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MEDIA POLICY IN LOCAL TELEVISION MANAGEMENT IN CENTRAL JAVA

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ABSTRACT

Broadcast media governance carries out digitization, which refers to Article 72 of Law No. 11/2020 and Article 60A No. 32/2002. As many as 85% of developed countries in the world have migrated to digital broadcasting, but now, Indonesia is in the process of digitizing broadcasting. This study was conducted to describe the implications of media policies used in managing TVKU as one of the local television stations in Central Java related to the applicable law. The method used in this research is descriptive analysis with participant observation. The diffusion of innovation theory will be used to determine the process of adopting broadcasting digitization technology as a communication channel by TV Lolah Central Java, TVKU. The results showed that the government's mechanism in conducting socialization, models, and roles in digitizing broadcasting caused local television stations to experience inequality in the implementation that occurred in the field. Various obstacles encountered by local television stations in digitizing broadcasting can affect the protection of their existence as broadcasters. The number of channels in digital broadcasting media compared to analog broadcasting creates space as fierce competition for all television stations to become content providers, such as new digital television stations. As a result, local television stations unable to implement the broadcasting digitization process will experience broadcast closures. This research can be used as a reference for further research in media policy and local television station management.

Keywords: Media policy; regulation; mass communication; digital television

1. INTRODUCTION

Digitalization is a policy that broadcasters must carry out as a technological novelty that can improve broadcasting quality and expand the range of broadcasting services for viewers. Improving broadcasting quality can be done by enhancing performance in managing infrastructure efficiently to produce maximum audio and visual broadcasts. Management of broadcast media is carried out following article 72 of Law No. 11/2020 and article 60A No. 32/2002, which states that the implementation of digital broadcasting is carried out by following technological developments,

including the migration of broadcasting from analog to digital technology, which technically is the process of changing all forms of information (numbers, words, images, sound, data, and motion) into code in the form of bits (binary digits), thus enabling data manipulation and data transformation, including duplication, subtraction or addition. There are only two choices in Bit characters, namely 0 and 1, or on and off, yes and no, whether there is information. The summary of this simplicity ultimately creates various forms of information: letters, sounds, images, colors, motion, and so on, into a format for processing information for processing, sending, storing, and presenting simultaneously in one device. Digitalization of broadcasting is necessary in advancing the broadcasting industry, which is currently still based on analog broadcast systems due to the rapid progress of the times, which demands technology to be impeccable, concise, and fast. The perfection of digital television brings hope to reach an increasingly varied market (Agussetianingsih & Kasim, 2021).

The media policy for digitizing broadcasting has been stipulated by June 17, 2015, by the International Telecommunication Union (ITU) for all of its member countries, including Indonesia. Accordingly, all regions in Indonesia have been targeted to switch analog to digital channels in 2018 through three stages, namely the first stage of preparation (2009-2013), the second stage of simulcast (2014-2017), and the third stage of analog switch-off (2018). However, now, Indonesia is in the process of digitizing broadcasting even though global conditions have shown that the world's digital television implementation has reached 85% (Mubarok & Adnjani, 2018).

The creation of the Indonesian Digital Broadcast Television Association (ATSDI) in 2015 shows that television stations are interested in conducting digital broadcasting. Several television stations that joined included Nusantara TV, Inspira TV, Kompas TV, Gramedia TV, Tempo TV, and NET.TV, CNN TV, Merah Putih TV, Indonesia TV, etc. The creation of Law No. 32 of 2002 concerning broadcasting triggered the emergence of local television stations that could balance national network television broadcasts. Still, only a small number were able to survive in the business competition to fill digital channels, so many chose to switch management or change ownership. Four local television stations have helped bring new competition to the digital era broadcasting industry, including TVB (Kompas TV), Pro TV (MNC Group), TVKU (Suara Merdeka Group), and Cakra TV (Bali TV). Local television stations must also follow the implementation of media policies to broadcast using digital channels (Ardiyanti, 2016).

Previous research conducted by Siti Chaerani Dewanti (2021) stated that the digitization of broadcasting carried out in Indonesia is often delayed due to the unpreparedness of equipment and infrastructure during the transition (Dewanti, 2021). Other research says that broadcasting institutions need to understand innovation from technological advances that will be used for the distribution of broadcast content services in Indonesia; for this reason, broadcasting digitization policies are the basis of interest in adopting digital channels as fulfilling the information needs of society, nation, and state (Budiman, 2020). Furthermore, the results of other studies say that local television stations must also implement broadcast digitization to maintain the broadcasting industry in the media business competition; broadcasting digitalization can provide more expansive space for programs for local television stations to take momentum in gaining audience attention by fulfilling digital channels through the processing of program events (Suryantara, Hariani, & Rahmat, 2022).

In this case, the Ministry of Communication and Informatics considers that the digitalization of broadcasting is based on policies and analog channel technology's increasingly expensive operational costs, which will gradually weaken. The purpose of this policy is an effort to save on the use of the broadcast frequency spectrum. To create broadcasting industry efficiency, the implementation of digitization uses the application of multiplexing broadcasting which can maintain business continuity from private broadcasting institutions. This policy can make a television broadcasting service whose function on each frequency channel is only carried out by one television industry so that the need for digital technology can overcome the limited number of analog channel allocations. Therefore, it can be said that digital broadcasting is a solution to the limitations of analog channels in Indonesia (Maulana, 2019).

This policy also has an essential role in managing local television stations in Central Java. This is because digital broadcasting can broadcast better-quality shows and reach a wider audience. However, it brought up several pros and cons for those affected by this policy, including the government, the broadcasting industry, and the community. The government considers that the public will be disadvantaged because they cannot watch television broadcasts due to changing analog channels to digital if broadcast digitization is not carried out immediately. The broadcasting industry considers this policy a must to increase its existence so that it can be commensurate with other networked national television stations (Nuriadin, 2018).

Implementation of policies on broadcast digitization needs to involve all parties so that the quality and quantity of broadcasting infrastructure and management budgets are manageable for local television stations. In general, the readiness of local television stations to carry out broadcast digitization efforts is limited in terms of technological infrastructure capabilities, broadcast programs, and human resources. The position of policies that tend to be biased towards local television stations that are currently established has resulted in digitalization only being able to strengthen the existing power communication. For this reason, it is necessary to formulate media policies to digitize broadcasting to realize developments in the world of broadcasting and benefit the public (Rahayu, 2014).

When Indonesia implements digital broadcasting, new media policies are also presented to manage digitization in broadcasting institutions. The shift in broadcasting technology to all-digital will be carried out as a substitute for analog technology, which has been used before. This poses a challenge in managing broadcast digitization for broadcasting institutions in Indonesia, especially for local television stations, which also must implement this policy. For this reason, this research was conducted to know the management of broadcast digitization at local television stations in Central Java using innovation diffusion theory.

Everest M. Rogers said that the diffusion of innovation has two words: diffusion and innovation. Diffusion is a process communicated through channels and a certain period between social changes occurring in the structure and function of social systems with innovation created. In contrast, innovation is an idea, concept, practice, or object considered new by some people by perceived newness. So the diffusion of innovation is a process of absorbing new ideas as an effort to change a society that occurs continuously from one place to another, from a certain period, from one field to another to a group of social systems with the main elements including innovation, communication channels, time distance, and social systems (Aditya, 2022).

2) METHODS

This study uses qualitative descriptive research to describe phenomena that appear scientifically or manufactured, including characteristics, activities, changes, relationships, togetherness, and differences between events. Qualitative descriptive, according to Sugiyono (2005), is research that does not determine broader conclusions using a method to describe or analyze a research result (Dwijayanti

& Pramesti, 2021). Instead, miles and Huberman's data analysis technique is applied in three steps, namely data reduction, data presentation, and conclusion, to facilitate understanding of the research.

This research makes TVKU Semarang a research object that has implemented broadcast digitization since 2017. The primary data sources were obtained from in-depth interviews with several informants, namely Eko Purwito as TVKU Technical Manager, Agung Yulianto as TVKU HRD, and Anita Nurhandayani as the Head of Production for TVKU. Other secondary data sources are obtained through observations excavated from books, journals, archives, reports, etc.

3) RESULTS AND DISCUSSION

The development of the mass media industry, especially television, has been increasingly triggered by the ratification of the Broadcasting Law No. 32 of 2002, which also gave rise to new television in Indonesia. It is divided into four categories: public television, private television, subscription television, and community television. Television is included in indirect mass communication, which can efficiently reach a large number of audiences, thus enabling communication to be carried out by all people in the world through broadcast media. Information conveyed through television can be received anywhere by the audience that is included in the broadcast coverage area (Kusmantoro, 2019).

The broadcast digitization policy is carried out as an effort to broadcast broadcasts using transmitters and transmission facilities on land, sea, and space with a radio frequency spectrum in the form of electromagnetic waves that can propagate by air, cable, and other media. They can be received simultaneously by a broad audience. Using a broadcast receiver. Broadcasting can be done in all directions if the broadcast receiver can detect the broadcasting system through the decoder unit. There are at least five conditions that must meet the criteria in broadcasting activities, namely the availability of a radio frequency spectrum, having a transmitter/transmission facility, the presence of a broadcast receiving device, having a program to be broadcast, and being able to be received simultaneously by the public. So, networked national and local television stations are interested in the readiness of broadcasting technology infrastructure, human resources, and broadcast program content to successfully migrate analog to digital broadcasting (Ashri, 2021).

Initial Conditions of Analog Broadcasting on TVKU

(1) Infrastructure Constraints. Broadcasting frequency is a public property temporarily loaned to broadcasting institutions to fulfill the public's information needs. However, the amount of frequency lent has a limited number by the technical specifications submitted to the Ministry of Communication and Informatics in the decision on Radio Station Permits (ISR) through Broadcasting Operations Permits (IPP). Moreover, the amount of frequency has a transmit power that can reach the target audience by the provisions of the frequency distance; if the resulting transmit power is high, it will produce a strong signal frequency to gain more comprehensive television broadcasts (Cahayadi, 2017).

The government has determined that electromagnetic waves can emit frequencies according to the operational system of television stations. The MW (medium wave) can produce a broadcast frequency in the medium frequency band between 300-3000 Khz, while FM (frequency modulation) can produce a broadcast frequency in the VHF (very high frequency) band, which is between 88-108 MHz. Television uses a transmitter frequency in the VHF or UHF band, which requires the network to transmit broadcasts through an STL (studio transmitter link) system in the form of a link system using a Yagi antenna. Broadcast frequency planning must be considered to fulfill the channel capacity as needed, and it is not permissible to use frequencies exceeding the requirements (Sulvinajayanti, 2018).

For local television stations, analog broadcasting will be more difficult for the public to accept due to limited transmit power. The amount of transmit power owned by local television stations cannot reach the community's UHF antenna, so the image display cannot be maximized. Broadcasting may or may not be technologically expanded. Still, the entire spectrum of broadcasting expanded on technology can make it possible to differentiate the types of broadcast events according to the visibility and synchronization of the audience (Budiman A., 2016). So broadcasting on analog channels cannot be sufficient for broadcasting services, so digitalization is needed to meet the needs of broadcasting services for the community. TVKU technical manager Eko Purwito said.

> "The image quality on our analog is difficult to accept because the altitude and direction of the transmit power are different from the others. First, the transmit power of analog broadcasts on other television stations is at Gombel, while TVKU is at MAJT. Second, the direction of the community's UHF antenna is towards Gombel. It affects the quality of the image received by the public."

In the broadcasting service area of Central Java, there are at least 17 television stations, including 15 networked national television stations and two local television stations that have obtained licenses to provide broadcasting services to the public. Local television stations have broadcast area limitations covering one broadcast area or the local area, which only reaches 5000 watts. In contrast, national network television stations have broadcast coverage on a national scale with a transmit power of 40000 watts. TVKU Head of Production, Anita Nurhandayani, added, "The use of analog broadcasts limits the spread of content which is only broadcast in Central Java and is still affected by transmission power which binds broadcast coverage."

Analog broadcasting influences the transmission power of local television stations, which previously had limited broadcast coverage areas that only covered one area or location. The amount of reception on the audience's antenna will be by the magnitude of the signal strength on the analog channel so that it can determine the quality of the resulting broadcast. However, the quality of the resulting broadcast will undoubtedly be to the number of costs the television station bears in proposing the amount of transmit power (Wahyuni, 2018). Even though operational standards have been implemented, local television stations, especially TVKU, still have to bear infrastructure limitations for analog channels to get the public's attention in providing broadcasting service satisfaction.

(2) HR Constraints. HR is an essential factor in the success of broadcasting in operationalizing the broadcasting technology used. All equipment uses digital technology in digital broadcasting, so special skills and expertise are needed to operate it. The constraints experienced by TVKU on transmit power and broadcast coverage on analog channels also affected HR, because improvements made to analog channels were still using the manual method. TVKU HRD Agung Yulianto said, "The condition of TVKU's HR is still working manually in checking and repairing analog channels if trouble occurs and cannot be checked with the remote system."

Human resources are in the spotlight for companies to continue to survive in free market competition and the era of globalization. Global trends in changes and era shifts make HR must quickly adapt to various innovations in the environment. Various efforts by regulating work mechanisms in the company's organizational structure can be applied to create a professional work culture to meet global demands that tend to be without boundaries (Febrianty et al., 2020).

Digital Broadcasting Adaptation Process

European countries, namely the United Kingdom and the United States, have initiated broadcast digitization since 1998, followed by other developed countries. The seriousness of the European government in establishing broadcasting digitalization policies is seen as sensitivity to technological advances. The digital signal used in broadcast digitization does not always have a continuous amplitude so it can increase the speed of data transmission compared to the analog system. The use of rare bits as a unit of measurement can define the number of bits sent per second in bits (bps) units. In digital signals, the maximum channel capacity will be achieved through the data rate (data rare or bit rare) on a channel with a smaller capacity than the Shannon theorem due to the limitations of ideal equipment (Latif et al.).

Digital broadcasting is expressed by three standards (color and lines) which are caused by problems in the initial selection of technology that has been operated before, ease of adaptation from analog standards to reach the problem of nationalism, namely: (a) advanced television system committee-terrestrial (ATSC-T) in the United States; (b) digital video broadcasting-terrestrial (DVB-T) in Europe; (c) integrated services digital broadcasting-terrestrial (ISDB-T) in Japan. Apart from that, another standard that is being developed is Terrestrial-Digital Multimedia Broadcasting (T-DMB) in South Korea and Digital Multimedia Broadcasting-Terrestrial (DMB-T) in China (Naskah Akademik Rancangan Undang-Undang Tentang Penyiaran, 2017).

According to the foundation of sociocultural evolution, Campbell (1965), the adaptation process is carried out through 3 stages to adjust to changes in social conditions in survival, namely seeing variations, choosing, and maintaining (Chrarindy, 2021).

(1) The Stage of Seeing Variations. This phase is the first step in introducing the whole community to technological developments in interpreting and presenting new technological artifacts to give meaning to the technology in question.

(a) With variations in infrastructure, digital broadcasting technology has far better technical specifications than the analog technology used before. For this reason, TVKU has prepared the availability of digital-based technology, which also influences the quality of broadcast programs so that they can experience more optimal broadcast quality equality. TVKU technical manager, Eko Purwito said

> "We provide all digital-based equipment, from cameras to broadcast equipment. So changes in image clarity will be much better than using analog. And for the digital transmitter side, we are not mux holders, so we still use a rental system."

(b) HR variation, HR expertise in managing operational systems in digital technology needs to be considered as an essential aspect for the success of broadcasting at a television station. Therefore, various information and technologies in the new work system will be adopted by HR as a strategy for successful programming. TVKU HRD, Agung Yulianto said

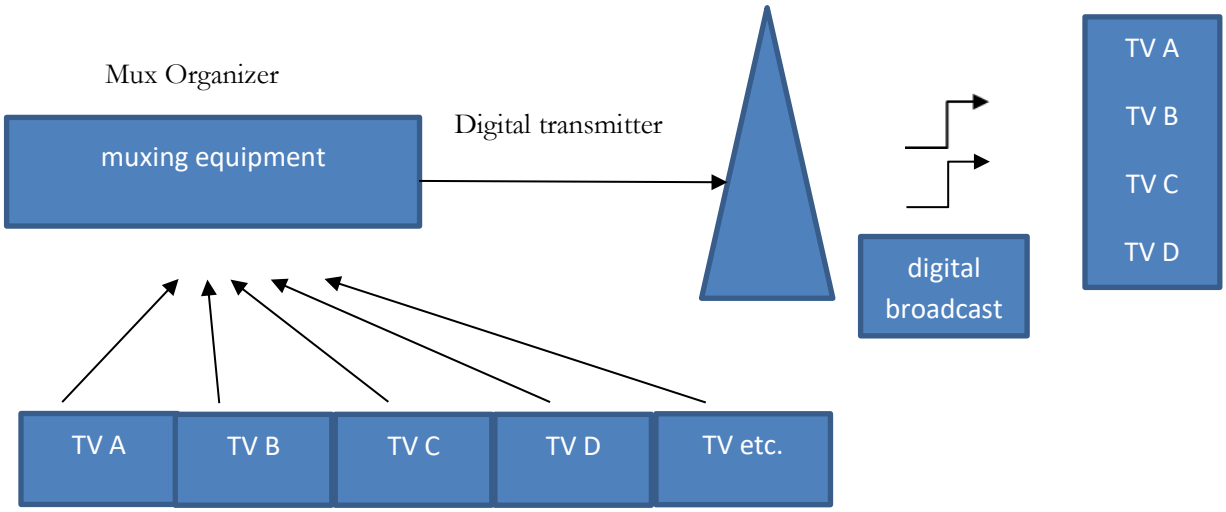
> "TVKU's human resources are very prepared for the digital system because the socialization provided is sufficient to provide preparation and understanding for HR so that it will make it easier for HR to carry out the work system that will be implemented."

(c) Variety of Program Content, digitization of broadcasting provides an opportunity for local television stations to gain more viewers through broadcasts that can fill the channel for 24 hours. Program content providers in broadcast media must pay attention to 3 primary sources, including the type of media content, the type of target audience, and capital. These three things will support television stations as broadcast media. The head of TVKU production, Andita Handayani said

> *"There are various obstacles that we face, such as the transmission power, which is still limited, and the audience reach that is not wide. It is a tough effort for TVKU to create a variety of content to fill digital channels in competition with other television stations. So we need to study the audience's desires, then sort out the potential and opportunities that exist to create more content that can generate profits for the company."*

(2) Stages of Choosing. The choosing stage is an adaptation phase that is carried out to compromise new conditions in social change and take action to determine what to do. This stage is the second phase after the introductory phase of technological developments in a social system. (a) New Equipment and Infrastructure, TVKU takes steps to compromise digital broadcasting and chooses to adopt digital broadcasting which is considered to make broadcasting easier after previously only using analog broadcasting as a form of change in the broadcasting industry in Indonesia TVKU technical manager, Eko Purwito said

> "Digital makes it easier for TVKU as a content provider because there is no need for transmitter maintenance, there is no need for human resources to take care of the transmitter; someone will handle it themselves. For the digitization process, TVKU only negotiates with the mux holder to be able to install a decoder there; then, it is determined what image to use, then it will be received there. So the complexity will be simpler."



With the actions taken to implement broadcast digitization, broadcast quality can be optimally produced through maximum image quality and broadcast coverage. Broadcasting decentralization can be presented in broadcasting if broadcast media needs can be met. (b) New Work System. Technically there will be changes in operating broadcasting equipment, so it is necessary to have a form of negotiation on the implementation of broadcasting digitization by introducing, arranging, and adjusting through job interviews or routine operations. Some of the system changes include video storage, video transfer, and video data specifications. Video storage will be processed on a digital camera using a memory card to produce digital data. (c) Digital Video Specifications. One system that has also changed digital broadcasting is digital video specifications through higher resolution than analog broadcasting to produce better picture quality. Digital technology that can support the increase in digital video specifications lies in digital image processing, which can store data in a digital format and can only be processed using a computer so that it can produce digital images. TVKU technical manager, Eko Purwito said.

> "In terms of quality, the improvement is very significant. Digitalization of broadcasting is very influential, especially in terms of broadcast range, if TVKU's picture is already HD, but the mux we rent is not HD, then it cannot be said that TVKU's quality is HD."

	Analog		Digital	
	Production	Broadcasting	Production	Broadcasting
System	PAL	PAL	Full HD	HD
Resolution	720x576	720x576	1920x1080	1280x720
Fps	25	25	25	25
Codec	DV PAL	DV PAL	H.264	H.264
Scanning	Interlaced	Interlaced	Progressive	Progressive

(3) Stages of Defending. When a television station has agreed to implement broadcast digitization by agreeing to carry out a process of compromise and negotiation in the selection stage, then the digitization of broadcasting can be maintained as a strenuous effort to support the progress of the broadcasting industry in Indonesia even though digital broadcasting is a necessity that cannot be avoided. TVKU's technical manager, Eko Purwito, said, "Until now, TVKU has received priority as a mux tenant because it already has an IPP, so broadcasting digitization is a must for TVKU."

The head of TVKU production, Andita, added, "In digital broadcasting, it is possible that more viewers with better broadcast quality can watch TVKU programs. Several TVKU clients say that the quality of our programs and broadcasts is better than before when using analog broadcasting."

The maintenance stage is the final stage in the adaptation process for an organization in dealing with changes in the social environment. For this reason, an organization will maintain the actions that have become its decision and apply them to subsequent interactions.

Digital Broadcasting Requirements

(1) Development of Broadcasting Technology. After the agreement made by the International Telecommunication Union (ITU) Conference in 2006, that all member countries are required to implement digital broadcasting within a predetermined time limit so that digital broadcasting can be global, digital broadcasting has become a necessity for the broadcasting industry in Indonesia. Supporting industries, namely manufacturers of production equipment, broadcasting equipment, and video content producers, have also shifted towards digital so that analog broadcasting has no support in broadcasting anymore (Maulana & Hasfi , Implementasi Teori Fungsional Struktural Dalam Regulasi Penyiaran Digital Di Indonesia, 2019). TVKU technical manager Eko Purwito said,

"The reason we digitize broadcasting is forced; it becomes an obligation that has been regulated in the law."

However, TVKU can see and take advantage of opportunities in analog broadcasting as a defense of its existence. TVKU technical manager, Eko Purwito added that if

> "Digitizing broadcasting is also beneficial for TVKU because the public can better receive TVKU broadcasts. Certainly, TVKU must keep up with technological advances to be able to improve all broadcast quality in terms of picture quality, audio, and outreach to the public. So it can be said that this is a development that should indeed be carried out."

(2) Indonesian Government Regulations. Digitalization of broadcasting is the right policy for broadcasting institutions in Indonesia because it can provide equal existence for networked national television stations with local television stations, but the system implemented is considered burdensome for local television stations. TVKU technical manager Eko Purwito said,

> "Digitalization is correct, but the system is lacking for local television stations because it is still burdensome for TVKU expenses. But if you say it's right, digitalization is a must, but maybe for local television the method is still burdensome."

The burden that must be borne by local television stations, especially TVKU in this case, is on the mux rental system, so the government needs to explore this policy for the constraints experienced by local television stations. TVKU Engineering Manager, Eko Purwito added

> "In the past, there was a plan to merge all local television stations to have their own mux to reduce the rent burden. Which later one mux will be used by several local television stations with operational costs being borne will be divided equally. It would make more sense for local television stations."

Digitalization of broadcasting becomes a public interest perspective to show that the government tends to side with mux managers far above market interests. Digitalization of Broadcasting as a Burden and a Need. Broadcast digitization will thoroughly use digital technology from the production process to broadcasting to be able to produce digital video. This is a consideration that TVKU must make in digitizing broadcasting. TVKU Technical Manager, Eko Purwito said,

> "Certainly in terms of expenses there will be additional costs for renting mux, TVKU has to add around 30 million per month just to rent mux. Another burden borne by TVKU is the investment in transmitters, antennas and so on which still use analog systems because they will not be used and will be sold."

TVKU HR also feels another burden when implementing broadcast digitization because they must understand the technological innovations that will be used. TVKU HRD Agung Yulianto said, "The main burden that HR has in digitalization is fear because the tools are quite expensive, so HR has a fear of operating the equipment if it causes damage to the tool."

Birkland (2015) says that the digitalization policy has a simple design concept that has a comprehensive scope with five policy design elements, namely (1) The goals of the policy, which is a clear identification of policy objectives through the process of identifying problems that arise; (2) The casual model, namely understanding the theory of cause and effect on the policies to be implemented; (3) The tools of the policy are the selection of policy instruments to address public problems; (4) The targets of the policy are a precise selection of policy targets from policy implementation; (5) The implementation of the policy is the implementation of the implementation plan of the policy design. The development of broadcasting in Indonesia has become a public need and expectation, which at the same time places a burden on local television stations. Therefore, all television stations will get the same quality when implementing a digital system to minimize the gap in broadcast quality between networked national television stations and local television stations (Agussetianingsih & Kasim, Peran Desain Kebijakan: Digitalisasi Penyiaran Televisi di Indonesia, 2021).

Broadcasting in the digital era marked by a shift from analog to digital technology can minimize the broadcasting gap between networked national television stations and local television stations because it can provide equality in transmit power and broadcast coverage so that the resulting broadcast quality will be much better and optimal. However, there is a need for a review of policies on digitalization regulations which are carried out based on the interests of the government or broadcasting institutions which must be considered. When viewed from the status of public and private broadcasting institutions, the policy of broadcasting digitization strengthens the position of networked national television stations. In contrast, local television stations need help with the adoption process, costs, and consequences of broadcasting digitization regulations. Private television stations will strengthen broadcasting monopoly and oligopoly in the event of a private enterprise core system to kill local television stations that have begun to appear in every region in Indonesia.

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