Directorate General of Customs and Excise on Against Illicit Cigarrete Campaign
(An Analysis of Campaign Communication Planning and Strategy)

Muhammad Afandy$^{(\boxtimes)}$, Muhammad Akbar, and Moehammad Iqbal Sultan

Department of Communication Science, Hasanuddin University, Makassar, Indonesia
human.customs@gmail.com

Abstract. Indonesia's high volume of illicit cigarette trade encourages the government to issue new policies to cut the distribution. In 2019, the government attempted an alternative breakthrough by focusing on public communication and education in introducing features of illicit cigarettes through a campaign named "Gempur Rokok Ilegal" (Against Illicit Cigarette Campaign) while optimizing the law enforcement. The Directorate General of Customs and Excises as the executor of the policy, mobilize its Customs and Excise Offices in the entire Indonesian territory to perform the campaign in their respective work area, including Parepare city. The present study attempts to scrutinize this campaign's communication plans and strategies using a descriptive qualitative approach. This study was conducted in Parepare Customs and Excise Office whose working territory exhibits one of Indonesia's highest volumes of illicit cigarette distribution. This study applied AIDDA and SWOT models to analyze the campaign communication planning and strategy. The primary and secondary data were collected by conducting in-depth interviews, observation, and documentation. The collected data were classified based on the categories and then analyzed by the filling system technique. This study concludes that the selection and analysis of mass media to support the campaign is highly effective, particularly the use of small-format mass media and online media to aim at millennials. This finding is supported by the significant decrease in the quantity of seized illicit cigarette.

Keywords: illicit cigarette · customs · mass media · campaign

1 Introduction

The Indonesian government has been anticipating illicit cigarette trade since 2010. Collaborative survey organized by the Directorate General of Customs and Excise and Gadjah Mada University showed that illicit cigarette trade increased over years. The current legal enforcement appears to be inefficient in reducing illicit cigarette trade. Based on the Directorate General of Customs and Excise press release, in 2018, the illicit cigarette trade represented 7.04% of the total national cigarette trade, causing approximately 909.45 billion rupiah state loss [1].

Excise duty still currently serves as one of the state's primary revenue. One of the tobacco products is cigarette. It is also used as an instrument to monitor and limit

consumption by implementing excise tariff policies. The excise duty is significantly increased every year to mainly reduce public tobacco consumption. Ironically, state revenue from this sector always exceeds the government target.

As a comparison, other countries worldwide also apply cigarette packaging policies to control their citizens' tobacco consumption. In England, for instance, the government set a high packaging standard, particularly on the health warning on the cigarette pack, to make it less attractive. However, this policy appears to pose a new risk, illicit cigarettes [2].

The increase in illicit cigarette trade is presumably accounted for by the significant cigarette excise duty. Several assumptions emerge concerning this issue, from people downgrading their tobacco quality to the cheaper, illegal product, to cigarette producers producing illegal products to avoid duties and gain huge profits. Excise ribbon is still used as a means of excise payment and is used to determine illicit cigarette types. There are currently four types of illicit cigarette violations: cigarettes without excise ribbon, cigarettes with fake excise ribbon, cigarettes with used excised ribbons, and cigarettes with excise ribbons unsuitable with the producer identity.

Responding to this issue, the Directorate General of Customs and Excises issues a new policy to minimize illicit cigarette trade. In 2019, the government officially published a campaign of "Gempur Rokok Ilegal" (Against Illicit Cigarette) by focusing on public communication and education, aiming to make the public recognizes the features of illicit cigarette. In addition to this campaign, the government also enforce the law to eradicate illicit cigarettes.

The term campaign can be defined as continuous delivery of information and understanding to promote a policy to the public using a set of planned, sustainable communication methods [3]. The Against Illicit Cigarette campaign prioritizes persuasive communication to the public, in the form of interpersonal and mass communication. Persuasive communication is the primary key of a campaign. Using this method, individuals possibly change their opinion, perception, attitude, and behavior.

The campaign message and information is published through Public Relation (PR) department of all Customs and Excise offices in the entire Indonesian territory. The PR department then present the information to mass media. Cutlip et al. [4] argues that the PR department's press agentry functions to always create important information and attract mass media interest and obtain public attention.

This study is observatory in nature, conducted by examining the campaign communication planning and implementation using the AIDDA model and the communication strategy using the SWOT analysis approach. More specifically, this study pictures the mass media selection, message building, persuasive communication forms, and campaign process that supports the communication planning and strategy.

AIDDA planning model is commonly used in promoting and disseminating the government's program. It emphasizes the concept of persuasive communication through communicators to stimulate the targets. Meanwhile, the SWOT analysis was used to predict the effectiveness of a program from organization's internal and external perspective. By applying SWOT analysis, a program can predict the present and future conditions [5].

Mass media has become the main media because this campaign is related to mass communication. As the name implies, mass media is indeed developed to reach the public, and is deemed effective to spread the campaign [6]. The new digital media (i.e., Internet) also belongs to mass media. However, this new media is different from the conventional ones as it combines two types of communication, i.e., interpersonal and mass communications [7]. The types, forms, and contents of the mass media will be further described in the following sections.

2   Research Methods

This exploratory study applied descriptive qualitative approach. According to Arifin [8], the presentation and analysis of data and information is a narrative version and mostly verbal. The study was conducted in Parepare Customs and Excise Office. This office was selected because its territory was reported as one of the areas with highest illicit cigarette trade in Indonesia. It was used as a representation of the campaign of the Directorate General of Customs and Excise. This study were exercised by focusing on data and empirical facts regarding the office's communication planning and strategy on against illicit cigarette campaign.

The data were collected in three steps, in-depth interviews with the PR department, observation, and relevant document. The interview was conducted with the PR officers who work on this campaign, both managerial and operational- level officers. The interview was conducted to collect detailed qualitative data regarding the campaign. Informants were recruited purposively based on certain criteria. By applying the criteria, eight informants were recruited, including the Head of Office, Head of Information Service and Dissemination Section, Head of Enforcement and Investigation Section, three staffs from Information Service and Dissemination Section, and two staffs from Enforcement and Investigation Section.

The observation and documentation were conducted to support the secondary data. During the observation phase, the researchers directly come in the middle of the PR team, observing the interaction among team members when designing and preparing a communication plan, and see the tools and publication process they made. The documentation was also done for the same purpose. More specifically, documentation was performed by collecting secondary data to support the researcher's analysis and interpretation. Several documents from the PR team pertaining to this campaign included official correspondence, campaign documentation report, and publication outcome in press, electronic media and online media.

The collected data were analyzed descriptively using Wimmer and Dominic's filling system, as cited in [9]. The collected raw data were assigned into categories according to the concept and context of this study. These categories were interpreted by integrating the existing theories and concepts in order to understand the empirical phenomena under investigation.

3 Result and Discussion

3.1 Public Relation Department of Directorate General of Custom and Excise

The Directorate General of Custom and Excise serves as the state's institution authorized to manage policies on excise. Since its establishment on 1 October 1946, this institution has been being responsible for watching the distribution and collecting excise revenue. Working under the Ministry of Finance, this institution functions as the revenue collector, including excise, import duty and export duty. Compared to other excise products such as ethanol and alcohol-containing products, tobacco products, especially cigarettes, become the main contributor to excise revenue, covering 97% of the total annual revenue.

Regarding communication policy, in 2013, the Directorate General of Custom and Excise established a PR department whose function is to exercise public relations, publication, press agentry, and provide feedback to the institution's communication policy.

Every Custom and Excise Office has its own PR department, including Parepare Customs and Excise Office. This department's role is coordinative in nature, i.e., working based on the guideline formulated by the central PR department of the Directorate General of Customs and Excise. While adhering to the central PR department's guidelines, the regional PR department also pays attention to each respective working territory's social and cultural values.

3.2 Selecting Media and Building Messages

Pertaining to publication, the PR department is inseparable from mass media. Parepare Customs and Excise Office's PR department always maintain a good relationship with journalists so that their program can be well accommodated by the mass media as news source.

PR department makes some agendas involving journalists in order to maintain their good relationships, some regular agendas is inviting them to press conference, dialog, morning coffee, and attending talk show organized by local TV and radio station. These agendas mainly aim to involve mass media in every custom and excise office's program.

PR Department selects conventional mass media based on certain criteria and considerations. Considering that the campaign is local in nature, PR department selected locally dominant mass media. Peduli Parepare TV station is the official public relation partner due to its broadcasting coverage, consistency in reporting news, and ability in delivering news online. Regarding radio media, two radio stations were selected based on their popularity and coverage, namely GISS FM and As Sa'diyah FM. The PR department places the campaign through these mass media continuously. Meanwhile, newspaper media are only used during the press release regarding campaign progress.

In addition to conventional mass media, the PR department also used small-format mass media as the it means of campaign. They are used considering that some areas were not reached by the TV and radio broadcasting. This media is selected to allow the public directly see the campaign messages. The small mass media used during the campaign included banners, stickers, brochures, and various attractive souvenirs containing the campaign messages.

Table 1. Data of illicit cigarette enforcement

No	Year	No. of cases	No. of evidence (cigarette)	Estimated State loss (rupiah)
1	2018	137 cases	5,396,440	2,039,285,380
2	2019	73 cases	3,320,556	1,230,585,960
3	2020	165 cases	1,105,040	615,740,259
4	2021	98 cases	879,240	585,899,250

Source: Authors Analysis, 2022

The PR department also utilizes the internet to publish the campaign. Online media is used due to its various features, accessibility, and capability to reach millenials, not to mention its cost-effectiveness. The observation shows three social media platforms used by the PR department are Facebook, Instagram, and Youtube, and one official website of Parepare Customs and Excise Office.

The PR department builds the message based on local wisdom in its working territory. The message is also made simple and easy to understand for the public, especially sellers and consumers. The use of local language is one of the priorities in building the campaign messages. In its process, the department combines several delivery methods. The main feature of the message is its persuasion. Cursive messages were also used to develop public awareness of the importance of eradicating illicit cigarettes, the campaign's main goal.

Of the three mass media, small-formatted and online mass media were found to be highly effective to support the campaign. The small-format mass media is considered effective as it can be accessed and visible to the public. Meanwhile, online media is effective due to the high number of social media viewers. The effectiveness can also be seen from the decrease in illicit cigarette trade, as indicated by a lower number of evidence of illicit cigarettes enforcement by Parepare Customs and Excise in the last four years (Table 1).

3.3   Interpersonal and Mass Communications Supporting AIDDA Model

Campaign that use the interpersonal communication for education, the custom and excise officers also act as the public relation agent by delivering the campaign messages directly to the cigarette sellers. This communication model is considered effective in directly influencing the public, consistent with West and Turner [10] statement that communication aims to build and interpret meanings.

The educational messages include explanation of illicit cigarette features, loss caused by this illegal product, and legal consequences of distributing illicit cigarettes. By implementing interpersonal communication method, communicants are expected to provide their feedbacks on the messages. Simple messages, local language use, polite, friendly, and good intonation support the persuasive interpersonal communication method. These factors, however, heavily rely on the PR officer's communication skill.

AIDDA model is used to facilitate the direction of communication goal. This model describe psychological stages occurring within the communicants when interpreting a

message. AIDDA model in this study showed that the campaign messages delivered through interpersonal communication always describes the features of illicit cigarettes, loss caused by illicit cigarettes, and legal consequences of distributing illicit cigarettes, can arouse Attention of cigarette traders. Implementing persuasive interpersonal communication can influence cigarette trader's interest, desire, decision, and finally action to avoid trading the illicit cigarettes. Proper use of conventional mass media and social media also support the elements of AIDDA model. For instance, an audio-visual advertisement posted in social media can likely build public perception to know and refuse illicit cigarette distribution. The simplest form of AIDDA model is usually called the A-A procedure, namely from Attention to Action [11].

In addition to interpersonal communication, mass communication method also plays important role in supporting AIDDA model. McQuail [12] argues that mass communication mainly aims to disseminate contents to anonymous, heterogeneous public. In this regard, small-format mass media (i.e. sticker, brochure) and various souvenirs containing features of illicit cigarette are used and are proven to draw public attention, such as shirt, umbrella, mug, tumbler, etc. Small-format mass media such as banner and billboard placed in crowds such as market and parks.

3.4   Campaign Strategy

Campaign strategy is necessary to support the program's success. In this study, the strategy was developed by PR department using SWOT (Strengths, Weakness, Opportunities, and Threats) analysis. This analysis model serves as a tool in pre-evaluating a policy, and has been proven effective in predicting the effectiveness of a program from organization's internal and external perspective. By applying SWOT analysis, a program can predict the present and future conditions.

The first two components of the analysis (Strength and Weakness) stem from the organization's internal resources and management. Meanwhile the other two components (Opportunities and Threats) come from the organization's externals. The opportunities and threats may arise due to changes in community and the environment.

Prior to exercising the campaign, PR department performs several analyses based on the SWOT principle. Several factors were analyzed pertaining to the Strength and Weaknesses. With regard to organization's Strength, PR department is supported by capable resources in the field of graphic design, creative idea, video-editing, social media, and huge campaign budget. Whereas regarding the Weakness, PR department resources with adequate communication skill and government public relation knowledge are still limited.

Regarding Opportunities, PR department can involve the regional government apparatus, municipal police (Pamong Praja), military, and police departments. This involvement provides advantages considering that PR department's limited reach can be complemented by other apparatuses. Regarding the component of Threat, the PR department attempts to minimize any form of potential threat, such as remote area that require a special vehicle to reach it, and cultural and social difference that require a cultural approach to communication. These threats were, however, mitigated through a risk management system.

4 Conclusion

The campaign against illicit cigarettes is exercised using technical and managerial skills, starting from the analysis and selection of mass media, message building, communication planning, and communication strategy. During the communication planning stage, AIDDA planning model is applied to ensure that the campaign message can be properly received by the public. Regarding the campaign strategy, SWOT analysis model was applied to pre-evaluate and predict the campaign effectiveness. This study found that small-format mass media is highly effective in spreading campaign messages. Effective social media use also helps to aim at the millennials. This effectiveness is indicated by the decrease in the number of evidence enforcement by Parepare Customs and Excise Office in the last four years.

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