

# Issues Identification Process PT. Pelabuhan Tanjung Priok in a Dwelling Time Case

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**Abstract---** *The Dwelling Time case concerning the PT Tanjung Priok Port is a case that made the company affected by the crisis. According to Kriyantono, the so-called crisis is when an issue has been published by the media and will affect the sustainability of the company. A crisis needs to be addressed so that understanding the crisis requires identifying the issue. In identifying an issue, several stages are carried out, namely identifying the issue in the category that is in the issue life cycle and evaluating the issue by predicting the impact that will occur on the company. In this study descriptive method was used by utilizing qualitative data obtained from the Corporate Secretary of PT. Tanjung Priok Port and its staff, as well as the team, appointed to conduct media monitoring activities in this dwelling time case. The results obtained in the issue identification process, PT. Tanjung Priok Port only relies on mass media monitoring so that there is not enough data to try to be associated with the severity of the crisis caused by the case. This port only carried out because there are cases that stick out in the mass media. The evaluation is not enough to be able to predict the impact that will occur, because the analysis is only carried out by a small team, even some intern students who are on duty participate in this analysis process, which structurally cannot be considered as an analyst and policymakers. The conclusion obtained by the process of identifying the issue of dwelling time at PT. Tanjung Priok was not done well so that the company was unable to see to what extent this issue could bring the company into a crisis and the effect was that the company could not make the issue mitigation program a further strategy to overcome the dwelling time crisis.*

**Keywords---** *Issue Identification, Dwelling Time, Case, Crisis, PT. Tanjung Priok Port.*

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## I. INTRODUCTION

Tanjung Priok Port is located in North Jakarta and the busiest port in Indonesia. Since operating for 55 years, Tanjung Priok Port has always tried to make significant positive improvements. Modernization and improvement of facilities and services that are constantly being improved from time to time make PT. Tanjung Priok Port has successfully built and tidied ports so that the port has a positive new image as a better port (Priok, 2015).

The density of the outflow of goods that occurred at the Port of Tanjung Priok caused a problem at the Tanjung Priok Port to appear, which was related to the time of loading and unloading (dwelling time) which began to emerge to the public in mid-2015. The case of dwelling time that sprung up to the public surface was accompanied by negative coverage in many mass media which was not in accordance with the facts that occurred. The negative coverage stated that the dwelling time that occurred at Tanjung Priok Port was a mistake and responsibility of PT. Tanjung Priok port. Though the facts obtained that PT. Tanjung Priok Port is only an operator or service provider for port customers and there are eight institutions / agencies that should be fully responsible for cases of dwelling time.

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The news began when the mass media reported President Jokowi's anger over the slow dwelling time during a working visit to Tanjung Priok Port in North Jakarta [1].

The cause of not achieving the dwelling time target has been investigated by Ruwanton and Susatyo that port management has not achieved the target standard expected by the government, even though the port's role is very much as one of the trade chains to connect between islands and between countries. The port is one of the most important sources of foreign exchange in the country, especially in the port of PELINDO II Tanjung Priok, Jakarta, which is the main mode of export and import. Dwelling time conducted by PT. The Tanjung Priok Port still reaches 6 days even though the government's target is 4.7 days, causing congestion in the logistics flow. The definition of dwelling time is the time calculated from one container transported by a ship arriving at the port and then dismantled and lifted from the ship until the container leaves the port terminal through the main door. Based on data from the National Dwelling Time Information System, for the past two years, the port loading and unloading service in Indonesia are in a "warning" position or alarming, as evidenced by dwelling time reaching six days compared to other countries [2].

Negative coverage related to dwelling time which became a hot news in the mass media for 2.5 months made a positive image of PT. Tanjung Priok Port which has been trying to be built has become tarnished. Because many of the public who have a negative perception of PT. Tanjung Priok port. These negative perceptions eventually lead to negative public opinion found by the company. The public considers that there are many mafia syndicates or allegations of corruption cases carried out by officers at the Tanjung Priok Port behind the case of dwelling time, such as what has been reported by many mass media.

But in its implementation, management issues carried out by PT. The Tanjung Priok Port does not end with an evaluation process to determine whether or not the objectives of the management issues have been achieved. In addition, there were still some negative opinions from the public after the issue of management efforts by PT. Tanjung Priok port. Meanwhile, the company's initial objective in managing issues was to restore the company's positive image due to the issue of dwelling time. This study tries to explain the issue identification process carried out by the Corporate Secretary of PT Tanjung Priok Port to understand the extent to which the crisis being faced by the company is subsequently as an initial stage in making communication strategies in the face of crises.

Crisis communication should be strategic; efforts should be designed to improve the situation for the stakeholders and the firm in crisis. But before arriving at the crisis communication strategy, a planner needs to identify issues that are developing in the audience to become a guide in making a strategy [3].

The main principles (or phases) of disaster and crisis management are commonly referred to as prevention / mitigation, preparedness, response, and recovery (Heath 1998; Sutton and Tierney 2006). Planning, training, and exercising are means for people to manage crises in all phases. A crisis is characterized by severe threat, a high degree of uncertainty and a sense of urgency (Renthal et al. 2001) [4]. An understanding of the crisis phase was tried to be applied in the case of the Dwelling Time being faced by PT. Tanjung Priok Port, and this research tries to reveal how this company identifies issues that are developing in the media because the publications obtained by this company are quite bad, considering the first time the Republic of Indonesia president issued.

Step in issue identification and analysis include scanning and monitoring. At the strategic decision-making stage, an appointed issue action team analyzes the issues and priorities in more detail [5]. In this identification and analysis phase, a company does require a special team consisting of not only public relations or corporate secretaries but also stakeholders who have closeness to the case of dwelling time, so that decisions can be made faster and more accurately. Scanning as the first step is intended to try to explore the organizational climate at PT. Tanjung Priok Port using informal and formal research. While monitoring is trying to observe the issues that emerge how it will be effects on the organization. Heat (1997) argued that monitoring should occur only after the issue meets three criteria: The issue (1) is listed in standard indexes, which suggests growing legitimacy as signaled by joournalists and other opinion leaders, (2) offers a quantifiable threat or opportunity in terms of the organization's market or operations, (3) is championed by a group or institution with actual or potential influence [5].

Issues are events that occur outside the company's control, which have an impact on the company's strategic goals, core-business and the existence of a company that may require a certain response from the company. Chase (1984: 38) defines the issue as "an unsettled matter which is ready for decision." Issues are unresolved issues and therefore need a quick decision to overcome them. Then Harrison (2008: 550) provides a definition that the issue is "various developments, usually in the public arena, which if it continues can significantly influence the long-term interests of the organization." [6].

Issues that are not properly managed have the potential to cause a crisis. The main task of public relations is to help management to manage issues so that they can prevent a crisis. Therefore, the organization should provide an important position for public relations by placing it as a member of the issue management team. This team is responsible for helping organizations identify, analyses, and manage social, cultural, political, economic and environmental issues that have the potential to influence organizational activities. Public relations can be trusted as an issue manager so that they have broader authority in the decision-making process. [6].

## **II. LITERATURE REVIEW**

### ***Issues Development***

Issue are commonly described as having a lifecycle comprising five stages- early, emerging, current, crisis, dormant. In simple terms, as the issue moves through the first four stages, it attract more attention and becomes less manageable from the organization's point of view. If the organization's issue management process detects an issue in the earliest stage, more response choice are available for decision-maker. As the issue matures, the number of engaged stakeholders, public and other influencer expand, positions on the issue become more entrenched and the strategic choices available to the organization shrink. If and when the issue becomes a crisis for the organization, the only available responses are reactive and are sometimes imposed by external parties, such as government agencies. Not all issues reach the crisis stage and many crises are not the result of an underlying issue [5].

### ***Issues Management***

According to Chase, the main principle of issue management is to require a fundamental change in management's thinking and need a new approach in management structure, which is to adopt a way of thinking

outside-in thinking. Issue management is carried out to be able to take the capacity to understand, mobilize, coordinate, and direct all strategies and functions of policy planning, and all the capabilities of public relations and public affairs, through achieving a goal that is a means of positive public policy on organizational goals and public interests. Issue management can be done as a decision in making effective action strategies to answer the problems or issues that are happening[6].

All literature that addresses issues and crises, such as Harrison (2008); Gaunt & Ollenburger (1995); Jaques (2010); Regester & Larkin (2008); and Seitel (2001) suggest more proactive organizations to monitor and then identify issues. In general, issue management has great benefits for the existence of the organization, namely selecting issues, determining strategies to respond to issues before the issue develops into a crisis that has a major impact on the organization, and seeks opportunities to reposition the organization.

### ***Issue Management Process Model***

In issue management practice, the first issue management issue model was made by Chase & Jones in 1977. There are five stages of management activities that are universal issues in this model, in the sense that this model has become an international standard. The five stages of the management process issues raised are: Identifying Issues, at this stage, public relations must recognize issues that are considered to have an impact and influence on the organization. The identification process at this stage can use several ways, namely opinion polls, holding FGDs with opinion leaders, monitoring media news, providing opinion boxes to accommodate internal public opinion, actively conducting "management by walking", monitoring and establish relationships through cyberspace (internet)[6].

The issue identification phase will help organizations to find and recognize actual issues that are developing in the community, especially those related to the company. Moreover, if done in a sustainable manner, it will also help the organization to look at potential issues in the future.

Conduct Evaluation and Analysis of Issues, this stage includes an effort to analyse the cause of the issue and the possible impact it has on the organization. The purpose of this stage is to find out the real issues, their causes, and where they come from. The analysis process carried out at this stage is reinforced by research that aims to identify opinions held by influential opinion leaders in the community related to the issues that occur. Harrison (2008: 559), at this stage several assessment factors can be made such as the validity of events / causes, emotional impulses, momentum issues, linkages with other issues, coalition strength from advocates/issue supporters, ability of supporters, mobilization capabilities and forming opinions the public, the interests of the media, the level of isolation from an issue, the extent of exposure to the organization, the negative or positive potential[6].

Formulate Programs to Respond to Issues, at this stage the organization plans actions / actions. Giving a response is interpreted as conveying the attitude taken by the organization to the issue. Corrective action is needed to eliminate the source of the problem. The activity program was applied to present the goals and opinions of the organization to the issue and to influence public perceptions of the issue. The program planning process carried out by public relations is usually like: defining roles and missions, determining the nature and scope of work to be carried out, determining the main outcome area, identifying and specifying indicators of effectiveness, determining measurable factors as the basis for targeting, selecting and determining goals, determine the results to be achieved,

prepare an action plan, establish controls, determine the organizational communication needed to achieve understanding and commitment in the previous step, and implementation[7].

Program Implementation. The organization implements all programs that have been formulated and compiled beforehand. Through this stage, namely giving real action that the organization has changed attitudes, namely in designing strategic programs that have been based on public needs reflected in the issues that develop. Included in the implementation of the program, namely communicating the implementation of the program to the public. Organizations must integrate all components of the organization to be able to implement programs with effective and targeted results. This effort is known as an integrated communication program, which is where public relations involves and is consistent with other departmental strategies[6]. One component of communication at this stage is the message strategy. Organizations have the role to frame messages to be effectively accepted by the target audience. Message repetition that is consistent in its simplest form, careful selection of time, place, and method, and the media that exposes various audiences is needed in framing messages. The message must be understandable, uncomplicated, and easily captured. The contents of the message delivered to the public must be arranged in such a way that the information answers the audience's questions[7].

Evaluating Programs, to assess whether efforts to respond to the issue are going well and in accordance with the objectives, research programs are needed. The method is the same as the research in the first stage above, because the public relations process is a continuous process. In this case the public relations process is a process that begins and ends with research (continuing circle process)[6].

Evaluation of the preparation stage of the program clearly includes related to a mixture of subjective and objective assessments of: (1) adequacy of background research, (2) organization and content of program material, and (3) packaging and presentation of program material. The next phase of the evaluation is to examine and analyse how effective the program is implemented and how messages and communication materials are disseminated to the target audience[7].

### **III. RESEARCH METHOD**

The method used in this research is descriptive method. Descriptive method is research that only describes a situation or event. This study does not seek or explain relationships, do not test hypotheses or make predictions. Another characteristic of descriptive methods is the emphasis on observation and natural atmosphere (naturalistic setting). The researcher acts as an observer. In the sense that he only makes a category of behavior, observes symptoms, and records them in his observation book. Researchers go into the field without being burdened or directed by theory. He did not intend to refer to the theory. He is free to observe and explore the object[8].

This method was deliberately chosen so that it could be more in-depth in analysing the identification of issues carried out by PT. Tanjung Priok port.

Data collection techniques used by using observation techniques as well as interviews with several resource persons related to handling this case, namely a corporate secretary and several staff members appointed by PT. Tanjung Priok Port in handling this case.

#### **IV. RESULT AND DISCUSSION**

##### ***Identification Phase of Issues in Issue Management Conducted by Corporate Secretary of PT. Tanjung Priok Port in Dwelling Time Case Issues***

At this stage PT. Tanjung Priok Port recognizes and looks for actual issues that are developing in the community through mass media because PT. The Port of Tanjung Priok means mass media as a benchmark for an issue can be greater if the media has given more attention to an issue and blow up it on a large scale. Publications on a large scale were found with coverage through national media and placed on the front page for 2 weeks, although not in succession. This shows how media attention on the issue is considered very interesting and is considered to be able to attract the attention of the reader because it is believed there are conflicts in it. The media that publishes this news is not only printed media but also electronic media.

At the stage of identifying the issue, it could be seen that PT. Tanjung Priok Port by just observing the news without doing more specific things such as trying to analyse framing or analysing media content (content analysis) considering the case has become a crisis so that more in-depth observations are needed regarding the media's position in this case. The introduction of media position in the case will make it easier for PT. Tanjung Priok Port in trying to handle the case, especially in the case of facing media that has published or who will publish the continuation of this case, because not a few media tried to wait for the continuation of the case to be published in the media.

The content of the media is able to become an interesting discourse (audience acceptance) when it is associated with how the audience is able to construct meaning according to the text and context. One standard for measuring media audiences is using reception analysis, where this analysis tries to give meaning to media texts (print, electronic, internet) by understanding how media text characters are read by audiences [9]. Producing a report on the results of appropriate media monitoring is very important for a public relations as well as researchers in the media field.

PT. Tanjung Priok Port also tries to do media monitoring carried out by one of the Corporate Secretary staff of PT. Tanjung Priok Port to find out in more detail about any media that raise the case of dwelling time, the amount of media, and the tone of the news, both in print and online. To simplify the media monitoring process, the company uses consultant services. Although a consultant is needed but PT. Tanjung Priok Port has assigned several Corporate Secretary staff to supervise and provide the data required by the consultant's services.

But even though there were a number of staffs assigned to work with consultants, PT. Tanjung Priok Port does not have dedicated staff to conduct media monitoring in a focused and continuous manner, only when the case of dwelling time issues develops in the mass media, the company assigns several apprentice students to conduct media monitoring. Related to monitoring issues carried out through social media, there were some negative comments from netizens that added to the issue, but the company did not focus too much on this social media because it was seen as a result of news in the mass media.

Media monitoring and social media monitoring activities also show that PT. Tanjung Priok Port does not seriously pay attention to issues related to its company, companies as large as PT. Tanjung Priok should have a unit

assigned specifically to study issues related to the company not only in cases that have become a crisis. In the case of dwelling time which has developed into a crisis, the company should not only monitor conventional mass media, because the power of social media cannot be denied its strength in changing knowledge and public opinion. Assuming that one media does not play a role in shaping a case becomes an issue and the issue turns into a crisis is not the right action. Public relations practitioners must be able to start monitoring by trying to find out what elements are in the story or event and whether to cause positive or negative media reflections in framing a news story [10].

Based on the above explanation, it can be simplified in the form of a model stage of identifying the following issues:

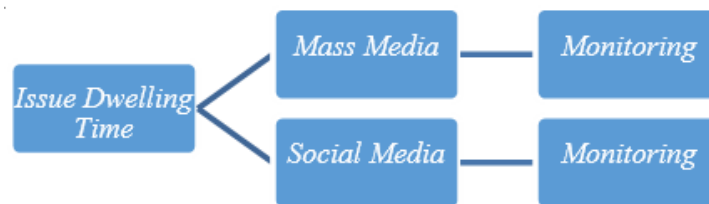


Figure 1: Identification Phase Issue  
In Dwelling Time case Issue

In this stage, the company does not succeed in determining whether the issues related to dwelling time are in phase: early, emerging, current, crisis, or dormant, so that it will make it difficult for the company to make communication strategies to overcome the crisis.

#### ***The Evaluation and Analysis Phase of Issues in Issue Management conducted by the Corporate Secretary of PT. Tanjung Priok Port in Dwelling Time Case Issues***

The results of identifying the issue PT. Tanjung Priok Port evaluates the cause of the issue of dwelling time developing and sticking to the surface which is known to be the result of news publications in the mass media. Analysing why the media pay great attention to the issue of dwelling time cases which is then known because of the interests behind the issue such as political, personal and group interests so that the issue of dwelling time has considerable news value for the media. These results were obtained from interviews with sources who said: "*As the only company engaged in port services, this company is inseparable from the political interests of the government, and its political opponents. Actually, this case has happened for quite a long time, just because Mr. Jokowi conveyed to the media, this case became a horrendous news*".

However, PT. Tanjung Priok Port does not specifically analyses the sources and causes of issues. This is because PT. The Port of Tanjung Priok already knew about these matters before the issue developed in such a way that it became public attention.

From these findings it can be seen that PT. The Port of Tanjung Priok omits when the issue has not turned into a crisis. In the concept of public relations, a public relations officer should treat when the issue is felt to be developing. A public relations person must have a sense in feeling an issue that can develop into a crisis, so that before a crisis occurs he can overcome it and even be able to resist not developing into a crisis.

Timothy Coombs defined crisis as “the perception of an unpredictable event that threatens important expectancies of stakeholders and can seriously impact an organization’s performance and generate negative outcomes”. Crisis communication can be defined broadly as the collection, processing, and dissemination of information required to address a crisis situation. In pre-crisis, crisis communication revolves around collecting information about crisis risks, making decisions about how to manage potential crises, and training people who will be involved in the crisis management process. The training includes crisis team members, crisis spokespersons, and any individuals who will help with the response. Crisis communication includes the collection and processing of information for crisis team decision making along with the creation and dissemination of crisis messages to people outside of the team (the traditional definition of crisis communication). Post-crisis involves dissecting the crisis management effort, communicating necessary changes to individuals, and providing follow-up crisis messages as needed [11].

From the findings it can be seen that PT. The Port of Tanjung Priok neglects the issues that occur in the company. Even if you don't want to make the issue a crisis, companies should treat it with communication strategies that can be chosen to avoid a crisis that develops from an issue. As Coombs said that a crisis can create three related threats: public safety, financial loss, and reputation loss [12].

Based on the above explanation, it can be simplified in the form of a model for evaluation and analysis of issues as follows:

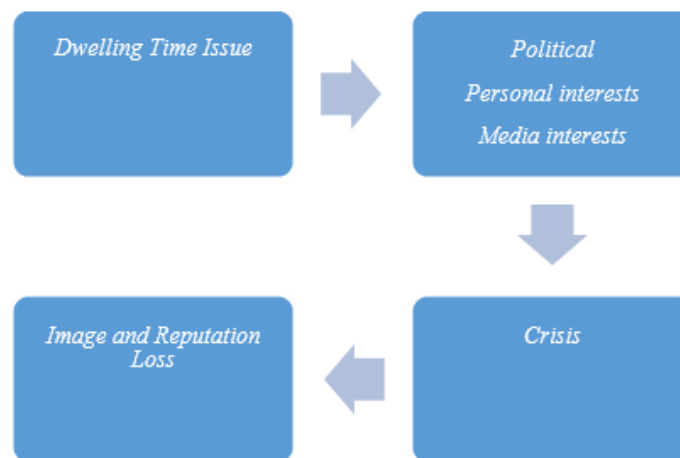


Figure 2: The Evaluation and Analysis Issue  
In Dwelling Time case issue

## V. CONCLUSION

Things done by the Corporate Secretary of PT. Tanjung Priok Port is in the issue identification phase, which is to recognize and look for actual issues related to the company only through media monitoring. The company uses mass media as a benchmark in identifying issues, including the issue of dwelling time. Based on the media monitoring carried out, it was found that there were many negative reports related to the case of dwelling time. Social media is not the focus of the company, although some negative comments from Facebook users have been found related to



the issue of dwelling time. In identifying issues, PT. Tanjung Priok Port does not carry out other activities besides media monitoring, whereas there are several things that must be done in analysing an issue other than media monitoring, namely FGD, conducting a survey to measure public opinion at PT. Tanjung Priok Port, or analysing from experts related to developing cases. If some of the activities have been carried out then it will be concluded how the position of the developing issue is. By conducting research to identify issues, at least the company will more accurately consider what program activities can be planned in designing a communication crisis strategy.

Corporate Secretary PT. The Tanjung Priok Port in the evaluation and analysis phase analyses the impact arising from the issue of dwelling time with the company through the opportunity the company has to communicate with the public. Found to have an influence on the decline in the positive image of the company because of the perception and bad public opinion of the company. However, the company does not carry out special and systematic evaluations and analyses of the sources and causes of the dwelling time issue because it is an old issue and the company knows it before the media blow up the issue. As stated by Kriyantono at this stage the company must analyse the opinion of the opinion leaders by providing a measure of how far the opinion given is negative or positive. Not just observing how much news is delivered or negative comments given, but companies must make instruments to measure negative or positive indices of an opinion.

## **VI. LIMITATION**

The limitations of this study relate to data obtained only from resource persons in the corporate secretary division and staff, who do not have access to providing policies. If you look at this case, there are actually many parties involved in seeing the interests of stakeholders. It is better for further research to involve the media to find out media framing in raising this case, and it is also important to measure how the public client's opinion in seeing this case is to better ensure the company's reputation in their eyes.

## **VII. SUGGESTION**

It is better for companies to be more active in capturing public opinion at the issue identification stage. This can be done by providing an opinion box for the internal public and by visiting or chatting with external public groups to accommodate aspirations. Companies also should pay more attention to feedback on social media considering that social media allows companies to respond directly.

The issue evaluation and analysis phase is still research, the results of which will be used as guidelines in the next stage. It would be nice if the company can do special research that is deep, systematic and objective specifically designed to find out public opinion on the company as a result of the issue of dwelling time, such as holding FGDs with opinion leaders. So that the company can find out the problem in more detail and depth, and it is expected that the company will be able to formulate a program that is appropriate to the root of the problem.

The company should make an indicator of the success of the program at the program formulation stage as a guideline in measuring whether or not the objectives of management issues are achieved. So that the indicators of success that have been made can be used as guidelines in the process of program evaluation and issue management. The results of this study can be used as material for further research for academics. Particularly related to formative

research in the issue management process that can be used to measure the effectiveness of an issue management process.

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