

Factors Affecting the Communication Strategy in the Policy Implementation to the Fishermen in Padang City

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Abstract—The fishing community in Koto Tangah Subdistrict, Padang City still uses trawl in fishing. Regulation of the Minister of Maritime Affairs and Fisheries No. 71 of 2016 as the rule that emphasizes prohibition of the use of trawl is not understood by the public. Communication that has been carried out by the Padang City Maritime and Fisheries Department (DKP) has not succeeded in changing their understanding. This study aims to determine the factors that influence the implementation of Padang City DKP communication strategy in the implementation of policies on the prohibition of trawling use in Padang City. The method used were observation, interview and documentation study. The results showed that the communication strategy used by the

Padang City DKP was not effective in changing the opinions and behavior of fishermen. Communication strategies have not used media indicators. In the implementation of the communication strategy there are several factors that influence the Padang City DKP in achieving communication objectives. Supporting factors are expert human resources, sufficient funds and available facilities. While the inhibiting factors are the low level of fishermen education, absence of means in the form of media in communication, negative public response and the unchanging and egocentric fishermen behavior.

Keywords—*Communication Strategy, Policy Implementation, Fishermen*

I. INTRODUCTION

In Law No. 14 of 2008 about public information disclosure, states that communication between government and citizen is important with the aim of guaranteeing the rights of citizens in knowing the plan of public policy making, public policy programs and public decision-making processes, and the reason for the existence of a public decision. In addition communication is also intended to encourage public participation in the process of public policy making. With communication, the government can share information, ideas, feelings and instructions with fellow appa-

ratus in government organizations and with the citizen. But communication will not be able to achieve its objectives without the draft plan being prepared taking into account all the resources needed for the smooth communication called the communication strategy. According to Effendy [1] communication strategy is a guide of communication planning and management to achieve a goal. By preparing a mature communication strategy, it will be easier for the organization or government to achieve communication goals.

To realize the utilization of responsible, optimal and sustainable fish resources and

reducing conflicts over the use of fish resources based on the principles of fish resource management the Indonesian Government through the Minister of Maritime Affairs and Fisheries issued Regulation Number 2/Permen-KP/2015 about Prohibition of the Use of Trawls and Seine Nets in the Republic of Indonesia Fisheries Management Area which is then replaced with Regulation number 71/Pemen-KP/2016 about Fishing Routes and Placement of Fishing Equipment in the Republic of Indonesia Fisheries Management Area. Article 21 paragraph 2 states that fishing gear (API) which disturbs and damages the sustainability of fish resources consists of seine nets, trawls, aerial traps and muro ami. Then in paragraph 3 it is explained that API which is included in the types of destructive fishing equipment is prohibited from being operated on all fishing Routes in the entire State Fisheries Management Area of the Republic of Indonesia (WPPNRI). This regulation has been implemented since the date of promulgation, which is on December 30, 2016.

Since the regulation was passed, the Department of Maritime Affairs and Fisheries (DKP) of Padang City as the government responsible for managing the fisheries sector has conducted socialization to the fishing community regarding the Regulation of the Minister of Maritime Affairs and Fisheries. However, Mr. An, one of the fishermen in Koto Tengah District, Padang City, said that there are still many fishermen in Koto Tengah who use fishing gear that is prohibited by the ministerial regulation, namely fishing gear in the form of mini trawlers or fishing gear (API) types of trawlers. In addition, based on an interview with one of the supervisors from the Padang branch of the Maritime and Fishery Resources Monitoring Unit, there were 3 fishing boats from Koto Tengah sub-district in 2017 which used the type of trawling API which they called the name *osoh* caught by raids carried out by SDKP supervisors. This was justified by members of the Muaro Anai Fisherman group which is a group of fishermen from Padang Sarai who use *pukek osoh* to catch fish in the sea. According to them the communication carried out by the govern-

ment does not provide a solution to the problems they face. The Muaro Anai group consists of 52 vessels, each ship has 2-3 members. When there is a meeting held by the government with fishermen, not all fishermen know the information so they do not get enough information about the regulation. Even when there is assistance in the form of fishing equipment from the government, assistance is only given to a few ships while others do not get it. So that fishermen still use *osoh* in catching fish in the sea. As a result fishermen are caught in raids, losing their nets as a consequence of the violations committed.

II. METHOD

This type of research is qualitative research using descriptive research design. This research was carried out in Koto Tengah Subdistrict, Padang City and the location of data collection was at the Department of Maritime Affairs and Fisheries of Padang City. Data is collected by observation, interview and documentation study. The study began with field observations then conducting interviews and documentation studies on July 1, 2018 to July 17, 2018. For the selection of DKP informants, a purposive sampling method was used, with a focus on the field of capture fisheries and fisheries supervisors.

Primary data in this study were obtained through interviews relating to factors that influence the implementation of Padang City DKP's communication strategy in the application of policies on the prohibition of trawling use in Padang City. While secondary data is obtained through observation and reviewing documents relating to research variables. Observations are made by looking at the spaciousness of the operation of the trawl by fishermen, and observing the location of the study. Documents reviewed such as geographical description, social and economic conditions in Koto Subdistrict and an overview of the DKP of Padang City. In addition secondary data was also obtained from documents in the form of government regulations concerning the prohibition on the use of trawl fishing gear, report documents on socialization activities carried out by Padang City DKP and documents relating to

communication in the implementation of policies.

The validity of the data was done by using the source triangulation technique by comparing the information submitted by the DKP with the information conveyed by the

fishermen of Koto Tengah who used pukek osoh, the fishermen of Koto tengah who did not use pukek osoh and fishermen who were outside Koto Tengah.

III. RESULTS AND DISCUSSION

Table 1. Communication strategy

No	Communication Strategy	Policy Implementation		
		Prevention	Realization	Tackling
1.	Understanding the Audience	Direct Communication	commemorite	discussion
2.	Composing messages	One side issuesFear appeals	Seize the property	Equipment assistance
3.	Specify the method	Informative	Coersive	Persuasive
4.	Sorting and selecting media	SosializationWithout media		
The Result		Communication Strategy is Not effective to Make fishermen understand about the role		

In general, the purpose of communication is to enable the transfer of information from the communicator to the communicant so that it can influence and change the opinions and behavior of the communicant. To achieve this goal requires a mature communication strategy. Anwar Arifin [2] suggested 4 things that must be considered in developing communication strategies, namely understanding the audience, composing messages, determining methods, and choosing media.

First, to understand the fishermen in Padang City as the target group of the communication, DKP Koto Tengah regional extension team has been collaborating with the fisheries extension team to help the Koto Tengah area. The results of interviews with the head of DKP capture fisheries in Padang City and one of the fisheries extension teams assisted the Koto Tengah area, obtained data that the level of education of fishermen in Koto Tengah was categorized as low because they were still between elementary and junior high school graduates. The work of fishermen generally only become fishermen, so that the economic conditions of fishermen are at the middle level down. For the state condition, the personality of the fisherman is rejecting the message because the message conveyed is in the form of a ban for fishermen in using the

fishing gear they normally use. Furthermore, the social psychological conditions of fishermen are influenced by groups in the fishing community.

By knowing the background of the target group from communication activities, according to Effendy it will be easier for communicators to influence and change opinions and behavior of the communicant. Furthermore, by understanding the communicator audience will be easier to desain the message and choose the method that will be used in later communication activities. Because according to research conducted by Fatnisah [3] without conducting an introduction to the audience first, the communication process will not work effectively. Basically the audience is divided into several layers both in terms of character and personality, experience, social and economic. Even according to research conducted by Pratiwi [4] audiences need to be knowed because it will affect the planning of the presentation of the message to be delivered. The public may have a relatively high education, have knowledge and experience or even be the person who pro or contradicts the message to be conveyed. In a research conducted by Wijaya [5] it was also mentioned that understanding important audiences is

done because all communication activities will be directed at them, and in society there are groups that determine the magnitude of the influence of a program. This can be seen from the presence of the Muaro Anai Fishermen Group which affects fishermen in Padang Sarai Village, Koto Tangah Subdistrict, so that they are strong with their opinions and continue to carry out fishing activities with the prohibited fishing gear.

To alleviate the violation by fishermen DKP has socialized the regulation regarding the prohibition of the use of trawl. Socialization is carried out in the form of direct communication in order to get closer between government and citizen. Thus, in implementing of the policy communication is carried out with commemorate the fishermen. If they still use the trap that can disturb and damages the sustainability of fish resources, they will lose their fishing equipment. This is a form of tolerance given because not all fishermen are able to change their equipment quickly. Especially for those who belong to the poor.

Second, in composing messages, From the communication strategy used by the Padang City DKP, DKP has fulfilled the requirements of a message that can arouse the attention of fishermen according to what was stated by Wilbur Schramm. For the presentation of the Padang City DKP message using a form of presentation that is one side issues that only explain the negative things about trawling. But this did not succeed in changing the behavior of fishermen who continued to use pukek osh in catching fish. This is influenced by the form of message presentation which is only one-sided, while this method is suitable for audiences who have agreed with the communicator. Besides that, it is also influential is the DKP message presentation technique that uses that contains instructions where the method used by the DKP is informative which explains the existence of a policy issued by the government regarding the use of fishing gear and distributing the print-out of the regulation to fishermen. This can be seen from the information given by the DKP and adjusted to the information from the fishermen. To achieve the purpose of communication, not only is the

message structure that can arouse the attention of fishermen but also must pay attention to the message presentation technique. According to Pratiwi's research [4] the message presentation technique can be done by means of fear appeals which is more emphasizing threats and can be done by emotional appeals which are directed at the effort to give a picture of beauty, sadness, compassion and others that concern feelings. For people with relatively low education, a suitable technique according to Pratiwi is emotional appeals. Whereas to realize the role this technique is better to be used so that the law goes as it should.

Third, the communication strategy used by Padang City DKP indicates that the socialization of the regulations using informative methods. The socialization was carried out by gathering the fishing community in a place and being given material about the contents of the Regulation of the Minister of Marine and Fisheries No. 71 of 2016 [6]. This material giving is one form of information in the informative method as presented by Anwar Arifin. The information dissemination conducted by the DKP in the form of informative that was only conducted once for 2017 in Koto Tangah Subdistrict, in this case the fishing community was only in two villages, Pasie Nan Tigo Village and Padang Sarai Village. If the socialization is only done once by face-to-face, not all fishermen will be able to attend the meeting because in terms of their place of residence they are spread in two villages and in terms of time there is not necessarily the same leisure time for each fisherman. So that this informative method cannot reach all audiences. So to change the behavior of fishermen this method needs to be supported by other methods such as canalizing which are sustainable. That way the target of socialization can reach all audiences. According to Wijaya's [5] research planning in communication carried out systematically and continuously will be easier to realize the purpose of communication. Fatnisah [3] also produced research that said that the success of the communication strategy carried out by the Child Protection Institution in conducting socialization was supported by the use of several methods such as informative, educative and persuasive. Meanwhile to control

the fishermen obedience, the supervisors use the coercive method because they have authorization about it. This is the form of communication that can subtract the violation.

Fourth, DKP did not use media either in the form of banners, bulletin boards, or online media in socialization. In addition, due to the socialization scheduled in the regions or sub-districts, Koto Tangah sub-district only received a one-time socialization on November 30, 2017. After the socialization meeting, no there is another socialization in another form that can remind the fishing community about this rule. While in the meeting activities not all fishing communities could attend to participate in activities. While the socialization activities want a change in behavior from the fishing community, and that requires an effective way. As stated by Wijaya [5] that the communication strategy is planned for how to make all the resources needed in communication activities can be allocated so that the communication objectives are achieved. Resources here do not only include interpersonal communication but involve all activities designed to change the behavior of audiences such as the use of media both print and mass media that can reach all audiences. In addition, UNESCO [5] also explained that the communication strategy must plan steps such as analyzing what media exist in the community that can be used as resources. Heise in Pratiwi [4] also states that one of the aspects of communication that the government needs to emphasize in the implementation of socialization is communicating through all public channels. Thus the use of this media greatly impacts the success of a communication, especially communication conducted by the government in conducting socialization While Padang City DKP in its strategy to communicate the rules does not use resources in the form of media. This will be one of the weaknesses for DKP in achieving communication objectives. In conducting communication, according to Wursanto there are several obstacles that can hinder the achievement of communication goals, such as technical barriers which means lack of facilities and infrastructure, behavioral barriers which means the negative behavior of participants such as a priori, egocentric, emotional and

unwillingness to change. Furthermore, according to Pratiwi [4] communication strategies will run effectively if the public response provided by the public is positive. In implementing the communication strategy that has been planned, the DKP of Padang City faces several factors that hinder the achievement of the objectives of communication, namely:

1. Infrastructure in the field of tools or media that does not use by DKP in conducting socialization, so that socialization does not touch the entire audience.
2. The relatively low level of public education produces a mindset that is still simple and difficult to change.
3. The negative Publics response. Publics response is how the response of the community after the communication is done, here the community response is said to be negative because according to the DKP of Padang City when there is a reporting that must be done by the fishing community regarding the development of the use of fishing gear assistance that has been given they do not provide reports on the progress that has been achieved with assistance the fishing gear. There is even information that one of the fishing tools provided by the government they sell secretly. In addition, when there is a check in the field regarding the development of the use of fishing gear given, they are not using the fishing gear on the grounds there is no capital to work. This is an obstacle in achieving the objectives of the strategy that has been implemented.
4. Inhibited factors in the form of behavioral obstacles from fishermen who do not want to change and their egocentric nature. This can be seen from the statement from the DKP of Padang City that until now they were still using the *osoh* trawler in the sea and there were many tools caught by the PSDKP supervisors and those captured by POLAIRUD. So that the communication that has been done does not change the opinions or behavior of fishermen.

5. The negative influence of fishing groups towards fishermen. The existence of fishermen groups formed in the fishing environment under the name of the Muaro Anai Fishermen Group, makes fishermen maintain their osh trawlers. All fishermen in Padang Sarai Village used osh gear in the sea and they all joined the group. In addition, when someone is caught in a raid, the group administrator will try to free the ship. This is an obstacle that greatly affects the implementation of the communication strategy carried out by DKP in changing the understanding of fishermen.

IV. CONCLUSIONS

Based on the results of research and discussion that have been described before, it can be concluded that:

1. The Padang city Government communication strategy in policy implementation has not been effective to make fishermen understand about the role, so that they still use pukek osh in fishing. Because in the DKP communication strategy only uses informative methods and does not use the media in socialization. So that not all fishermen get information about the ban.
2. Supporting factors in the implementation of the communication strategy are in the form of human resources which in this case are communicators who are experts in their fields, namely the Head of DKP Capture Fisheries and DKP Capture Fisheries Head of West Sumatra Province, Padang branch SDKP Satwas under supervision and enforcement. Funds needed for activities are also sufficient.

The inhibiting factor in the implementation of the communication strategy is inadequate facilities and infrastructure because DKP only uses direct communication somewhere but does not use another media in communication. Besides that another obstacle is the relatively low level of public education so that their mindset is difficult to change. Furthermore, DKP also got barriers to the behavior of

fishermen who did not want to change and were egocentric. The next obstacle is the negative public response from fishermen, where fishermen do not want to use the other fishing gear to replace the osh traps they used before. On the other hand, obstacles are also caused by the lack of supervision from DKP on the use of such assistance. Another inhibiting factor is the negative influence of the fishing group called the Muaro Anai Fishermen Group where all fishermen who use pukek osh are incorporated into the group. To make communication effective and get the DKP should use more than one method and use some media in socialization, so that the information can reach all of fishermen and there is no reason for them to refute.

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