Research Paper   Open Access

Pelni Sea Toll Program Public Relation Strategies : An Evaluative Study on Pelni's Communication Strategy

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ABSTRACT: Pelni as the biggest shipping company in Indonesia was commissioned by government to execute the sea toll program. The Sea Toll is a maritime logistics transportation concept that aims to connect huge ports within the archipelago. This study aims to find out how Pelni's public relations department conducts the communication strategy for the sea toll program. Researcher uses Persuasive Theory and The 9 Steps of Public Relations Planning by Ronald Smith. The method used is a qualitative research method with in-depth interview techniques and document analysis. As a result, Pelni has done a good communication strategy, but it has not been optimal. Some factors that make the less of sea toll publications among others, there are no issue mapping, determination of key publics, selection of media channels, the position of public relations that not strategic and program evaluations that haven't been maximized.

KEYWORDS : *communication strategy, public relations, shipping company*

I.   INTRODUCTION

Indonesia is a maritime nation with many potential marine resources. President Joko Widodo and Vice President Jusuf Kalla, focusing their programs on the maritime sector and have included in their Nine Priorities Agenda (*NawaCita*). The main program in the maritime sectors is The Sea Toll Program. The Sea Toll is a maritime logistics transportation concept and initiated by President Joko Widodo that aims to connect huge ports within the archipelago.

Sea Tolls is important. As a maritime country with more than 17.000 islands, the sea connectivities is a must. Sea connectivities can only be achieved by deploying ships as the main of transporting goods from one to another islands. These vessels are transporters for logistic distribution, especially from underdeveloped, remote and outermost areas. Sea Toll itself aims to realize connectivities and decrease the price disparisity between the Western and the Eastern parts of Indonesia, caused by the availability of uncertain goods (Berau of Information & Law Ministry of Maritime Indonesia, 2016). Beside that, sea toll program also has purpose to ensure the presence of the state in the availability, accessibility, affordability of goods, especially in the remote islands (tirto.id, 2016). With the sea toll, price disparisity will decline and impact to the economical growth in the Eastern region of Indonesia. The Sea Toll program has reduced the prices of goods in the East and West between 20-30% (Dieda, 2018).

To succeed the sea toll program, government commissioned PT Pelayaran Nasional Indonesia (Persero) or Pelni as the largest state-owned shipping company (SOE) in Indonesia. It was stated in the Presidential Regulation No.106 / 2015 in the Implementation of Public Service Obligations (PSO) for Freight Transport at Sea. Currently, Pelni (www.pelni.co.id, 2017) operates 26 passenger ships, 46 pioneer ships, 6 marine freighter vessels and 1 cattle vessel. This company visited 96 ports of passenger ships and over 301 ports of pioneer ships (www.pelni.co.id, 2017).

Scheduled ships are one of the advantages of Pelni to serve regular routes (PT Pelayaran Nasional Indonesia, 2017). Pelni (2017) serves passenger and cargo transportation throughout this country. The role of Pelni is very essential, considering that Indonesia consists of thousands islands. All of the islands can be connected if it supported by great sea transportation facilities. Without Pelni ships, it is impossible to distributing the goods in remote area, because geographical constraints in the islands often obstruct the distribution of goods. Therefore, in the Pelni's report (2017), they plays an important role in the development of sea transportation in Indonesia. Sea Toll Program also as a part of business transformation Pelni based on the Pelni's Roadmap 2015-2019.

However, this sea toll program hasn't been running maximally. Based on the research of Study Team at Economic Research Center of Indonesian Institute of Sciences (LIPI), the development of sea toll has not been very effective with the concept of port to port (LIPI, 2017). In addition,this report also stated that the quantity of goods transported was still relatively small compared to the volume of Indonesian logistics. The uneffectiveness of the sea toll program was due to various obstacles, such as lack of infrastructure and publications. For publications, according to data from Pelni media monitoring in 2017, the coverage of Pelni sea tolls was not very significant.

Therefore, need a research to uncover how public relations Pelni do the communication strategy of sea toll. More over, need to analyze the factors behind the publication and why this factors caused many problems. Also need to understand how public relations Pelni maintain their stakeholders relation, because some data stated that sea toll programme related with many institutions, companies and societies. To do the research, I will conduct an investigation of the Pelni's public relations strategy about sea toll program. To answer the question, I will use qualitative research with in-depth interview method to evaluate their strategy and identify the problems. The research will be conducted at Pelni Headquarter Office in Jakarta, Gajah Mada Street No.14 and involving four participants, they are Corporate Relation Manager, Corporate Relation Staf and Sea Transportation Experts. Beside that, I will also interview Public Relation specialist to give his opinion about communication strategy that Pelni did related to sea toll program.

I.1 Problem Statements

This study is conducted to answer the research question of **How Pelni's public relations department conduct the communication strategy for the sea toll program**. The study is guided by the following research questions :
1. How does Pelni public relations department develop and execute communication strategies for the sea toll programs?
2. What factors caused the lack of publication of the sea toll programme?
3. What are the factors that decreased public participation in the sea toll programme ?
4. How does Pelni attempt remedy of this situation?

I.2 Study Objectives

This study has some objectives. The aims of the study are to :
1. Investigate the plans, steps and programs as well as Pelni communications strategies sea toll programme news coverage
2. Analyze the factors that cause the lack publication of sea toll programme
3. Analyze the causes that make less participation of sea toll programme
4. Analyze the solutions possibility of good communication strategy that could be implemented in the company

I.3 Significance of the Study

This research is an academic and practical significance as explained in the followings :

I.3.1 Academic Significance

Hopefully, this research could contribute to the communication field, especially in corporate communications studies. As we know that business in shipping industry is very unique and strategic because Indonesia as a maritime nation has many excellences as well as obstacles to develop this business. The geography factor requires the company to have their own strategy in providing information to its stakeholders throughout the archipelagic that are sometimes in remote areas and difficult to reach.The uniqueness of the shipping business also has an impact to the company's communication strategies. There are also some detail and new knowledges in the corporate communications shipping business industry that will be explained in this research. It also describes corporate relations management with many stakeholders in the state-owned shipping company. Hence, research about communication strategies in the shipping company is always interesting and challenging.

I.3.2 Practical Significance

This research is expected to give a comprehensive exposure and critism an public relations activities in the shipping business. It also contribute to the explanation about the factors that caused the lack of publicity of sea toll programs, so that the company can immediately make improve its publication. This is important despite of a significant cost, this program is also closely related to the needs of public transportation. More over, public relations practice should be a major concern in this industry as it plays an important role in regulating communications from various stakeholders. Because of the unique characteristics in shipping business, is also needs a unique communication strategy to maintain the publication programs.

I.4 Scope and Delimitation

The scope of this research also has a limitation on how Pelni's public relations implement their communication strategy for sea toll program. Basically, this research concerns about Pelni's communications strategy, how it works, how the message or information published to their stakeholders and why the publication was uneffective. This research focuses only on the publication of Pelni's toll sea program. It will be conducted on Pelni and focus only on the Pelni's 2017 sea toll program.

II.   THEORITICAL FRAMEWORK

Previous researches on Pelni showed that the company has a strategic position in Indonesia. The development of air transport business, especially with the Low Cost Carrier (LCC) concept impacted the Pelni's business as a whole (Wulandari, 2013). In her research, Wulandari explained that Pelni's revenue from passagers ship decreased until 40%. However, Pelni still has an important role for the people's islands, especially in the remote area. Pelni, as a State-Owned Enterprise (SOE) of shipping, play essential function by sailing the outermost, underdeveloped and remote area. Their role can not be separated with the long history of Pelni. The company was founded by a collaborate (joint venture) between Indonesia sea transport and Dutch Sea Transport (KPM) (Surowo, 2016). This journal mentioned that "based on the government regulation, the head office, parts, and all branch offices of KPM was nationalization … All KPM's assets was submitted to PELNI as an additional assets or capital".

It shows that Pelni has strong ties with the national history and because of that, government provides various Public Service Obligations (PSO) to Pelni. One of the PSO's purpose is realizing the sea toll program that guarantee the availibility of goods, reduce cost disparisity and ensure service continuity of logistic distribution to regional, remote, outermost and border area (Muh Kadarisman, 2016). Kadarisman stated that "sea toll has a functions as a supporting system to achieve the optimalization of economic resources allocations. The functions of optimalization resources are to provide equitibility and increase the people's purchasing power". But unfortunately, Yahya Kuncoro and Putra D. Sirait (2016) finded problems that headed sea toll program, such as ship fire, the lack of safety tools, and passengers of small awareness of dangerous goods. In their journal, the lack of ship schedule publication and information causes a problem of Pelni's bussiness. Another journal about publication of Pelni showed that almost all the publications of Pelni were published by traditional media, such as newspapers and radio, while not all the ship passengers consumed such media (Lestari, 2009).

The problem of Pelni's publications also been investigated by another researcher. Mutia (2008), examined another research about services, publications and public relations of Pelni. Her research explained that Pelni must take a real action in order to repair the lacking of their services and communications, especially the ship schedule, passangers service information, as well as communications channels. This research focused on the communication channel between public relations divisions and others in terms of delivering the information to the stakeholders. Mutia also stated that public relations division must improve their strategy and tactics, because the role of public relations is unoptimal.

According to Michaelson (2012), "public relations and corporate communication activities should be strategically focused on the larger business outcomes and associated with the business strategy". In other words, these activities should strategically impact on the business outcomes. He also said, "goals and objectives, must be defined in terms of activities that clearly measure the outcomes that public relations and corporate communication activities must be influential" (Michaelson, 2012).

"In setting PR goals and objectives, it is usually important to recognize that measuring PR effectiveness per se—that is the management of an organization's overall communications activities with its target audience groups or publics—can be quite difficult to do unless the individual elements [outputs] of the program are clearly defined". (Linderman, 2003)

Michaelson said that "beside goals, objectives and planning the strategies, it is essential to understand who the target audience is as precisely as possible …This is important for several reasons, because by knowing the target audiences, we can make an effective strategies" (Macleod, 2007).

II.1 Persuasive Theory

Joseph A. Devito (2011) explained persuasive communication as a strengthening communication, providing illustration and giving informations to the public. The main purposes of persuasive communication are change attitudes and behavior. Devito also mentioned, to change attitudes, behavior and attitudes, persuader must consider some factors including :

a.   Clarity of purpose
b.   Think carefully about the person we face
c.   Choose the best communication strategy

II.2 Communication Strategy in Public Relation

Smith (2013) said, that "strategic communication has a common purpose to build understanding and support the ideas and cases, services and products". Ronald Smith (2013) offers a model that is meant to be both logical and easy to follow. His model is called, The Nine Steps of Strategic Public Relations Planning.

a. Analyzing the situation
b. Analyzing the organization
c. Analyzing the publics
d. Establishing Goals and Objectives
e. Formulating Action and Response Strategies
f. Using effective communication
g. Selecting Communication Tactics
h. Implementing the Strategic Plan
i. Evaluating the Strategic Plan

II.3 Definition of Terms
II.3.1 PELNI

Pelni is a State Owned Company (SOE) that provide sea mass transportation, covered passenger and cargo transport with the port to port services in Indonesia. Pelni (www.pelni.co.id, 2017) operates 26 passenger ships, 46 pioneer ships, 6 marine freighter vessels and 1 cattle vessel. Their ships visited 95 ports of passenger ships and over 300 ports of pioneer ships (www.pelni.co.id, 2017). Beside that, Pelni also operate of 4 unit cargo ship with total of DWT (Death Weight Tonnage) is 1.200 tons.

II.3.2 Sea Toll Program

Sea Toll Program is the concept of maritime logistics transportation initiated by the President of the Republic of Indonesia, Joko Widodo. This program aims to connect the major ports in Indonesia. The sea toll consists of six delicate freeway ship routes in which the path will connect ports throughout Indonesia. With islands all over Indonesia that will be linked by the sea tolls, it is expected that the people of Indonesia in various corners of the archipelago will get a goods availability and well connectivity.

III. RESEARCH AND DESIGN

3.1 Research Paradigm

In this research, researcher use constructivism paradigm. The constructivism paradigm sees social science as a systematic analysis of social meaningful action through direct and detailed observation of social actors in natural day-to-day settings in order to understand and interpret the social actors concerned in creating and maintaining or managing their social world (Hidayat D. N., 1999). Peter L. Berger said, "reality is not something objective, it is not scientifically formed, nor something derived from God. Instead, the reality is shaped and reconstructed. The constructivism paradigm, according to Berger, is born from the notion that human beings and society are a continuous, dynamic, and pluralistic product" (Eriyanto, 2002).

"Constructions are not more or less "true", in any absolute sense, but simply more or less informed and / or sophisticated" (Denzin, 2005). For the constructivist, the universe is a constructions, it means that the universe is not understood as an autonomous universe, but socially constructed. Subjectivism, which is a characteristic constructivism, provides the flexibility for researcher to describe the understanding of researhers.

3.2 Qualitative Research

A research requires a methodology as a general approach. According to Deddy Mulyana (2001), "methodology is the process, principles, and procedures used to approach problems and seek answers". In other words, the methodology is a general approach to studying research topics.

One of the research methods used to examine the social world in terms of concepts, behaviors, perceptions and issues presented with a natural setting is a qualitative research method. It is presented by Jane Richie (Moleong, 2008), that "qualitative research is an attempt to present the social world and its perspective in the world, in terms of concepts, behaviors, perceptions, and human issues being studied". In more complete terms, Moleong defines qualitative research as "a study that intends to understand the phenomenon of what is experienced by the research subject".This research uses qualitative approach that facilitates exploration of a phenomenon using a viariety of data sources such as individual interviews, observations, a review existing documents and so on. These data sources would result in a wealth of rich information.

3.3 Evaluative Study

According to Sukmadinata (2009), "evaluative research is an activity to gather information about the workings of something, and to determine the right alternative in making decisions". Sukmadinata mentioned that the main function of evaluation is to provide information for the decision-makers in order to determine policies that will be taken based on evaluations. Details of evaluative research objectives are : (1) Help the planning implementation of the program, (2) Help decision making process to change the program, (3) Help

decision making process to continue or stop the program, (4) Find the facts of support or rejection of the program; and (5) Provide an understanding some aspects such as psychological, social and political processes in the implementation of programs (Sukmadinata, 2009).

Researcher will conduct this research with Decision Oriented Evaluation Model. Patton (2002) explained this model and divided into four evaluation parts, they are context, input, process and product.

a. Context evaluation. This evaluation is the basis of an evaluation that aims to provide reasons (rationale) in determining objectives
b. Input evaluation. An evaluation that aims to provide information to decide how using resources in terms of goal achievement
c. Process evaluation. Talks about compatibility of the implementation program that have been done and the previous plan
d. Product evaluation. This evaluation intend to measure and interpret program achievement. Patton also explained, product evaluation "provides information as a reference material to determine whether this program is continued, modified or must be stopped" (Patton, 2002).

3.4 Data Generation Procedure

Researcher uses primary data to uncover the strategy communications of Pelni in the Sea Toll Program with conduct interview to Manager Corporate Relation, Corporate Relation Officer, and communication specialist.

Secondary data is a data which has been collected by someone else, for another purpose. It may publish or unpublished. The secondary data of this research are :

1. Website and another internet resources
2. Journals, newspaper and another mass media
3. Brochures, leaflet and another publications tools
4. Social media
5. Media monitoring and annual report

3.5 Data Collection Technique

Researcher will use two techniques to collect the data. They are in-depth interview and document analysis. Interviews in this research is in-depth interview with Manager Coporate Relation, Corporate Relation Officer and communication specialist. To complete the information retained from interviews, certain other information perceived from the research was obtained from document analysis such as reference books, journals, article, news, report from the organization and social media tracking.

3.6 Research Focus

The researcher collect data from January-December 2017. The instrument will be used as a interview guidance to stay focused on objective research. In-depth interview process, the instrument uses are recorder/voice notes, pen, small notes and list of questions interview guideline.The poin of interview guideline adopt from 9 steps strategic planning for public relation theory by Ronald Smith (Smith, 2013).

Table 1. Research Focus

Dimension	Elements	Evidences	Data Collection Method
PR Strategies Planning	A. Formative Research a. analyzing the situation b. analyzing the organization c. analyzing the publics	To know the internal and external situation of the company such as organizational structure, public and company conditions.	In-depth interview &document study
	B. Strategy d. establishing goals & objectives e. formulating action & response strategies f. developing the message strategy	Knowing the vision, mission and goals of the company, as well as the important targets to be achieved, especially the targets, strategies and actions of the company's public relations	In-depth interview &document study
	C. Tactics g. selecting communication tactics h. implementing strategic plan	Knowing the tactics, and the public relations strategies implemented for the sea toll program	In-depth interview &document study

	D. Evaluative Research i. evaluating the strategic plan	Knowing the extent to which public relations programs and work plans are carried out	In-depth interview &document study

3.7 Triangulation Data

To verify the data collected, researchers used triangulation data techniques. The triangulation data technique used is triangulation of data sources. Triangulation of data sources is achieved through data collection at different times, in different measurements, or from different individuals or groups.

3.8 Limitation of Research

1. . In this study, researchers only disclosed Pelni to Sea Toll's public relations strategy within one year, 2017
2. This research also only focuses on Pelni's public relations strategy and evaluation on the sea toll program.

IV.   RESEARCH ANALYSIS

IV.1 Object of The Research

In 2015, PT PELNI (Persero) was mandated by the RI Government to serve as operator for Perintis, Tol Laut and Cattle Ship which covering entire Indonesian territory. According to the purpose and objective of the Company's establishment, business activity that is operated by PT PELNI (Persero) is among others:

a. Passenger and cargo transportation business with scheduled and on demand (charter) shipping network
b. Shipping agency service business
c. Terminal, warehouse, rede transportation and expedition/ forwarding operation services
d. Vessels maintenance and ship docking/reparation services
e. Ship charter and broker services
f. Consulting, education, training and health services.

In line with Corporate Long-Term Plan, in 2017, Pelni focused on Competency Assessment and Development as well as Corporate Culture Development. Based on this consideration, Pelni is currently policy and system to support developing competency based Human Resource management. In 2017, Pelni started to formulate transformation of organization, business and culture.

IV.2 Informants

1. Informant A
      Name   : Sujadi
      Position   : Manager Corporate Relations Pelni
2. Informant B
      Name   : Idayu Adhi Rahajeng
      Position   : Staff Corporate Relations Pelni
3. Informant C
      Name   : Ditto Pappilanda, S. I.Kom
      Position   : Staf Corporate Relations Pelni
4. Infromant D
      Name   : Fitria Andayani, S.I.Kom, M.A
      Job   : Communication Specialist / Lecturer at Pertamina University

IV.3 Finding and Analysis

IV.3.1 Analyzing The Situation

According to Ronald Smith, in his book Strategic Planning For Public Relations (2013), explained "a public relations situation can be either positive or negative:

a. Opportunity. The public relations situation may be identified as an opening, something to be embraced.
b. Obstacle. The public relations situation may be a roadblock, something to be overcome. Obstacles limit the organization in realizing its mission."

From the explanation above, it can be seen that there are two public relations situations that might occur. First is an opportunity, and the second is obstacle. If we viewed from the situation that occurred when the sea toll had not been implemented, Pelni faced a considerable opportunity for its business line. As a shipping company, Pelni has a great opportunity to work on a new business in the form of transporting cargo subsidized by the government. Transportation is indeed carrying out a special mission to decrease price disparisity in regions where will be visited by sea toll ships. Therefore, this opportunity will certainly have an impact on increasing company revenues if it managed properly. Informant D described her perspective about sea toll,

"Program Tol Laut diinisiasi dengan niat yang baik dari pemerintah yaitu untuk mengurangi disparitas harga di sejumlah daerah Indonesia. Selain itu, untuk membuat distribusi pangan ke seluruh

Indonesia merata dengan harapan adanya pemerataan kesejahteraan dan ekonomi di masyarakat. Program ini pun memaksimalkan potensi Indonesia yaitu laut sebagai jalur untuk mempermudah dan mempermurah transportasi atau logistik barang baik dalam hal harga maupun waktu."

At the beginning of the sea toll program, Pelni is the only operator that runs the program. Hence, there are no competitors in this business at that time. The program which is fully supported by the government also receives financial support in the form of a Public Service Obligation (PSO) that is quite large from the State Budget. Informant A explained this,

"Tol laut ini adalah program pemerintah yang diluncurkan pada 4 november 2015. Saat itu penugasan pertama kepada pelni. Waktu itu pemerintah menugaskan 6 rute tol laut. Nah dari 6 rute itu, pelni baru memiliki 3 kapal sehingga baru bisa mewujudkan 2 rute, yaitu rute ke Biak (Tanjung Priok-Makasar-Biak) dan yang kedua rute Tanjung Perak ke NTT (Nusa Tenggara Timur) dan NTB (Nusa Tenggara Barat). Nanti rute-rute pastinya saya sampaikan."

At first, the sea toll only had six routes. But only two routes could be carried out because Pelni only had two ships to service these routes. Then in 2016, the routes was same. In 2017, the government has run 13 routes. Of the thirteen routes, six were assigned to Pelni, the rest were assigned to the national private company. Then in 2018, the route increase to 18 routes, involving three SOEs. First, Pelni got six routes, ASDP (Angkutan Sungai dan Perairan) got two routes and Djakarta loyd three routes for North Sulawesi. Related to 2019, it will increase to 19 routes.

In its implementation, various obstacles emerged, including inadequate port infrastructure, the empty of return cargo and the enthusiasm of people who were still low in participating in the sea highway program. All these obstacles can actually turn into opportunities if Pelni can handle it well. Infromant D explained their perspectives about toll laut performance,

"Sayangnya, program (tol laut) yang baik ini tidak dieksekusi dengan efektif. Meskipun program ini diawal sangat menjanjikan, namun masih banyak kekurangan dalam implementasinya. Terbukti penurunan disparitas harga di Indonesia tidak signifikan. Program yang tadinya dielu-elukan akan dapat menurunkan harga sejumlah barang pokok di daerah-daerah malah tidak mampu memberikan solusi. Padahal sejak 2015, pemerintah telah menyiapkan ratusan miliar rupiah untuk mendukung program ini, salah satunya dengan menambah ratusan kapal yang digunakan untuk melayani akses tol laut."

Based on the Central Statistics Agency (BPS) data, the Gross Domestic Product (GDP) of the logistics sector, based on prices in 2017, reaching Rp 119.72 trillion (katadata.co.id, 2018). From this sector, logistics transportation that using sea transportation modes is still low. The report from Tempo.co stated that "the percentage of logistical traffic flow through land in Indonesia reached 2.5 million tons or reached 91.5 percent. This amount is not balanced with the logistics traffic flow in the sea line, which is only 194.8 thousand tons or only 7.07 percent. "(Hidayat A., 2015). Based on that data, we can see that sea tolls has an opportunities as a logistics business.

ISSUES	1. The low of cargo accessibility and connectivity inter-islands
	2. Price disparisity between Western and Eastern Indonesia still high
	3. Inequality of economic development

SITUATIONS	1. The number return cargo is still low
	2. News in the mass media about sea toll program is still minimal
	3. The low of public participation in sea toll program

OBSTACLES	**OPPORTUNITIES**
1. Geographic condition, especially in rural areas	1. New business line
2. The lack of infrastructure	2. New company income
3. The less of commodities for return cargo	3. New role as a national logistic transportation

Sea toll is a solution to solve the problem of accessibility and connectivity especially for logistics transportation. With the sea toll, it was expected to decrease price disparity and raise economic growth.

Figure Situation Analysis of Sea Toll Program

In that figure, we can see that one of the obstacle is the less of commodities for return cargo. It also explained by informant D,

"Selama ini, pengusaha dan masyarakat di daerah telah terbiasa menggunakan jasa kapal swasta untuk membantu bisnisnya. Oleh karenanya, Pelni perlu memperbaiki dan meningkatkan strategi komunikasinya agar loyalitas pengusaha terhadap layanan kapal swasta bisa dikurangi."

However, as a shipping company, Pelni hasn't made the situation analysis as a reference material for planning programs. This can be seen from the lack of community participation using sea highway services. From the analysis above, there are three obstacles as well as opportunities for Pelni in running the sea toll business:

a. Inadequate infrastructure
b. cargo return is still minimal
c. Less publication

Situation analysis that happen in Pelni just an initial mapping without bring them to sources data for planning publication. As a result, the publication program have a unsignificant impact on the revenue of the company. In addition, Pelni also hasn't maximized the opportunities available from the increasing logistic business situation in Indonesia. This also has an impact on the lack of community participation using sea toll because the information delivered was distributed unwell.

4.2.2. Analyzing The Organization

To analyze the organization, the researcher analyzes the strengths, weaknesses, opportunities, and threats of this company. This method called SWOT analysis. Based on interviews from informants and data collection, here are the SWOT analysis of Pelni :

Table 2. SWOT Analysis of Pelni

STRENGTHS	Reliable fleet of ships The largest and widest route network in Indonesia Lots of branches
WEAKNESSES	Quality of human resources who are not capable Ship Fleet that is not compatible with business High ship fuel costs Service not maximal Lack of Corporate culture
OPPORTUNITIES	Business logistic opportunities Economic Growth Development of Shipping Industry Company synergy Marine tourism industry
THREATS	Low Cost Carrier Policy in the aviation business The Changing of global economic business Development Information & Technology

From the data above, it can be seen that Pelni is being transformed from focusing on passenger transportation to logistics transportation and other business lines. Particularly based on the Annual Report Pelni 2017, Pelni operates nine Sea Toll Vessel fleets with a total load of 74,719 tons / m3 and 14,782 containers. The type of cargo of the Sea Toll Ship itself consists of 2 (two) categories of goods, namely Basic Goods and Important Goods.

According to the organization structure, public relation division is under corporate secretary. It is directly responsible to President Director. In Pelni, public relations division called corporate relations. All the programs that related to the public relations activities be planned and arranged by corporate relations and should be approved by President Director. Informant A explained about that,

"Sebetulnya pengambilan keputusan tentang strategi komunikasi ini tanggung jawab direksi, tapi secara teknisnya melalui corporate secretary. Nah yang menghimpun, membuat, merencanakan itu dari Humas. Karena kita kan harus mengamati bagaimana kebijakan pemerintah terhadap rute tol laut, apakah ada perubahan atau tidak. Kemudian memonitor juga bagaimana perkembangan di daerah. Kan kalau yang dimonitor itu pemerintah, Pelni sendiri, kemudian daerah-daerah, juga competitor seperti apa layanan terhadap tol laut ini. Nah itu kemudian kami membuat strategi komunikasi apa yang harus dilakukan. Kami menjadi pioneer dalam membuat strategi komunikasi itu."

We can analyze that corporate relations actively plan, arrange and conduct public relations activities based on the data and situation. Corporate Relations also did monitoring desk related to the issues that face the company. For corporate relations, Informant B explained about job descriptions of public relations staff in Pelni,

4.**3.3 Analyzing Public**

      Researcher analyzes the public of Pelni based on this categories. They are customers, producers, limiters and enablers. This is the categories public of Pelni :
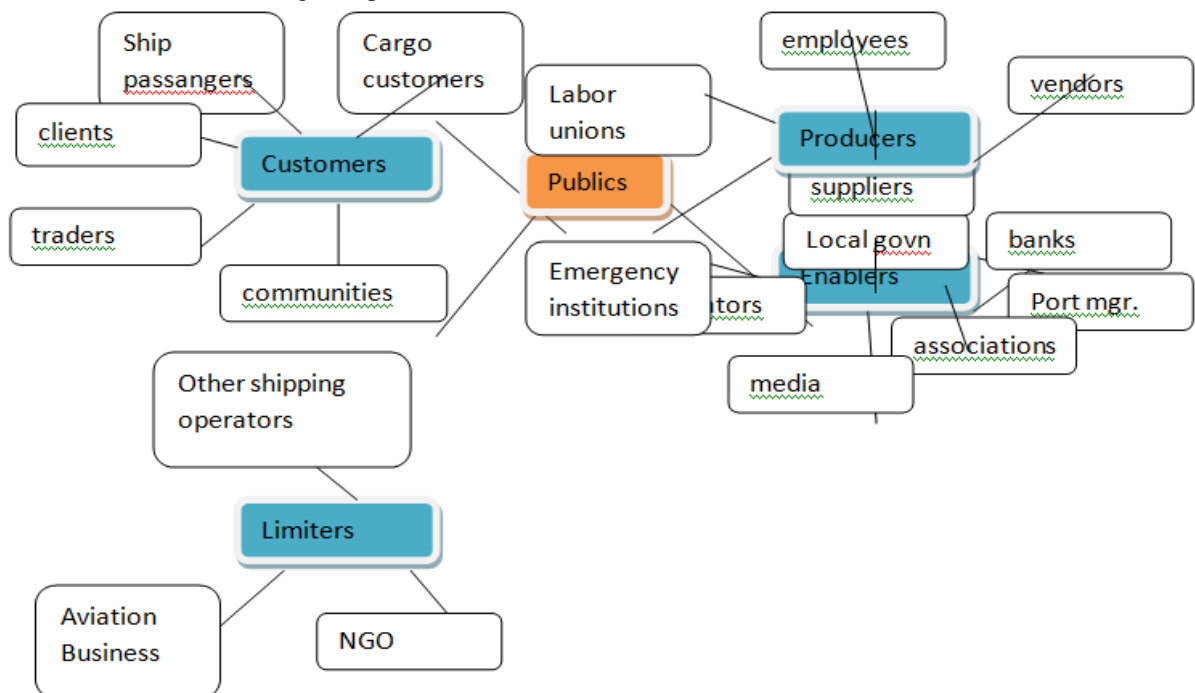

Figure Categories Public of Pelni

      Persuasive theory also confirmed about public. Devito (2011) mentioned in step two to change the attitudes in persuasive theory is think carefully about the person we face. "Target persuasive communications ia a complex. To maximize the persuasive communications, we must learn the target comprehensively. The characteristics of target communications include demographics, gender, occupational level, ethnicity, and lifestyle." (Devito, 2011). It also confirmed that public or communications target are essentials in the process of communications. It related to the figure above, that Pelni as organizations has many list of publics with their own characteristics.

4.2.4 Establishing Goals and Objectives

      All the types of company goals always related to the aim of public relations programs. Here are the the vision and mission of Pelni based on document analysis (Pelni, 2017) :

Vision :

"To Become a Strong Shipping Company and Customers Preferred Choice"

Mission :

1. Managing and developing marine transportation to ensure public accessibility to support the realization of National Outlook (Wawasan Nusantara)
2. Raising revenue contribution for the country, employees, as well as taking part on the development of environment and public services
3. Enhancing corporate value throughout creativity, innovation and human capital competency development
4. Operating fair business by promoting mutual beneficiary principle for all stakeholders and implementing the Good Corporate Governance (GCG).

      If we analyze the vision of Pelni, strong company that be mentioned are becoming an integrity company with maximum performance, centre of excellence and also having optimum archipelago's route networks. And customer's preferred choice are giving the best services to the customers, so the load factors of the ship will be maximal.

      In persuasive theory, Joseph A. Devito (2011) also explained about the aims of persuasion is to change the attitudes. Devito emphasized the first step to change the attitude is clarity of purpose. "The aims of persuasive communication are changing opinion,behavior and attitudes. The change of attitudes is related with affective aspects, while changing opinions correlated with cognitive aspects. Last, change behavior link with motoric aspects." (Devito, 2011). So, every organizations must have an aspects that focus to be a target. In Pelni, they focus on becoming integrity company and also service excellence.

From these all explanation of Pelni's vision, we can analyze that Pelni has a reputation management goals and also relationship management goals. Be a strong company is a part of reputation management goals, then customer's preferred choice is a type of relationship managements goals.

For the mission of Pelni, this company focus on the accessibility in transportation, state income, innovation and also good corporate governance. This mission in line with the goals of sea toll programs. Sea toll has purpose to ensure the presence of the state in the availability, accessibility, affordability of goods, especially in the remote islands (tirto.id, 2016). With the sea toll, price disparisity will decline and impact to the economical growth in the Eastern Indonesia. So, the vision and mission Pelni consistent with the aims of sea toll programs.

4.2.5 Formulating Action and Response Strategies

Joseph A. Devito (2011) stated that the third step to change attitudes is choose the best communication strategy. "Persuasive communications strategy are collaboration between persuasive communications plan and communication management. The factors that must be concern to make a great communications strategy are target communications, place and time of doing persuasive communication, message content and why it must be delivered." (Devito, 2011). It also in line with the explanations of Ronald Smith about formulating actions and strategies. They are:

a. Pro-active strategy - Action

Step five is formulating action and strategies. Actions means proactive or reactive action that organization can do related to the issue. Smith (2013) explained, "proactive action enables an organization to launch a communication program under the conditions and according to timelines that seem to best fit the organizations's interest". Smith also mentioned about key proactive communication strategies, they are "publicity, presentation of newsworthy information and development of a transparent communication process". Beside that, reactive action has an explanation as strategy "responds to influences and opportunities from an organization's environment".This strategies include "pre-emptive action, offensive and defensive respond, diversion, commiseration, recifying behavior and strategic inaction". Researcher will analyze actions and strategies that Pelni did in term of communication strategy of sea toll program.

Proactive strategy itself divided into two types, action and communication. In action proactive strategy, there are several factors such as organizational performance, audience engagement, special events, alliance and coalitions, sponsorships, strategic philanthropy and activism. Researcher revealed every elements of action proactive strategy that is conducted by Pelni.

Organizational Performance

Organizational performance talks about things that company did and said. It also related to the step number two, analysis of the organization, that in line with product and services. Based on the Report of Pelni's Customers Satisfaction Survey 2018 (Surveyor, 2018), customers choosen Pelni's services because of the company reputation, price and the routes. For the Pelni services, the survey result showed that publication of Pelni's program still minimal. It is proven by survey data from Surveyor (2018), "Sources of information about products / services / schedules / promos PT. PELNI, is known dominant by direct communication from relatives and friends, while social media and websites are still rarely used by respondents to obtain information about it".

For sea toll, not all the audience or public know well about this program. Explanation about sea toll program in mass media or other media channel still low, so audience engagement cannot be reached. The reasons is less publications based on the survey data above. This situations in line with the the perspective of informant D,

> *"Strategi komunikasi Pelni untuk program ini tidak terlalu efektif. Untuk memperkenalkan jasa angkutan barangnya, Pelni hanya menggunakan media konvensional seperti koran, radio, dan televisi dan itupun tak dilakukan dengan maksimal. Selain itu upaya pemasaran secara offline langsung ke pengusaha pun tak dijalankan dengan baik. Selain itu, rendahnya upaya Pelni untuk menyebarkan informasi secara online."*

This statement shows that program publications play a very important role in the sea toll program. The success or failure of a program also depends on how the publication is carried out.

Special Event

Some of the event has been held by Pelni to promote sea toll program. They are launching event, media gathering, media visit, press conference, exhibition, etc. All the event conducted to promote all the programs of Pelni, not specifically for sea toll program. The informants A explained about that,

> *"Terkait dengan publikasi, waktu launching pada 4 november 2015, kami mengundang media, baik cetak, tivi maupun online. Sehingga publikasi itu menarik buat media, karena waktu itu kan implementasi pertama tol laut yang digagas oleh presiden Jokowi."*

Pelni did a launching event of sea toll program in November 4th, 2015. In that event, company invited medias, such as print, electronic and online. They didn't focus on the target audiences of sea toll program. As researcher analyze in step three, analyzing the public, Pelni has three key public. They are regulators, customers

and employees. Based from the key public, Pelni should did the event that directly impact to the raising awareness of that public. If Pelni use all medias, it is not efficient and effective.

Alliance & Coalition

The other factor of proactive strategy action are alliance and coalition. For Pelni, they did some synergy with other company, especially state-owned enterprises. It was stated by informant A,

> *"Jadi selain membangun tol laut, PT Pelni kan mengembangkan namanya Rumah Kita. Rumah Kita ini sebetulnya sinergi antara Kementerian BUMN dan Kementerian Perhubungan, yang waktu itu idenya dari Kementerian Perhubungan. Nah sinergi BUMN itu memanfaatkan barang-barang milik BUMN. Misalkan Semen Indonesia mengirim semen, diangkut kapal tol laut. Bulog mengirim beras, PPI mengirim barang-barang perdagangan. Kemudian RNI mengirim barang-barang gula dan sebagainya. Sehingga harga yang dari BUMN ini diangkut kapal tol laut yang bersubsidi, sehingga pengusaha membayarkan tarif subsidi, sehingga dia dengan tidak menetapkan harga yang terlalu tinggi, pengusaha tetap masih mendapatkan margin. Marginnya itu dari mendapatkan harga yang murah di angkutan."*

Pelni did the synergy with some SOE, such as Semen Indonesia, Bulog, RNI and PPI. This SOE synergy are initiated by Ministry of SOE as a regulator. Beside doing business collaboration with SOE, Pelni also did some coalition with their local clients, distributors and other colleagues.

Philanthropy

For the case of Pelni, Pelni did the philanthropy as a corporate social responsibility (CSR) program. In 2017, the budget of this program is about IDR 500 milion (Corporate Relations Pelni, 2017). In their Annual Report 2017, they mentioned that "through its Corporate Social Responsibility activities, the company is committed to providing a positive mutual relationship between the company and its stakeholders. The relationship between the company and Stakeholders is expected to maintain the company's business continuity so that the Company can always contribute to the environment".

Pelni realizes that the sustainability of the company's business depends not only on financial performance but also on environmental sustainability and the ability to add value to the surrounding community. Pelni had set the target of environmental management activities in early 2017 that were adjusted to the achievement in previous year. In order to achieve the set targets, the company has developed a program that becomes the company's main campaign for the management toward environmentally friendly business operational, which is namely Green Office program. The scope of activities which planned through the Green Office program is the implementation of paper-efficient operations, electricity and water saving, reducing air pollution and waste management office operations (Pelni, 2017).

b. Pro-active strategy - communication

Publicity

Publicity closed with the distributing news and information, spokepersons and medias. "CEO's, program directors, and other organizational leaders often put much faith in the premise that public attention is good" (Smith, 2017). In national issues, spokepersons of Pelni are President Director, Corporate Secretary and Manager Corporate Relations. But for regional issues, the spokeperson is head of region branch. It included the publication of sea toll program. The sea toll program publication in regional area are conducted also by region branch. Informant A said,

> *"Ada publikasi (publikasi tol laut) seperti itu, print media. Ada spanduk, pas peresmian. Memang ada di daerah-daerah memang dipasangi banner, baliho, memang ada. Seperti di Timika."*

For distributing the news, Pelni itself did some programs that divided into two big programs, they are internal strategic communication and external strategic communication. Basically, internal strategic more focus on distributing information to the internal stakeholders like employees, directors, labor union, commissioner. And for external strategic, their stakeholders are media, regulator, customers, vendors, communities, etc. Some of the media channels that used by Pelni include press conference, internal magazine, website, social media and traditional print media.

4.2.6 Developing the Message Strategy

For the national level, spokepersons of Pelni are President Director, Corporate Secretary and Manager Corporate Relations. And for local issues, the spokepersons Pelni is Head of Local Branch. For example, when Pelni launched sea toll programs, the spokepersons at that time is President Director of Pelni. In that event, Joko Widodo as a President of Republik Indonesia also attend to this event. Beside that, there are Ministry of Transportation and also Ministry of SOE. In different time, the spokepersons of sea toll publications are corporate secretary and manager corporate relations. Such as giving statements in mass media, daily interview or other regular publications.

In some cases, for local issues, Pelni commissioned Head of local branch to give statement to the local media. this is because branch heads better understand local issues and performance conditions. Researcher

analyze some aspects of credibility, such as control, charisma, competence, familiarity. For credibility, all the spokepersons of Pelni are credible because they have capability, knowledge, competency and also experience in term of explain sea toll program. Then next aspect is familiarity, president director Pelni has popular sides as a leader of SOE. Beside that, he also have a power, authority and also control to handle the problems.

4.2.7 Selecting Communication Tactics

Smith (2013) stated that interpersonal communication is the most persuasive and engaging of all the communication tactics. He also explained about the advantages using interpersonal communication tactics. With this tactics, company can controlled the message and how message to be delivered. The interpersonal communication that applied in Pelni such as townhall meeting, breakfast meeting, HUT Pelni, regular meeting with third parties and exhibition. All the types of interpersonal communication has their own goal based on the their target audience. For example townhall meeting. This event is organized to inform policies, strategies, results and all important company information to all employees.

Other event is breakfast meeting. This event also leads to a personal approach, but focuses on different target audiences, namely division leaders. This meeting is conducted once a month and is attended by division leaders to provide input to the directors regarding the policies that have been carried out. This meeting also bridges differences of opinion that may occur between divisions regarding work programs or other activities.

For regulators, Pelni conduct regular meetings, for example with the Ministry of Transportation. This meeting discusses current issues or reports on Pelni's performance. Likewise with the Ministry of SOE and other ministries, Pelni held meetings with regulators to ensure the accuracy and effectiveness of the program, policies and steps taken by the company.

a. Organizational Media

Pelni used general publication such as internal tabloid, annual report, brochure, pamphlet, monthly report and quarterly report. Internal tabloid in Pelni called Camar Tabloid. The function of the Camar Tabloid is internal publication tools to provide information to the internal public regarding the company's core business. This is the answer from informant C regarding Camar tabloid,

> *"Tabloid camar sudah ada sejak lama. Ini digunakan sebagai media publikasi internal yang cukup relevan karena disebarkan ke seluruh cabang, kapal dan anak perusahaan. Tabloid ini memuat berita-berita perusahaan sehingga karyawan dari seluruh penjuru tanah air bisa mengetahui perkembangan bisnis, kebijakan dan langkah perusahaan"*

Internal publications such as tabloids effectively used by companies because their content and way to telling story can be arranged in accordance with the aims of the company's management. Information and data presented can also be sorted and filtered as needed. It helps companies disseminate information accurately.

The last, social media. Social media of Pelni are Instagram, Facebook and Twitter. All content from social media was compiled and published by corporate relations Pelni. This division was also tasked to reply all comments or statements that require to be answered. Related to the role of social media, informant D explained it,

> *"Saya rasa untuk mensosialisasikan program baru semacam ini, Pelni perlu menggunakan semua jalur komunikasi yang bisa digunakan, termasuk sosial media. Kalaupun tidak bisa secara langsung menjangkau segmentasi pasar kalangan bawah, namun setidaknya dari upaya tersebut, Pelni dapat menyebarluaskan informasi terkait peran mereka dalam mendukung program pemerintah ini, sehingga berguna untuk membangun citra perusahaan."*

Social media is one of the communication channel that should be used in publication. Pelni did it, but hasn't maximal. Social media take the functions to maintain company image in public perspective.

b. News Media

For Pelni, the news media tactics including press conferences, media gatherings, media visits, media tours and talk shows. The whole process of preparing communication tactics up to execution was carried out by corporate relations and directly be reported to the president director. Special for the sea toll program, Pelni also involves mass media as a main publication, both national and regional levels, to cover the news about sea toll. In the national level, Pelni held a press conference by inviting dozens of journalists from various media. These journalists are usually incorporated in the alliance of transportation journalists who focus on reporting transportation issues. While for the talk show program, Informant C explained like this,

> *"Untuk talkshow sendiri kami mempunyai tema-tema khusus. Misalnya saja waktu 2017 ada beberapa tema diantaranya pelayanan kapal, fasilitas pelabuhan, pungli dan narkoba. Talkshow ini biasanya gabungan dengan BUMN lain. Jadi sinergi begitu. Tujuannya ya sebagai alat komunikasi untuk menyampaikan informasi yang beredar di masyarakat dan juga sebagai bentuk sinergi perusahaan dengan institusi lainnya."*

Based on the statement above and document analysis (Corporate Relations Pelni, 2017), researcher analyze that Pelni did publication generally, related to company performance and policies. The company hasn't made any special publications regarding the sea toll program, because this program didn't be included into talkshoe theme in 2017. To engage the media journalists, Pelni organizes some programs include media visit, media gatherings and media tours. This activity simultaneously brings the company closer to the media and increase interpersonal approach. In addition, this activities also provides new understanding and knowledge to journalists about the company's steps, information or policies.

For news media tactics, Pelni should did a mass media mapping. It important as a reference for the preparation of key messages to be delivered. The selection of mass media based on the target audience or key public. In step 3, analyzing publics, researcher has mentioned three key publics of Pelni. They are regulators, customers and employees. All three should have different communication tactics approaches. The goal are to ensure communication messages are well received by the target audience, and get the best feedback.

For regulators, the communication approach that can be applied are interpersonal communication like regular meeting. For customers of sea toll, company can use news media that focus on business or transportation news, like Bisnis Indonesia, Kontan, Maritim Tabloid, etc. And to employees engagement, company can use organizational media such as internal tabloid, town hall meeting, group whatsapp, internal network.

4.2.8 Implementing Strategic Plan

Implementation of a strategic plan related to scenarios and creative thinking. Smith (2013) defines the implementation of a strategic plan in several packages, including media categories, public categories, goals, packaging by objective and packaging by department. Corporate Relations Pelni divides communication strategies into two categories, internal and external. Berikut strategi komunikasi Pelni 2017 (Corporate Relations Pelni, 2017) :

a. Internal Communication Strategies
   - Town Hall Meeting
   - Internal Media
   - Breakfast Meeting
   - Publication Corner
   - Standard Operational Procedure (SOP) Public Relations, SOP CSR and their socializations
b. External Communication Strategies
   - Media Setting
   - Media Gathering
   - Media Visit
   - Press Conference
   - Media Tour
   - Advertising
     Advertising is only done for secondary information such as job vacancy and company tenders.
   - Media Monitoring
   - Social Media
   - Exhibition
   - Talkshow
   - Pelni's Anniversary
   - CSR

4.2.9 Evaluating the Strategic Plan

The last step is to evaluate the strategic communication. "The key to creating any program evaluation is to establish appropriate criteria for judging what is effective (Smith, 2013, p.331). Smith describes three stages in the program evaluation, they are implementation report, progress report and final report.

According to the interview and analysis data, researcher finding a facts that Pelni did two steps of that evaluation, progress report and final report. The implementation report actually didn't do by corporate relations Pelni based on data interview. Informant C explained it,

> *"Kami membuat annual report, laporan semester dan triwulan. Namun untuk laporan tiap program, seringnya tidak dibuat karena kesibukan rutinitas harian."*

According to informant C, the program report is rarely carried out because too many task to be done by corporate relations staff. Reports are usually arranged quarterly, combined with other programs. Quarter, semester and annual reports are made in accordance with the division performance that has been done. In addition, informant A added, corporate relations also made daily reports in the form of media monitoring.

> *"Kami ada laporan harian, namanya media monitoring yang memonitor berita-berita Pelni, baik yang berita untuk angkutan penumpang, tol laut dan lain-lain."*

Media monitoring helps corporate relations to see the issue development in term of company business area. Result of the media monitoring are analysis how media framing Pelni's issue. After read the result, corporate relations can do the best strategic communication. Whereas, for the sea toll program, the report is technically made by the technical division. This report contains operational performance such as, load factor data, routes and the number of cargo that has been transported by sea toll vessels. Sea Toll Performance Report was the basis of corporate relations data in the making of sea toll publication materials.

V.   CONCLUSION

Based on research findings and analysis in chapter four, the conclusion of this research to answering the research questions as follow :

1. In planning and executing the publication program, Pelni has carried out good several stages of the communication strategy. But some of the stages are unoptimal. For situation analysis, Pelni has conducted a situation analysis as part of the issue mapping but not comprehensive. And for organizational analysis, the existing organizational structure makes the role of public relations not maximal, so that they stuck in daily routines. Next step is public analysis. Pelni hasn't mapping key publics and stakeholders, so their message strategy also not on target. However, in the fourth stage, setting goals and objectives, Pelni has done well and measured. For the actions and strategies stage, several strategies such as alliance, reactive action and special events are well done and planned. But for philanthropy, Pelni still doing fund and donations activities, even though CSR should have a strong correlation with the company's business. And if they can do it well, it automatically can increase company revenue. For the preparation of the message strategy, Pelni choose the right spokespersons. The company has also made a Public Relations SOP that contains also about spokespersons. Seventh is tactics. For interpersonal communications and organizational media, it is good enough. However, tactic for news media still used all media, not segmented and directed. While the advertising budget is still intended only for job vacancies and tenders. Then the implementation phase has been carefully planned. Finally, for evaluation step still not optimal. Reports has made just for quarterly, semester and annual reports. Reports for each program haven't been implemented properly.
2. Some of the factors that caused sea toll publications haven't run optimally, such as an uncomprehensive of issue mapping to be used as materials for the company's publications. Second, the organizational structure that places the public relations division in a less strategic position, under the Corporate Secretary. Third, Pelni didn't analyzed key publics or target audiences for publication of the sea toll program. Fourth, CSR programs that are still oriented in philanthropy. Fifth, the selection of mass media as a communication channel is not targeted. So that communication messages didn't reached well to the target audiences. Finally, there are no evaluation report for every program.
3. Factors that caused less public participation in the sea toll program are the less of publication, Pelni does not have a special budget for sea toll publication. Beside that, the execution of sea toll publications still mixed with other publication programs. Second, the mass media used has not been targeted. Pelni still uses all mass media in conveying information to the public. Pelni should use certain mass media in accordance with the existing public key, namely regulators, customers and employees. Third, communication messages have not been arranged optimally. Finally, Pelni hasn't made a communication approach to the target audiences according to their character. Communication was done unsegmented.
4. Pelni has made several efforts to increase public awareness for the sea toll program and improve public participation. They are special publication in some media with sea toll theme. Then, Pelni also did direct communication with traders and coordination with local government in term of building a good relationship. However, all the efforts not optimal because it hasn't been done consistently.

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