aspects of the physical environment, including the application of environmental communication. This is important considering that environmental communication is a pragmatic and constitutive tool for understanding the environment and its relationship with humans, where PIT policy is one element in it.

The application of environmental communication concepts in the Government Public Relations communication strategy is very essential, which contains multiple approaches to communication principles, methods and techniques for environmental governance and protection. So it can be said that in the concept of environmental communication there is an exchange of environmental news, understanding, and even forms of local wisdom which can form a deeper understanding between the subject and object of communication.

At this level, the major role and communication strategy of BHKLN's PIT Policy can be reconstructed using an environmental communication theory approach. There are at least seven areas of environmental communication studies that can bridge public understanding of this policy, as well as in relation to handling polemics that arise. First, public participation is at the heart of implementing a government policy - in this case PIT - where the public has full

rights over the decision-making process. This is also in line with Robert Cox's opinion, where environmental communication is a pragmatic and constitutive tool for studying the relationship between humans and their environment.

Second, environmental journalism. Environmental communication not only discusses environmental governance, but also includes discussion of public opinion and perceptions of the policy itself. Using appropriate media coupled with a strong understanding of the concept of sustainability will improve public understanding of a policy. And this also applies in the context of packaging information regarding the PIT Policy.

Third, environmental rhetoric and discourse. In fact, environmental communication is a rhetorical effort to build environmental discourse to the public. From the results of this research, it can be seen that the rhetoric for building public discourse regarding PIT policy has not been conveyed optimally. This is a challenge as well as an opportunity for better packaging of messages and information to achieve public understanding regarding PIT. This is closely related to the fourth scope, namely public education. Even though this coverage is the basic thing that has been carried out by BHKLN Public Relations, continuity and a massive educational campaign will provide additional ammunition for the communication strategy that has been implemented so far.

Fifth, environmental collaboration and conflict resolution. In bridging the polemic that arose due to the implementation of the PIT policy, this coverage can examine alternative models for dealing with dissatisfaction or showing aspirations from the community. A collaborative approach from the public component through a series of outreach which is part of the PIT communication strategy can be continued to minimize counter-narratives regarding the implementation of the PIT policy. This is related to the sixth scope, namely risk communication, where analysis of the effectiveness of the communication strategy implemented can mediate possible risks arising from the public, which in turn becomes the basis for the seventh scope, namely the representation of environmental content.

Apart from that, based on factual identification and interviews that have been conducted, the application of the SWOT Analysis model also helps strengthen the effectiveness of implementing BHKLN's communication strategy. The result of this analysis is a systematic mapping of various factors that are based on logic in formulating communication strategies. This analysis is obtained by maximizing supporting factors which are simultaneously able to minimize inhibiting components, as described below:

a. Strength, where the PIT Policy communication strategy must be able to prioritize the advantages or strengths of its programs, including prioritizing aspects of sustainability of fish resource stocks and the health of the marine environment for future generations.
b. Weakness, namely aspects that need to be improved further, including the use of social media channels by fishermen which is still not optimal, so that the flow of information and delivery of PIT policy messages is not yet optimal. However, this could also be an opportunity and challenge in preparing BHKLN's next communication strategy.
c. Opportunity, where in developing a communication strategy, one of the procedures that has been taken is conducting socialization and public consultation regarding the draft PIT policy. This provides an opportunity for the community to understand that the arrangements contained in this policy are solely to improve the sustainability of their resources and welfare.
d. Threat, which stems from the reality that the PIT policy has never been implemented before in Indonesia, giving rise to concerns about the after-effects of this policy, including concerns regarding restrictions on the number of permitted fish catches, and threats of punishment for those who violate it. It is in this context that communication strategy analysis is urgently needed to erode this concern.

**CONCLUSION**

This research is a descriptive qualitative study which aims to examine the role of BHKLN in packaging messages and conveying information about PIT policies, as well as analyzing the communication strategies used by BHKLN in responding to PIT polemics in society. Data was submitted by conducting observations and direct interviews with the KKP government public relations, namely the BHKLN public relations institution, purposively. Based on the research results, the following can be explained:

1. The role of BHKLN in conveying information messages about PIT policies can be studied, through a series of plans including conducting research and studies, setting communication goals and target audiences, preparing messages, selecting appropriate media channels, as well as comprehensive tiered evaluations.

2. It can be analyzed the communication strategies used by BHKLN in responding to the PIT polemic in society, including through a series of policy outreach and dissemination, to social approaches through key opinion leaders in conveying information and responding to polemics that arise.

In addition, from the results of the study it can also be concluded that BHKLN uses a communication strategy prepared based on the Public *Communication* Policy Direction of the Ministry of Maritime Affairs and Fisheries, strengthened by using SWOT Model analysis to measure the level of effectiveness of communication strategies that have been prepared and implemented.

This Policy Direction was prepared as a framework for thinking, planning basis, and reference for implementing communication activities of the Ministry of Maritime Affairs and Fisheries to build a positive image and gain positive acceptance from the community. The strategy used also utilizes conventional mass media and social media, as well as using internal KKP media as a means of communication and conveying information among KKP employees.

**Suggestion.** The advance of technology and social media has changed the communication landscape significantly. The implementation of KKP Public *Communication* Policy Direction, prepared by following these trends and using communication channels that are relevant to the public who are the targets of communication. The development of technology and digital media has a lot of influence to the public communication. One of the impacts is that communication is increasingly fragmented so that almost no communication can be done solely anymore.

Explanation regarding KKP direction and communication strategy is an outline of the guidelines for implementing communication activities aimed at the internal and external environment of the ministry. The Public *Communication* Policy Direction is flexible and can be adjusted to the latest dynamics based on the new policies of KKP, as well as become the main references for the implementation of KKP communication strategy.

From the description of the research conclusions above, the researcher conveys suggestions to assist BHKLN in responding to the polemic of implementing the PIT policy that is developing in society, especially the maritime and fisheries community, namely:

1. Utilization of Environmental *Communication* Theory in planning and implementing PIT policy communication strategies. This is essential for BHKLN to do, considering that environmental communication is a pragmatic and constitutive tool for understanding environmental relationships and ties with humans, of which the PIT policy is one part. By utilizing Environmental *Communication* Theory, it is hoped that it can add to the repertoire and insight in the preparation, implementation and evaluation of PIT policy communication strategies.

2. The use of the SWOT analysis model is a kind of supporting tool for the communication strategy that has been prepared and planned previously. This analysis model mandates an

evaluative approach for communication strategies that have not met their targets, in the form of public understanding regarding PIT. So, in the next communication strategy planning cycle, things that become inhibiting factors for public understanding can be minimized by planning a more comprehensive communication strategy.

3.  It is recommended that other researchers be able to carry out more in-depth observations and interviews, not only with the BHKLN, but also with the marine and fisheries community, especially fishermen and capture fisheries businesses. This is intended to measure the level of effectiveness of the PIT policy communication strategy implemented by BHKLN.

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