

## GOVERNMENT COMMUNICATION IN POLICY IMPLEMENTATION DIGITAL TELEVISION IN INDONESIA

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### **Abstract**

*In order to implement policies, the government must have a communication strategy so that information about policies reaches all levels of society. This research aims to find out how government communication in the implementation of policies on digitalization of terrestrial television in Indonesia. The research was conducted using a qualitative method with the type of case study and the concept used is good governance. The results found that the government has not found the right format to communicate and coordinate with institutions and local governments in an effort to implement policies on digitalization of terrestrial television. Government communication with the concept of good governance is needed, which prioritizes transparency in the policy-making process, is responsible for the success and failure of policy implementation, and seeks to accommodate the aspirations of broadcasters and community representatives in the decision-making process and policy socialization.*

**Keywords:** government communication; policy implementation; television digitization

### **Abstrak**

Dalam rangka implementasi kebijakan, pemerintah harus memiliki strategi komunikasi agar informasi tentang kebijakan sampai kepada seluruh lapisan masyarakat. Penelitian ini bertujuan untuk mengetahui bagaimana komunikasi pemerintah dalam implementasi kebijakan tentang digitalisasi televisi terestrial di Indonesia. Penelitian dilakukan dengan metode kualitatif dengan jenis studi kasus dan konsep yang digunakan adalah *good governance*. Hasil penelitian menemukan bahwa pemerintah belum menemukan format yang tepat untuk berkomunikasi dan berkoordinasi dengan lembaga-lembaga dan pemerintah daerah dalam upaya implementasi kebijakan tentang digitalisasi televisi terestrial. Dibutuhkan komunikasi pemerintah dengan konsep *good governance* yang mengutamakan transparansi dalam proses pengambilan kebijakan, bertanggung jawab atas keberhasilan dan kegagalan dalam pelaksanaan kebijakan, serta berupaya mengakomodasi aspirasi lembaga penyiaran dan perwakilan masyarakat dalam proses pengambilan keputusan dan sosialisasi kebijakan.

**Kata kunci :** digitalisasi televisi; implementasi kebijakan; komunikasi pemerintah

## 1. Introduction

At present, a considerable number of countries have adopted digital technology systems for terrestrial television broadcasting, as this approach enables more efficient utilisation of the radio frequency spectrum. In contrast to the limited capacity of analogue systems, which can only transmit one programme on one frequency band channel, digital systems have the capacity to transmit up to twelve channels of broadcast programmes (Haryati, 2013). This broadcasting technology innovation is subsequently adopted by all countries worldwide in accordance with the norms set forth by the International Telecommunication Union (ITU) Constitution and Convention.

The obligation to implement ASO was established at the Regional Radiocommunication Conference (RRC) convened by the ITU on 17 June 2006. The RRC was attended by representatives of Region I countries, namely those in Europe, Africa, the Middle East, and the Islamic Republic of Iran, which served as the chair for the meeting. The regional meeting, attended by 120 countries, resulted in the establishment of various agreements set forth in the Geneva Agreement 2006, which pertains to the planning of the Digital Terrestrial Broadcasting Service in parts of Regions 1 and 3, within the frequency bands 174-230 MHz and 470-862 MHz (GE06). The primary agreement reached was the establishment of a deadline for the transition from analogue to digital broadcasting. This commenced on 17 June 2006 and will culminate in the analogue switch-off (ASO) on the same date in 2015. The additional deadline for developing countries to complete the analogue switch-off process is 2020, particularly in relation to the utilisation of frequencies within the 174-230 MHz Very High Frequency (VHF) band (Digital Team of the Indonesian Broadcasting Commission, 2014).

Indonesia, which is situated within Region III and was not represented at the PRC, is not bound by the legal obligation to comply. Nevertheless, as the agreement is open for access, a considerable number of countries have elected to adhere to the established regulations. The Indonesian government has been engaged in planning the transition to digital terrestrial television since 2007. In 2007, the House of Representatives of the Republic of Indonesia (DPR-RI) initiated the revision of Law No. 32/2002 on Broadcasting with the objective of regulating the migration of analogue television broadcasts to digital.

Despite the fact that the revision of the Broadcasting Law has not yet been completed, several regulations pertaining to terrestrial digital television in Indonesia have been issued by the Ministry of Communication and Information Technology (Kemkominfo) since 2007. These have been published in the form of Ministerial Regulations (Permen). These regulations include Permenkominfo No. 07/PER/M.KOMINFO/3/2007, which sets out the terrestrial digital broadcasting standard for non-moving television in Indonesia; Permenkominfo No. 39/PER/M.KOMINFO/10/2009, which establishes the basic framework for terrestrial digital television broadcasting for free-to-air fixed reception; and Permenkominfo No.

22/PER/M.KOMINFO/11/2011, which sets out the rules for terrestrial digital television broadcasting for free-to-air fixed reception. However, this latter regulation was later overturned by the Supreme Court (MA).

In 2013, Minister of Communication and Informatics Regulation No. 32 on the implementation of digital television broadcasting and multiplexing broadcasting through terrestrial systems was issued. In 2014, Minister of Communication and Informatics Regulation No. 26 of 2014 was issued, amending Minister of Communication and Informatics Regulation No. 32 of 2013 on the implementation of digital television broadcasting and multiplexing broadcasting through terrestrial systems (Ismail, Sari, & Tresnawati, 2019).

It is imperative that those affected by proposed changes to existing technology are fully informed of the rationale behind such changes and the manner in which they will be implemented. In a 2012 news excerpt published by sindonews.com titled 'Broadcasting Digitalisation Needs Deep Socialisation', Meutya Hafid, a member of Commission I DPR RI, posited that the digitalisation of television broadcasting could potentially transform the broadcasting industry as a whole. It is essential to disseminate information not only to the general public but also to the television broadcasting industry and production houses.

The failure to achieve ASO by 2020 prompted the then Minister of Communication and Information, Johnny G Plate, to announce an acceleration of the digitalisation of terrestrial television in Indonesia. Furthermore, the Job Creation Law, which was passed in 2020, also contains rules on ASO. The obligation for broadcasting institutions to immediately implement ASO is stipulated in Article 60A of the Job Creation Law, which mandates that broadcasting operations must follow the development of analogue to digital technology and be completed no later than two years from the enactment of the law. The Job Creation Law was enacted on 2 November 2020 and is therefore now in force. Consequently, the completion of ASO in Indonesia must be achieved by 2 November 2022.

The objective of this research is to examine the manner in which the government communicates its policy on the digitalisation of terrestrial television in Indonesia. This research examines the communication strategies employed by the Indonesian government to disseminate information about the policy to be implemented by television broadcasters and the general public.

Previous studies have examined the government's and stakeholders' preparedness to face digital terrestrial television in terms of regulations, techniques, human resources and business, employing both positivist and critical perspectives. In order to provide a complementary contribution to the existing body of research, this study employs a case study approach to elucidate the manner in which the government communicates the policy.

The process of transitioning from analogue to digital television broadcasting technology has been the subject of several studies in a number of countries. These include research conducted by Abikanlu (2020), Thamae (2015) and Liu & Chuang (2015).

Other studies that have conducted research on the digitalisation of terrestrial television in Indonesia include those by Citra (2018), Rahayu (2016), and Ismail et al. The following studies were also considered: (Abikanlu, 2020); (Thamae, 2015); (Liu & Chuang, 2015); (Citra, 2018); (Rahayu, 2016); (Ismail et al.,

## 2. Methods

The constructivist paradigm will be employed in this research project. This research employs a qualitative methodology. Qualitative research employs a variety of study designs, one of which is the case study. The research employs the case study approach, as the researchers have identified a multitude of interrelated factors influencing government communication about terrestrial television digitalisation policies, including legal, political, and economic considerations. The informants selected for this research are those who possess the greatest expertise with regard to the case under investigation. In this study, informants are defined as individuals who possess comprehensive knowledge and expertise on the subject matter and are directly involved in the research focus (Sugiyono, 2017).

The technique employed for the selection of informants in this study is purposive sampling, which is a method of identifying individuals who are deemed to possess the requisite knowledge and expertise to provide insights pertinent to the research objectives. In this study, the researchers divided the informants into three general categories: those from government, private, and community elements. The informants from the government are individuals who possess an understanding of and are involved in the process of formulating and implementing terrestrial television digitisation policies. The informants from the private sector are individuals who are members of terrestrial television broadcasting institutions, either as leaders or practitioners at television stations that will implement the migration of analogue to digital television broadcast technology. The informants from the public sector are individuals who have served as commissioners of the Central and Regional Indonesian Broadcasting Commission, which represents the public in the broadcasting sector (see Table 3.1).

complete research informant data is described in the following table:

**Table 1. Data of Research Informants**

Government				
No	Informant Initials	Institution	ASO Engagement Period	Interview Date
1	WM	Kemkominfo	2020-2023	29 October 2022
2	RN	Kemkominfo	2020-2023	10 February 2022
3	HK	Kemkominfo	2020-2023	24 January 2022

4	SY	Kemkominfo	2012-2019	12 April 2020
<b>Private</b>				
5	BS	Asosiasi Televisi	2007-2023	6 May 2020
6	GI	Asosiasi Televisi	2007-2023	6 May 2020
7	EM	Asosiasi Televisi	2016-2023	11 April 2020
8	FM	Praktisi Televisi	2009-2023	4 January 2022
9	RE	Praktisi Televisi	2021-2023	20 August 2021
<b>Community Representation</b>				
10	AM	KPIP	2013-2016	8 January 2021
11	MR	KPIP	2012-2013	24 January 2022
12	AR	KPID	2008-2011	18 August 2021
13	MD	KPID	2009-2013 2016-2023	20 October 2023
14	DM	KPID	2022-2023	23 October 2023
15	SH	KPID	2020-2023	24 October 2023
16	BP	KPID	2018-2023	24 October 2023
17	MH	KPIP	2022-2023	27 October 2023

Source: Processed by Researchers, 2023

The focus of this study is an analysis of government communication strategies employed in the dissemination of policies pertaining to the digitalisation of terrestrial television in Indonesia. The data collection techniques employed in this research were observation, in-depth interviews and document analysis. The subjects of this research are informants from the government, specifically from the Ministry of Communication and Information. Additionally, supporting informants were consulted from the Indonesian Broadcasting Commission and television broadcasting stakeholders. The

data analysis process comprises four stages: data collection, data reduction, data presentation, and conclusion drawing and verification of the analysed data. In order to ensure the validity of the data, a triangulation technique was employed.

### **3. Results and Discussion**

#### **A. Government Communication to the Public**

The Indonesian Broadcasting Commission (KPI) is an autonomous state institution that serves as a mediator between the public and government institutions, as well as between the public and broadcasters. As indicated by informant MR, the government's communication strategy should be oriented towards the public interest, rather than solely focusing on the benefits of frequency availability for telecommunication needs.

It is evident that the government has implemented an effective campaign to promote digitalization. We, too, advocate for digitalization, but it is imperative to recognize that the manner of communication must undergo a fundamental transformation. I am in concurrence with this assessment. The manner in which the government communicates is of significant public interest. The use of digital broadcasting terminology, such as "digital frequency," is not analogous to the aforementioned concept. It would be erroneous to assume that the issue is limited to the television aspect and the frequency. "It is not merely a matter of broadcast distribution," he asserted (Interview with MR, 24 January 2022).

As indicated by informant MR, the dissemination of information by the government regarding the socialisation of the policy on the digitalisation of terrestrial television is largely the responsibility of Kemkominfo. The dissemination of information to the general public is a crucial aspect of the socialisation process. However, as observed by the informant, the communication strategy employed by Kemkominfo has been inadequate, resulting in a lack of reach and accessibility to all individuals in the regions.

This represents an ineffective communication strategy. The issue of frequency was not discussed at the time. This is a matter pertaining to broadcasting, and the frequency is but one of the available tools. In the context of broadcasting, considerations extend beyond mere frequency. Business and public interest factors also play a role. (Interview with MR, 24 January 2022).

Furthermore, some community informants in this study expressed regret that information about the television digitisation policy had not become a prominent topic of discussion in the regions. As stated by informant AR, the topic of digital television has not been discussed since 2011. Indeed, there was never any detailed information provided regarding the date on which individuals residing in a particular area would no longer be able to view analogue broadcasts.

During the initial stage, which was scheduled to take place between 2011

and 2018, there was no discernible response. Even now, there is still a lack of awareness regarding this matter. Even those who are aware of the matter in question lack detailed knowledge thereof. I was previously unaware that the initial deadline, scheduled for August 17, 2021, had been extended to April 17, 2022. Therefore, there is a paucity of information regarding this topic, and it does not appear to be a subject of particular interest in the media. It is therefore deemed to be merely part-time. Nevertheless, it is imperative that the general public be afforded the opportunity to benefit from the latest technological developments, regardless of geographical location. The right to enjoy digital sophistication should not be exclusive to border areas (Interview with AR, 18 August 2021).

As reported by sources within the government, a public communication strategy has been implemented with the objective of socialising the digitalisation policy of terrestrial television. Following the enactment of the Job Creation Law, which introduced regulations pertaining to ASO, the Ministry of Communication and Information established an ASO special task force. This task force subsequently delegated the responsibility of disseminating information to the public regarding digital TV to a public communication working group. As RN informed us, the public communication working group, which she chairs, has implemented three stages of work: awareness, engagement, and call to action. The public communication working group has been responsible for this stage of the process since January 2021, given that the Job Creation Law was passed at the end of 2020, specifically in November 2020.

The strategy that has been implemented is the first public communication strategy, which is focused on raising awareness. The objective is to raise awareness among the general public. Accordingly, the strategy comprises three stages: awareness, engagement, and a call to action. In light of the fact that the Job Creation Law stipulates that analogue TV must be terminated or switched off within a period of two years from the date of signature, the awareness stage is of particular importance. This date is therefore relevant, as it falls on 2 November 2022. It is for this reason that we are particularly focused. Prior to the conclusion of the two-year period, action must be taken. Consequently, following the ratification of the aforementioned legislation in November 2021, efforts commenced in January 2021 to initiate the requisite processes. The initial step is to present the introduction. This section provides an introduction to the Job Creation Law. The legal basis is then presented, along with the rationale for the urgency of switching to digital TV. This is followed by an overview of the basic, foundational aspects of the topic, including an introduction to the community to raise awareness. (Interview with RN, 10 February 2022).

The second stage, as outlined by RN, is that the public communication working group anticipates public involvement in the purchase of a set-top box following the dissemination of information regarding digital TV. A similar explanation was provided by the Kemkominfo ASO special task force team, HK. According to HK, the initial strategy

for disseminating information to the public is to raise awareness. According to HK, based on the findings of a survey, the general public is already aware of the impending transition from analogue to digital television broadcasting. However, there is no intention to purchase a set-top box independently. The majority of respondents expressed support for digital TV, citing enhanced clarity and quality as key benefits. However, they indicated a reluctance to make the immediate transition.

This can be attributed to the socialisation factor, which gives rise to two key considerations. Firstly, there is the issue of socialisation, namely the creation of awareness. Secondly, this awareness must become a public curiosity about digital TV, but people must be willing to make the move. These are two distinct concepts. However, the issue remains that a considerable proportion of the population is aware of the impending transition but is reluctant to make the necessary adjustments. The results of our survey indicate that public awareness of digital TV is relatively high, although it remains moderate and there is still a lack of awareness. However, approval of digital TV is very high. Thus, although respondents indicated awareness of the superior technical quality of digital TV, when prompted to indicate their readiness to transition, the majority indicated a preference for a future date, citing financial constraints as the primary factor. One respondent stated, "I will only switch to digital TV when analogue TV is no longer available." Upon further investigation, it became evident that a considerable number of individuals expressed disappointment (Interview with HK, 24 January 2022).

The results of the research conducted by Sjuchro, Fitri, Amdan, Yusanto, and Khoerunnisa (2023) indicate that the socialisation strategy implemented by the government has not been fully effective in enhancing community readiness. It is imperative that the government and non-governmental organisations, as well as inter-governmental and inter-institutional relations, be optimised in order to achieve the desired outcome. The study revealed that the socialisation conducted in the community, particularly in Banten, was inadequate. The responsibility for socialisation is borne solely by the Ministry of Communication and Information, while the provincial, district/city governments, KPI, and KPID are unable to allocate any budgetary resources for socialisation regarding digital TV.

As stated by informant HK, in order to ascertain the extent of public awareness regarding the terrestrial television digitisation policy, the Kemkominfo has conducted three surveys between 2020 and 2021. The initial survey was conducted in collaboration with Kompas R&D in mid-2020, prior to the establishment of the legal basis for the Job Creation Law, and was conducted on a national scale. Subsequently, two surveys were conducted in each region scheduled to experience ASO in 2021. The results of the three studies exhibited a striking similarity in their findings. However, it was indicated that there was an increase in terms of knowledge.

Additionally, informant RN stated that a survey was conducted to assess public awareness of the policy on digital TV. The final results indicated that approximately 46% of the public was already aware of digital TV. As indicated by informant HK, the primary

stakeholders demonstrating the greatest interest in the success of the digital television migration are the television stations or broadcasters. In the event of a lack of migration or inadequate preparation, the television stations will be the most significantly impacted, as they will lose a considerable share. Nevertheless, as informant HK observed, the government will not refrain from taking action to facilitate the process, as it is the government's responsibility to implement the policy.

Informant HK posited that people tend to prefer receiving information via screens, which may be attributed to the fact that the survey was conducted during the ongoing pandemic in Indonesia. However, the survey results indicate that the majority of respondents prefer to obtain information from television. Furthermore, Informant HK drew parallels with foreign countries where television broadcasts serve as a primary source of social interaction.

In accordance with the findings of the researcher's observations, it can be concluded that the actions previously mentioned by informant HK have also been undertaken by television broadcasters in Indonesia. Since 2020, Indonesian television broadcasts have displayed the Indonesian digital broadcast mascot (MODI) in the upper left corner of the television screen. Furthermore, the tagline "Clean, Clear, Sophisticated" and public service advertisements elucidating the technicalities of obtaining digital broadcasts have been disseminated on a daily basis via television broadcasts. The format and content of the public campaign on digital television were devised by the creative teams of each television broadcaster, as the format of the campaign on digital television varies between different television stations.



**Figure 1: Indonesian Digital Broadcast Mascot Named MODI**

Source: <https://siarandigital.kominfo.go.id/>

The results of the researcher's documentation and data collection, as well as information from the website [www.kominfo.go.id](http://www.kominfo.go.id) and AC Nielsen data from December 2022, indicate that the digital TV audience in Indonesia has increased following the gradual implementation of the analogue switch-off (ASO). A comparison of the digital TV audiences in November and December 2022 revealed an increase of between 5 and 24 per cent across the 11 cities where surveys were conducted. The results of the surveys

conducted in the cities of Jakarta, Bandung, Surabaya, Semarang, Yogyakarta, Surakarta, Denpasar, Medan, Makassar, Palembang, and Banjarmasin indicated an increase in the number of digital TV viewers. However, the greatest increase was observed in the Jakarta metropolitan area and its surrounding regions, which resulted in a surge in set-top box (STB) sales.

With regard to the distribution of set-top boxes, a matter of concern to several informants in this study, the Kemkominfo website indicates that as of 12 January 2023, the actualisation of the distribution of free set-top boxes by MUX operators to poor families was still 5.7 percent. According to records maintained by the Ministry of Communication and Informatics (Kemkominfo), approximately four million set-top boxes have not been distributed to impoverished households by private sector entities. As has been reported in the press, the majority of set-top boxes distributed to the public have been provided through government assistance programmes. The private mux winners that have provided set-top boxes to poor families include SCM/EMTEK Group (SCTV and Indosiar), MNC (RCTI and Global TV), Trans Media Group (Trans TV and Trans7), Media Group (Metro TV), RTV, Viva Group (ANTV and TVOne), and Nusantara TV.

In addition to pledging assistance with set-top boxes for impoverished households, the victorious private television broadcasters have also been advocating for the transition to digital television among their viewership. One of the digital TV campaign posters, obtained by researchers through the processes of documentation and observation data collection, is presented below for illustrative purposes.



**Figure 2. GTV campaign**

Source: WA Group DVBT2 Indonesia Community

In regard to the government's communication to the public regarding the purchase of set-top boxes that are required to be certified by Kominfo, according to informant HK, it

is merely an appeal, not an obligation. This is done to protect consumers, as they are guaranteed to be safe with a warranty.

In regard to the set-top box, the government is appealing for consumers to purchase a certified device. This is because, according to the law, all devices produced and traded must be certified. It is important to note that the purpose of certification is not merely to obtain the Kominfo approval stamp; rather, it is to ensure that the certified device meets the necessary standards and requirements. This is not the case; however, goods that have been certified by Kominfo must be both electrically safe and technologically appropriate. In this context, the term "technology" refers to the fact that the standard is definitively DVBT-2, and that the frequency range is also appropriate. Another crucial feature is the early warning system, which is designed to alert users to potential disasters. This is a mandatory installation requirement (Interview with HK, 24 January 2022).

## **B. Kebijakan Communication of the ASO Task Force of MOCI Delivering Policy**

The Kemkominfo task force employed a three-stage communication strategy to disseminate the terrestrial television digitalisation policy. These stages were defined as awareness, engagement and call to action. This strategy has been devised and implemented by the ASO special task force team of Kemkominfo, in particular the public communication working group. The strategy is employed by the public communication working group for the purpose of disseminating information regarding the policy of migrating television technology from analogue to digital to the general public.

As stated by informant RN, the strategy to raise awareness in the community is to disseminate information about the existence of the Job Creation Law, which serves as the legal basis. Subsequently, the ASO public communication team disseminates information regarding the imperative for a transition to digital television, along with fundamental awareness-raising measures.

Given that the Job Creation Law, which stipulates the ASO requirement, was enacted in 2020, during the ongoing pandemic of the novel coronavirus, the ASO task force team of Kemkominfo conducted socialisation through webinars utilising the Zoom meeting application. To enhance public awareness and engagement at the regional level, the ASO public communication working team also developed a virtual folk show programme, which was broadcast on Kominfo TV.

With regard to the dissemination of information through the presentation of folk performances to target audiences in regional and lower socioeconomic contexts, informant HK also provided a contribution to the discussion. As indicated by informant Haryu, the use of local languages in socialisation efforts is crucial, given the prevalence of technical terms in ASO that may not be readily comprehensible to the general public. The circumstances of the pandemic, which compelled the task force team to conduct socialisation solely through the Zoom meeting application and social media, resulted in the findings of a survey conducted by Kompas R&D on the socialisation of digital TV policies indicating that the communication patterns employed by the government

remained elitist. Informant HK conceded that this was a consequence of the PPKM restrictions imposed during the pandemic. Informant HK stated that he would alter the communication strategy by engaging a greater number of television broadcasters and vendors in a joint campaign to promote digital TV.

Furthermore, informant HK posited that the obligation to campaign for this policy is not solely the responsibility of the government, but also that of stakeholders, namely television broadcasters and vendors. This is in order to ensure that the public is provided with a greater and more diverse range of information.

"Consequently, these communication patterns are also applied, not only through mass media but also through the products they sell." However, there has been a paucity of promotional activity from vendors, given that, in addition to television infrastructure, we have consistently informed vendors that digitalisation will only occur once in 50 years. In point of fact, the process of transitioning to a digital system took approximately sixty years. It is therefore evident that in order to capitalise on this opportunity, it is necessary to promote it in a serious and comprehensive manner. It is not sufficient to rely on the government alone, nor can the response from the market be relied upon as the sole means of driving progress. However, the market must be shaped in a manner conducive to the vendors' interests (Interview with HK, 24 January 2022).

As reported by informant RN, the public communication working group employs a range of strategies to disseminate information to the public, with the objective of encouraging them to purchase a set-top box. These strategies are implemented on a large scale and in a proactive manner. Subsequently, the dissemination of information was more assertive, given that the deadline set by law was only two years.

The socialisation is both extensive and proactive, yet also somewhat provocative. By "provocative," we refer to the use of more assertive narratives to engage the public, including the announcement that, on April 30th, the initial phase will commence, with 59 regions ceasing analog TV broadcasting. It is therefore anticipated that Indonesia will cease analogue TV broadcasts by 2 November. The narrative is therefore already somewhat provocative. It is therefore evident that broadcasters must engage with the socialisation process in order to retain their audience. The government has therefore demonstrated a high level of preparedness for the implementation of ASO on 2 November 2022. Furthermore, it is anticipated that the general public will continue to be informed and educated about the impending changes through a variety of communication channels. (Interview with RN, 10 February 2022).

Similarly, informant HK stated that future socialisation efforts will involve a diverse range of stakeholders, including students and communities with a vested interest in digital TV.

"In the future, we intend to conduct further socialisation activities at the community level." Consequently, we intend to engage a greater number of stakeholders, including academics. Since the lawsuit in 2015, socialisation has continued

ospace, with the campus consistently involved. In the forthcoming months, there will be an expansion in the number of societal elements involved, potentially including schools at the secondary level and below. Additionally, there will be a focus on activating specific segments or communities that demonstrate a keen interest in digital television.

Similarly, informant WM conveyed a similar message. He asserts that the government, broadcasters, and the community collectively bear the responsibility of ensuring the effective implementation of this policy. It is not solely the responsibility of Kominfo to facilitate socialisation; this is also a duty of the broadcasters. It is imperative that responsibility is shared. An agreement has been reached regarding the delineation of responsibilities, including the distribution of set-top boxes for economically disadvantaged individuals.

### **C. Communication between Central and Local Government on Television Digitalisation Policy**

As indicated by informant WM, the dissemination of policies pertaining to the digitalisation of terrestrial television is conducted through a process of coordination between the central and local governments, as well as between the respective ministries and institutions. Nevertheless, the implementation of a programme is contingent upon the availability of a defined budget, which can impinge upon the efficacy of coordination due to the presence of disparate funding issues.

This is also the view of the Ministry of Home Affairs. However, there are at least two superior authorities involved. Should the regent, governor, or mayor visit the Ministry of Home Affairs, which is also responsible for allocating resources and overseeing activities, programmes, and so forth (Interview with WM, 29 October 2022),

Due to the disparate budgetary allocations of Kemkominfo and Diskominfo, with Kemkominfo receiving funding from the APBN and Diskominfo from the APBD, and the absence of a superior-subordinate relationship between the two entities, as asserted by informant WM, the implementation of a programme is contingent upon the policies of the regional leader in question. Meanwhile, informant HK stated that the absence of a hierarchical relationship between Kemkominfo and Diskominfo at the regional level, coupled with the lack of a central authority at the regional level, particularly with regard to budgetary matters, gives rise to significant challenges in the implementation of programmes during the policy implementation phase.

Furthermore, the absence of a hierarchical relationship between the centre and the regions, particularly in regard to programmes and budgets, is a significant factor. The cost of implementing a programme is also contingent upon the priorities that are set. In the view of informant HK, the priority budget for 2022 was allocated with a greater focus on the recovery period resulting from the pandemic. However, HK posits that communication does not invariably necessitate financial expenditure. Consequently, there are sections of the population that are unable to engage in face-to-face

socialisation, which is reflected in the survey results indicating that approximately 30% of the public desire face-to-face explanations. Consequently, the government requested that broadcasters disseminate the policy actively.

Furthermore, informant HK stated that the government anticipates the involvement of numerous stakeholders in the dissemination of the digital television policy, including the public and communities, with the objective of collectively realising this policy. Furthermore, the government is seeking input on effective communication strategies for the implementation of the terrestrial television digitisation policy. This input is intended to facilitate the timely dissemination of information to all relevant parties.

#### **4. Discussion**

The data obtained regarding government communication in the socialisation of policies on the digitalisation of terrestrial television has led to the formulation of a conceptual framework for government communication. This framework encompasses activities aimed at conveying and sharing information, with the objective of presenting and explaining government decisions and actions. The focus of this research is on government communication as it pertains to a government institution, namely the Ministry of Communication and Information of the Republic of Indonesia.

Given the structured nature of the process, the government communication under discussion encompasses all formal activities, whether written or oral, and involving either a single individual (interpersonal communication), a specific group of people (group communication) or an unspecified receiving body (mass communication). The government communication in question can be defined as an active form of communication, given that it concerns the dissemination of information that is provided unsolicited and is organised, planned, conducted and financed by a specific budget.

In particular, government communication can be defined as a communication activity that serves as an instrument of policy. Communication constitutes a principal instrument of the government in the pursuit of public policy. In theory, government communication is a fundamental prerequisite for democracy. The existence of political and media freedoms can serve as a significant catalyst for ensuring that government communication is more focused on the people.

In practice, communication is inextricably linked to the manner in which the government carries it out, encompassing actions, decisions, and the process of policy making, promotion, and promulgation. It also extends to the implementation of policies and the establishment of relationships with the public, the media, and other entities, including businesses and community organisations. This study of government communication examines the actions of governments during their tenure and analyses the extent to which citizens are included or excluded, listened to or ignored, informed or misinformed, particularly in regard to the nature of interactions between citizens and governments. The manner in which the government facilitates communication within the social context is a significant aspect of the discourse on government communication

studies.

Although it is situated between the fields of political communication and public relations studies, government communication can be defined as the role, practice, purpose, and achievement of communication that occurs on behalf of the entire executive, whether it is the president, regional leaders, ministries, agencies, or government institutions.

The concept of government communication in the socialisation of policies regarding the digitalisation of terrestrial television demonstrates that the communication conducted by Kemkominfo represents an active government communication activity in the delivery of policies. The communication activities conducted by Kemkominfo are planned by a task force team and financed by the state budget.

The actions taken by Kemkominfo, commencing with the formulation of the digital television policy and concluding with its implementation, illustrate that the relationship with the community is constrained. In addition to the challenge of identifying an effective approach to engage with the entire community, the context of Indonesia's ongoing response to the pandemic has also shaped the limitations of the ASO law. With a two-year time frame and varying budgetary allocations, the law's provisions have been constrained by the ongoing pandemic and the need to navigate the complexities of a federal system with diverse local governments.

The Kemkominfo communication process includes television broadcasters and the KPI when making decisions. However, input from stakeholders and the KPI is frequently disregarded, leading to the dissemination of misinformation within the community. The government does not facilitate communication with the public in a social context. As a result, many people have been left to discover the facts about digital television for themselves, which has led to a considerable amount of misinformation.

The study of government communication between political communication and public relations demonstrates that the communication conducted by Kemkominfo in implementing the policy on the digitalisation of terrestrial television is not solely driven by the interests of the community, but also by the interests of specific parties, the interests of the state, and the interests of the international community. As indicated by the informants participating in this study, Kemkominfo's communication strategy in implementing the policy on digitalisation of terrestrial television has not adhered to the principles of transparency, accountability and participation, as defined within the context of government communication. Furthermore, the implementation of policies on the digitalisation of terrestrial television in Indonesia has not involved the establishment of joint measures or the utilisation of joint work with other sectors.

The concept of government communication, which analyses the extent to which citizens are included in policy implementation, indicates that the communication reality of Kemkominfo does not encompass a significant number of individuals at the regional level. This is due to the fact that the budget allocated for the dissemination of information and the facilitation of interactions with the public at the regional level is not

on par with the budget allocated by local governments. Input from local communities was not conveyed to Kemkominfo, resulting in the proliferation of misinformation within the community regarding digital television and its associated devices.

The unilateral communication strategy employed by Kemkominfo in disseminating information about digital television has resulted in a sense of disengagement among the community, thereby preventing the issue from becoming a significant concern at the regional level. Kemkominfo's cautious communication style has resulted in a lack of detailed information about digital television reaching the community.

## 5. Closing

### A. Conclusion

This research identifies government communication as a means of delivering policies in accordance with the principles of good governance. This concept posits the necessity for interaction, transactions, transparency, and participation in the realization of policies pertaining to the digitalization of terrestrial television in Indonesia. In order to respond to the research questions, it can be concluded that the Ministry of Communication and Information Technology (Kemkominfo) of the Republic of Indonesia plays a key role in the government communication process regarding the digitalisation of terrestrial television in Indonesia. Kemkominfo has been instrumental in facilitating meetings between key stakeholders, including representatives from television broadcasting associations and community representatives in the field of broadcasting, such as the Indonesian Broadcasting Commission (KPI). Prior to the enactment of the Job Creation Law, representatives of television broadcasters and the Indonesian Broadcasting Commission (KPI) were invited to participate in the formulation of regulations pertaining to the analogue switch-off (ASO). Their role was to provide notification, disseminate information, engage in discussion, and offer input on the policy to be issued regarding ASO. Following the regulation of ASO in the Job Creation Law, the government's communication is limited to discussions and the gathering of information regarding the preparedness of television broadcasters for the implementation of ASO. The strategy was implemented through the formation of a dedicated ASO task force, comprising teams specialising in infrastructure, broadcast programmes, public communication and expert working groups. A communication strategy was devised by the public communication working group with the objective of disseminating the policy on the digitalisation of terrestrial television to the general public.

Moreover, the Indonesian government's communication strategy for disseminating policies on the digitalisation of terrestrial television involves collaborative efforts and partnerships with broadcasters, particularly in the

dissemination of information to the public. The government has not yet adopted a transparent approach to the provision of information related to technical matters, due to a lack of effective coordination mechanisms with other institutions and local governments.

It is imperative that government communication adheres to the principles of good governance, prioritising transparency in the policy-making process, accepting accountability for the outcomes of policy implementation, and striving to align policy decisions with the aspirations of broadcasters and community representatives.

### **B. Suggestion**

1. The formulation of a communication model founded upon the tenets of government communication, encompassing active listening, dissemination of information, fostering engagement with broadcasting stakeholders and the public, and the facilitation of communication within a social context.
2. It is imperative that communication planning be integrated into the policy-making and implementation processes of government.

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