

Public Health Communication Campaign ‘Gerimas’ by Ministry of Health in Maluku 2018:

An overview

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Abstract—Public communication campaign held by the Indonesian Government generally aims to achieve the main of integrating functions of several Government programs. The implementation of public communication is intended to send public information and to accommodate public opinion. This necessary for decentralization objective manifestation based on the principle of good public governance, such as Health communication campaign. It is one of the most preference Government endeavors for increasing awareness and improves healthy living to realize the highest standard of public health. Gerimas (Gerakan Masyarakat Hidup Sehat), whose held by Ministry of Health, was one of the major campaigns in recent years 2018 in Indonesia. Indonesia was facing a big challenge health problem related to non-infectious diseases such as stroke, heart disease, cancer, and diabetes. This paper aims to discuss the effectiveness of Health communication campaign in reducing unhealthy public behavior in Maluku after held one year. Moreover, this paper will analysis media campaign usage to support Gerimas programs using conceptual analysis.

Keywords—public health communication; gerimas; campaign

I. INTRODUCTION

Indonesia's large population with more than 250 million residents can cause problems faced by the government. In addition to the huge population, the Indonesian state also consists of islands with various cultures and languages which creates a great job for the government in communicating policies to the public in various sectors of life. In addition, public communication is carried out by the government to achieve goals and integrate functions within the government institution itself [1]. The implementation of public communication is intended to send public information and accommodate public opinion. This is essential to be realized in the era of democratization and decentralization in accordance with the principles of good governance [2].

The implementation and role in the delivery of public communication within the scope of government organizations is carried out by the public relations division. Lee and Stewart state that providing public services is main to do by setting up effective communication strategies to realize the government's mission [3]. Cutlip, et al. also explained two fundamental premises of public relations practices in government institutions [4]. First, democratic governments must convey to the public. Second, the government needs active support from the public. In conducting a public communication campaign the public relations function as a problem solving facilitator is

related to public relations tasks to help government organizations to be able to solve problems rationally.

Public communication campaigns that are carried out must be able to foster an interactive understanding between the sender (government) and the receiver (the public) then to the sender again (sender-receiver-sender) [5]. It explains that public communication campaigns are interactive and democratic. According to Atkin and Rice a public communication campaign is an introduction that aims to provide information or influence behavior in large numbers within a specified period of time using organized without commercial nature [6]. In conducting a public communication campaign, Liliwiri mention that it can be implemented by creating dialogue, lobbying, and persuading people to change certain behaviors that carry risks for many people [7]. Its different from marketing campaigns or social marketing carried out by corporations for profits, the government's public campaign aims to prevent or overcome behavior that has a massive impact.

One form of public communication campaign that is the government's top priority is a health communication campaign. It is stated in Article 4 of Law No. 36 of 2009 which says "everyone has the right to health" [8]. Thus, health is a basic right that cannot be contested under any circumstances. The health communication campaign is essentially a government effort aimed at raising awareness, willingness and ability to live healthy lives for everyone in order to realize the highest degree of public health. Alcalay, et al. also stated that health campaign programs developed rapidly in various countries because they were considered effective in preventing and improving health in a comprehensive manner [9]. Campbell, also stated that health campaigns have become one of the activities most often used to educate and persuade people to adopt and support health and to persuade the public to improve behavior in preventing disease [10].

Through the background described above, this paper will discuss the role of government public relations in carrying out public communication campaigns in the health sector which are still the top priority of the national and regional governments. Health programs are essentially efforts made by the government to increase awareness, willingness and ability to live healthy for each community as an investment in the creation of productive human resources [11]. However, at present, Indonesia is experiencing a change in disease patterns which are often called epidemiological transitions which are characterized by increased mortality and morbidity due to non-

infected diseases such as stroke, heart disease, diabetes and others. This impact also causes the financing of health services that must be borne by the community and the government increases, decreases the productivity of the community, and decreases the competitiveness of the state which ultimately affects the socio-economic conditions of the community itself. For this reason, the Ministry of Health has launched a campaign for healthy living communities in several regions in Indonesia, including East Nusa Tenggara, precisely in Ambon [12]. Ambon is one of the regions in Eastern Indonesia that is quite far from the reach of the government. The question is, how far is the effectiveness of the Gernas campaign in Ambon? What media are used in carrying out the 'Gernas' communication campaign

II. METHODOLOGY

This section investigates how Public Health Campaign Gernas (*Gerakan Masyarakat Hidup Sehat*) held by Ministry of Health affects in changing public health behavior in Maluku. The research further conducts a study on understanding how the Government strategy in implementing Public health Communication campaign using literature review. The primary data collection used in this article are from internet base research, such website, youtube, news article, and press release about Gernas health campaign.

The main subject of the study was to evaluate how effective strategy health campaign reach outlying place in Maluku, which have differential socio-demography using The implementation Health Communication Campaign using conceptual by Crawford and Okigbo [13]. The effective strategy public communication health consists of: (1) Situation analysis (2) Objectives (3) Target audience (4) Strategy planned (5) Tactics (6) Media of choice. In other than that, To realize the success of a communications campaign run by government public relations, Crawford and Okigbo explain that there are 9 elements that must be done there are [13] (1) Situation analysis (2) set goals (3) determine the target (4) strategy design (5) formulated tactics (6) media of choices. The conceptual analysis will based on health campaign held in 2018.

III. RESULTS AND DISCUSSION

A. *Public Communication Campaign Strategy*

In contrast to non-profit organizations when conducting campaigns, the goal to be achieved is to increase product sales (profit oriented), the success of government communication is to deal with social problems through changes in attitudes and related public behavior. Hubley also states that the success of government communication campaigns is determined when communicators are able to reach audiences, attract audience attention, messages can be understood, offer changes and change behavior for improvement [14]. To realize the success of a communications campaign run by government public relations, Crawford and Okigbo explain that there are 9 elements that must be done [13]:

First, Situation analysis. This stage aims to evaluate problems that have been or are occurring and identify possible

opportunities. Both determine Goal / objectives. After conducting a situation analysis, it will set specific goals which are the output of the public campaign, such as the example of the percentage of child smokers below decreasing. Third, determine the target audience even though the campaign was intended for the public but still needed a sample from the population so that the campaign carried out was right on target. The fourth design strategy. A strategy designed will determine the success or failure of communication. Strategies describe the scheme and feelings to produce important messages and offer actions to be taken. Fifth formulate tactics, when the strategy refers to the overall scheme, tactics are a small part that is specifically like a specific activity in conducting a campaign.

The sixth stage, as well as the most important stage for the Media of choice, the right media selection can reach the right audience. The strategy through selecting the right media will maximize the campaign and at a minimum cost. According to Parkinson, et al. the media used in conducting communication campaigns consist of [15]: Advertising communication, namely buying space / place and time in newspapers, magazines, radio, television, and the internet to deliver communication campaigns to the target audience. Public relations practitioners use advertising when they want to control the messages sent, including when and where messages are delivered. Mediated publicity is communication using existing media, such as examples of seminars or talk shows. Direct publicity is direct interpersonal communication utilizing opinion leaders. The next step is to arrange a Calendar / timeline, making a time line is useful for determining when activities are carried out. Then the Budget, financial calculations including the use of consultant services and all activity activities. And the last stage in the strategy of public communication campaigns is Evaluation covering all aspects above. Performance levels must be directly related to campaign objectives, differences must be made between output and results.

In addition to the strategies to achieve the success mentioned above, Crawford and Okigbo often make mistakes in implementing communication campaigns because this campaign message is contrary to adoption and embedded behavior so there is rejection from the audience [13]. For this reason, it is important to implement appropriate strategies, through research to determine the condition and potential of the community, especially in areas far from the center of government. Campaign implementation in remote areas certainly makes government work even bigger, because in terms of education and the quality of human resources will be different from those in urban areas. Usually, also people in remote areas have implemented embedded behavior that has become their habit and it is difficult to change it

B. *Implementation of the 'Gernas' Health Communication Campaign in Ambon*

In accordance with Article 4 of Law No. 36 of 2009 which says "everyone has the right to health", health is equity that cannot be contested under any circumstances. According to Lowenson health equity is not only about health system access but also about information evenly about health [14]. For this reason, the Ministry of Health has an obligation to provide information equally and fairly, one of which is to use a health

communication campaign. Health communication campaigns are essentially government efforts aimed at raising awareness, willingness and changing people's habits to realize public health (p. 74). In addition, according to Campbell, health campaigns have become one of the activities most often used to educate and persuade people to adopt and support health and to persuade the public to improve behavior in preventing disease [10].

Recently, the Ministry of Health conducted a health campaign called "Healthy living community movement" (Germas). This campaign is carried out because currently, Indonesia is facing a big challenge, namely health problems related to the increase of non-communicable diseases (PTM) such as stroke, heart disease, cancer and diabetes. The increase in PTM is nothing but not due to lifestyle and lack of public awareness about health. In 2015, non-communicable diseases ranked highest. So, the budget is absorbed a lot to finance health and has the potential to be a tremendous burden on state finance [11]. In addition to heavy burden on state costs, PTM will also have an impact on decreasing productivity and quality of human resources.

Therefore, at the end of 2016 the Indonesian Ministry of Health specifically reminded the public to maintain health through a communication campaign. The community movement for healthy living to realize a healthy Indonesia. As stated in Depkes.go.id, Germas has several objectives, namely reducing the burden of infectious diseases and non-communicable diseases, avoiding a decrease in productivity, and reducing the burden of financing health services. Germas was conducted in various regions in Indonesia, which was coordinated by the Health Office of each region, one of them in Ambon, Maluku. According to data obtained from the Maluku Health Office website, Ambonese people, especially in rural areas, are quite difficult to get clean water. In addition, access to healthy food such as vegetables and fruit is also limited. As a result, people in Ambon have behavioral criteria that are far below the standard criteria for healthy living.

Even though disease prevention is highly dependent on individual behavior supported by quality of the environment, availability of facilities and infrastructure and regulatory support for healthy living, continuous active involvement of all components of both the central and regional government, the non-government sector and the community is needed. For this reason, there needs to be a movement to encourage people to behave in a healthy way. According to Day and Monroe the most important elements in the strategy of health communication campaigns are communicators, messages, media, audiences, and goals, along with the description of Germas's communication campaign in Ambon [16].

In implementing the Germas communication campaign, there are several strategies carried out by government public relations, one of which is involving community empowerment through Pelkesi (Christian Services for Health in Indonesia). Ambon is a region with a majority of Christianity, so community empowerment from Pelkesi will be very helpful in delivering health communication. In addition, Pelkesi is an organization that has been conducting health fostering in the region. By appointing Pelkesi as a communicator, Pelkesi

automatically acts as an opinion leader. According to Curram and Gurevitch to determine communication in a society is by utilizing the role of opinion leader who is the liaison between the community and the campaign program [17]. Although actually according to Dobler and Schenk communication by using opinion leader is an old paradigm, the use of opinion leader is part of the implementation of effective communication rather than through mass media [18]. Opinion leaders are able to understand the prevailing social and cultural context in the surrounding environment (p. 40). Through opinion leaders as well, government public relations can monitor related data, potential and circumstances of citizens. Morgan, stated that by disseminating information and channeling aspirations through opinion leaders, each of them could receive clear understanding of the message of the campaign and how to behave as recommended [19]. The Government of Maluku's public relations role is to empower Pelkesi to become a community and part of the pioneer of the healthy life movement.

The next strategy is to convey a message that is understandable and reaches the entire target, namely all levels of society in Ambon. A good message is a message that is understandable and logical. Day then also added that the delivery of messages must be compatible with the norms that apply in the community [16]. The message must be related to the socio-cultural meaning. The process of sending messages must always consider the conditions of the audience (audience) who are targeted so that they can generate feedback. Wilbur Schramm suggests that the delivery of messages must be interesting, logical, and feasible to convey, the message must be easily understood according to the framework of knowledge and experience (field of experience and frame of reference) of the recipient and not convoluted, the message must raise personal needs as well as how to obtain these needs, the message must suggest solutions (solutions) to solving problems in group situations. Pelkesi starts a healthy behavior campaign by utilizing family roles [20]. Families, especially the role of parents, are the foundation in shaping healthy behavior. The main activities and messages in the Germas campaign are improving education about balanced nutrition such as eating vegetables every day, paying attention to physical activity by doing sports or working, not smoking, not consuming alcohol, managing stress well, cultivating defecation in its place, and messages that most important is by giving exclusive breast milk. The target audience was also encouraged to carry out routine health detection at the regional health centers that had collaborated with the Germas campaign program.

The use of media in campaigns for the Movement of healthy living in Ambon is carried out through various media. As stated by Parkinson and Ekachai mediated publicity, namely working with regional radio to conduct talk shows so that the public can conduct question and answer related to how to behave well, besides public relations, the government also collaborates in print media such as regional newspapers [15]. The Maluku government also conducts publicity mediation which is most easily understood by using a pocket book, as well as a good sheet whose visualization and language have been adapted to Ambon society, this pocket book contains information on health-related impacts [21]. Government public

relations also conducts publicity media using YouTube, perhaps this is aimed at Ambonese people in cities that are able to connect to the internet.

In addition to using publicity media, because the majority of Ambonese people have criteria under healthy living standards, the most appropriate media to use is direct publicity, which is direct interpersonal communication by utilizing opinion leaders. In conducting direct communication Pelkesi created a workshop event that invited community leaders such as the village head, dharma female chairman, head of regional education institutions, and health offices in the district to attend the workshop at the end of 2016. Through the leadership of each region or institution involved, it will further facilitate the delivery and distribution of messages to the community as a whole. The head of the institution can also be called an opinion leader because those who understand well the conditions of the surrounding community and understand what needs to be prepared by the government.

C. Gernas Health Public Communication Campaign Evaluation

Previously, the Maluku Provincial Health Office had tried to campaign first as a preventive and educational measure for the Ambonese community without empowering the surrounding Community Organizations, but the results of the health communication campaign showed that the progress was only around 30 percent. For this reason, the Maluku Provincial Health Office then empowers Pelkesi (Christian Services for Health in Indonesia), which is a mass organization in the Ambon region that has fostered citizens related to health. In carrying out health communication campaigns, of course there are various obstacles experienced by the Maluku Health Office or Pelkesi. Given that Ambon is an area that has adopted behavior below health standards, such as the example of smoking habits that have dominated the community. Pros and Cons always occur, making the performance of Pelkesi and Dinkes in educating cigarette addicts even greater.

In addition, the financial condition and access of rural communities to cultivate healthy food consumption, the relevant Health Office should provide funds and empower the surrounding community to grow vegetables in the area so that all the surrounding communities can eat healthy food. Language barriers are also an obstacle, where rural communities have used the Ambonese language in their daily behavior and lack of understanding Indonesian. Thus Pelkesi involves the heads of institutions or village heads in their respective regions to convey and forward the messages that have been designed. Needs more effort by the DHO if they are campaigning in remote areas, because of cultural, educational and language factors that are different from urban communities. However, health is the equity of the entire community. Okaka mentions that although it is actually difficult, health communication campaigns are able to bring about behavioral changes, several meta-analyzes have expressed optimism about health communication campaigns to change individual behaviors related to health [14].

D. Criticism of Gernas's Communication Campaign

There are some that need to be criticized regarding the health communication campaign program carried out by the Government of the Maluku Provincial Health Office. First, the use of media is less effective, where not all Ambonese people, especially in rural areas, have access to radio signals, especially the internet. Pelkesi and the Dinkes related to radio talk shows about Gernas and many people still don't know about this campaign for what and how to implement it. So to what extent the effectiveness of the campaign is able to reach an audience or target there is no definite data that shows. Communication campaigns should be conducted door-to-door on a regular basis so that the community is directly involved, given that the rural areas in Ambon are quite lagging, so more effort is needed from government facilitators who drive communication campaigns. By getting involved and directly involving the community, there will be more and more knowing the potential as well as any health problems that exist in the community. The use of youtube media is also completely ineffective, even views of video campaigns are only 70 times watched. This proves that the Ambonese community is far from internet access and there are no adequate electronic facilities. In the author's opinion, the most effective media used in Gernas's communication campaign is a pocket book because this pocket book has been adjusted through visualization and language that is easily understood by the Ambonese community. However, the distribution and distribution of pocket books must also be through education, literacy, and practices pioneered by each regional head and institution head as opinion leaders.

IV. CONCLUSION

The starting point that needs to be considered in conducting health communication campaigns is to increase public knowledge and awareness of healthy living [14]. This is because people have adopted certain behaviors, and have become their daily habits. So, to improve bad behavior and in the long run will have an impact on state expenditure and the quality of human resources, the right communication campaign strategy is needed. The strategy of effective communication campaigns according to Crawford and Okigbo consists of 9 elements starting from situation analysis, can be done through surveys so that the government knows the habits of the people that must be changed [13]. The second element, setting goals, in the context of health communication, of course, the goal is to prevent and reduce the number of diseases. In the example of the communication campaign of the Movement of the people living in a sustainable manner, the aim is also to reduce the country's cost burden and establish the quality of productive Human Resources. The next element, determining the target that is tailored to the goal, the target of the wrong communication campaign will make the campaign ineffective.

The success of campaign submission is also determined by the use of what media are used. If, communication campaigns are carried out in remote areas such as the cases raised, it is most effective to use direct direct communication, also by utilizing opinion leaders drawn from local community organizations. Thus communicators will be able to disseminate information and accommodate community aspirations more effectively. The use of electronic media in rural areas of

Ambon, proved to be very ineffective given weak access and low levels of public education. The next step is to determine the timeline, how long this campaign will be held. According to data this Germas campaign will be held periodically for 5 years in various regions in Indonesia which have a low awareness of health [22].

The next stage, is an evaluation of the temporary results and what obstacles are faced during conducting a communication campaign. Through evaluation, it will be known whether the campaign carried out has provided progress or the campaign carried out is a waste of time. Of course, there must be appropriate strategies and tactics so that the target audience is able to receive messages and will change bad behavior related to health. There is no specific data yet, which shows the success of the Community Life Healthy Movement communication campaign because the campaign was planned for a long time. However, to involve residents in Ambon on a declining basis was quite effective, this was proven when Pelkesi held a Workshop event, many residents were enthusiastic and wanted to be involved in the success of the government program. In addition, the community also wants the Ambonese community to have a better quality of life and health.

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