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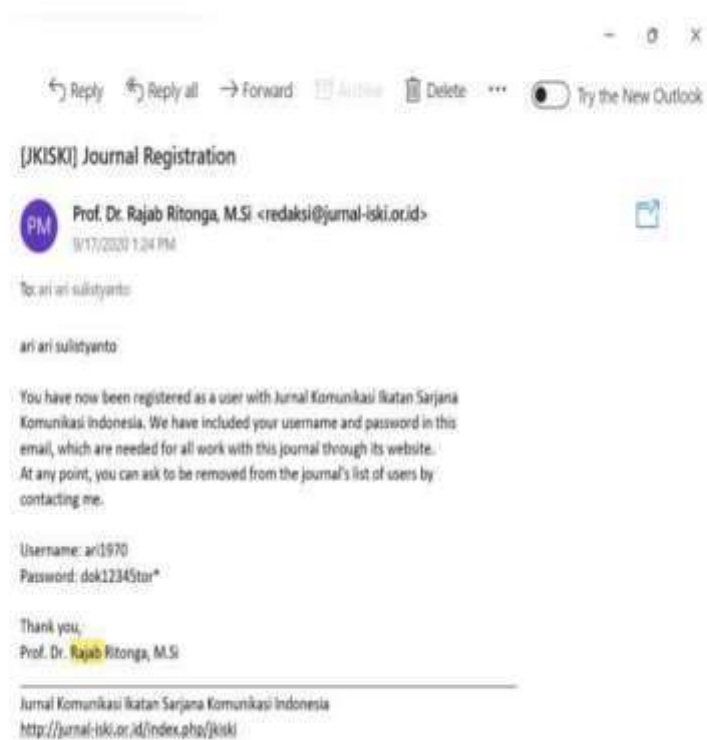
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KOMUNIKASI

IKATAN SARJANA KOMUNIKASI INDONESIA

Model Manajemen Komunikasi Krisis Dalam Perspektif Situasional Crisis Communication Theory (SCCT) : Studi Pada Kementerian Perhubungan

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Abstrak

Penelitian ini bertujuan untuk mengungkapkan hambatan structural dalam pengelolaan komunikasi krisis pada internal organisasi Kementerian Perhubungan. Melalui pendekatan 'Situational Crisis Communication Theory (SCCT)' menawarkan kerangka kerja untuk memahami manajemen secara umum menanggapi situasi krisis. Penelitian ini menggunakan metode kualitatif dengan pendekatan studi kasus. Hasil penelitian memperlihatkan pada tahapan pra krisis menjadi media untuk berinteraksi antar bagian pada Kementerian Perhubungan dalam monitoring terhadap adanya potensi krisis. Pada tahapan tanggap krisis dan pasca krisis, pembentukan Tim Komunikasi Krisis (TKK) yang sifatnya Ad Hoc, telah merubah dari organisasi yang semula berada dalam struktur hirarki yang ketat bergerak lebih fleksibel dan mampu merespon cepat dalam dalam tanggap krisis. Penelitian ini memberikan kontribusi terhadap pengelolaan komunikasi krisis secara lebih dinamis dan memberikan rekomendasi penyusunan Standar Operasional Prosedur (SOP) dalam pengelolaan komunikasi krisis yang di mulai dari pra krisis, tanggap krisis, dan pasca krisis, serta memberi panduan bagi organisasi pemerintah maupun non pemerintah untuk melakukan manajemen komunikasi krisis.

Kata Kunci: Komunikasi krisis, SCCT, Internal Organisasi, Krisis,

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Introduction

Menghadapi bencana yang berkaitan dengan perhubungan atau transportasi membutuhkan respon cepat dari pemangku kepentingan untuk penanganan. Respon cepat yang dimaksud adalah melakukan komunikasi untuk menginformasikan berbagai hal berkaitan dengan bencana. (Khosla, 2017). Misalnya, tempat kejadian, sebab terjadinya bencana maupun korban dalam bencana tersebut. Informasi ini penting agar tidak berkembang menjadi misinformasi dan kebingungan pada keluarga korban maupun masyarakat luas. Begitu pula bagi pemangku kepentingan yang berkaitan dengan bencana tersebut segera melakukan penanganan bencana.

Respon cepat kadangkala sulit dilakukan, penyebabnya karena hambatan structural dalam internal organisasi, dan ini menjadi tantangan dalam organisasi (Roux, 2019). Hambatan struktur organisasi ini lazim dalam tanggap bencana, terutama ketika kelompok yang terbiasa dengan hierarki dan pengambilan keputusan terpusat, tiba-tiba harus bekerja dalam struktur yang lebih datar dan lebih dinamis (Manoj and Baker, 2007; Bundy *et al.*, 2017). Padahal, respon cepat dalam tanggap bencana membawa reputasi, kinerja dan kredibilitas organisasi di mata masyarakat (Al Shobaki *et al.*, 2016).

Begitu pula pada kasus di Kementerian Perhubungan sebagai regulator transportasi kerap mengalami hambatan terkait dengan penanganan dan kegiatan komunikasi krisis. Badan Komunikasi Informasi Publik (BKIP) Kementerian Perhubungan mengungkapkan beberapa contoh yang dianggap sebagai kegagalan dalam melakukan komunikasi krisis terhadap suatu bencana (BKIP, 2019). Misalnya, tenggelamnya kapal Sinar Bangun di Danau Toba pada 18 Juni 2018 yang menewaskan 3 orang dan menghilangkan 164 orang dan jatuhnya pesawat Lion Air JT 610 rute Jakarta – Pangkal Pinang yang jatuh di perairan Karawang dan menewaskan seluruh penumpang dan awak pesawat. Kegagalan

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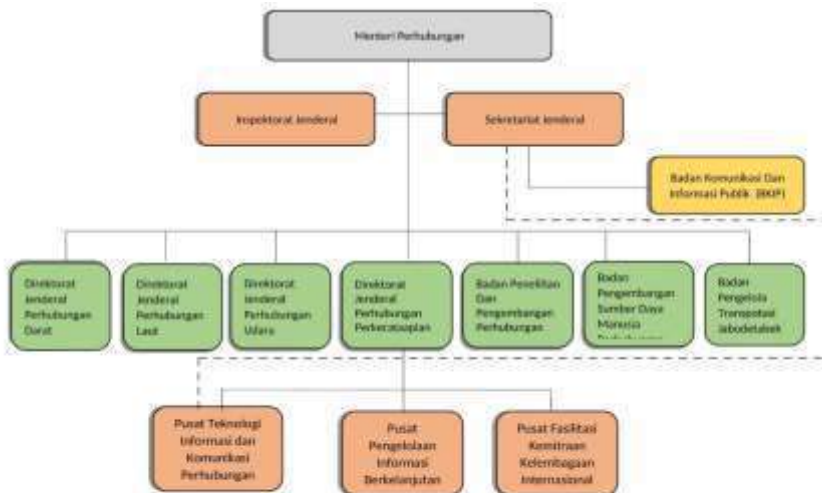


Figure 1: Struktur Organisasi Kementerian Perhubungan
Source: PM Kementerian Perhubungan No.122 Tahun 2018

tersebut mendapat sorotan dari DPR, dan menyatakan Kementerian Perhubungan lamban dalam menginformasikan kejatuhan tersebut. Lambannya respon Pemerintah, karena sudah muncul informasi sejak pukul 07.00 dari Kantor SAR Jakarta, bahwa kapal AS Jaya 11 melihat pesawat Lion Air jatuh namun pemerintah baru mengumumkannya pada pukul 09.00 WIB. (Muslimin, 2018).

Penyebab kelambanan tersebut karena hirarki dan birokrasi organisasi kurang memberi ruang untuk bekerja dengan keandalan tinggi. Dalam pengelolaan komunikasi publik, seperti yang terlihat dalam Figure 1, Kementerian Perhubungan membawahi beberapa Direktorat Jenderal, seperti Direktorat Darat, Laut, Udara dan Perkeratajan. Masing-masing Direktorat Jenderal mempunyai Unit Kerja Komunikasi (UKK), atau yang bisa disebut mempunyai Divisi Hubungan Masyarakat (Humas) yang menangani komunikasi publik pada Direktorat Jenderal. Sedangkan, UKK atau Humas

Kementerian berada dalam suatu badan yang bernama Badan Komunikasi Dan Informasi Publik (BKIP) yang bertanggung jawab pada Sekretaris Jenderal.

Permasalahan timbul, ketika salah satu Unit Kerja Komunikasi (UKK) Dirjen Udara berhadapan dengan tanggap bencana, misalnya, kecelakaan pesawat terbang. Di satu sisi, menjadi tanggung jawab dari UKK Dirjen Udara, tetapi karena terbatasnya kewenangan maupun akses informasi tidak segera melakukan komunikasi public. Di sisi lain, BKIP tidak mempunyai kewenangan langsung mengambil keputusan untuk melakukan tanggap bencana karena berada di bawah struktur pengendalian Sekretariat Jenderal dan tidak mempunyai hubungan hierarki dengan UKK Dirjen Udara. Keadaan ini menyebabkan minimnya identifikasi situasi krisis, kurangnya adanya koordinasi antar bagian, dan tidak ada sistem pengambilan keputusan yang cepat. Begitu pula untuk kepentingan komunikasi eksternal, terutama dengan media massa, belum adanya pemilihan personil yang kredibel menyampaikan pesan maupun pesan-pesan kunci yang akan disampaikan.

Memahami dari kasus tersebut, permasalahan yang dihadapi organisasi pemerintah tersebut adalah adanya hambatan structural, dan belum adanya pemahaman bersama pada internal organisasi mengenai perlu atau tidaknya pengelolaan komunikasi krisis dilakukan ketika terjadi bencana. Padahal, setiap organisasi pada suatu saat akan menghadapi krisis, dan perlu persiapan untuk berkomunikasi dengan pemangku kepentingan baik internal maupun eksternal (Strandberg & Vigsø, 2016). Oleh karena itu, bencana sebagai suatu realitas mengarah pada kebutuhan untuk persiapan dan kesiapan untuk merespon yang dikenal sebagai manajemen krisis (Matthew Collins et al., 2016).

Sejauh ini kajian mengenai komunikasi krisis internal masih tergolong baru dan cenderung terabaikan (Adamu, 2016). Kajian komunikasi krisis lebih diorientasikan pada komunikasi krisis eksternal organisasi. Yaitu hubungan antara pemangku kepentingan-organisasi pengendali krisis dengan organisasi atau lembaga yang berkaitan dengan krisis. Misalnya, penelitian organisasi melindungi reputasi mereka selama krisis (Elliot, 2010), dampak media dan juru bicara terhadap respons pemangku kepentingan (Brown, & Billings, 2013), strategi komunikasi krisis (Adamu, 2016), kesenjangan komunikasi dalam mengidentifikasi krisis antara ahli dari pemerintah dengan Lembaga Swadaya masyarakat (LSM) (Paltala, et al, 2012). Perbedaan penyampaian informasi melalui media sosial antara pemerintah daerah dengan warga yang terkena dampak bencana (Hong, et al, 2018). Persepsi penggunaan media sosial untuk komunikasi krisis antara pemerintah dengan organisasi Lembaga Swadaya Masyarakat (LSM) (Ly-Le, 2018). Strategi respon terhadap komunikasi krisis dalam satu asosiasi perdagangan (Frandsen & Johansen, 2018).

Sedangkan, penelitian mengenai komunikasi krisis pada internal organisasi, seperti kesiapan organisasi dalam menghadapi krisis dalam menjaga reputasi dan membangun kepercayaan (Wowak, et al, 2015; Roshan, et al, 2016; Mazzei, 2015), kepemimpinan dalam organisasi ketika krisis (Brown, et al, 2016; Cardon, 2019), perspektif karyawan tentang narasi, budaya, dan pengawasan (Strandberg & Vigsø, 2016; Ravazzani, 2016), konflik internal organisasi ketika menghadapi krisis (Purworini, 2017), monitoring informasi melalui media on line dalam situasi krisis (Dominguez-Lopez, 2017; Zeng et al., 2017). Keseluruhan penelitian tersebut belum menjelaskan secara spesifik membahas mengenai manajemen komunikasi krisis dalam struktur organisasi yang hierarki dan birokratis. Langkanya kajian tersebut, tentu saja patut disayangkan. Padahal kajian tersebut penting dan bisa memberi manfaat untuk memandu pada organisasi pemerintah ataupun non pemerintah yang terbiasa menerapkan sistem pengambilan keputusan yang terpusat dengan struktur hierarki yang ketat dalam merespon tanggap bencana. Weick (2001) menyarankan bahwa organisasi dengan keandalan tinggi memiliki kemampuan untuk mengelola kejadian tak terduga (Bundy et al., 2017).

Dengan menggunakan pendekatan *Situational crisis communication theory* (SCCT), penelitian ini memberikan kontribusi pengetahuan dengan melakukan eksplorasi pada sub bagian dari organisasi untuk melakukan monitoring adanya potensi krisis, atau dengan kata lain bagaimana organisasi bekerja pada tahap pra krisis. Penelitian ini juga akan mendeskripsikan transformasi organisasi yang semula berada dalam struktur hierarki dan pengambilan keputusan yang ketat berubah dalam bentuk organisasi yang dinamis pada fase tanggap krisis serta bekerja dalam tahap pemulihan dan evaluasi krisis. Dengan demikian penelitian ini akan menghasilkan model manajemen komunikasi krisis pada tahapan pra krisis, tahap krisis, dan pasca krisis.

Theoretical Framework

Bencana Dan Krisis

Sebelum membahas lebih lanjut mengenai SCCT, ada baiknya perlu menjelaskan terlebih dahulu tentang konsep “krisis” dan “bencana” Dalam berbagai karya penelitian, kadangkala ada yang memberikan pengertian yang sama dan menggunakan kedua istilah tersebut secara bergantian. Padahal kedua konsep tersebut berbeda pengertiannya. Coombs (2007), menjelaskan pengertian krisis tergantung pada empat kriteria: ketidakpastian, ancaman terhadap harapan pemangku kepentingan, dampak pada kinerja organisasi, dan potensi hasil negatif. Pengertian yang mirip juga bertumpu pada empat hal, yaitu sifat kejadian yang tidak terduga, tuntutan non-rutin pada organisasi, produksi ketidakpastian, dan ancaman terhadap tujuan prioritas tinggi (Ulmer, 2016; Sellnow, 2015; Coombs, 2010a).

Berdasarkan pada kriteria tersebut, “krisis” dengan menggabungkan definisi tersebut, dipahami sebagai peristiwa yang tidak terduga dan tidak dapat diprediksi yang disebabkan oleh beberapa jenis peristiwa, yang bisa mengancam harapan pemangku kepentingan, menghadapkan pada kinerja non-rutin, menghasilkan ketidakpastian yang berdampak negatif pada kinerja organisasi dan mengancam tujuan organisasi sehingga merusak citra dan reputasi organisasi.

Berbeda dengan “bencana” adalah peristiwa eksternal yang mengancam reputasi organisasi (Adkins, 2010). Misalnya, bencana yang diakibatkan oleh alam, seperti gempa bumi, tsunami, dan bencana yang diakibatkan oleh kelalaian manusia, seperti kecelakaan pada bidang transportasi. Krisis merupakan bentuk negative yang berasal dari kelemahan internal dalam organisasi yang terungkap ketika berupaya menanggapi stimulus eksternal, seperti bencana atau serangan terhadap kredibilitas organisasi. Akibat dari kelemahan organisasi maka secara inheren, krisis dapat dicegah. Sedangkan, bencana yang pada dasarnya berada diluar kendali organisasi dalam prakteknya tidak dapat dicegah. Oleh karena itu, organisasi dalam meminimalkan hasil negatif dari suatu bencana yang berpotensi menjadi krisis dapat mencegahnya melalui pengaturan yang cermat terhadap perilaku organisasi baik sebelum dan selama peristiwa bencana.

Oleh karena itu, di satu sisi, bagi organisasi perlu pengelolaan krisis atau manajemen krisis yang bertujuan untuk mencegah atau mengurangi hasil negatif dari suatu krisis yang berdampak pada perlindungan terhadap organisasi, pemangku kepentingan, dan industri dari kerusakan. Manajemen krisis sebagai proses dengan banyak bagian, seperti tindakan pencegahan, rencana manajemen krisis, dan evaluasi pasca krisis (Coombs, 2007). Di sisi lain, perlu adanya komunikasi krisis yang dipahami secara luas sebagai pengumpulan, pemrosesan, dan penyebaran informasi yang diperlukan untuk menangani situasi krisis.

Situational crisis communication theory (SCCT)

Dengan pendekatan melalui *Situational crisis communication theory (SCCT)* menjadi landasan untuk memeriksa mengenai atribusi tanggung jawab yang mempengaruhi reputasi organisasi, dan menunjukkan organisasi melalui strategi respon serta menyesuaikan dengan kewenangannya dalam mengurangi ancaman reputasi terhadap organisasi akibat krisis (Adkins, 2010b:). Teori ini juga digunakan terutama meneliti bagaimana reputasi berpengaruh terhadap tanggung jawab terhadap organisasi dan bagaimana strategi tanggapan dalam melindungi reputasi sesuai dengan tanggung jawab yang dimiliki. (Ma & Zhan, 2016).

Berpijak dari Teori Atribusi, SCCT adalah salah satu teori paling berpengaruh yang digunakan untuk memahami krisis dan strategi respons krisis (Coombs, 2007) Teori yang dikembangkan pada tahun 1995, berangkat dari premis sederhana, yaitu krisis adalah peristiwa negatif, pemangku kepentingan akan membuat atribusi tentang tanggung jawab krisis, dan atribusi tersebut akan mempengaruhi bagaimana pemangku kepentingan berinteraksi dengan organisasi dalam krisis. Atribusi memberikan pengaruh yang signifikan pada cara pandang public terhadap reputasi organisasi dalam krisis dan tanggapan afektif dan perilaku mereka terhadap organisasi tersebut setelah krisis (Coombs, 2007).

Teori ini menggunakan pendekatan tiga tahap yang dimodifikasi dari fase pra-krisis, krisis, dan pasca-krisis (Coombs, 2010b). Tahapan tersebut merupakan seperangkat faktor yang membentuk manajemen krisis (Vardarlier 2016). Pra-krisis melibatkan upaya mencegah krisis dan mempersiapkan manajemen krisis. Pada tahapan ini, komunikasi krisis berkisar pada pengumpulan informasi tentang risiko krisis, pengambilan keputusan tentang bagaimana mengelola potensi krisis, dan melihat orang-orang yang akan terlibat dalam proses manajemen krisis.

SCCT merupakan bagian dari model antisipasi yang berkonsentrasi pada penempatan dan pengurangan risiko. Pencegahan adalah prioritas utama untuk model antisipatif. Model ini menggunakan kewaspadaan selama fase pra-krisis untuk membantu pengambilan keputusan dan pencegahan krisis. (Olaniran, 2008). Oleh karena itu, penting monitoring pesan awal sebelum krisis sebagai bahan rekomendasi bagi pengambil kebijakan organisasi untuk melakukan tanggap krisis. Menggunakan analogi biologis, pesan pra-krisis memberikan informasi awal mengenai potensi krisis dan membantu menyusun strategi dalam menanggapi reaksi negative public dan media.

Pada saat krisis adalah respons terhadap suatu kejadian sebenarnya (Kádárová, et al, 2015). Sturges (1994) memberikan kerangka kerja yang berguna untuk mengkategorikan tanggapan krisis berdasarkan fokus strategis. *Pertama*, memberikan informasi, bagaimana mengatasi krisis secara fisik, *kedua*, menyesuaikan informasi, bagaimana mengatasi krisis secara psikologis, dan *ketiga* perbaikan reputasi, upaya untuk memperbaiki kerusakan yang ditimbulkan oleh krisis pada organisasi (Coombs, 2010b). Strategi informasi yang diinstruksikan menggambarkan bagaimana organisasi dapat melindungi diri dari krisis, melibatkan peringatan kepada orang-orang tentang krisis dan bagaimana mereka dapat melindungi diri dari bahaya fisik, bukan sebagai korban. Strategi penyesuaian informasi menawarkan strategi yang berguna dalam membantu organisasi mengatasi krisis secara psikologis, dan muncul sebagai ekspresi simpati, memberikan informasi tentang peristiwa krisis, menawarkan konseling dan mengambil tindakan korektif.

Pasca krisis adalah upaya untuk belajar dari peristiwa krisis (Bundy, et al, 2017). Mengingat bahwa sulit untuk menemukan secara tepat ketika krisis telah berakhir, komunikasi pasca krisis sebagian besar merupakan perluasan dari komunikasi tanggap krisis ditambah dengan pembelajaran dari krisis (Coombs, 2007). Krisis memberikan kesempatan untuk mengevaluasi apa yang telah dilakukan organisasi, termasuk apa yang menyebabkan krisis dan upaya manajemen krisis.

Krisis adalah suatu yang negative. Oleh karena itu membutuhkan respon cepat agar tidak mengganggu citra, reputasi maupun kredibilitas. Organisasi pemerintah, seperti Kementerian Perhubungan biasanya dalam tata kelola birokrasi lebih berorientasi pada model mekanistik (Andhika, 2018). Model ini lebih menggambarkan sebuah organisasi yang kaku dan kontrol yang ketat, tingkat hierarki tinggi, ada kejelasan kontrol, peran dan tugas birokrasi serta pengambilan keputusan terpusat. Struktur mekanistik berpotensi besar menghambat kinerja menjadi lebih cepat. Melalui pendekatan SCCT, sekat-sekat birokrasi yang menghambat melakukan respon cepat akan bisa bergerak dinamis dalam penanganan krisis. Oleh karena dalam manajemen komunikasi krisis di Kementerian Perhubungan difokuskan pada tahapan pra krisis, tahapan krisis, dan pasca krisis.

Material and Methodology

Penelitian ini menggunakan metode kualitatif dengan pendekatan studi kasus. Ada 2 tahapan yang dilakukan dalam penelitian ini. Tahap pertama adalah kajian literature, yaitu mempelajari dan mengkaji Undang-Undang, Peraturan Presiden, ataupun Peraturan Menteri yang terkait dengan pengelolaan komunikasi public pada Kementerian Perhubungan. Adapun peraturan yang dikaji adalah;

- Undang-Undang Nomor 39 Tahun 2008 tentang Kementerian Negara (Lembaran Negara Republik Indonesia Tahun 2008 Nomor 166, Tambahan Lembaran Negara Republik Indonesia Nomor 4916)
- Peraturan Presiden Nomor 40 Tahun 2015 tentang Kementerian Perhubungan (Lembaran Negara Republik Indonesia Tahun 2015 Nomor 75);
- Peraturan Menteri Perhubungan Nomor 122 2018 tentang Organisasi dan Tata Kerja Kementerian Perhubungan (Berita Negara Republik Indonesia Tahun 2018 Nomor 1756);
- Peraturan Menteri Perhubungan Nomor 38 Tahun 2019 tentang Pengelolaan Komunikasi Publik

Langkah ini dilakukan untuk mendapatkan landasan yuridis dan praktis mengenai tugas dan wewenang masing-masing Sub Sektor baik dari darat, laut udara dan pengelola kereta api Jabodetabek dan Biro Komunikasi Dan Informasi Publik (BKIP) dalam manajemen komunikasi krisis agar tidak terjadi tumpang tindih tanggung jawab dan kewenangan.

Tahap kedua adalah melakukan Focus Group Discussion (FGD) dengan pihak Biro Komunikasi Dan Informasi Publik (BKIP) dan Sub Sektor, baik dari darat, laut udara dan pengelola kereta api Jabodetabek pada Kementerian Perhubungan. Dalam FGD dilakukan 3 sesi. Sesi *pertama*, mengidentifikasi permasalahan internal organisasi Kementerian Perhubungan dalam pengelolaan

komunikasi krisis, seperti tugas dan wewenang penanggung jawab komunikasi public, hambatan structural, ketidaksepakatan dalam melihat krisis. Sesi *kedua*, melakukan pembahasan mengenai berbagai peraturan pengelolaan komunikasi public dan komunikasi krisis. Sesi *ketiga*, membahas mengenai kesepahaman antara UKK Irjen, Dirjen dan Badan bersama BKIP dalam pengelolaan komunikasi krisis mulai dari tahapan pra krisis, pengambilan keputusan pembentukan Tim Komunikasi Krisis, tahapan tanggap krisis, dan pasca krisis.

Result and Discussion

Landasan Yuridis

Hasil kajian terhadap Undang-Undang dan Peraturan Menteri Perhubungan dalam manajemen komunikasi krisis dapat di rujuk pada Peraturan Menteri No.38, Bab I Pasal I ayat 1,

“Pengelolaan Komunikasi Krisis adalah proses pengelolaan isu-isu strategis yang diprediksi memiliki potensi krisis sebelum menjadi Komunikasi krisis, serta mengelola kebijakan, penyelesaian masalah dan tahap pemulihan dalam rangka mencegah situasi destruktif yang berpotensi menimbulkan kerugian besar bagi lembaga, publik, sumber daya manusia, dan pemangku kepentingan”. (Peraturan Menteri Perhubungan Republik Indonesia Nomor PM 38 Tahun 2019, 2019)

Kementerian Perhubungan memberikan batasan mengenai manajemen komunikasi krisis dilakukan. Aturan tersebut, memberikan payung hukum bahwa pengelolaan komunikasi krisis dilakukan sebelum isu-isu negative berkembang menjadi krisis. Oleh karena itu, memberi kewenangan untuk melakukan deteksi dini terhadap berbagai isu yang berpotensi krisis.

Dalam pengelolaan komunikasi publik, sesuai dengan pada Peraturan Menteri No.38 Tahun 2019, Bab II Pasal 3 ayat 1, masing-masing Sub bagian mempunyai kewenangan untuk melakukan pengelolaan komunikasi public. Misalnya, unit kerja Komunikasi Kementerian merupakan unit kerja yang bertanggung jawab di bidang komunikasi Publik pada Sekretariat Jenderal, unit kerja komunikasi Inspektorat Jenderal merupakan unit kerja yang bertanggung jawab di bidang Komunikasi Publik pada Inspektorat Jenderal, dan unit kerja komunikasi Direktorat Jenderal merupakan unit kerja yang bertanggung jawab di bidang Komunikasi Publik pada Direktorat Jenderal, serta unit kerja komunikasi Badan merupakan unit kerja yang bertanggung jawab di bidang Komunikasi Publik pada Badan (Peraturan Menteri Perhubungan Republik Indonesia Nomor PM 38 Tahun 2019, 2019).

Struktur kewenangan seperti itu, menyebabkan kerancuan atau bahkan kebingungan Sub bagian mana yang harus bertanggung jawab ketika terjadi bencana transportasi yang berpotensi krisis dan butuh pengelolaan komunikasi krisis lebih lanjut. Misalnya, seperti jatuhnya pesawat Lion Air JT 610 di perairan Karawang. Kecelakaan tersebut berada di bawah kewenangan dan tanggung jawab Direktorat Udara. Oleh karena itu pengelolaan komunikasi public adalah Unit Kerja Komunikasi (UKK) Direktorat Jenderal Udara. Tetapi karena skala bencana berdampak nasional, bahkan internasional. UKK Direktorat Jenderal Udara tidak segera melakukan pengelolaan komunikasi public karena menunggu instruksi pada struktur yang berada di atasnya. Akibatnya, terjadi kelambanan yang mengganggu citra dan reputasi Kementerian Perhubungan.

Untuk mengatasi hal tersebut, sesuai dengan ketentuan Peraturan Menteri No.38 Tahun 2019, Bab II Pasal 4 ayat 1, bagian yang berwenang dalam mengkordinasi dan mengintegrasikan kegiatan komunikasi public adalah Badan Komunikasi Dan Informasi Publik (BKIP) yang berada dibawah dan bertanggung jawab pada Sekretariat Jenderal Kementerian Perhubungan. Di samping melakukan kordinasi, BKIP juga melakukan supervise untuk melakukan monitoring dan deteksi dini adanya potensi yang mengarah pada komunikasi krisis. Dalam figure 2, menjelaskan mekanisme kordinasi dan supervise dalam monitoring informasi atau isu yang berpotensi krisis. Masing-masing unit kerja komunikasi bersama BKIP melakukan monitoring terhadap informasi maupun isu yang mengarah pada adanya potensi krisis. Apabila di temui informasi maupun isu menunjukkan eskalasi yang meningkat dan berpotensi krisis UKK Direktorat Jenderal dan BKIP berkordinasi dengan Sekretariat Jenderal

Commented [AH6]: Sebaiknya penulis membuat 1 gambar model komunikasi krisis yang mencakup secara keseluruhan dari pra krisis – pasca krisis, terintegrasi tidak terpisah-pisah....

Kementerian untuk langkah lanjutan.

Tahap Identifikasi Komunikasi Krisis

Merujuk pada Peraturan Menteri Perhubungan Nomor 38 Tahun 2019 Bab IV Pasal 20, pengelolaan komunikasi krisis berlangsung di Kementerian Perhubungan apabila terjadi peristiwa bencana transportasi atau hal yang berpotensi krisis, seperti regulasi penyelenggaraan transportasi atau penyimpangan manajemen yang dapat mengganggu citra, reputasi dan kepercayaan public terhadap Kementerian Perhubungan.

Berkaitan dengan peraturan tersebut, dapat dipahami bahwa krisis dapat dibedakan menjadi dua, yaitu krisis komunikasi yang dapat diantisipasi dan krisis komunikasi yang tidak dapat diantisipasi. Begitu juga dalam pengelolaan komunikasi krisis terdapat tahapan dan prosedur, seperti menganalisis isu-isu strategis, monitoring media massa maupun sosial, dan pelaporan terhadap berita yang berpotensi krisis serta melakukan klarifikasi dan kontra isu yang dimaksudkan untuk mencegah agar tidak berubah menjadi krisis yang lebih besar.

Bencana transportasi merupakan bentuk krisis yang tidak dapat diantisipasi. Pada krisis ini, eskalasi permasalahan terjadi secara mendadak yang membutuhkan penanganan secara cepat. Dalam ruang lingkup Kementerian Perhubungan, bencana transportasi dapat diperinci, seperti transportasi darat, laut, udara, perkeretaapian, dan transportasi kereta api Jabodetabek.

Berbeda dengan, pengelolaan komunikasi krisis yang bisa diantisipasi, eskalasi permasalahan muncul secara bertahap, sehingga pelaksanaan monitoring perlu dilakukan untuk menginventaris

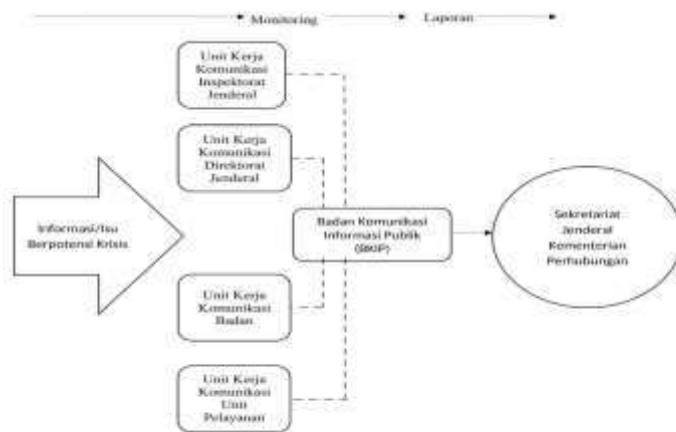


Figure 2: Monitoring Informasi

Source : Reseach result

permasalahan yang bisa menjadi potensi krisis. Jenis permasalahan di Kementerian Perhubungan dapat diidentifikasi antara lain.

- Peraturan yang berkaitan dengan transportasi.
- Kecelakaan transportasi
- Kemacetan.
- Kenaikan harga tiket.
- Operasi Tangkap Tangan Korupsi.
- Dan lain-lain (Peraturan Menteri Perhubungan Republik Indonesia Nomor PM 38 Tahun 2019, 2019).

Pengelolaan komunikasi krisis merupakan siklus yang berawal dari kondisi normal manajemen transportasi, kemudian berpotensi berubah menjadi sebuah krisis dan kembali lagi menuju kondisi normal. Oleh karenanya, pemahaman terhadap adanya potensi komunikasi krisis menjadi penting, yang dijabarkan dalam parameter-parameter sebagai berikut:

- a. Pemberitaan negatif oleh berbagai media massa
- b. Perbincangan dan opini negatif di media sosial dan media on line, dan atau
- c. Peristiwa yang mencoreng citra dan atau reputasi institusi dan menimbulkan korban, kerusakan fisik, kerugian material, serta dampak negatif lainnya.

Pengetahuan untuk melihat adanya adanya potensi krisis, prosentase terbesar adalah melakukan monitoring terhadap media massa atau media online, melalui tahapan sebagai berikut:

1. Melakukan monitoring terhadap media massa baik cetak dan media online terhadap pemberitaan negatif.
2. Memberikan rangking terhadap isu negative, apabila secara kuantitas paling banyak, maka isu tersebut merupakan prioritas utama media massa atau media on line.
3. Menentukan atribut/ *tone* yang muncul, apakah positif, netral, atau negatif.
4. Hasil dari point 2 merupakan prioritas pentingya isu dari media massa atau on line, kemudian ditransformasikan dalam melihat kecenderungan atribut apakah bergerak negatif dan meluas, atau menyempit bergerak ke arah netral dan positif.

Commented [RR7]: Tidak menggunakan alfabetis. Ikuti catatan sebelumnya

Tahapan Pra Krisis

Coombs(2007) dalam *“Parameters for Crisis Communication”* mendeteksi adanya potensi komunikasi krisis (Coombs, dalam tahapan pra krisis. Pada tahapan ini, hal utama dilakukan monitoring informasi yang bersumber dari media massa dan media sosial. Deteksi sinyal, pencegahan, dan persiapan bagian dari tahapan Pra-krisis (Coombs, T. Holladay, 2010). Pada tahap deteksi dini, tugas dan tanggung jawab berada pada UKK Direktorat Jenderal dan BKIP untuk melakukan monitoring informasi terkait dengan adanya potensi krisis. Monitoring informasi dilakukan secara regular dan permanen yang bersumber dari media massa, media online maupun media social.

Commented [RR8]: Tidak menggunakan alafabetis, tetapi memakai nomor romawi, namun jangan berurutan ke bawah (harus ke samping, dalam teks, dan diberi tanda kurung buka dan kurung tutup)

Ketika ada temuan dari UKK Direktorat Jenderal dan berdasarkan hasil monitoring BKIP menunjukkan adanya eskalasi issue negatif yang cenderung meningkat, ke tingkat makro strategis, yaitu lintas sektoral dan berdampak nasional dan internasional maka Kepala Badan Komunikasi dan Informasi Publik (BKIP) menyampaikan kepada Menteri Perhubungan melalui Sekretaris Jenderal Kementerian tentang adanya potensi krisis, dan saran untuk dibentuk sebuah lembaga penanganan krisis. Kondisi ini menjadi awal untuk melakukan komunikasi dengan melalui rapat bersama antar Sub Sektor di Kementerian Perhubungan. Hasil rapat memutuskan perlu diadakan pengelolaan krisis, maka segera diadakan tahap persiapan dan perencanaan komunikasi krisis, dengan membentuk Tim Komunikasi Krisis sebagai lembaga Ad Hoc.

Model mengenai tahapan pra krisis dapat dilihat pada Figure 3:

Figure 3: Model Tahapan Pra Krisis



ing isu /Informasi Berpotensi Krisis

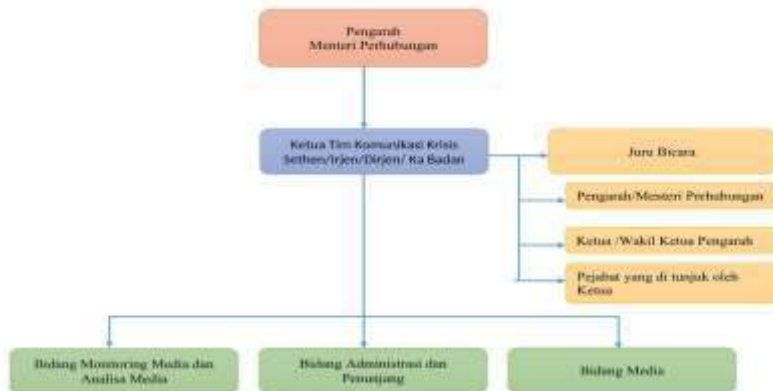
Figure 3: Model Pra krisis
Source: Research result

Pembentukan Tim Komunikasi Krisis (TKK)

Apabila hasil dari monitoring informasi mengindikasikan adanya potensi krisis, selanjutnya dilakukan rapat untuk menetapkan status. Tahapan ini ini dilakukan dalam forum rapat bersama pada UKK Direktorat Jenderal, BKIP dan Sekretariat Jenderal Kementerian Perhubungan. Waktu antara laporan dan pengambilan keputusan tidak kurang 1 jam. Pertimbangan waktu dimaksudkan agar dapat dilakukan respon cepat. Dalam rapat ada 2 alternatif putusan. *Pertama*, pengelolaan komunikasi krisis cukup ditangani oleh UKK Direktorat Jenderal karena diprediksikan tidak meluas dan skalanya kecil. *Kedua*, pengelolaan komunikasi krisis perlu dilakukan tindak lanjut karena krisis diprediksikan akan meluas dan dapat mengganggu citra dan reputasi organisasi.

Pada Figure 3 menjelaskan alur mengenai tahapan monitoring sampai pada penetapan status. Apabila dalam rapat memutuskan perlu tindak lanjut pengelolaan komunikasi krisis, maka Tim komunikasi krisis mulai bertugas dan bertanggung jawab mulai dari tahap tanggap krisis sampai pada pasca krisis. Hal ini karena eskalasi krisis mengarah ke tingkat makro strategis, yaitu lintas sektoral dan berdampak nasional dan internasional. Oleh karena itu segala bentuk koordinasi dan pengendalian dilakukan oleh Tim Komunikasi Krisis (TKK) untuk kegiatan komunikasi public.

Ruang lingkup kelembagaan Tim Komunikasi Krisis (TKK) bersifat Ad Hoc. Personel yang tergabung dalam TKK, seperti yang tercantum dalam Peraturan Menteri (PM) Nomor 38 Tahun 2019 tentang Pengelolaan Komunikasi Publik, adalah gabungan dari pejabat dan pengelola Komunikasi Publik Kementerian yang mewakili masing-masing unit organisasi eselon I untuk mengelola manajemen krisis. Pembentukan TKK dibentuk oleh Menteri sesuai dengan usulan Unit Kerja Komunikasi Kementerian dengan pembagian tugas dan wewenang berdasarkan tugas fungsi di lingkungan Kementerian Perhubungan dalam penempatan personel pada TKK berdasarkan kualifikasi



dan kompetensi pada struktur organisasi tersebut.

Dalam ketentuan jabatan Ketua TKK diatur, apabila komunikasi krisis berlangsung di tingkat nasional maupun internasional, lintas sektoral, dan lintas subsector, maka ketua TKK dijabat oleh Sekretaris Jenderal. Inspektur Jenderal menjadi Ketua apabila terjadi di tingkat Inspektorat Jenderal. Direktur Jenderal menjadi Ketua apabila terjadi komunikasi krisis pada Direktorat yang dipimpinnya, dan Kepala Badan menjadi Ketua apabila terjadi komunikasi krisis pada Badan yang menjadi tanggung jawabnya.

Tim Komunikasi Krisis sedikitnya terdiri dari 3 (tiga) bidang yang masing-masing diketuai oleh Koordinator Bidang yaitu: Bidang Monitoring dan Analisis Media, Bidang Administrasi Penghubung (*Liaison Officer*) dan Penunjang serta Bidang Hubungan Media. seperti pada Figure 4.

Tahap Tanggap Krisis

Setelah terbentuknya kelembagaan TKK yang bersifat Ad Hoc, kegiatan awal yang dilakukan adalah dengan melakukan kordinasi dengan mengadakan rapat terhadap seluruh anggota TKK. Untuk

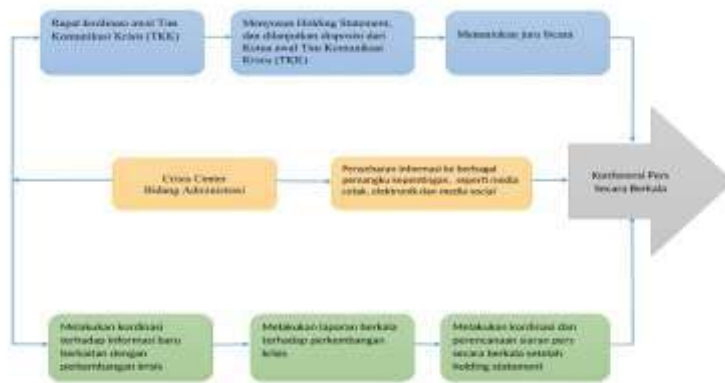


Figure 5: Model Tahapan Tanggap Krisis

bidang administrasi segera menyiapkan fasilitas Crisis Center dan juga bertanggung jawab untuk mengatur sirkulasi informasi baik pada internal maupun eksternal. Sirkulasi internal adalah mendistribusikan informasi ke TKK maupun internal organisasi Kementerian Perhubungan. Sedangkan, eksternal adalah melakukan komunikasi dengan pemangku kepentingan yang berkaitan dengan tanggap bencana, seperti Komisi Nasional Keselamatan Transpotasi (KNKT), Basarnas dan media massa.

Menyusun “*holding statement*” untuk di komunikasi ke public menjadi bagian yang tidak terpisahkan pada kegiatan awal setelah terbentuknya TKK. Bidang Monitoring dan Analisa Media bersama dengan Ketua TKK menyusun “pesan-pesan kunci” dan menentukan siapa yang akan menjadi juru bicara menyampaikan pesan ke public. Ketika penyusunan *holding statement*, Mc Coombs (2007) menyarankan sebanyak 10 strategi respons krisis untuk memperbaiki atau melindungi reputasinya yang telah dibagi menjadi 4 kelompok strategi respons yang berbeda, yaitu menyangkal, mengurangi, membangun kembali, dan mendukung (Coombs, 2007). Melalui strategi respon tersebut menjadi kerangka kerja dalam menyusun *holding statement*.

Dalam melakukan komunikasi tanggap krisis, tidak cukup dilakukan sekali, tergantung waktu yang dibutuhkan sampai pada tahap pemulihan atau pasca krisis. Oleh karena itu, komunikasi public dalam bentuk konferensi pers dilakukan secara berkala pada masa tanggap krisis. Belajar dari kasus bom di Hotel Marriot tahun 2003, bom di kedutaan Australia tahun 2004, dan bencana tsunami di Aceh tahun 2005, pihak Indo Pasific, sebuah konsultan komunikasi yang di sewa pemerintah Indonesia melakukan konferensi 2 kali dalam sehari untuk menyajikan informasi perkembangan baru (Dougall, et al, 2008). Oleh karena itu, bidang Monitoring dan Analisa Media melakukan pemantauan terhadap informasi yang berkembang terkait bencana dan sentiment yang beredar di media massa maupun media online/sosial. Informasi bencana perlu dikirim setiap 30 detik hingga 1 menit agar bisa melakukan analisis tentang situasi krisis dan membuat rekomendasi ke Bidang Komunikasi untuk menyusun pesan pemulihan krisis (Roux, 2019).

Tahap Pasca Krisis Dan Pelaporan

Pada tahap pasca krisis merupakan fase dari berakhirnya penanganan krisis berdasarkan parameter level krisis yang telah turun atau kembali ke normal. Ini berarti status krisis dilingkungan Kementerian Perhubungan telah dicabut berdasarkan beberapa pertimbangan yang diputuskan oleh Pimpinan TKK, meliputi;

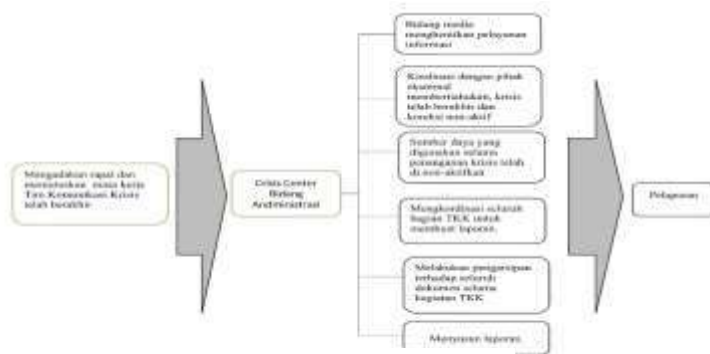


Figure 6: Tahapan Pasca krisis

Source : Research result

krisis telah melewati fase puncak, telah ada rencana penanggulangan dan penanggung jawab kerusakan atau dampak krisis di tahap pemulihan, SDM terdampak telah tertangani, dan frekuensi pemberitaan di media massa maupun online telah menurun. Mekanisme kerja dalam tahap pasca krisis dapat dilihat dalam Figure 6.

Pada tahap pasca krisis, tugas kerja berada pada tanggung jawab bidang Administrasi. Yaitu, berkordinasi dengan Bidang Komunikasi menghentikan pelayanan informasi dan memberitahukan pada pihak eksternal organisasi bahwa krisis telah berakhir dan kerja TTK sudah non aktif. Begitu juga dengan penggunaan sumber daya selama penanganan krisis dihentikan, dan kemudian membuat laporan sebagai bahan untuk pembelajaran.

Memasuki komunikasi pasca krisis, fokus pada pengelolaan krisis memang telah berakhir, tetapi pengelolaan dampak krisis terus berlanjut. Komunikasi pasca krisis sebagian besar merupakan perluasan dari komunikasi tanggap krisis ditambah dengan pembelajaran dari krisis. Lampel dan rekan (2009) menggambarkan pembelajaran sebagai proses yang disengaja dan muncul yang memfokuskan pada peristiwa itu sendiri dan juga pada pengembangan kemampuan organisasi di luar peristiwa krisis (M Collins, 2016).

Kementerian Perhubungan sebagai organisasi yang bercorak birokratis, kesulitan dalam merespon secara cepat apabila terjadi bencana yang berakibat pada krisis. Biasanya, organisasi yang banyak membawahi sub bagian yang mempunyai ruang lingkup kerja yang sama tidak selalu merupakan entitas yang homogen tetapi dapat terdiri dari subkelompok dengan minat, tujuan, agenda yang berbeda, dan prioritas (Roshan et al., 2016). Keadaan yang disebut dengan adanya hambatan structural dan tidak adanya pemahaman bersama dalam pengelolaan komunikasi krisis.

Banyak bukti ini menjelaskan bahwa setiap organisasi memiliki budayanya sendiri yang pada intinya dapat mempengaruhi cara organisasi bereaksi terhadap komunikasi krisis internal. Budaya organisasi yang terbentuk pada Kementerian Perhubungan menggambarkan organisasi birokratis dengan model mekanistik. Model ini menjelaskan sebuah organisasi yang kaku dengan kontrol ketat, tingkat hierarkinya tinggi, peran dan tugas birokrasi didefinisikan dengan jelas, pengambilan keputusan yang terpusat. Keadaan ini menimbulkan ketidakmampuan mengembangkan kreativitas dan inovasi yang menghambat kinerja lebih cepat (Hatch, M. J., & Cunliffe, 2013).

Penggunaan kerangka kerja teori *Situational crisis communication theory* (SCCT) dalam manajemen komunikasi krisis mempunyai signifikansi praktis dalam mengatasi hambatan structural dan membangun pemahaman bersama di internal organisasi Kementerian Perhubungan. Adanya tahapan pra krisis yang berkisar pada pengumpulan informasi tentang risiko krisis menjadi media interaksi bagi UKK Direktorat Jenderal dalam internal Kementerian Perhubungan untuk mengidentifikasi dan kemudian membuat keputusan tentang bagaimana mengelola potensi krisis. Interaksi dan proses komunikatif tidak ada dalam ruang hampa, melainkan dipengaruhi oleh konteks organisasi tempat mereka menjadi bagian (M Heide, 2015) Oleh karena itu, pada tahapan pra krisis, interaksi dan kordinasi antar bagian berfungsi untuk menyiapkan panggung bagi organisasi untuk mencegah terjadinya krisis berkepanjangan dan berfungsi pula sebagai perisai bagi organisasi untuk mengurangi

berbagai rumor maupun bentuk misinformasi yang bisa mengganggu kredibilitas dan reputasi organisasi.

Pada tahapan ini, komunikasi krisis berkonsentrasi pada penempatan dan pengurangan risiko. Pencegahan adalah prioritas utama untuk model antisipatif ini (Adkins, 2010). Model ini menggunakan kewaspadaan selama fase pra-krisis untuk membantu pengambilan keputusan dan pencegahan krisis. Wan dan Pfau (2004) merekomendasikan penggunaan pesan-pesan pra-krisis untuk menyuntik para pemangku kepentingan tentang krisis (Matthew Collins et al., 2016).

Pada masa tanggap krisis, pembentukan TKK menjadi momentum dalam menghilangkan hambatan structural dan membangun pemahaman bersama terhadap suatu bencana untuk melakukan manajemen komunikasi krisis. Hal ini karena personil dari TKK merupakan gabungan dari berbagai Sub Sektor di internal organisasi Kementerian Perhubungan. Melalui TKK, menjadi sarana untuk saling bekerjasama dan berkordinasi untuk menyelamatkan reputasi dan citra organisasi. Hal ini sejalan dengan kerangka kerja teori SCCT, bahwa reaksi para pemangku kepentingan terhadap krisis mungkin memiliki konsekuensi perilaku bagi suatu organisasi, dan bahwa apa yang dilakukan atau dikatakan organisasi selama krisis dapat mempengaruhi reputasinya (van Rensburg, et al. 2017).

Pembentukan TKK juga merupakan bentuk improvisasi organisasi Kementerian Perhubungan dalam tanggap bencana. Hal ini, seperti dijelaskan Heide and Simonsson, (2014), menegaskan bahwa setiap krisis itu unik, oleh karena itu organisasi tidak boleh terlalu memperhatikan rencana manajemen krisis tetapi harus mampu berimprovisasi. Terlepas dari kenyataan bahwa improvisasi dapat dilihat menjadi fleksibel dan akomodatif, itu tidak berarti itu adalah proses yang serampangan dan spontan melainkan sebuah proses yang membutuhkan pengalaman, pengetahuan dan fleksibilitas serta kepercayaan di antara anggota organisasi. (Mats Heide & Simonsson, 2014)

Teori SCCT secara langsung memberi panduan bagi organisasi yang terbiasa dengan struktur hierarki dan keputusan terpusat. Melalui manajemen komunikasi krisis dengan model tahapan pra krisis, tanggap krisis dan pasca krisis telah mengubah organisasi menjadi lebih dinamis dan respon cepat dalam tanggap bencana. Ini berbeda dengan teori *high-reliability organizations* (HRO) yang bekerja dalam bentuk krisis yang tidak pasti atau dalam keadaan darurat. (Agwu, et al. 2019). Teori HRO memberi kerangka kerja pada organisasi yang begitu kompleks untuk bekerja secara handal pada kondisi yang tidak pasti. Teori ini membantu mengatur dan menganalisis rutinitas, kebijakan, prosedur, dan strategi di balik keputusan komunikasi dengan cara yang sebelumnya tidak pernah diterapkan. Kerangka kerja teori ini pernah sukses dalam menangani krisis komunikasi pada saat terjadi Bom Bali I dan II (Dougall, et al, 2008))

Conclusions

Penelitian ini menemukan model manajemen komunikasi krisis, mulai dari pra krisis, tanggap krisis, dan pasca krisis. Model pra krisis memberi landasan antara Unit Kerja Komunikasi pada Dirjen, Irjen dan Badan bersama BKIP untuk berinteraksi, berkomunikasi dan berkordinasi dalam melakukan monitoring terhadap potensi krisis. Kondisi seperti ini menjadi media untuk mengatasi hambatan birokrasi yang struktural hirarkis dan membangun pemahaman bersama tentang tanggap bencana. Terbentuknya Tim Komunikasi Krisis (TKK) telah merubah dari organisasi yang semula berada dalam struktur hirarki yang ketat bergerak lebih dinamis dan respon cepat dalam tanggap krisis. Selanjutnya, Tim Komunikasi Krisis bekerja sampai pada tahap pemulihan krisis atau pasca krisis, dan diakhiri dengan pelaporan.

Penelitian ini memberikan kontribusi pada Kementerian Perhubungan dalam pengelolaan komunikasi krisis untuk lebih dinamis dan respon cepat dalam tanggap bencana. Hasil penelitian ini juga memberikan rekomendasi dan referensi dalam menyusun Standar Operasional Prosedur (SOP) yang merupakan mekanisme aturan dalam pengelolaan komunikasi krisis yang di mulai dari pra krisis, tanggap krisis, dan pasca krisis. Di samping itu, penelitian ini bisa memberi panduan bagi organisasi pemerintah maupun non pemerintah melakukan manajemen komunikasi krisis.

Penelitian ke depan sebaiknya di fokuskan pada kesenjangan komunikasi antara Kementerian Perhubungan dengan organisasi eksternal yang terakit dengan mitra strategis Kementerian Perhubungan, seperti Komisi Nasional Keselamatan Transpotasi(KNKT), Badan Nasional Pencarian dan Pertolongan (BASARNAS) dan mitra strategis lainya dalam pengelolaan komunikasi krisis.

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**l of Crisis Communication Management in the
re of Situational Crisis Communication Theory
at the Transportation Ministry**

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Abstract.

Rapid disaster response is necessary since it involves various stakeholders in disaster. However, rapid response is difficult to implement due to structural constraints and organizational hierarchy. This research aims to reveal structural constraints to crisis communication management in the internal organization of the Transportation Ministry. Situational Crisis Communication Theory (SCCT) approaches offer a framework to understand management in general in responding to crisis situation. This research uses a qualitative method with case study approaches. The results of this research show that in the pre-crisis phase the organization serves as media for sections at the Transportation Ministry to interact in monitoring potential crisis. In the crisis and post-crisis response phases, the establishment of an Ad Hoc Crisis Communication Team (TKK) has changed the organization from being under stringent hierarchic structure to being more flexible and responsive in crisis response. This research gives contributions to more dynamic crisis communication management, recommends the formulation of Standard Operating Procedure (SOP) in crisis communication management, starting from pre-crisis, crisis to post-crisis response phases, and gives guidance to government and non-government organizations in crisis communication management.

Keywords: Rapid disaster response; crisis communication; situational crisis; internal organization;

Introduction

Rapid response from stakeholders is needed to handle transportation-related disaster. Rapid response is to communicate everything related to the disaster (Khosla, 2017; Asteria, 2016), including scene of disaster, cause of disaster and victims of disaster. Such communication is important to avoid miscommunication and confusion on the part of the victims' family members and the general public. Likewise, stakeholders related to the disaster can handle it soon.

Rapid response is sometimes difficult to do. This is because of structural constraints within the internal organization

and this poses a challenge within the organization (Roux, 2019). The organizational structure constraints are common in disaster response, particularly when a group of people accustomed to hierarchy and centralized decision-making suddenly work in a flatter and more dynamic organizational structure (Manoj and Baker, 2007; Bundy *et al.*, 2017). In fact, rapid disaster response brings about reputation, performance and credibility of the organization in the eyes of the public (Al Shobaki *et al.*, 2016).

Such is the case with disaster response at the Transportation Ministry. As a transportation regulator, the ministry

often faces constraints to crisis communication management. The Public Communication and Information Agency (BKIP) at the Transportation Ministry disclosed several examples of failed crisis communication management in handling a disaster (BKIP, 2019). For instance, the

sinking of MV Sinar Bangun in Lake Toba on June 18, 2018 which claimed 3 lives and the tragedy of Lion Air JT 610 which crashed into waters off Karawang coast while on its flight from Jakarta to Pangkal Pinang and killed all its passengers and crew members.

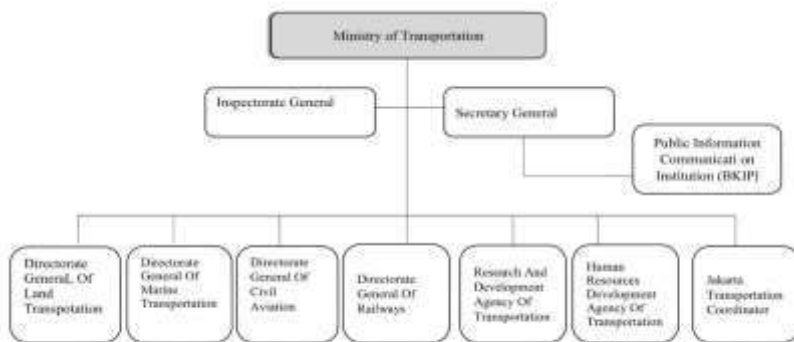


Figure 1. Organizational Structure of the Transportation Ministry

The failure came under the spotlights from the House of Representatives (DPR) which stated the Transportation Ministry was slow to inform the public of the plane crash. The government's slow response was because it announced the tragedy only at 09.00 WIB after the SAR Office in Jakarta reported it at 07.00 WIB. (Muslimin, 2018).

The slow response was the result of organizational hierarchy and bureaucracy which failed to give a chance to work with a high level of reliability. In managing public communication as shown in Figure 1, the Transportation Ministry subordinates the Directorate General of Land Transportation, the Directorate General of Sea Transportation, the Directorate General of Air Transportation and the Directorate General of Railway.

Each of the Directorate Generals has Communication Working Unit (UKK), popularly known as the Public Relations Division (*Humas*) in charge of public

communication at the Directorate Generals. Meanwhile, UKK or the Public Relations Service at the Transportation Ministry is within the purview of the Communication and Public Relations Board (BKIP) responsible to the Secretary General.

Problems arise when one of the UKKs at the Directorate General of Air Transportation (*Ditjen Hubud*) is encountered with disaster response, for instance, plane accident. On one hand, it becomes the responsibility of the UKK at *Ditjen Hubud*, but because of limited authority and information access it did not immediately conduct public communication. On the other hand, BKIP has no direct authority to make a decision to conduct disaster response because it is subordinated to the Secretariat General and has no hierarchic relations with the UKK of the UKK at *Ditjen Hubud*. This leads to lack of crisis identification, lack of coordination among sections, and the absence of quick decision making system.

For the purpose of external communication, particularly with mass media, there has not been system of selecting credible personnel to convey messages and key messages.

Having learned the case, the problems faced by the government organization are related to structural constraints, and the absence of collective understanding within the organization about whether or not crisis communication management is needed in the event of disaster. In fact, each organization will face a crisis anytime and needs to make preparations for communication with stakeholders, either internal or external (Strandberg & Vigsø, 2016). Hence, disaster, as a reality, moves to the need for preparation and preparedness to respond, known as crisis management (Matthew Collins et al., 2016).

Currently, a study of internal crisis communication is considered new and tends to go unheeded (Adamu, 2016). A study of crisis communication is more oriented to external organizational crisis communication, namely relations between stakeholders/crisis-controlling organization and crisis-related organization or institution. For instance, research of organization protecting their reputation during a crisis (Elliot, 2010); the impact of media and spokesperson on stakeholders' response (Brown, & Billings, 2013); the strategy of crisis communication (Adamu, 2016); the management of communication disparities in identifying crisis between expert of the government and Non-Governmental Organization (Palttala, et al, 2012; Lestari et al., 2012); difference in the method of conveying information via social media between regional government and residents affected by disaster (Hong, et al, 2018); perception of social media use for crisis communication between the government and Non-Governmental Organization (Ly-Le, 2018); strategy of responding to crisis communication within a trade association (Frandsen & Johansen, 2018).

Other researches on crisis communication at an internal organization include preparedness of an organization for a crisis to maintain reputation and build trust (Wowak, et al, 2015; Roshan, et al, 2016; Mazzei, 2015); leadership in an organization in times of crisis (Brown, et al, 2016; Cardon, 2019); employees' perspective of narration, culture and supervision (Strandberg & Vigsø, 2016; Ravazzani, 2016); internal conflict within an organization in facing crisis (Purworini, 2017); monitoring information via online media in times of crisis (Dominguez-Lopez, 2017; Zeng et al., 2017); motivation language of leaders (Farida & Ganiem, 2017).

All the researches have yet to explain specifically crisis communication management in a hierarchic and bureaucratic organizational structure. Of course, a lack of studies on the subject is worth regretting. In fact, the studies are important to guide government and non-government organizations which are accustomed to applying a centralized decision-making system with a stringent hierarchic structure in disaster response. Weick (2001) suggested that organizations with a high level of reliability have the capacity to manage unpredicted events (Bundy et al., 2017).

Through Situational Crisis Communication Theory approaches, this research is expected to contribute to knowledge by exploring sub-sections of the organization to monitor whether there is potential crisis or how the organization works in the pre-crisis phase. This research also describes the transformation of the organization from being under stringent hierarchic structure and decision-making system to being a dynamic organization in the crisis response phase and working in the recovery and crisis evaluation phase. Hence, this research produces a model of crisis communication management in the pre-crisis, crisis and post-crisis phases.

Theoretical Framework

The concepts of Crisis and Disaster have different meanings. According to Coombs (2007), the definition of crisis depends on four criteria: uncertainty, threat to stakeholders' hope, impact on the organization's performance, and potential negative outcome. This definition resembles Ulmer's view (2016) which also relies on four aspects; unexpected happening, non-routine demand at the organization, uncertain production, and threat to high priority goals (Ulmer, 2016; Sellnow, 2015; Coombs, 2010a).

Based on the criteria, crisis is understood as an unexpected and unpredictable happening, which is caused by several types of event, can threaten stakeholders' hope, brings about non-routine performance, leads to uncertainty which have a negative impact on the organization's performance and threatens the organization's goals, thereby tarnishing the image and reputation of the organization.

Unlike crisis, "disaster" is an external event that threatens the organization's reputation (Adkins, 2010; Lestari et al., 2019; Wahyuni, 2019). For instance, disasters caused by nature, such as earthquake and tsunami, and disasters caused by human errors, such as accidents in the transportation sector. Crisis is a negative form derived from internal weaknesses within an organization disclosed while trying to respond to external stimulus, such as disaster or attack on the organization's credibility. Since crisis is caused by the organization's weaknesses, it can inherently be avoided.

Basically, disaster is beyond the organization's control and in practice, cannot be avoided. Thus, to minimize the negative outcome of a disaster which will potentially turn into a crisis, the organization can avoid it by controlling precisely the organization's behavior before and during the disaster. To that

end, it needs any inclusive capital found in the communication network in the standby phase to face the disaster (Wardyaningrum, 2016).

Thus, on one hand, the organization needs crisis management with the aim of preventing or reducing the negative outcome of a crisis which may have an impact on the effort to protect the organization, stakeholders and industry from destruction. As a process, crisis management comprises many elements such as preventive action, crisis management plan and post-crisis evaluation (Coombs, 2007). On the other hand, the organization needs widely-understood crisis communication as a means of gathering, processing and disseminating information needed to handle crisis.

Situational Crisis Communication Theory

Situational Crisis Communication Theory (SCCT) approaches lay a foundation for checking the attribution of responsibility influencing the reputation of the organization, and showing the organization through response strategy to adapt to its authority in reducing threat to the organization's reputation due to crisis (Adkins, 2010b:). This theory is also used particularly to study how reputation influences responsibility to an organization and how response strategy of protecting reputation matches responsibility owned (Ma & Zhan, 2016).

In keeping with Attribution Theory, SCCT is one of the most influential theories used to understand crisis and crisis response strategy (Coombs, 2007). The theory developed in 1995 is derived from a simple premise, that is crisis is a negative event, stakeholders will make attribution of crisis responsibility, and the attribution will influence how stakeholders interact with the organization in crisis. Attribution has a significant impact on how the public view the reputation of the organization in crisis and their effective response and attitude to

the organization after crisis (Coombs, 2007).

This theory uses three-staged approaches modified from pre-crisis, crisis and post-crisis phases (Coombs, 2010b). The stages constitute a set of factors forming crisis management (Vardarlier 2016). Pre-crisis phase involves efforts to prevent crisis and prepare crisis management. In this stage, crisis communication revolves around activities, ranging from gathering information about crisis risks, making a decision on how to manage potential crisis, to training people to get involved in crisis management process.

SCCT is part of model of anticipation concentrated on the placement and reduction of risks. Prevention is the main priority for anticipative model. This model uses vigilance during the pre-crisis phase to help decision-making and crisis prevention (Olaniran, 2008). Thus, it is important to monitor pre-crisis messages as an input to recommend policy makers to conduct crisis response. By using biological analogy, pre-crisis messages give early information about potential crisis and help formulate a strategy to respond to negative reaction from the public and media.

In times of crisis, response to the actual occurrence is needed (Kádárová, et al, 2015). Sturges (1994) gives a framework which is useful to categorize crisis responses based on strategy focus. First, giving information, how to overcome crisis physically; second, adjusting information, how to overcome crisis psychologically; and third, improving reputation, an effort to improve damage caused by crisis to the organization (Coombs, 2010b). The instructed information strategy portrays how the organization can protect itself from crisis, remind people of crisis and how to protect them from physical danger.

Information adjustment strategy offers a useful strategy to help the organization overcome crisis psychologically, evoke an expression of

sympathy, provide information about crisis events, offer counseling and take corrective action.

Post-crisis is an effort to learn from crisis events (Bundy, et al, 2017). Since it is difficult to find accurately when crisis is over, post-crisis communication is mostly the expansion of crisis response communication, coupled with learning from crisis (Coombs, 2007). Crisis gives a chance to evaluate what the organization has done, including what has caused the crisis and what crisis management effort has been made.

Crisis is something negative. Thus, rapid response is needed to prevent it from disrupting image, reputation and credibility. Government organizations, such as the Transportation Ministry are usually more oriented to mechanistic model in their bureaucratic governance (Andhika, 2018). This model much portrays a rigid and tightly-controlled organization, a high level of hierarchy, clarity of control, role and task of bureaucracy, and centralized decision making. Mechanistic structure has great potential to obstruct performance to get faster. Through SCCT approaches, bureaucratic partitions obstructing rapid response will be able to move dynamically in handling crisis. Thus, crisis communication management at the Transportation Ministry focuses on pre-crisis, crisis and post-crisis phases.

Material and Methodology

This research uses a qualitative method with case study approaches. This research comprises two phases. The first phase is literature study, that is to learn and study law, presidential regulation and ministerial regulations related to public communication management at the Transportation Ministry. The law and regulations are: (1) Law No. 39 of 2008 concerning State Ministries, (2) Presidential Regulation No. 40 of 2015 concerning the Transportation Ministry, (3) Regulation of the Transportation Minister

No. 122 of 2018 concerning the Organization and Work Procedure of the Transportation Ministry, (4) Regulation of the Transportation Minister No. 38 of 2019 concerning Public Communication Management.

This step was taken to see a judicial and practical basis for the execution of tasks and authority in the land, sea and air transportation sub-sectors, the operation of Jabodetabek railway lines, and the Public Communication and Information Bureau (BKIP) in crisis communication management so as not to cause their responsibility and authority to overlap.

The second step was to hold Focus Group Discussion (FGD) with BKIP, land, sea and air sub-sectors, the operator of Jabodetabek railway lines at the Transportation Ministry. The FGD was held in three sessions. The first session, identifying internal problems faced by the Transportation Ministry in crisis communication management, such as the tasks and authority of persons in charge of public communication, structural constraints, and disagreement in viewing crisis.

The second session, discussing various regulations related to public communication and crisis communication management. The third session, discussing understanding between UKK, the Inspector General, the Director General and the Board, along with BKIP in crisis communication management, ranging from pre-crisis phase, making a decision on the formation of Crisis Communication Team, crisis response phase, to post-crisis phase.

Result and Discussion

The study of Law and Regulation of the Transportation Minister in crisis communication management refers to Regulation of the Transportation Minister No.38, Chapter I Article I paragraph 1: "Crisis Communication Management is the process of managing strategic issues predicted to have crisis potential before it turns into crisis communication, and

managing policy, resolving problems in the recovery stage to prevent destructive situation which has the potential to inflict large losses on the institution, the public, human resources, and stakeholders" (Regulation of the Transportation Minister of the Republic of Indonesia No. 38 of 2019)

The Transportation Ministry has defined crisis communication management. The rule serves as a legal umbrella that crisis communication management is done before negative issues develop into crisis. In public communication management, pursuant to Regulation of the Transportation Minister No. 38 of 2019, Chapter II Article 3 paragraph 1, each of the sub-divisions has the authority to conduct public communication management. For instance, the Communication Working Unit at the Transportation Ministry is the working unit responsible for the public communication field at the Secretariat General. The Communication Working Unit of the Inspectorate General is the working unit responsible for the public communication field at the Inspectorate, and so on (Regulation of the Transportation Minister of the Republic of Indonesia No. PM 38 of 2019, 2019).

Such authority structure causes redundancy or even confusion about which sub-section must take responsibility in the event of transportation disaster which will potentially cause crisis and need further crisis communication management, such as the crash of Lion Air plane JT 610 in the waters off Karawang coast. The accident information is the authority and responsibility of the Directorate General of Air Transportation. Hence, the public communication management rests with the Communication Working Unit at the Directorate General of Air Transportation. But because the disaster has a national and even international scale impact, the Communication Working Unit at the Directorate General of Air Transportation did not immediately conduct public communication management while

awaiting instruction from its superior. Consequently, information was sent slowly, thereby disrupting the image and reputation of the Transportation Ministry.

Pursuant to Regulation of the Transportation Minister No. 38 of 2019, Chapter II Article 4 paragraph 1, the Public Communication and Information Board (BKIP) subordinated and responsible to the Secretariat General of the Transportation Ministry has the authority to coordinate and integrate public communication activities. In addition, the BKIP also supervises, monitors and detects early potential crisis communication. Each of the communication working units, along with the BKIP monitor information or issue pointing to potential crisis. In the event of information or issue pointing to the escalation of potential crisis, the UKK at the Directorate General and BKIP coordinate with the Secretariat General of the Transportation Ministry in taking further steps.

Crisis Communication Identification Phase

Regulation of the Transportation Minister No. 38 of 2019, Chapter IV Article 20 carries the procedure of managing crisis communication at the Transportation Ministry in the event of transportation disaster or other events having the potential to cause crisis and disrupt reputation, image and public trust in the Transportation Ministry.

Crisis communication can be distinguished into anticipatable crisis communication and unanticipatable crisis communication. Crisis communication management comprises stages and procedures, including analyzing strategic issues, monitoring mass media and social media, reporting news having the potential to cause crisis, and clarifying and denying negative issues to prevent them from turning into bigger crisis.

Unanticipatable crisis usually happens to transportation disaster, such as in the land, sea, air and railway

transportation sectors. Transportation disaster emerges suddenly and must be handled immediately. Thus, crisis communication management is important to anticipate negative issues that have the potential to disrupt the credibility of the Transportation Ministry.

Anticipatable crisis communication usually emerges in stages. Thus, monitoring is limited to making an inventory of cases that may turn into potential crisis. Types of cases that can be identified at the Transportation Ministry include, (1) transportation regulations, (2) transportation accident, (3) congestion, (4) ticket hike, (5) corruption red-handed operation (Regulation of the Transportation Minister of the Republic of Indonesia No. PM 38 of 2019).

Crisis communication management is a cycle starting from normal condition of transportation management, having potential to change into a crisis, to getting back to normal condition. Thus, understanding the potential for crisis communication is important, as shown by the parameters : (1) negative reporting by various types of mass media, (2) negative opinion in social media and online media, and, (3) event or case causing the negative image or reputation of institution, which leads to the loss of lives, physical damage and material losses.

Potential crisis can be observed by monitoring news stories in mass media and online media, through the following stages: (1) monitoring mass media, both print media and online media, or negative chats in social media, (2) rating negative issues, (3) giving a conclusion to arising attributes as to whether they are positive, neutral, or negative, (4) using the ratings as referred to in point (2) to lay a basis for deciding issues having the potential to cause crisis by observing the movement of attributes to see whether they move in the negative direction or in the neutral and positive direction.

Pre-Crisis Phase

Coombs (2007) in Parameters for Crisis Communication reveals steps to detect potential crisis communication (Coombs, 2010b). This initial step is called pre-crisis phase. In this stage, the main thing to do is to gather information by monitoring information from mass media and social media. Signal detection, prevention and preparation are part of pre-crisis phase (Coombs, T. Holladay, 2010). In early detection phase, it is the task and responsibility of UKK at the Directorate General and BKIP to monitor information on potential crisis. Information from mass media, online media and social media is monitored regularly and permanently.

If there are findings from UKK at the Directorate General and the result of monitoring by BKIP shows the escalation of negative issues, to strategic macro level, namely cross sectoral, national and international impact, the Chief of BKIP informs the Transportation Ministry through the Secretary General about the potential crisis and recommends the creation of crisis handling institute. This is the initial stage to hold communication through a joint meeting among sub-sectors at the Transportation Ministry. The meeting decided the need to adopt crisis management. Preparations and crisis communication plan were later made by setting up Crisis Communication as an ad hoc institution

The Establishment of Crisis Communication Team

When the monitoring of information indicates potential crisis, a meeting will later be held to decide its status. This stage is realized at a joint meeting of UKK at the Directorate General, BKIP and Secretariat General of the Transportation Ministry. The period of time between a report and decision making is less than 1 hour. The period of time is meant to make rapid response. At the meeting there are 2 alternative decisions. *First*, crisis communication management is only handled by UKK of the Directorate General

because it is predicted not to expand and to be on small scale. *Second*, crisis communication management should be followed up on because the crisis is expected to spread and disrupt the image and reputation of the organization.

In the monitoring phase until the status is decided. If the meeting decides the need to follow up on crisis communication management, the crisis communication team will begin to work and take responsibility, starting from the crisis response phase to post-crisis phase. This is done by considering that crisis communication management needs indefinite time to predict when the crisis will be over. Hence, all models of coordination and control are adopted by the Crisis Communication Team (TKK) for the purpose of public communication.

The institutional scope of the Crisis Communication Team (TKK) is ad hoc in nature. The personnel of TKK, as provided for by Ministerial Regulation No. 38 of 2019 concerning Public Communication Management, are the combination of public communication management officials and officers representing each sectoral organizational unit at the Transportation Ministry in crisis management. TKK is set up by the Minister based on a proposal from the Communication Working Unit (UKK), with the distribution of tasks and authority based on task and functions at the Transportation Ministry. The placement of personnel at TKK is based on the needs and competency needed by the ad hoc institution.

The post of TKK chief is stipulated as follows. If crisis communication is at national or international, cross sectoral and cross sub-sectoral levels, the chief of TKK is held by the Secretary General. The Inspector General is appointed to the post of TKK chief at the level of Inspectorate General. The Director General will be appointed TKK chief if there is crisis communication at the Directorate led by the Director General. The chief of board will be

appointed TKK chief if there is crisis communication at the board concerned.

TKK comprises at least 3 (three) sections each of which is led by section coordinator, namely Media Monitoring and Analysis Section, Liaison Officer and Supporting Section and Media Relations Section.

Crisis Response Phase

After Ad Hoc TKK is set up, it later holds a coordination meeting with all TKK members. The administrative section soon prepares facilities for Crisis Center and is responsible for controlling the internal and external circulation of information. Internal circulation is distributing information to TKK and internal organizations at the Transportation Ministry. External circulation is holding communication with stakeholders related to disaster response, such as the National Commission for Transportation Safety, the National Search and Rescue Agency (Basarnas) and mass media.

Formulating “a holding statement” for public communication is an integral part of early activity after TKK is set up. The Media Monitoring and Analysis Section, along with the TKK chief formulate “key messages” and decide who will be a spokesperson to convey messages to the public. While formulating a holding statement, Mc Coombs (2007) recommends 10 crisis response strategies to improve or protect reputation. The strategies are divided into 4 different response strategy groups, namely denying, reducing, restoring and supporting (Coombs, 2007). The response strategies serve as a framework for formulating a holding statement.

It is not enough to conduct crisis response communication one time only. It depends on the time needed until the recovery or post-crisis phase. Thus, public communication in the form of press conference is held periodically during the crisis response period. Where a bomb attack on Marriot Hotel in 2003, a bomb attack on the Australian Embassy in 2004,

and a deadly tsunami in Aceh in 2004 are concerned, the Indo Pasific, a communication consultant hired by the Indonesian government, held press conferences twice a day to convey latest developments (Dougall, et al, 2008). Thus, the Media Monitoring and Analysis Section monitors developing information related to disaster and sentiments circulating in mass media and online/social media. Disaster information is conveyed every 30 seconds to 1 minute in order to analyze crisis situation and make recommendations to the Communication Section to formulate crisis recovery messages (Roux, 2019).

Post-Crisis and Reporting Phase

Post-crisis phase is the phase of the end of crisis handling based on the declining or returning-to-normal parameter of crisis. This means that the crisis status at the Transportation Ministry has been revoked based on several considerations decided by the TKK leadership, including the crisis which has passed the peak phase, the appointment of persons in charge of restoring affected human resources and identification of control plan and the declining frequency of reporting in mass media and onlne media.

In the post-crisis phase, the administrative section is responsible for job tasks, that is it coordinates with the communication section in terminating information services and informing external parties that the crisis has been over and TKK is no longer active. Likewise, the use of resources during the crisis handling is terminated and then a report is re made as a means of learning. When entering post-crisis communication, focus on crisis management has ended, however, crisis impact management continues. Post-crisis communication is mostly the expansion of crisis response communication plus learning from crisis. Lampel (2009) described learning as intentional and emerging process focusing on the event itself and the development of the

organization's capacity outside crisis event (M Collins, 2016).

The whole process of crisis communication management in the handling of disaster starting from pre-crisis phase, crisis response phase to post-crisis phase can be seen from Figure 2. Going back to the previous issue, the Transportation Ministry as a bureaucratic organization finds it difficult to give rapid responses in the event of disaster that leads to a crisis.

Usually an organization which oversees many sub-sections which have the same scope of jobs is not always an homogeneous entity but can comprise sub-groups with different intentions, goals, agendas and priorities (Roshan et al., 2016). The condition is referred to as

structural constraint due to the absence of common understanding in crisis communication management. The many pieces of evidence suggest that every organization has its own culture which in principle can influence the way how the organization reacts to internal crisis communication. The organizational culture formed at the Transportation Ministry portrays a bureaucratic organization with a mechanistic model. This model explains a rigid organization, with stringent control, high level of hierarchy, clearly defined bureaucratic role and task, and centralized decision making. This condition leads to inability to develop creativity and innovation that may hinder faster performance (Hatch, M. J., & Cunliffe, 2013).

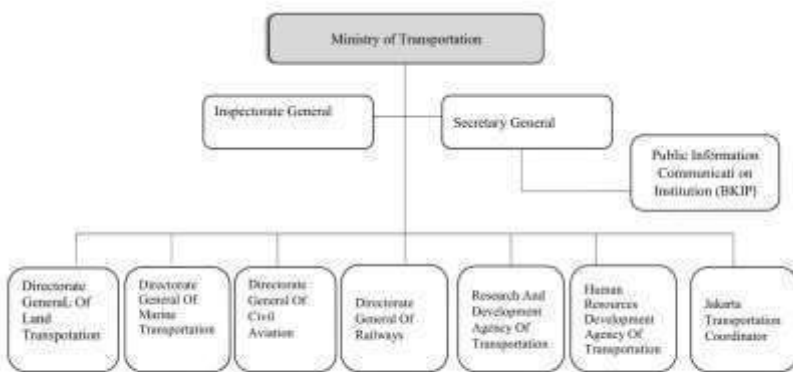


Figure 2. The Model of Process of Crisis Communication Management

The use of situational crisis communication theory framework in crisis communication management has practical significance to overcome structural constraints and build common understanding within the internal organization of the Transportation Ministry. The pre-crisis phase focusing on gathering information about crisis risks serves as interaction media for UKK of the Directorate General at the Transportation

Ministry to identify potential crisis and later make a decision on how to manage the potential crisis. Interaction and communicative process are not found in vacuum but are influenced by the context of organization of which they are part (M Heide, 2015) Thus, in the pre-crisis phase, interaction and coordination among sections functions as a means to prepare a stage for the organization to prevent protracted crisis and serves as a shield for

the organization to curtail various rumors or various forms of misinformation that may disrupt the credibility and reputation of the organization.

In this stage, crisis communication is concentrated on the placement and reduction of risks. Prevention is the main priority for this anticipative model (Adkins, 2010). This model serves as an early detection effort in the pre-crisis phase to lay a basis for decision making and crisis prevention. Wan and Pfau (2004) recommended the use of pre-crisis messages to inject stakeholders about crisis (Matthew Collins et al., 2016).

In the crisis response phase, the formation of TKK offered a momentum to eliminate structural constraints and build common understanding about a disaster to conduct crisis communication management. This is because TKK personnel are the combination of officers from various sub-sectors within the internal organization of the Transportation Ministry. TKK serves as a means of cooperation and coordination to rescue the reputation and image of the organization. This is in line with the SCCT framework that stakeholders' reaction to crisis may have a behavior consequence on an organization and what is done and said by the organization during crisis may influence reputation. (van Rensburg, et al, 2017).

The formation of TKK is also a form of improving the organization of the Transportation Ministry in disaster response. This, as explained by Heide and Simonsson, (2014), stresses that every crisis is unique. Thus, any organization must not pay too much attention to crisis management plan but must be able to make improvement. Regardless of the fact that improvement can turn flexible and accommodative, this does not mean that it is a random and spontaneous process but it is a process requiring experience, knowledge, flexibility and trust among members of the organization. (Mats Heide & Simonsson, 2014)

SCCT theory directly gives guidance

to the organization accustomed to hierarchic structure and centralized decision making. Crisis communication management with the model of pre-crisis, crisis response and post-crisis phases has made the organization more dynamic and responsive in disaster response. This is different from the theory of *high-reliability organization* (HRO) which works under model of uncertain crisis or in a state of emergency, (Agwu, et al, 2019). The HRO theory gives a framework to complex organization to work reliably in uncertain condition. This theory helps control and analyze routinity, policy procedure and strategy behind communication decision made in an unprecedented way. The framework of this theory has once been successful in handling crisis communication in times of Bali Bombs I and II (Dougall, et al, 2008))

Conclusions

This research finds the model of crisis communication management, starting from pre-crisis, crisis response to post-crisis phases. The model of pre-crisis phase gives a foundation to the Communication Working Unit at the Directorate General, the Inspectorate General and the Board along with BKIP to interact, communicate and coordinate in monitoring potential crisis. Such condition serves as media to overcome constraints in structurally hierarchic bureaucracy, and build common understanding about disaster response. The formation of Crisis Communication Team (TKK) has changed the organization from being under stringent hierarchic structure to being more dynamic and responsive in crisis response. The Crisis Communication Team worked until the crisis recovery or post-crisis phase and then made a report.

This research gives contributions to the Transportation Ministry in crisis communication management in order to be more dynamic and responsive in disaster response. This research also gives a recommendation and reference in formulating Standard Operating Procedure

(SOP) which serves as rule mechanism in crisis communication management, starting from pre-crisis, crisis response to post-crisis phases. In addition, this research may provide guidance for government and non-government institutions in conducting crisis communication management.

Looking ahead, this research should focus on communication disparities between the Transportation Ministry and external organizations related to the strategic partners of the Transportation Ministry, such as the National Commission for Transportation Safety (KNKT), the National Search and Rescue Agency (Basarnas) and other strategic partners in crisis communication management.

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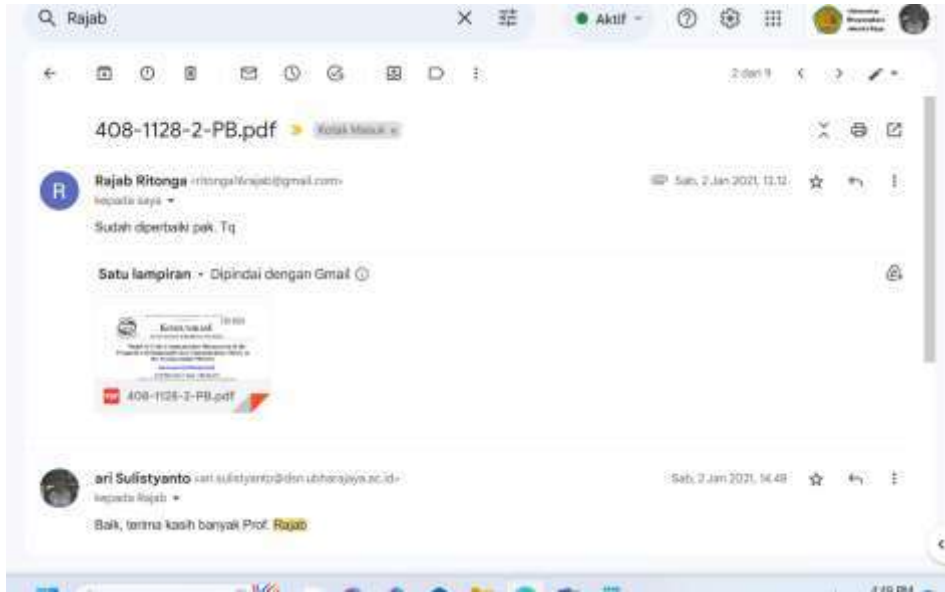
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Terima kasih.

Hormat saya

Ari Sulistyanto



Model of Crisis Communication Management in the Perspective of Situational Crisis Communication Theory at the Transportation Ministry

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Abstract

Rapid disaster response is necessary since it involves various stakeholders in disaster. However, rapid response is difficult to implement due to structural constraints and organizational hierarchy. This research aims to reveal structural constraints to crisis communication management in the internal organization of the Transportation Ministry. Situational Crisis Communication Theory (SCCT) approaches offer a framework to understand management in general in responding to crisis situation. This research uses a qualitative method with case study approaches. The results of this research show that in the pre-crisis phase the organization serves as media for sections at the Transportation Ministry to interact in monitoring potential crisis. In the crisis and post-crisis response phases, the establishment of an Ad Hoc Crisis Communication Team (TKK) has changed the organization from being under stringent hierarchic structure to being more flexible and responsive in crisis response. This research gives contributions to more dynamic crisis communication management, recommends the formulation of Standard Operating Procedure (SOP) in crisis communication management, starting from pre-crisis, crisis to post-crisis response phases, and gives guidance to government and non-government organizations in crisis communication management.

Keywords: Rapid disaster response; crisis communication; situational crisis; internal organization;

Introduction

Rapid response from stakeholders is needed to handle transportation-related disaster. Rapid response is to communicate everything related to the disaster (Khosla, 2017; Asteria, 2016), including scene of disaster, cause of disaster and victims of disaster. Such communication is important to avoid miscommunication and confusion on the part of the victims' family members and the general public. Likewise,

stakeholders related to the disaster can handle it soon.

Rapid response is sometimes difficult to do. This is because of structural constraints within the internal organization and this poses a challenge within the organization (Roux, 2019). The organizational structure constraints are common in disaster response, particularly when a group of people accustomed to hierarchy and centralized decision-making suddenly work in a flatter and more dynamic organizational structure (Manoj and

Baker, 2007; Bundy *et al.*, 2017). In fact, rapid disaster response brings about reputation, performance and credibility of the organization in the eyes of the public (Al Shobaki *et al.*, 2016).

Such is the case with disaster response at the Transportation Ministry. As a transportation regulator, the ministry often faces constraints to crisis communication management. The Public Communication and Information Agency (BKIP)

at the Transportation Ministry disclosed several examples of failed crisis communication management in handling a disaster (BKIP, 2019). For instance, the sinking of MV Sinar Bangun in Lake Toba on June 18, 2018 which claimed 3 lives and the tragedy of Lion Air JT 610 which crashed into waters off Karawang coast while on its flight from Jakarta to Pangkal Pinang and killed all its passengers and crew members.

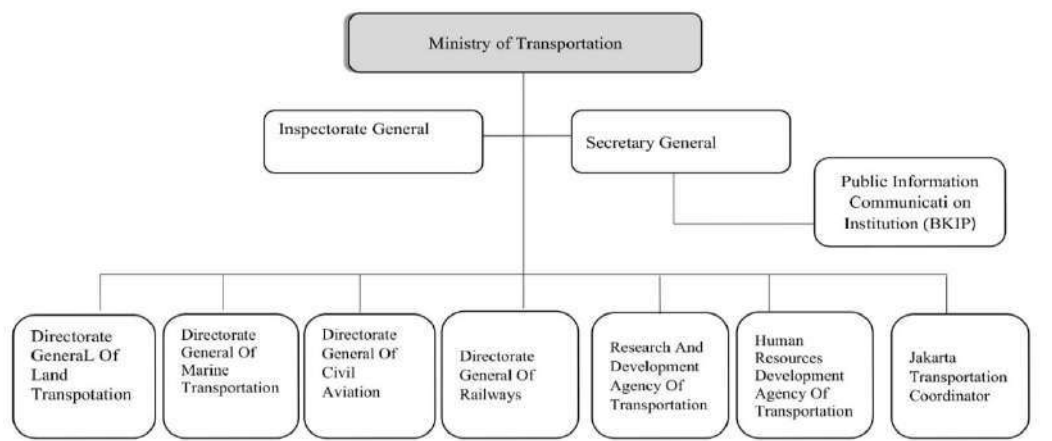


Figure 1. Organizational Structure of the Transportation Ministry
Source: Minister of Transportation Regulation No. 122 of 2018

The failure came under the spotlights from the House of Representatives (DPR) which stated the Transportation Ministry was slow to inform the public of the plane crash. The government's slow response was because it announced the tragedy only at 09.00 WIB after the SAR Office in Jakarta reported it at 07.00 WIB. (Muslimin, 2018).

The slow response was the result of organizational hierarchy and bureaucracy which failed to give a chance to work with a high level of reliability. In managing public communication as shown in Figure 1, the Transportation Ministry subordinates the Directorate General of Land Transportation, the Directorate General of Sea Transportation, the Directorate General of Air Transportation and the Directorate General of Railway.

Each of the Directorate Generals has Communication Working Unit (UKK), popularly known as the Public Relations Division (*Humas*) in charge of public communication at the Directorate Generals. Meanwhile, UKK or the Public Relations Service at the Transportation Ministry is within the purview of the Communication and Public Relations Board (BKIP) responsible to the Secretary General.

Problems arise when one of the UKKs at the Directorate General of Air Transportation (*Ditjen Hubud*) is encountered with disaster response, for instance, plane accident. On one hand, it becomes the responsibility of the UKK at Ditjen Hubud, but

because of limited authority and information access it did not immediately conduct public communication. On the other hand, BKIP has no direct authority to make a decision to conduct disaster response because it is subordinated to the Secretariat General and has no hierarchic relations with the UKK of the UKK at *Ditjen Hubud*. This leads to lack of crisis identification, lack of coordination among sections, and the absence of quick decision making system. For the purpose of external communication, particularly with mass media, there has not been system of selecting credible personnel to convey messages and key messages.

Having learned the case, the problems faced by the government organization are related to structural constraints, and the absence of collective understanding within the organization about whether or not crisis communication management is needed in the event of disaster. In fact, each organization will face a crisis anytime and needs to make preparations for communication with stakeholders, either internal or external (Strandberg & Vigsø, 2016). Hence, disaster, as a reality, moves to the need for preparation and preparedness to respond, known as crisis management (Matthew Collins *et al.*, 2016).

Currently, a study of internal crisis communication is considered new and tends to go unheeded (Adamu, 2016). A study of crisis communication is more oriented to external

organizational crisis communication, namely relations between stakeholders/crisis-controlling organization and crisis-related organization or institution. For instance, research of organization protecting their reputation during a crisis (Elliot, 2010); the impact of media and spokesperson on stakeholders' response (Brown, & Billings, 2013); the strategy of crisis communication (Adamu, 2016); the management of communication disparities in identifying crisis between expert of the government and Non-Governmental Organization (Palttala, et al, 2012; Lestari et al., 2012); difference in the method of conveying information via social media between regional government and residents affected by disaster (Hong, et al, 2018); perception of social media use for crisis communication between the government and Non-Governmental Organization (Ly-Le, 2018); strategy of responding to crisis communication within a trade association (Frandsen & Johansen, 2018).

Other researches on crisis communication at an internal organization include preparedness of an organization for a crisis to maintain reputation and build trust (Wowak, et al, 2015; Roshan, et al, 2016; Mazzei, 2015); leadership in an organization in times of crisis (Brown, et al, 2016; Cardon, 2019); employees' perspective of narration, culture and supervision (Strandberg & Vigsø, 2016; Ravazzani, 2016); internal conflict within an organization in facing crisis (Purworini, 2017); monitoring information via online media in times of crisis (Dominguez-Lopez, 2017; Zeng et al., 2017); motivation language of leaders (Farida & Ganiem, 2017).

All the researches have yet to explain specifically crisis communication management in a hierarchic and bureaucratic organizational structure. Of course, a lack of studies on the subject is worth regretting. In fact, the studies are important to guide government and non-government organizations which are accustomed to applying a centralized decision-making system with a stringent hierarchic structure in disaster response. Weick (2001) suggested that organizations with a high level of reliability have the capacity to manage unpredicted events (Bundy et al., 2017).

Through Situational Crisis Communication Theory approaches, this research is expected to contribute to knowledge by exploring sub-sections of the organization to monitor whether there is potential crisis or how the organization works in the pre-crisis phase. This research also describes the transformation of the organization from being under stringent hierarchic structure and decision-making system to being a dynamic organization in

the crisis response phase and working in the recovery and crisis evaluation phase. Hence, this research produces a model of crisis communication management in the pre-crisis, crisis and post-crisis phases.

Theoretical Framework

The concepts of Crisis and Disaster have different meanings. According to Coombs (2007), the definition of crisis depends on four criteria: uncertainty, threat to stakeholders' hope, impact on the organization's performance, and potential negative outcome. This definition resembles Ulmer's view (2016) which also relies on four aspects; unexpected happening, non-routine demand at the organization, uncertain production, and threat to high priority goals (Ulmer, 2016; Sellnow, 2015; Coombs, 2010a).

Based on the criteria, crisis is understood as an unexpected and unpredictable happening, which is caused by several types of event, can threaten stakeholders' hope, brings about non-routine performance, leads to uncertainty which have a negative impact on the organization's performance and threatens the organization's goals, thereby tarnishing the image and reputation of the organization.

Unlike crisis, "disaster" is an external event that threatens the organization's reputation (Adkins, 2010; Lestari et al., 2019; Wahyuni, 2019). For instance, disasters caused by nature, such as earthquake and tsunami, and disasters caused by human errors, such as accidents in the transportation sector. Crisis is a negative form derived from internal weaknesses within an organization disclosed while trying to respond to external stimulus, such as disaster or attack on the organization's credibility. Since crisis is caused by the organization's weaknesses, it can inherently be avoided.

Basically, disaster is beyond the organization's control and in practice, cannot be avoided. Thus, to minimize the negative outcome of a disaster which will potentially turn into a crisis, the organization can avoid it by controlling precisely the organization's behavior before and during the disaster. To that end, it needs any inclusive capital found in the communication network in the standby phase to face the disaster (Wardyaningrum, 2016).

Thus, on one hand, the organization needs crisis management with the aim of preventing or reducing the negative outcome of a crisis which may have an impact on the effort to protect the organization, stakeholders and industry from destruction. As a process, crisis management comprises many elements such as preventive

action, crisis management plan and post-crisis evaluation (Coombs, 2007). On the other hand, the organization needs widely-understood crisis communication as a means of gathering, processing and disseminating information needed to handle crisis.

Situational Crisis Communication Theory

Situational Crisis Communication Theory (SCCT) approaches lay a foundation for checking the attribution of responsibility influencing the reputation of the organization, and showing the organization through response strategy to adapt to its authority in reducing threat to the organization's reputation due to crisis (Adkins, 2010b:). This theory is also used particularly to study how reputation influences responsibility to an organization and how response strategy of protecting reputation matches responsibility owned (Ma & Zhan, 2016).

In keeping with Attribution Theory, SCCT is one of the most influential theories used to understand crisis and crisis response strategy (Coombs, 2007). The theory developed in 1995 is derived from a simple premise, that is crisis is a negative event, stakeholders will make attribution of crisis responsibility, and the attribution will influence how stakeholders interact with the organization in crisis. Attribution has a significant impact on how the public view the reputation of the organization in crisis and their effective response and attitude to the organization after crisis (Coombs, 2007).

This theory uses three-staged approaches modified from pre-crisis, crisis and post-crisis phases (Coombs, 2010b). The stages constitute a set of factors forming crisis management (Vardarlier, 2016). Pre-crisis phase involves efforts to prevent crisis and prepare crisis management. In this stage, crisis communication revolves around activities, ranging from gathering information about crisis risks, making a decision on how to manage potential crisis, to training people to get involved in crisis management process.

SCCT is part of model of anticipation concentrated on the placement and reduction of risks. Prevention is the main priority for anticipative model. This model uses vigilance during the pre-crisis phase to help decision-making and crisis prevention (Olaniran, 2008). Thus, it is important to monitor pre-crisis messages as an input to recommend policy makers to conduct crisis response. By using biological analogy, pre-crisis messages give early information about potential crisis and help formulate a strategy to respond to negative reaction from the public and media.

In times of crisis, response to the actual occurrence is needed (Kádárová, et al, 2015). Sturges (1994) gives a framework which is useful to categorize crisis responses based on strategy focus. First, giving information, how to overcome crisis physically; second, adjusting information, how to overcome crisis psychologically; and third, improving reputation, an effort to improve damage caused by crisis to the organization (Coombs, 2010b). The instructed information strategy portrays how the organization can protect itself from crisis, remind people of crisis and how to protect them from physical danger.

Information adjustment strategy offers a useful strategy to help the organization overcome crisis psychologically, evoke an expression of sympathy, provide information about crisis events, offer counseling and take corrective action.

Post-crisis is an effort to learn from crisis events (Bundy, et al, 2017). Since it is difficult to find accurately when crisis is over, post-crisis communication is mostly the expansion of crisis response communication, coupled with learning from crisis (Coombs, 2007). Crisis gives a chance to evaluate what the organization has done, including what has caused the crisis and what crisis management effort has been made.

Crisis is something negative. Thus, rapid response is needed to prevent it from disrupting image, reputation and credibility. Government organizations, such as the Transportation Ministry are usually more oriented to mechanistic model in their bureaucratic governance (Andhika, 2018). This model much portrays a rigid and tightly-controlled organization, a high level of hierarchy, clarity of control, role and task of bureaucracy, and centralized decision making. Mechanistic structure has great potential to obstruct performance to get faster. Through SCCT approaches, bureaucratic parturitions obstructing rapid response will be able to move dynamically in handling crisis. Thus, crisis communication management at the Transportation Ministry focuses on pre-crisis, crisis and post-crisis phases.

Material and Methodology

This research uses a qualitative method with case study approaches. This research comprises two phases. The first phase is literature study, that is to learn and study law, presidential regulation and ministerial regulations related to public communication management at the Transportation Ministry. The law and regulations are: (1) Law No. 39 of 2008 concerning State Ministries, (2) Presidential Regulation No. 40 of 2015 concerning the Transportation Ministry, (3) Regulation of the

Transportation Minister No. 122 of 2018 concerning the Organization and Work Procedure of the Transportation Ministry, (4) Regulation of the Transportation Minister No. 38 of 2019 concerning Public Communication Management.

This step was taken to see a judicial and practical basis for the execution of tasks and authority in the land, sea and air transportation sub-sectors, the operation of Jabodetabek railway lines, and the Public Communication and Information Bureau (BKIP) in crisis communication management so as not to cause their responsibility and authority to overlap.

The second step was to hold Focus Group Discussion (FGD) with BKIP, land, sea and air sub-sectors, the operator of Jabodetabek railway lines at the Transportation Ministry. The FGD was held in three sessions. The first session, identifying internal problems faced by the Transportation Ministry in crisis communication management, such as the tasks and authority of persons in charge of public communication, structural constraints, and disagreement in viewing crisis.

The second session, discussing various regulations related to public communication and crisis communication management. The third session, discussing understanding between UKK, the Inspector General, the Director General and the Board, along with BKIP in crisis communication management, ranging from pre-crisis phase, making a decision on the formation of Crisis Communication Team, crisis response phase, to post-crisis phase.

Result and Discussion

The study of Law and Regulation of the Transportation Minister in crisis communication management refers to Regulation of the Transportation Minister No.38, Chapter I Article I paragraph 1: "Crisis Communication Management is the process of managing strategic issues predicted to have crisis potential before it turns into crisis communication, and managing policy, resolving problems in the recovery stage to prevent destructive situation which has the potential to inflict large losses on the institution, the public, human resources, and stakeholders" (Regulation of the Transportation Minister of the Republic of Indonesia No. 38 of 2019)

The Transportation Ministry has defined crisis communication management. The rule serves as a legal umbrella that crisis communication management is done before negative issues develop into crisis. In public communication management, pursuant to Regulation of the Transportation Minister No. 38 of 2019, Chapter II Article 3 paragraph 1, each of the sub-divisions

has the authority to conduct public communication management. For instance, the Communication Working Unit at the Transportation Ministry is the working unit responsible for the public communication field at the Secretariat General. The Communication Working Unit of the Inspectorate General is the working unit responsible for the public communication field at the Inspectorate, and so on (Regulation of the Transportation Minister of the Republic of Indonesia No. PM 38 of 2019, 2019).

Such authority structure causes redundancy or even confusion about which sub-section must take responsibility in the event of transportation disaster which will potentially cause crisis and need further crisis communication management, such as the crash of Lion Air plane JT 610 in the waters off Karawang coast. The accident information is the authority and responsibility of the Directorate General of Air Transportation. Hence, the public communication management rests with the Communication Working Unit at the Directorate General of Air Transportation. But because the disaster has a national and even international scale impact, the Communication Working Unit at the Directorate General of Air Transportation did not immediately conduct public communication management while awaiting instruction from its superior. Consequently, information was sent slowly, thereby disrupting the image and reputation of the Transportation Ministry.

Pursuant to Regulation of the Transportation Minister No. 38 of 2019, Chapter II Article 4 paragraph 1, the Public Communication and Information Board (BKIP) subordinated and responsible to the Secretariat General of the Transportation Ministry has the authority to coordinate and integrate public communication activities. In addition, the BKIP also supervises, monitors and detects early potential crisis communication. Each of the communication working units, along with the BKIP monitor information or issue pointing to potential crisis. In the event of information or issue pointing to the escalation of potential crisis, the UKK at the Directorate General and BKIP coordinate with the Secretariat General of the Transportation Ministry in taking further steps.

Crisis Communication Identification Phase

Regulation of the Transportation Minister No. 38 of 2019, Chapter IV Article 20 carries the procedure of managing crisis communication at the Transportation Ministry in the event of transportation disaster or other events having the potential to cause crisis and disrupt reputation,

image and public trust in the Transportation Ministry.

Crisis communication can be distinguished into anticipatable crisis communication and unanticipatable crisis communication. Crisis communication management comprises stages and procedures, including analyzing strategic issues, monitoring mass media and social media, reporting news having the potential to cause crisis, and clarifying and denying negative issues to prevent them from turning into bigger crisis.

Unanticipatable crisis usually happens to transportation disaster, such as in the land, sea, air and railway transportation sectors. Transportation disaster emerges suddenly and must be handled immediately. Thus, crisis communication management is important to anticipate negative issues that have the potential to disrupt the credibility of the Transportation Ministry.

Anticipatable crisis communication usually emerges in stages. Thus, monitoring is limited to making an inventory of cases that may turn into potential crisis. Types of cases that can be identified at the Transportation Ministry include, (1) transportation regulations, (2) transportation accident, (3) congestion, (4) ticket hike, (5) corruption red-handed operation (Regulation of the Transportation Minister of the Republic of Indonesia No. PM 38 of 2019).

Crisis communication management is a cycle starting from normal condition of transportation management, having potential to change into a crisis, to getting back to normal condition. Thus, understanding the potential for crisis communication is important, as shown by the parameters: (1) negative reporting by various types of mass media, (2) negative opinion in social media and online media, and, (3) event or case causing the negative image or reputation of institution, which leads to the loss of lives, physical damage and material losses.

Potential crisis can be observed by monitoring news stories in mass media and online media, through the following stages: (1) monitoring mass media, both print media and online media, or negative chats in social media, (2) rating negative issues, (3) giving a conclusion to arising attributes as to whether they are positive, neutral, or negative, (4) using the ratings as referred to in point (2) to lay a basis for deciding issues having the potential to cause crisis by observing the movement of attributes to see whether they move in the negative direction or in the neutral and positive direction.

Pre-Crisis Phase

Coombs (2007) in Parameters for Crisis Communication reveals steps to detect potential

crisis communication (Coombs, 2010b). This initial step is called pre-crisis phase. In this stage, the main thing to do is to gather information by monitoring information from mass media and social media. Signal detection, prevention and preparation are part of pre-crisis phase (Coombs, T. Holladay, 2010). In early detection phase, it is the task and responsibility of UKK at the Directorate General and BKIP to monitor information on potential crisis. Information from mass media, online media and social media is monitored regularly and permanently.

If there are findings from UKK at the Directorate General and the result of monitoring by BKIP shows the escalation of negative issues, to strategic macro level, namely cross sectoral, national and international impact, the Chief of BKIP informs the Transportation Ministry through the Secretary General about the potential crisis and recommends the creation of crisis handling institute. This is the initial stage to hold communication through a joint meeting among sub-sectors at the Transportation Ministry. The meeting decided the need to adopt crisis management. Preparations and crisis communication plan were late made by setting up Crisis Communication as an ad hoc institution

The Establishment of Crisis Communication Team

When the monitoring of information indicates potential crisis, a meeting will later be held to decide its status. This stage is realized at a joint meeting of UKK at the Directorate General, BKIP and Secretariat General of the Transportation Ministry. The period of time between a report and decision making is less than 1 hour. The period of time is meant to make rapid response. At the meeting there are 2 alternative decisions. *First*, crisis communication management is only handled by UKK of the Directorate General because it is predicted not to expand and to be on small scale. *Second*, crisis communication management should be followed up on because the crisis is expected to spread and disrupt the image and reputation of the organization.

In the monitoring phase until the status is decided. If the meeting decides the need to follow up on crisis communication management, the crisis communication team will begin to work and take responsibility, starting from the crisis response phase to post-crisis phase. This is done by considering that crisis communication management needs indefinite time to predict when the crisis will be over. Hence, all models of coordination and control are adopted by the Crisis Communication Team (TKK) for the purpose of public communication.

The institutional scope of the Crisis Communication Team (TKK) is ad hoc in nature. The personnel of TKK, as provided for by Ministerial Regulation No. 38 of 2019 concerning Public Communication Management, are the combination of public communication management officials and officers representing each sectoral organizational unit at the Transportation Ministry in crisis management. TKK is set up by the Minister based on a proposal from the Communication Working Unit (UKK), with the distribution of tasks and authority based on task and functions at the Transportation Ministry. The placement of personnel at TKK is based on the needs and competency needed by the ad hoc institution.

The post of TKK chief is stipulated as follows. If crisis communication is at national or international, cross sectoral and cross sub-sectoral levels, the chief of TKK is held by the Secretary General. The Inspector General is appointed to the post of TKK chief at the level of Inspectorate General. The Director General will be appointed TKK chief if there is crisis communication at the Directorate led by the Director General. The chief of board will be appointed TKK chief if there is crisis communication at the board concerned.

TKK comprises at least 3 (three) sections each of which is led by section coordinator, namely Media Monitoring and Analysis Section, Liaison Officer and Supporting Section and Media Relations Section.

Crisis Response Phase

After Ad Hoc TKK is set up, it later holds a coordination meeting with all TKK members. The administrative section soon prepares facilities for Crisis Center and is responsible for controlling the internal and external circulation of information. Internal circulation is distributing information to TKK and internal organizations at the Transportation Ministry. External circulation is holding communication with stakeholders related to disaster response, such as the National Commission for Transportation Safety, the National Search and Rescue Agency (Basarnas) and mass media.

Formulating “a *holding statement*” for public communication is an integral part of early activity after TKK is set up. The Media Monitoring and Analysis Section, along with the TKK chief formulate “key messages” and decide who will be a spokesperson to convey messages to the public. While formulating a holding statement, Mc Coombs (2007) recommends 10 crisis response strategies to improve or protect reputation. The strategies are divided into 4 different response strategy groups, namely denying, reducing,

restoring and supporting (Coombs, 2007). The response strategies serve as a framework for formulating a holding statement.

It is not enough to conduct crisis response communication one time only. It depends on the time needed until the recovery or post-crisis phase. Thus, public communication in the form of press conference is held periodically during the crisis response period. Where a bomb attack on Marriot Hotel in 2003, a bomb attack on the Australian Embassy in 2004, and a deadly tsunami in Aceh in 2004 are concerned, the Indo Pacific, a communication consultant hired by the Indonesian government, held press conferences twice a day to convey latest developments (Dougall, et al, 2008). Thus, the Media Monitoring and Analysis Section monitors developing information related to disaster and sentiments circulating in mass media and online/social media. Disaster information is conveyed every 30 seconds to 1 minute in order to analyze crisis situation and make recommendations to the Communication Section to formulate crisis recovery messages (Roux, 2019).

Post-Crisis and Reporting Phase

Post-crisis phase is the phase of the end of crisis handling based on the declining or returning-to-normal parameter of crisis. This means that the crisis status at the Transportation Ministry has been revoked based on several considerations decided by the TKK leadership, including the crisis which has passed the peak phase, the appointment of persons in charge of restoring affected human resources and identification of control plan and the declining frequency of reporting in mass media and online media.

In the post-crisis phase, the administrative section is responsible for job tasks, that is it coordinates with the communication section in terminating information services and informing external parties that the crisis has been over and TKK is no longer active. Likewise, the use of resources during the crisis handling is terminated and then a report is re made as a means of learning. When entering post-crisis communication, focus on crisis management has ended, however, crisis impact management continues. Post-crisis communication is mostly the expansion of crisis response communication plus learning from crisis. Lampel (2009) described learning as intentional and emerging process focusing on the event itself and the development of the organization's capacity outside crisis event (M Collins, 2016).

The whole process of crisis communication management in the handling of disaster starting from pre-crisis phase, crisis response phase to post-crisis phase can be seen from Figure 2. Going back

to the previous issue, the Transportation Ministry as a bureaucratic organization finds it difficult to give rapid responses in the event of disaster that leads to a crisis.

Usually an organization which oversees many sub-sections which have the same scope of jobs is not always an homogeneous entity but can comprise sub-groups with different intentions, goals, agendas and priorities (Roshan et al., 2016). The condition is referred to as structural constraint due to the absence of common understanding in crisis communication management. The many pieces of evidence suggest that every organization

has its own culture which in principle can influence the way how the organization reacts to internal crisis communication. The organizational culture formed at the Transportation Ministry portrays a bureaucratic organization with mechanistic model. This model explains a rigid organization, with stringent control, high level of hierarchy, clearly defined bureaucratic role and task, and centralized decision making. This condition leads to inability to develop creativity and innovation that may hinder faster performance (Hatch, M. J., & Cunliffe, 2013).

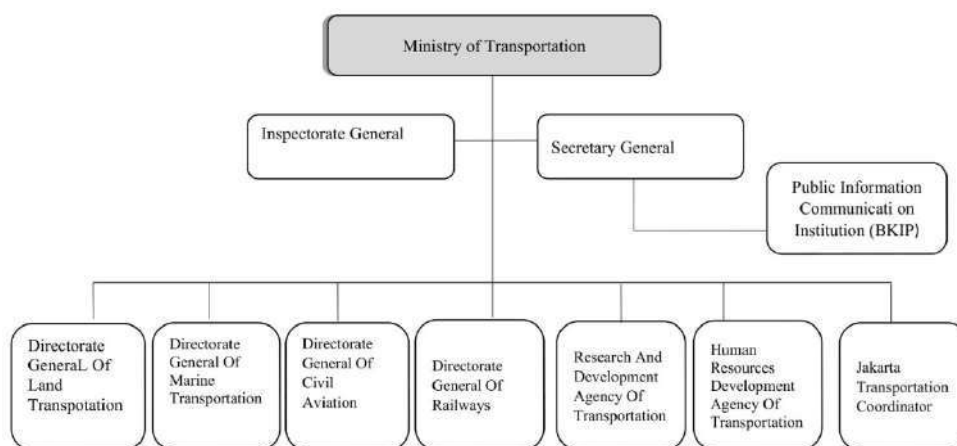


Figure 2. The Model of Process of Crisis Communication Management

The use of situational crisis communication theory framework in crisis communication management has practical significance to overcome structural constraints and build common understanding within the internal organization of the Transportation Ministry. The pre-crisis phase focusing on gathering information about crisis risks serves as interaction media for UKK of the Directorate General at the Transportation Ministry to identify potential crisis and later make a decision on how to manage the potential crisis. Interaction and communicative process are not found in vacuum but are influenced by the context of organization of which they are part (M Heide, 2015) Thus, in the pre-crisis phase, interaction and coordination among sections functions as a means to prepare a stage for the organization to prevent protracted crisis and serves as a shield for the organization to curtail various rumors or various forms of misinformation that may disrupt the credibility and reputation of the organization.

In this stage, crisis communication is concentrated on the placement and reduction of risks. Prevention is the main priority for this anticipative model (Adkins, 2010). This model serves as an early detection effort in the pre-crisis phase to lay a basis for decision making and crisis prevention. Wan and Pfau (2004) recommended

the use of pre-crisis messages to inject stakeholders about crisis (Matthew Collins et al., 2016).

In the crisis response phase, the formation of TTK offered a momentum to eliminate structural constraints and build common understanding about a disaster to conduct crisis communication management. This is because TTK personnel are the combination of officers from various sub-sectors within the internal organization of the Transportation Ministry. TTK serves as a means of cooperation and coordination to rescue the reputation and image of the organization. This is in line with the SCCT framework that stakeholders' reaction to crisis may have a behavior consequence on an organization and what is done and said by the organization during crisis may influence reputation. (van Rensburg, et al, 2017) .

The formation of TTK is also a form of improving the organization of the Transportation Ministry in disaster response. This, as explained by Heide and Simonsson, (2014), stresses that every crisis is unique. Thus, any organization must not pay too much attention to crisis management plan but must be able to make improvement. Regardless of the fact that improvement can turn flexible and accommodative, this does not mean that it is a random and spontaneous process but it is a

process requiring experience, knowledge, flexibility and trust among members of the organization. (Mats Heide & Simonsson, 2014)

SCCT theory directly gives guidance to the organization accustomed to hierarchic structure and centralized decision making. Crisis communication management with the model of pre-crisis, crisis response and post-crisis phases has made the organization more dynamic and responsive in disaster response. This is different from the theory of *high-reliability organization* (HRO) which works under model of uncertain crisis or in a state of emergency, (Agwu, et al, 2019). The HRO theory gives a framework to complex organization to work reliably in uncertain condition. This theory helps control and analyze routinity, policy procedure and strategy behind communication decision made in an unprecedented way. The framework of this theory has once been successful in handling crisis communication in times of Bali Bombs I and II (Dougall, et al, 2008))

Conclusions

This research finds the model of crisis communication management, starting from pre-crisis, crisis response to post-crisis phases. The model of pre-crisis phase gives a foundation to the Communication Working Unit at the Directorate General, the Inspectorate General and the Board along with BKIP to interact, communicate and coordinate in monitoring potential crisis. Such condition serves as media to overcome constraints in structurally hierarchic bureaucracy, and build common understanding about disaster response. The formation of Crisis Communication Team (TKK) has changed the organization from being under stringent hierarchic structure to being more dynamic and responsive in crisis response. The Crisis Communication Team worked until the crisis recovery or post-crisis phase and them made a report.

This research gives contributions to the Transportation Ministry in crisis communication management in order to be more dynamic and responsive in disaster response. This research also gives a recommendation and reference in formulating Standard Operating Procedure (SOP) which serves as rule mechanism in crisis communication management, starting from pre-crisis, crisis response to post-crisis phases. In addition, this research may provide guidance for government and non-government institutions in conducting crisis communication management.

Looking ahead, this research should focus on communication disparities between the Transportation Ministry and external organizations related to the strategic partners of the

Transportation Ministry, such as the National Commission for Transportation Safety (KNKT), the National Search and Rescue Agency (Basarnas) and other strategic partners in crisis communication management.

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