

Evaluation of the Illegal Cigarette Raid Campaign Message

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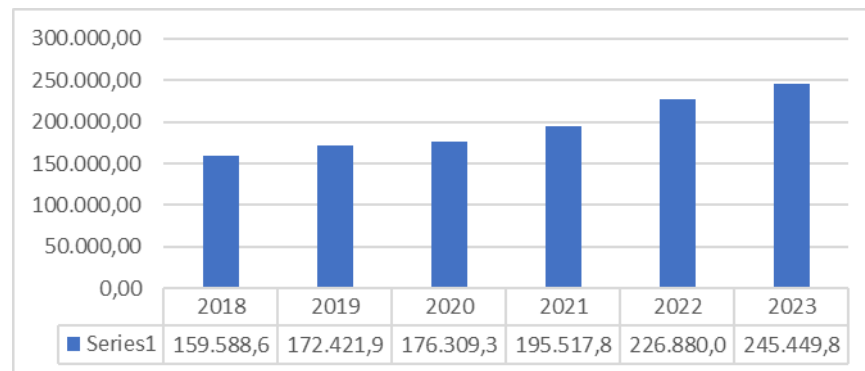
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| <p>Article History: Received Mei 8th 2024 Revised August 10th 2024 Accepted September 1st 2024</p> | <p>ABSTRACT</p> <p>Cigarette excise plays a vital role as a source of state revenue and as an instrument to reduce cigarette consumption and its negative impacts. However, the circulation of illegal cigarettes remains a significant challenge, eroding state revenues and threatening the sustainability of the legal cigarette industry. The Directorate General of Customs and Excise (DJBC), in collaboration with local governments, has implemented the Gempur Rokok Ilegal (GRI) campaign to combat illegal cigarettes through repressive actions and public education. This study aims to evaluate the GRI campaign messages to provide recommendations for future improvements. Using a qualitative method with a case study approach, this research involved observations, interviews, and document analysis in Demak Regency, the highest recipient of tobacco excise revenue-sharing funds (DBH CHT) in the Semarang Customs region. Data were analyzed using the Elaboration Likelihood Model (ELM) to assess the effectiveness of campaign messages. The findings reveal that face-to-face campaign messages are more comprehensive and persuasive compared to print media. Face-to-face messages integrate information about excise, the impact of illegal cigarettes, and a call to action as reporting agents. In contrast, print media tends to be informative, with monotonous designs and lacking adequate persuasive elements. Recommendations include integrating informative and emotional content in print media, using logical and emotional appeals aligned with ELM principles, and strengthening visuals to motivate behavioral change. A holistic approach is expected to enhance public awareness and participation in combating illegal cigarettes</p> <p>Keywords: <i>communication campaign; illegal cigarettes; excise; persuasive messages</i></p> <p>ABSTRAK</p> <p>Cukai rokok melakukan dua fungsi penting: meningkatkan penerimaan negara dan menekan konsumsi rokok untuk mengurangi efek negatifnya. Namun, distribusi rokok ilegal masih merupakan masalah besar yang mengganggu penerimaan negara dan membahayakan industri rokok legal. Kampanye Gempur Rokok Ilegal (GRI) telah dimulai oleh Direktorat Jenderal Bea dan Cukai (DJBC) dan pemerintah daerah untuk memberantas rokok ilegal melalui tindakan represif dan pendidikan masyarakat. Tujuan dari penelitian ini adalah untuk mengevaluasi pesan kampanye GRI dan memberikan saran untuk perbaikan di masa mendatang. Penelitian ini menggunakan pendekatan studi kasus kualitatif dan melakukan observasi, wawancara, dan analisis dokumen di Kabupaten Demak, yang merupakan penerima DBH CHT tertinggi di wilayah kerja Bea Cukai Semarang. Untuk menentukan efektivitas pesan kampanye, Elaboration Likelihood Model (ELM) digunakan untuk menganalisis data. Hasil penelitian menunjukkan bahwa pesan kampanye tatap muka lebih komprehensif dan persuasif dibandingkan dengan pesan yang dikirim melalui media cetak. Informasi tentang cukai, efek rokok ilegal, dan arahan untuk agen pelapor disertakan dalam pesan tatap muka. Sebaliknya, media cetak biasanya informatif dengan desain yang monoton dan tidak memiliki elemen persuasif yang cukup. Penggabungan konten informatif dan emosional ke dalam pesan media cetak, penggunaan metode berbasis logika dan emosi sesuai dengan prinsip ELM, dan penguatan visualisasi untuk mendorong perubahan perilaku adalah beberapa rekomendasi penelitian. Diharapkan pendekatan menyeluruh ini dapat meningkatkan kesadaran dan partisipasi masyarakat dalam memerangi rokok ilegal.</p> <p>Kata Kunci: <i>kampanye komunikasi; rokok ilegal; cukai; pesan persuasif.</i></p> |
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INTRODUCTION

Excise is one of the most potential sources of state revenue. In 2023, excise revenue has contributed 227.21 trillion to the state treasury. In accordance with Presidential Regulation No. 76 of 2023, the government targets to reap state revenue from excise of Rp. 246.07 trillion in 2024. BPS data shows that excise revenue annually accounts for an average of 9.5% of total state revenue in the state budget and always increases from year to year (BPS, 2024).



Graph 1. Excise Revenue (Billion)
Source: bps.go.id

Apart from being a source of state revenue, the imposition of excise aims to reduce cigarette consumption, especially by economically weak communities who consume 12.2% of total household expenditure (Kemenkeu, 2022). The WHO estimates that a tax hike that increases cigarette prices by 10% will reduce cigarette consumption by about 4% in high-income countries and about 5% in low-income countries (WHO, Tobacco, 2022). The results of the Indodata survey also show that 72.64% of smokers have an income between Rp. 1 million – Rp. 5 million, 23.24% have no income, and the remaining 4.12% have an income above Rp. 5 million (Saputra, et al., 2021).

Tobacco consumption is one of the contributors to poverty by diverting the household budget for food and shelter to tobacco (WHO, Tobacco, 2022). Cigarette consumption is the second largest contributor to poverty in Indonesia (Almizi & Hermawati, Upaya Pengentasan Kemiskinan dengan Mengurangi Konsumsi Rokok di Indonesia, 2018). The results of the study Irawanti, et al. (2013) and Supriyadi & Rusyiana (2018) show the same thing, namely that the level of food consumption of poor families of smokers is lower than that of poor families who are not smokers.

In addition to being an instrument to limit cigarette consumption, policies in the excise sector must also consider aspects of the sustainability of the cigarette industry as a whole, which includes aspects of employment, tobacco farmers, and other industrial sectors. The HT industry is a labor-intensive industry that has a wide

impact on social, economic, and development aspects (Kemenkeu, 2022). In 2019, the HT industry absorbed 5.98 million workers with 4.28 million in the manufacturing and distribution sector and in the plantation sector (Kemenperin, 2019).

The biggest obstacle to the effectiveness of the cigarette consumption control policy is the circulation of illegal cigarettes (WHO, Tobacco, 2022). Although the WHO predicts that the increase in cigarette prices can reduce consumption, Alvarez & Marshal (2021) and Indodata (2021) found that the higher the price of cigarettes, the increase in the illegal cigarette trade because consumers will look for illegal cigarettes that are cheaper (Alvarez&Marshal, 2021, h. 19; Saputra, et al., 2021, h. 85). Illegal cigarettes are also a threat to the sustainability of the cigarette industry which is a labor-intensive industry that has a wide impact on the social and economic fields of the community (Kemenkeu, 2022)

Illegal cigarettes sold to the public at very affordable prices will have the potential to increase the prevalence of smoking at an early age and increase cigarette consumption by poor families. Illegal cigarettes can also erode the market and disrupt the sustainability of the legal cigarette industry, thereby impacting employment. Circulation of illegal cigarettes also eliminates potential state revenues because they are distributed without paying excise. Illegal smoking is also a factor in increasing health costs due to smoking, decreasing quality of life, and contributing to poverty (Saputra, et al., 2021, p. 5-6).

In an effort to eradicate illegal cigarettes, the Directorate General of Customs and Excise (DJBC) in collaboration with regional governments throughout Indonesia has carried out two types of approaches, namely taking action against illegal cigarettes and educating the public through a socialization program on excise provisions known as the GRI campaign. During 2022, Customs and Excise have carried out 21,182 actions against illegal cigarettes with an estimated value of goods resulting from the actions reaching IDR 612 billion. The number of actions taken and the value of the goods resulting from these actions always increases from previous years.



Graph 2. Number of Actions and Estimated Value of Items Resulting from Actions Illegal Tobacco Products

Source: DJBC

In addition to the repressive approach, efforts to eradicate illegal cigarettes are also carried out through the GRI campaign program. This socialization program has been intensively implemented by every local government in districts/cities throughout the territory of the Republic of Indonesia every year. According to the Head of the Sub-Directorate of Public Relations and Customs Counseling, Encep Dudi Ginanjar, the socialization aims to increase public awareness and compliance with excise provisions, because with a good understanding, it is hoped that the community can play an important role in efforts to eradicate illegal cigarettes (Beacukai, Bea Cukai Ajak Masyarakat Berantas Rokok Ilegal di Jember dan Banyuwangi, 2024).

However, even though GRI's enforcement efforts and campaigns have been massively implemented, the results of the Indodata study (2021) show that the consumption of illegal cigarettes in the community is still quite high, reaching 7,701 cigarettes per day, causing state losses from potential lost excise revenues of Rp.53.18 trillion per year (Saputra, et al., 2021, h. 86). This is what makes researchers feel the need to evaluate GRI's campaign message to collect information that can be input for future campaign program improvements.

According to Michael Quinn Patton (1997), program evaluation is the process of gathering information about the implementation, characteristics, and results of a program to assess the program, improve program effectiveness, and/or provide input for decision-making in planning future programs (Patton, 2014, h. 28). A similar definition is also expressed by Trochim (2006) and Ownston (2007) (Macnamara, 2018). Evaluation is a research and uses a social research methodology that provides information about what to improve or do next so that it is important in decision-making. Evaluation also provides assurance that the budget has been used effectively and efficiently (Mahoney, 2023, h. 230).

Messages play an important role in the success of a public communication campaign program (Matusitz, 2022). A campaign message is information that the target public is expected to know. Messages are the main theme in any campaign content. Campaign messages should be planned and crafted to inform them, build understanding, or persuade the target public to take a specific action (Mahoney, 2023, h. 147). Messages are an important part of shaping awareness and attitudes. Messages can also demonstrate the effectiveness of communication so that they can be an important part of the program evaluation process (Gregory, 2010, h. 113).

The message must be relevant to the public target, i.e. provide information and arguments that can be used by the public target to make decisions. The message must be displayed in a way that the target public can understand. Guth and Marsh (2006) in Mahoney (2023) say that a successful message must adapt to the needs and preferences of the target public by targeting their values and interests. This means that clear, concise, and meaningful messages are very important in strategic communication (Mahoney, 2023, h. 148).

In order to construct a complete picture of the best practices of the GRI campaign so that it can identify the variability of the campaign message, the

researcher chose the GRI campaign conducted by the Demak Regency Government as the subject of the study because Demak Regency is the highest recipient of DBH CHT among the districts/cities in the Semarang Customs work area. A higher budget will allow the Demak Regency Government to be more varied in developing campaign strategies. The Demak Regency Government is also the best manager of DBH CHT in the Semarang Customs work area for three consecutive years so that it deserves to be used as a benchmark for the implementation of the ideal GRI campaign.

Research on this campaign was conducted by Andy (2022) who researched the media used in the campaign carried out by Parepare Customs. The results of his research show that the campaign carried out by Parepare Customs uses almost all conventional media and mass media with a small format is very effective in supporting the campaign. Another study also conducted by Leaneo et al. (2024) showed that the people of Mejubo Kudus District welcomed campaign activities through interpersonal communication.

Research on campaign messages conducted by Ratnasari and colleagues (2020) on the Online Gender-Based Anti-Violence Campaign shows that the use of fear appeals is more dominant, but messages with fear appeals make the target audience uncomfortable. The novelty of this study lies in the focus of the research, which is to evaluate the GRI campaign message that has never been done by researchers before.

METHODS

To be able to capture the complexity of campaign messages, this study uses a constructive paradigm with a qualitative method with a case study approach. Qualitative research allows researchers to make observations of a social phenomenon in a natural context. This type of research can result in a rich understanding of the phenomenon being studied (Babbie, 2021, h. 289).

The researcher closely observed and carefully recorded the implementation of the GRI campaign, reviewed the relevant documents, conducted interviews with the parties involved and competent, and collected visual evidence of the campaign message (Stufflebeam & Coryn, 2014, pp. 292-293) to construct the GRI campaign message holistically.

The data obtained was then analyzed using the Miles and Huberman analysis model which included data reduction, data presentation, drawing conclusions, and verification. Because the campaign is a persuasive effort carried out through a set of communication actions, the results of the campaign message construction are evaluated using the Elaboration Likelihood Model (ELM) theory developed by Petty and Cacioppo (1986) to understand the persuasion process so that it can be used as a guide in compiling an effective campaign message.

Table 1 List of Resource Persons

| No | Name | Position |
|----|--------------------------|--|
| 1. | Retno Widyastuti, S.STP. | Secretariat Secretary DBH CHT Demak Regency |
| 2. | Drs. Sujarwo, M.Pd. | Secretary of the Demak Regency Youth and Sports Office |
| 3. | Iqbal Muttaqien | Socialization Resource Person from Semarang Customs |
| 4. | Abdul Kholiq, A.P., M.M. | Secretary of Mranggen Sub-district |
| 5. | Suharmoko | Participants of the socialization |

RESULT AND DISCUSSION

A communication campaign is an effort that aims to provide information or influence the behavior of a large audience in a given period by using an organized set of communication measures, displaying various messages and using various media to generate benefits for individuals and society (Rice & Atkin, 2013, h. 16). A similar definition is also expressed by Werder (2020) who defines a communication campaign as all communication actions carried out by an organization to influence social transformation in the long term (Werder, 2020, hh. 245-248). From this definition, the socialization of regulations in the excise sector which is echoed to the wider community with the tagline "Illegal Cigarette Strike" can be referred to as a communication campaign program because it is a set of communication actions in the form of conveying information about laws and regulations in the excise sector to the public which aims to invite the public to participate in efforts to eradicate the circulation of illegal cigarettes.

Because GRI's communication campaign is carried out using DBH CHT, its implementation must comply with the provisions of applicable laws and regulations. Regulations governing the implementation of GRI communication campaigns are Law No. 39 of 2007 concerning Excise, Minister of Finance Regulation No. 215/PMK.07/2021 concerning the Use, Monitoring, and Evaluation of DBH CHT, Minister of Finance Regulation No. 139/PMK.07/2019 concerning the Management of Revenue Sharing Funds, General Allocation Funds, and Special Autonomy Funds which have been amended by PMK No. 233/PMK.07/2020, and Circular Letter of the Director General of Customs and Excise No. SE-4/BC/2022 concerning Guidelines for the Head of Customs and Excise Office to conduct an assessment of local government performance in the use of DBH CHT in the field of law enforcement.

In article 66A paragraph (1) of Law No. 39 of 2007, it is stated that each tobacco excise producing region receives a DBH CHT allocation, one of the uses of which is to fund socialization activities of provisions in the excise sector. As an operationalization of the article, the Minister of Finance issued PMK No. 233/PMK.07/2020 and PMK No. 215/PMK.07/2021. In PMK No. 233/PMK.07/2020, it is stipulated that the allocation of DBH CHT for each region is calculated based on the performance achievements of the use of DBH CHT in the previous fiscal year. Meanwhile, PMK No. 215/PMK.07/2021 regulates the portion of DBH CHT use, which is 50% to fund local government programs in the field of community welfare, 40% for programs in the health sector, and 10% for the field of

law enforcement, which includes socialization activities in the excise sector. PMK No. 215/PMK.07/2021 also mentions the technicalities of implementing socialization in the excise sector, namely carried out through face-to-face forums and/or in the form of billboards/advertisements on print media such as newspapers, magazines, brochures, posters, stickers, billboards, and banners; or electronic media such as radio, television, and videotron; or it can also be through online media.

In carrying out the GRI campaign, the Regent of Demak formed the secretariat of DBH CHT. Secretary of the DBH CHT Secretariat of Demak Regency, Retno Widyastuti, S.STP., said that the purpose of the GRI campaign in Demak Regency is to convey the widest possible campaign messages to all levels of Demak society.

What is the goal? That was to expand this information as widely as possible, spreading this information to all corners of Demak district. Because I want 0% illegal cigarettes in Demak Regency.” (Retno Widiyastuti, Secretary of the DBH CHT Secretariat of Demak Regency).

To achieve this goal, the Demak Regency Government involves OPDs within the Demak Regency Government to be involved by conducting socialization according to their respective duties and functions. In 2023, the OPDs involved are the Economic and Natural Resources Sector of the Demak Regional Secretariat, the Tourism Office, the Communication and Information Service, the Youth and Sports Office, the Education and Culture Office, the Industry, Trade, Cooperatives, and SMEs Office, as well as all sub-districts in the Demak Regency area. Each OPD conducts socialization to the target public which is their authority

Various forms of socialization activities were also held. Starting from socialization in a seminar format attended by a limited audience, to holding an entertainment stage that can be attended by a large number of the general public. The Tourism Office held socialization in the form of seminars, various kinds of art performances, such as traditional dances, puppets, ketoprak, and barongan, video competitions, to acoustic band competitions with the target audience being creative economy actors, traders at tourist sites, tourism business actors, students to the general public.

Youth and Sports Office conducts socialization through joint gymnastics activities, joint walks, and in the form of seminars with the target audience being athletes and coaches, scout members, youth organizations, and students at the junior and senior high school levels. The Education and Culture Office conducts socialization activities in the form of seminars attended by teachers and education personnel and through the inauguration of cultural heritage sites which are interspersed with socialization activities to the community living around cultural heritage sites.

Dindagkop UKM conducted socialization in the form of a seminar that invited SME actors such as stall owners and grocery stores in various areas of Demak Regency. Meanwhile, Dinkominfo held socialization through podcasts and

talk shows on Radio Suara Kota Wali 104.8 FM. Dinkominfo also conducts face-to-face socialization with the target audience being the Community Information Group (KIM), the Traditional Media Communication Forum (FK Metra), mass organizations, journalists, high school students, and the wider community.

Suharmoko, one of the UKM participants in the socialization organized by Dindagkop UKM, admitted that he only found out after participating in the socialization that excise revenue could be felt directly by the community through the distribution of BLT to tobacco farm workers so that illegal cigarettes must be eradicated. He also proposed that socialization activities be carried out by prioritizing areas prone to illegal cigarette circulation.

Each sub-district in the Demak Regency area also received a budget allocation to carry out one socialization activity in the form of a seminar with the target audience being all levels of society in their work area. In conducting socialization, Mranggen District prioritizes traders and community leaders as the target audience of the campaign.

In addition to conducting face-to-face direct socialization, the Demak Regency Government also conducts socialization through print media, such as advertising in local newspapers 15 times, installing billboards and MMT at several strategic points, to installing GRI campaign banners at 68 sub-district offices and sub-districts/villages throughout the Demak Regency area.



Figure 1. GRI Campaign Billboard
Source: researcher documentation

Campaign audiences with a face-to-face live socialization format get very comprehensive campaign message information. In each face-to-face socialization, the Demak Regency Government presented at least three speakers consisting of elements of Semarang Customs, the Economic and Natural Resources Sector of the Demak Regional Secretariat, and Satpol PP. The campaign audience gained an understanding of the ins and outs of excise, which included the definition of excise, the characteristics of excisable goods; as well as the function and benefits of excise, namely regulating consumption to minimize negative impacts in addition to being a very potential source of state revenue. The audience was given an understanding of the definition of excise as the background for the imposition of excise on cigarettes. Excise is a state levy imposed on goods whose consumption needs to be controlled because it has a negative impact on the environment and society. In this case, the excise function is an instrument to control cigarette consumption so that it can suppress the negative impact that can be caused by cigarette consumption. By being taxed, it is hoped that the price of cigarettes will be increasingly unaffordable. To strengthen the reason for controlling cigarette consumption, the resource person explained the fact that poor families prioritize cigarette consumption over food consumption.

So it is taxed in order to be able to regulate the consumption of this item in the community because the consumption needs to be controlled because it can have a negative impact on the community". (Iqbal Muttaqien, person from Semarang Customs).

After gaining an understanding of the background of the imposition of excise, the audience was given information about the characteristics of illegal cigarettes, namely cigarettes without excise tapes, cigarettes that use fake excise tapes, cigarettes that use used excise tapes, cigarettes that use excise tapes that are not in accordance with the designation, or use excise tapes that are not in accordance with personalization. The resource person also provided an easy way to identify illegal cigarettes, which include unknown brands, no name of the factory and city of production, similar to common/official brands, and low prices. To make it easier for the audience to understand, the resource person also provided examples and pictures of illegal cigarettes based on the characteristics that have been described.

To persuade the audience to play a role in eradicating illegal cigarettes, the audience was given information about the benefits of excise used to fund local government programs that support public welfare and health, such as the provision of BLT for cigarette factory workers and farm workers as well as the procurement of medical equipment in hospitals and BPJS payments for the underprivileged.

The audience was also given an explanation about various forms of violations in the field of excise, such as producing, storing, or selling illegal cigarettes and the threat of punishment for violators. In addition, the audience also received information about the types of excisable goods, how to identify excise tapes, and modes of illegal cigarette circulation to form their awareness of illegal cigarettes.

After getting a fairly comprehensive presentation on excise and illegal cigarettes, the audience is urged to become a pioneer agent and reporter in eradicating illegal cigarettes. Pioneer agents mean playing an active role in educating their environment about excise and illegal cigarettes, while pioneer means willing to report the circulation of illegal cigarettes found in the community. In contrast to the campaign through face-to-face socialization, GRI's campaign message through print media in the form of billboards has the same design by only containing the content of the message on the characteristics of illegal cigarettes, the words "Together we attack illegal cigarettes, illegal cigarettes harm the country", displaying images of the Regent and Deputy Regent, as well as illegal cigarette complaint channels. The billboards are located in front of the Dinkominfo Office, on Jl. Raya Kebonagung, on Jl. Raya Mijen, on Jl. Raya Onggorawe, and on Jl. Raya Trengguli.



Figure 2. Campaign Advertisement on Central Java Post Edition 12 May2023
Source: Jateng Pos

The Demak Regency Government also disseminated campaign messages through advertisements in newspapers 15 times, namely in Brata Pos, Joglo Jateng, Tribun Jateng, Tribunnew.com, Central Java Pos, Jawa Pos, Lingkar, People's Sovereignty, and the weekly newspaper Buser. The content of the campaign message on the advertisement in the media is the same as the campaign message on the billboard with the same design.

Table 2 Comparison of Campaign Message Content Based on Media Used

| Face-to-Face Socialization | Socialization through print media |
|---|---|
| <ol style="list-style-type: none"> 1. Excise and characteristics of excisable goods. 2. Functions and benefits of excise 3. Types of excisable goods. 4. Characteristics of illegal cigarettes. 5. Excise tape design and how to identify its authenticity 6. The mode of circulation of illegal cigarettes. 7. Types of violations in the excise sector and their sanctions (administrative and criminal). 8. Illegal cigarette reporting channels. 9. DBH CHT and its utilization 10. Appeal to the audience to become pioneers and reporters in eradiqating illegal cigarettes | <ol style="list-style-type: none"> 1. Characteristics of illegal cigarettes. 2. Reporting channels. 3. The sentence "Together with the onslaught of illegal cigarettes, illegal cigarettes harm the country". 4. Office Photos. |

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ELM, each person processes messages differently depending on their level of interest or involvement in an issue. People who aren't interested in the topic of the campaign won't process the campaign message more deeply, but those who are interested will tend to elaborate and explore further about the campaign message they find. People who are interested in a topic will make decisions through a central channel, while those who are not interested will make decisions through peripheral channels. Campaign designers should consider these two channels of persuasion in designing campaign messages. The central path emphasizes logic and careful consideration, while the peripheral path emphasizes more on emotional-based arguments. Decisions taken through the central channel will probably be more durable than decisions taken through peripheral channels. However, the peripheral path approach can provide a change more quickly because the recipient of the message does not need to carefully consider the information he or she receives (Austin & Pinkleton, 2015, hh. 289-290; Mahoney, 2023, h. 153).

In terms of reaching out to the public target, the presentation of campaign messages through print media has a very important role because it can reach a very wide public target, including those who have low interest in the campaign topic. Strategic media placement allows the campaign message to be conveyed to all levels of society in Demak Regency. However, the campaign message in the print media only contains informative messages without presenting persuasive elements. The public is given information about the characteristics of illegal cigarettes and is urged to report the findings of illegal cigarette circulation, but are not given sufficient

information and rational arguments as to why they should be involved in efforts to eradicate illegal cigarettes by reporting findings of illegal cigarette circulation.

Persuasion can occur through central and peripheral channels (Littlejohn, Foss, & Oetzel, 2017, h. 60). By considering ELM's two persuasive channels, to be able to attract the attention of all people of Demak Regency who have diverse demographic conditions and backgrounds. GRI campaign message content can be constructed using two approaches, namely a rational approach for those who are interested in the campaign topic, and an emotional approach for those who have a low level of interest in the campaign topic. A rational campaign message can be prepared using four propositions, namely: 1) facts, facts can increase awareness and understanding; 2) conjecture, which is a reasonable conjecture based on supporting evidence. This conjecture can increase acceptance and support; 3) values, this proposition focuses on the value of kindness to build a positive opinion; 4) policies, propositions that support the implementation of new policies by forming opinions or changing behavior. The proposition must be supported by strong arguments and where possible can be accompanied by physical evidence, such as analogies, comparisons, examples, statistics, testimonials or endorsements, case studies, visual evidence such as photographs, videos, diagrams, and illustrations, or demonstrations, presentations, and exhibitions (Gregory, 2010, hh. 110-112).

To target a target audience that uses peripheral channels, i.e. the target public who have low interest in the campaign topic, the campaign message can be crafted using emotional content that can contain elements of love (love appeals), virtue (virtue appeals), humor (humour appeals), sex (sex appeals), fear (fear appeals), or guilt (guilt appeals) (Gregory, 2010, hh. 112-113). The results of a study by Manca and colleagues (2019) on the environmental campaign of public transportation elections show that fear and guilt are the most impactful factors on behavior change (Topic, 2021, h. 157).

One of the objectives of the GRI campaign is to change the behavior of those who originally consumed illegal cigarettes to legal cigarettes and those who originally produced, sold, or circulated illegal cigarettes to no longer produce, sell, or circulate illegal cigarettes. To target this group, the campaign message design can use fear appeals content by displaying the threat of punishment for those who produce, sell, or distribute illegal cigarettes reinforced with visualizations depicting the plight of prisoners.

The most effective campaigns need to combine different campaign messaging strategies to target the needs and interests of different target audiences (Austin & Pinkleton, 2015, h. 291). GRI campaign messages in print media can be compiled by combining various message content, namely informative message content and persuasive messages, which can motivate and encourage changes in the attitudes and behaviors of the target audience.

Table 3. Example of GRI Campaign Message Design Using Informative and Persuasive Message Content

| Message Type | Message Content | Examples of Evidence/Illustrations/Supporting Arguments |
|--------------|--|---|
| Informative | Characteristics of illegal cigarettes | <ul style="list-style-type: none"> • Infographic on the characteristics of illegal cigarettes |
| Persuasive | Illegal cigarette reporting channels | <ul style="list-style-type: none"> • Reporting channel information |
| | Excise benefits (DBH CHT) for community welfare | <ul style="list-style-type: none"> • Documentation of the distribution of BLT or other related programs. • Beneficiary testimonials. • Infographic on the utilization of DBH CHT |
| | Excise benefits (DBH CHT) for public health | <ul style="list-style-type: none"> • The benefits of procurement of medical equipment for the community. • . Beneficiary testimonials. • Infographic on the utilization of DBH |
| | The dangers of illegal cigarettes for children (Fear/guilt appeals) | <ul style="list-style-type: none"> • The benefits of procurement of medical equipment for the community. • . Beneficiary testimonials. • Infographic on the utilization of DBH |
| | The dangers of illegal cigarettes for the cigarette industry/employees of cigarette factories (Fear/guilt appeals) | <ul style="list-style-type: none"> • Illustration of a cigarette factory employee who was laid off. |
| | Criminal threats for manufacturers, sellers, and consumers of illegal cigarettes (Fear appeals) | <ul style="list-style-type: none"> • Illustration of punishment. • Threat of punishment infographic. |

CONCLUSION

The GRI campaign is one of the efforts to eradicate illegal cigarettes through communication actions that aim to educate the public about excise and illegal cigarettes to all levels of society in the Demak Regency area, encourage people not to consume illegal cigarettes, and participate in efforts to eradicate illegal cigarettes by educating the environment and reporting through the reporting channels provided if they find illegal cigarettes. The dissemination of GRI's campaign message is carried out through various forms of face-to-face socialization activities through print media such as billboards, pamphlets, MMT, and advertisements in print media. Through face-to-face socialization activities, campaign messages are delivered comprehensively with rational message content that is very dominant. The use of print media as a campaign media has a very important role because it has the potential to have a greater reach to public targets. However, the design and content of the campaign message displayed through print media contains very limited information, namely the characteristics of illegal cigarettes, illegal cigarette complaint channels, and photos of officials. The design is monotonous and lacks

persuasive elements. The audience was informed about the characteristics of illegal cigarettes but did not obtain sufficient information and rational reasons that could encourage a change in attitudes or behaviors towards illegal cigarettes.

To be able to reach and persuade the people of Demak who have demographic diversity and diversity of interest levels in campaign topics, GRI's campaign messages in print media can be designed by combining various message strategies that include rational content and emotional content. Rational content can be compiled using a proposition of facts, values, conjectures, and policies, which is supported by arguments and corroborating evidence such as analogies, comparisons, examples, statistics, visual evidence such as photos, videos, diagrams, and illustrations. Meanwhile, to attract the attention of the target public with a low level of interest, GRI campaign messages can be designed using emotional message content such as fear appeals or guilt appeals, with an attractive and varied display to build awareness and encourage changes in the attitudes and behaviors of the target audience.

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