



Public Communication Strategies of the Ministry of Foreign Affairs of Republic Indonesia on Instagram Account @kemlu_ri

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Abstract

As part of democratic society, it is a government's duty to inform the society about their accomplishment. Ministry of Foreign Affairs of Republic Indonesia (MOFA RI) is one of the government agencies that used social media as tool to communicate to the public. The Ministry of Foreign Affairs (MoFA RI) managed account @kemlu_ri, with 712 post, 210.000 followers and 104 following. This research aimed to examine the strategy of public communication of Ministry of Foreign Affairs of Republic Indonesia using Instagram account @i. During the investigation that conducted by the authors, as the last nine months of Jokowi's administration, from Januari-September 2019. From the investigation, we discovered that there are 191 posts during those period of times. Those post consisted of 106 posts about events, 27 posts contain greetings and 58 posts about accomplishment and policy. Based on my observation, post about event dominate all of the post on Instagram account. The method I used was qualitative content analysis, where we examine the pattern of the content of all the post. From the research, I concluded that the Instagram account @kemlu_ri hasn't been used maximally to disseminate the information about MoFA RI's latest accomplishment. In addition, there is no two-way interaction between the institutions and the public on the social media. Thus, the two-symmetrical ways of communication hasn't been implemented yet.

Keywords: *Two-Symmetrical Ways of Communication; Public Relations; Government Public Relations; Social Media*

Introduction

One of the characteristics of democratic country is the transparency of government agencies to the public. In Indonesia, it is implemented in *Undang-Undang Keterbukaan Informasi Publik* (Public Information Transparency Law). UU KIP regulated the management of public information in government agencies, where each of government agencies are required to provide the information that was needed by the public. This requirement comes from the situation that the government agencies are funded by State Budget (APBN), where the source are from the tax that was collected from the citizen. Thus, it is one of the responsibilities to the citizen to inform how their tax are managed.

Public Information Transparency Law is passed on 2008, and started to be implemented since 2010. It is applicable on all of the government agencies that were funded by the State Budget. There are three category of information that has to be provided by the agencies, the information are: 1.) The information that published regularly; 2.) the information that available and accessible to public; 3.) Information that is restricted to the public. Most of the information that is provided is available on the website. On the most of government agencies' website, there is a section named "Informasi Publik" or "Pusat Pelayanan Informasi Publik (PPID).

Besides the International Transparency Law, in 2016, President Joko Widodo pass Insruksi Presiden No, 9 Tahun 2015 (President Instruction No. 9 Year 2015) about Public Communication Management. Presiden Jokowi instructed all of the PR practitioners in publics agencies and state-own companies to be more proactive in giving information to the public. Publishing the agencies program and performance can boost agencies' trust and credibility among the citizens. Public ought to know that the government has fulfilled their duty and responsibility. President Jokowi emphasized on leaving the sectoral ego, where all of the government agencies not trying to compete with each other to build a good image in front of public. Instead, all of the government agencies have to speak together in one narrative, named "Single Narration".

Presiden Jokowi's instruction is followed by the optimization of new media platforms One of the Jokowi's instruction is to maximize the latest of development of technology. All of government agencies use website and social media as tool to connect to public. There is also "News Release/Event/Press Release" on every government agencies' website. It is used to publicize the government latest accomplishment, event and policies. However, not all of citizen will visit the website. Thus, to reach wider audience, a more widely used tool is needed.

Social media is one of the tools that used by public relations to reach its audience. The characteristic of social media that cannot be found in conventional media are its interactivity and real-time. Its feature gave the audience the opportunity to send feedback right away where there is a direct interaction between audience and the company. In the sense of government communication in the democracy era, social media is an excellent platform to communicate to public. Its interactive feature give platform for the citizen to express their opinion, concern and appreciation regarding the implementation of the governance. In contrast, government can respond directly to the public. The feature gives some advantage especially in the time of crisis where the government is expected to give fast respond to handle the issue. In short, in the digital era, PR become the facilitator of the communication between government and institution, where the aspiration from the citizen is more appreciated. Thus, it is importance to raise the awareness of using social media in government agencies as one of their PR tactics, in order to support the democratization process.

Many of Indonesian government agencies now are managing social media account as tool to interact with the audience. The social media that usually used are Facebook, Twitter and Instagram. According to APJI (Association of Internet Service User in Indonesia), in 2018, there are 171, 17 million internet users in Indonesia, which means 64,8% of the population. The result of the APJI also shows most of internet user in Indonesia used internet to access social media (19,1%). Thus, internet, specifically social media, is the effective platform to communicate to the citizen. According to survey conducted by CupoNation, there are 120 million Facebook users in Indonesia, while based on the number, Indonesia is on rank 4th, after India, United States. Meanwhile, for Instagram, Indonesia has 56 million users.

Ministry of Foreign Affairs of Republic Indonesia (MOFA RI) is one of the most vital government agencies. MOFA RI is one of the three ministries---Ministry of Defense and Ministry of Internal Affairs that under category of the ministries that cannot be dissolved under any circumstance according to the constitution of Republic Indonesia. MOFA RI has duty to managed the country's foreign affairs. However, MoFA RI also has duty to manage its relations with the domestic citizen of Indonesia.

One of the programs at MoFA RI's Rencana Pembangunan Jangka Panjang dan Menengah Nasional 2015-2019 (The National Long and Medium-Term Development Plan 2015-2019) is *Program*

Optimalisasi Informasi dan Diplomasi Publik (the Optimization of Information and Public Diplomacy Public Program). The target of the program is to strengthen of Indonesia's positive image through the enhancement of Indonesia's role in the international level. The indicators of the achievement are: 1.) The increase of the percentage of the positive news on mass media and publication from the public institutions' PR division about Indonesia's foreign policies; 2.) the increase of percentage of support from both domestic/international stakeholders and friendly countries to the assets of Indonesia's public diplomacy; 3.) the percentage of positive respond toward technical aids through multilateral and triangular cooperation, 4.) the percentage of the positive respond toward the security of foreign representative and international events.

Ministry of Foreign Affairs of Republic Indonesia has Facebook, Instagram and Twitter account. MoFA RI's Facebook account has been liked by 70.109 people and has been followed by 72.274 people. MoFa also has Twitter account, with username @kemlu_ri, that has 29.700.00 Tweets, with 289 following and 159.000 followers. MoFA has managed its Instagram account (@kemlu_ri) since 2016. It has 712 posts, 210.00 followers and 104 following.

Based on our observation, the post on Instagram has the most engagement and respond from the audience. For example, on October 13th 2019, the two accounts posted an event about Duta Muda ASEAN (ASEAN Young Ambassador). On Twitter, the post got 54 retweets, 1 reply, and 75 likes. On the other hand, post with similar content on Instagram, has 2836 likes and 25 comments. However, Instagram and Twitter are not comparable because those platforms have different function and feature. But, from the number of likes, comment, retweets and replies, we can conclude that Instagram has more engagement than Twitter.

This research aimed to understand how MoFA RI used their Instagram account as the tool to communicate to their public. Using qualitative content analysis, the result of this research can be used as the evaluation of how to optimize the use of social media, especially Instagram as the tool to communicate government's policy and accomplishment.

Research Method

This study focuses on the content of Ministry of Foreign Affairs' Instagram account on period January-September 2019. According to Rose (Francisco, 2013), there are four steps of doing content analysis. First, finding your image. In this research, the author examined 191 posts on @kemlu_ri's Instagram account from January-September 2019. Second, the authors categorized the coding that will be used to examine the image. In this research, the authors examined all of the post and identified the key theme and pattern. Based on the frequency, the authors categorized the posts into three groups: 1.) accomplishment and policy; 2.) events and 3.) greetings. Third, coding the data. The author coded the data by capturing the image, caption, and hashtag of the posts. Then the author give label to the pictures based on the categories. Fourth, analyzing the data. After the data are divided into group categories, then the authors analyzed the data by correlated it with the most recent phenomenon. According to Rose, content analysis usually related with wider cultural context. Thus, the data analysis method does not merely counting the frequency, but also involving qualitative interpretation as well. In this research, I analyzed the data using theoretical framework, correlated with the most recent policies and the most recent updates. The theory that the author used is the four model of public relations by Grunig.

According to Sloan, Quan-Haase, Kitchin, & Beninger (2017, p. 576) Instagram has different feature with another social media platform, thus using another social media platform as methodology reference will not grasp all of Instagram's unique feature. (Sloan et al., 2017) compare Instagram with the other social medias, Twitter and Flickr, as the two social media has features that combined on Instagram—text and visual content. Instagram combined the visual and textual practice that Twitter and Flickr have. While the main feature of Twitter is the 160-characters column where the user can post their thoughts, Instagram only use text (as caption, comment and hashtag) to add the context of the picture.

Instagram main feature is the pictures that have been posted by the users, unlike Twitter where the pictures are the complimentary of the text. In contrast with Twitter, Flickr is an image-based social media platform. While Instagram uses image as the tool to connect among users, Flickr's primary function is for photography purpose, instead of networking purpose (Sloan et al., 2017).

Aside of studying the feature, social media research also involves studies about engagement from the audience. On Instagram, the engagement from the audience shown from the number of comments and likes. If it is about a movement or some certain issues, the engagement can also be seen from how many users use the same has tags on their posts. In this research, we examine the respond from the audience as well as the interaction between the organization and the audience. We will count the number of likes and comments on every post. We will also examine whether there is two-way interaction between the account administrator and the followers, such as in the form of whether there is respond from the admin to the followers' comments. If there is two-way interaction, we will also examine the form of the interaction—whether it is helpful, straightforward, etc.

Theoretical Framework

The Four Model of Public Relations Theory

I analyzed the finding of this research using the four models of public relations by Grunig and Hunt (Grunig, Grunig, Sriramesh, Huang, & Lyra, 1995). Grunig and Hunt did research in 1984 to 157 PR practitioners on the United States. Their research identified the four model of communication that has been used by PR practitioners in the United States, based on their interactivity to the public. Their finding shows that there are four model of public relations: press agency/publicist, public information, two-way asymmetric and two-way symmetric communication

According to Grunig (et al., 1995), press agency and public information are one-way communication. Two-way asymmetric communication and two-way symmetric communication are two-way communication. One-way communication model is the model where the organization is the active part, while public is the passive parties. When the organization doing communication to the public, it goes one way and there is no feedback from the public. Meanwhile, the difference between two-way symmetric and two-way asymmetric communication is in two-way asymmetric communication the organization put some efforts to influence public's opinion about the organization. In two-way symmetric communication, organization emphasized on dialogue that create mutual understanding between organization and public.

Most of the organization apply all models in different degrees. Ideally, a government organization should apply two symmetrical model of public relations in their organization (Grunig et al., 1995) Two-way symmetrical model of communication provide opportunity for the organization and its public to have dialogue. As the organization that serves public interest, government agencies should have listen to feedback from the public. By responding to public, the government agencies can improve their performance.

In two-way symmetrical model, the relationship is equal between organization and its stakeholders to create mutual understanding between them (Edwards, 2014, p. 125). Two-way symmetrical communication also the most suitable with Excellence theories. Excellence theories are a theory delivered by Grunig & Grunig (2000, pp. 4–6) It says that organization reach its goal effectively if it can manage long-term relationship with its stakeholders. Building a good long-term relationship will create mutual understanding among them that will be resulted in organization's goal achievement.

The use of social media in public relations activities

The use of social media started after the new media emerged. The letter “e” in the PR is the same with the letter “e” on the e-mail. Online public relations support the implementation two-symmetrical way of communication. It is because the interactive feature of new media. Online public relations created platform where the organization and public can build dialog, where there is reciprocity and mutual understanding.

Social media has been used widely on the PR activities. Since 2007, PR practitioners have been adapting with the raise of social media as communication platform. Social media has been helped PR activities to reach wider audience and strengthening media relations activities. Eyrich, Padman, & Sweetser (2008) did research to 283 PR practitioners in a metropolitan city in the USA where the city has the large population of public relations practitioners, consists of PR firm to corporate PR, about the use of social media to support their job. The result showed that there are 5 typical social media platforms that they used, such as email, intranet, video conferencing, podcasting, blog, PDAs, video sharing, instant message, events, social networking, text message, photo sharing, and micro-blogging. In the development, at first, practitioner only adapt to more established platform (e-mail) and more slowly to microblogging and social network. When the research took part in 2008, Instagram has not been emerged. Social media increases public’s engagement and give positive impact to audience (Allagui & Breslow, 2016). Social media also provides opportunity to public and organization to have two-way interaction, where it will be resulted in good long-term relationship between both parties (Allagui & Breslow, 2016). The key of success for PR social media campaign is on the its content and engagement with the audience. Campaign should engage with the audience, without directly promote the product. On social media campaign, PR practitioners often used story to connect with the audience. On their article, Allagui and Breslow (2016) used four campaign—Oreo, the Scarecrow by Chipotle, Dumb ways to die by Melbourne Metro System, and No Right, No Women in Lebanese—as case studies. Those four campaigns have one similarity that they use digital story telling as a means to connect to audience.

Using social media in PR activities also change the default concept of PR strategies. In conventional PR strategies, PR will hold the event that will attract media broadcasts to their company. However, in social media campaign, we do not need such tactics to get the attention from the audience. By posting compelling content on the social media, we already get attention from the public through views, likes, retweets, and comments. Hence, we do not need conventional media to cover our company.

However, because the two-way dialogue on the online platform can be seen by public, it creates downside for the use of social media in PR campaign. On the digital platform, audience can express their opinions—including complaints—about such organization.

PR activities in government institution

Grunig and Jaatinen (Grunig, Jaatinen, Grunig, & Jaatinen, 1998) argued that there is no separates public relations principle between government institution and another institutions. But, some adjustment in applying the principle are needed due to some different conditions in government institutions. The research conducted by Grunig in 1992 show that the public relations implemented in government institutions are public communication models. However, with the emergence of social media and the growth of democracies in some countries as well as the awareness of the importance of government transparency there might be some changes regarding the implementation of communication model.

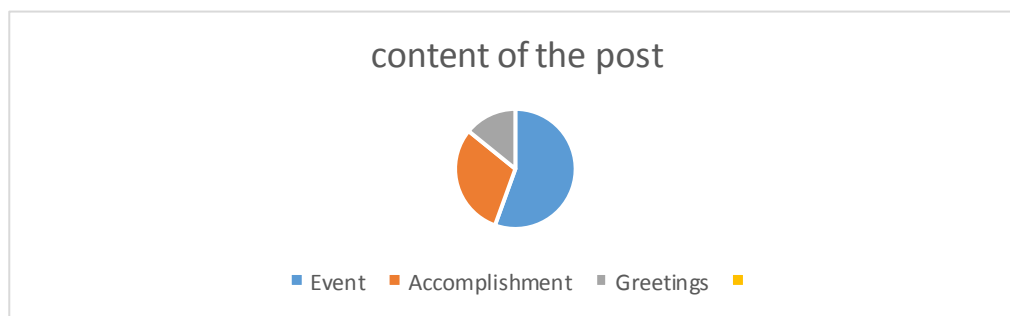
In Indonesia, President Joko Widodo through President Instruction No. 9 Year 2015 regulates the management of public communications by government agencies. In that rules, all of government agencies are obligated to deliver all of information regarding government policy to the public. In addition, all of the information have to deliver quickly, objectively and readable to the public. Bases on the law, we could conclude that the interpretation of the role of public relations model in government institution is public information model. Nevertheless, with the emergence of social media, there is a chance that the practice is

more interactive. Idris (2018) conducted a research in two-government institutions that managed the health issues in Indonesia—Ministry of Health and BPJS showed that the government of Indonesia use social media as tool to disseminate useful information to the public, rather than to create dialogue between the institutions and public. However, the implementation of public relations are different, depending the type of organization and the background of the countries (Grunig et al., 1998). In this context, another government institutions that managed different field of work. Thus, it is interesting to examine the implementation of government PR in other government agencies.

Result and Discussion

The content of the post

Based on my observation, there are 191 posts, from Januari-September 2019. There are 106 posts about events, 27 post contained greetings, and 58 post about accomplishment and policy. The post that categorized as event has the highest number. It showed that Kemlu shows social media as tool to publicize their most recent development, rather than tool to socialize and build reputation to public.



Graphic 1: The categories of the Instagram posts

The categorization is based on the content of the post. “Event” is the category for the post that contains publication of activities that happening in Ministry of Foreign Affair. Those activities are conducted based on the policy that has been composed. Some of the events are aligned with MOFA RI’s policy.

I gathered some events conducted by MOFA RI that get a lot pf highlighted than the other events:

No	Event	Description	Number of posts	Period of times
1.	Digital Diplomacy	A platform for the governments and stakeholders to share opportunities and challenges in digital diplomacy, consists of talk show and digital exhibition	9 posts	4 th -10 th September 2019
2.	Diplofest Semarang	A festival to introduce diplomatic field to public	8 posts	August 2019
3.	Indonesia Channel	Exhibition by awardee of BSI	2 posts	15 th , 16 th August 2019
4.	BSI	Awardee introduction—a scholarship for foreign students to learn Indonesian culture.	1 posts	July 2019

5.	Pemilu di Luar Negeri	National's legislative and presidential election	4 posts	April 2019
6.	Diplofest Makassar	A festival to introduce diplomatic field to public	11 post	15 th -23 rd February 2019
7.	Diplofest Padang	A festival to introduce diplomatic field to public	7 posts	January – February 2019

One theme about policy often takes more than one post. To explain about the policy, the concept, the benefit to the citizen and what MoFA RI has done in order to running the policy. There are some posts about Kemlu's Achievement that has been posted for multiple times. For example, Indonesia's appointment to be member of UN Security Corps.

No	Accomplishment/Policies	Number of post	Period of times
1.	UN's Security Council	15 posts	March-September 2019
2.	Indonesia's Perspective on Palestine's Conflict	6 posts	March – May 2019
3.	Peace corps	6 posts	March – May 2019

The last category is "Greeting". As government agencies' social media, it is a mandatory to take part in national public holiday celebration. Posts about event usually only consist of one post. But, there are some days that associated with MOFA RI's program such as Woman Day. On the post about Woman's Day celebration, MOFA RI asked singer Cantika and Abigail--the member of GAC vocal group--to give testimony about the role of woman in modern era. It has something to do with the role of Retno Marsudi as the first woman Minister of Foreign Affairs in Indonesia. In addition, in the past, the employees at the MOFA RI is dominated by man. It is different with nowadays where there is a balance comparison between man and woman in proposition of the employees.

No.	Occasion	Description	Number of post	Period of times
1.	Woman Day	Testimonial form GAC and Endah n Rhesa	2 post	March 2019
2.	International UN Day Peacekeeper	The role of women in peacekeeper corps	4 post	May 2019

The two symmetrical way of communication

Based on the four public relations model by Grunig (1995), we could see that the model that implemented in Instagram account @kemlu_ri is public information model. Public information model are the model where institution only publish information that beneficial to them. Meanwhile, they kept the disadvantage information inside their institution. This strategy though does not align with the Excellence theory where organization should be transparent to their stakeholders. However, Excellence theories are concept that utopist because the fact that no organization will reveal their weakness to their public (Grunig et al., 1995). No matter how interactive their relationship with their public is.

Public information model are the model where the interaction between organization and the public are one-way asymmetrical, rather than two-way symmetrical (Grunig et al., 1995). One-way asymmetrical are the model where one of the parties has higher position than the other party (in this case, organization). Hence, the interaction between one party and other party is more like one party doing the talking, while it does not give any chance the other party to give feedback. The other party could have given chance to give feedback, but the feedback doesn't being responded.

On Instagram @kemlu_ri, the respond from the citizen are high. However, there are rarely the comment from the citizen that got reply from the administrators. For government agencies' social media account, replying comment from the citizen are essential. Moreover, comment that expressing concern about the latest policy, or asking information that cannot be found in the public space. Thus, from the perspective of its engagement with the audience, its interactivity needs to be improve.

Transparency of Information

The implementation of Law of Information Transparency No. 14 Year 2008 is an effort to build a more transparent governance through publishing information regarding the institutions to public. According to Public Transparency Information Law, the information that provided in the social media are categorized as information that published regularly as well as information that available and accessible to public. Information that published regularly are fall into routine event (Zappala & Carden, 2004). Routine events are the event that happen frequently around specific amount of times. In addition, information that is published regularly is information about long-term policy, e.g the involvement Indonesia as part of the UN's Security Council.

In MoFA RI's Instagram, we could see that the admin wanted to tell the public about MoFA's RI leadership in UN's Security Council. It shows Indonesia's commitment to take part in establishing world peace. Besides, it is an accomplishment that needs to be highlighted.



Figure 1: Information about Indonesia;s involvement in UN's Seccurity Council

Besides Indonesia's leadership on UN's Security Council, another theme that published in the category "Policy/Accomplishment" is Indonesia's commitment in UN Peace Mission.



Figure 2: Indonesia's involvement in Peace Corps

From the explanation above, it is sufficient to say that MoFA RI has implemented the Public Transparency Law of Information where they provide the information of their accomplishments, policies and programs. The theme of the publications made according to the Program Optimalisasi Informasi dan Publik Diplomasi (the Optimization of Information and Public Diplomacy Public Program) in MOFA RI's The National Long and Medium-Term Development Plan 2015-2019). The program is implemented through Indonesia's involvement in Peace Corps and UN's Security Council.

Conclusion

Instagram account @kemlu_ri used the platform to disseminate information about event. However, the number of post with accomplishment and policy needs to be increased as the implementation of Public Information Transparency Law. The implementation of two-way symmetrical communication is also about the engagement and interactivity on social media. On @kemlu_ri's Instagram account, there is no two-way interaction between organization and audience. Thus, @kemlu_ri's Instagram account hasn't been optimally used as platform to communicate to the citizen.

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