

## An Analysis of Communication Strategies of Salatiga Municipality on Instagram during the Covid-19 Pandemic

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### Abstract

**Introduction:** Covid-19 cases in Indonesia reached their peak in mid-June 2021. The peak has caused all city governments in Indonesia to provide accurate and reliable information for all the citizens in tackling the spread of the virus. Salatiga is one of the city governments that successfully handled this condition. Therefore this study will analyze the communication strategies the Salatiga City Government used to disseminate information to the public via Instagram.

**Methods:** This study uses a qualitative analysis approach to assess the content of the text data and information related to coronavirus published on the Instagram of Salatiga Municipality, called: @humaskotasalatiga.

**Findings:** This study found that in implementing the strategies, the Salatiga City Government used six principles of System Theory: system transformation, openness, interdependence, negative entropy, equifinality, and requisite variety. This study also recommends that the Salatiga City Government communicate information clearly and honestly, organize information management for government leaders and government officials to provide the most up-to-date information, and construct comprehensive governmental health risk communication systems.

**Originality:** Many studies have been done on communication strategies by Salatiga Municipality. However, no study analyzes the communication strategies used by Salatiga Municipality, primarily through Instagram, during the pandemic. Therefore, this study analyzes how Salatiga Municipality the communication strategies through Instagram.

**Keywords:** Covid-19 Pandemic, System Theory Framework, City Government, Communication Strategies.

### Introduction

After three months since China's first coronavirus illness epidemic in December 2019 in Wuhan city, on March 11, 2020, the World Health Organization (WHO) proclaimed Covid-19 a pandemic (World Health Organization, 2019). Even though public health concerns about pandemics have grown, the government's response to the current public health crisis has been haphazard and inadequate. The reaction resulted in confusion between outbreak, endemic, and pandemic, building a buffer between how a pandemic can affect someone's life, misinformation, and a lack of interaction among government levels, which can lead to a misunderstanding among the community (Djalante et al., 2020). So far, the Salatiga City Government has always urged its people to implement the health protocol properly. The Salatiga City Government has also implemented various communication media to overcome this condition, but the number of Covid-19 cases has been increasing from June 2021 until May 2022. The implemented communication has highlighted the importance of strategic communication for the Salatiga City Government

to build public health awareness during the pandemic.

Many local, national, and worldwide government institutions have committed significant public communication fouls in reacting to complicated public health problems, unpredictable broadcasting, information mistakes, and contradictory statements (Gamhewage, 2014; Taylor-Clark et al., 2010). For example, on social media, news circulated that there were 27 death cases of people caused by the Covid-19 vaccination, especially with the Sinovac vaccination. However, upon investigation, the end was unrelated to the vaccination (Lukmono, 2021). It was also reported that there was a data error stating that Salatiga was in the Covid-19 red zone, which was the orange zone (Pribadi, 2021). Therefore, communication strategies from the government to the citizens are crucial to managing this situation. Some previous studies proved that implementing a communication strategy using social media effectively delivered the facts and other information related to Covid-19 (Abd-Alrazaq et al., 2020; Felix & Lewis, 2020). According to Husein et al. (2021) on communication strategy, the information about Covid-19 delivered through video, poster, and others, including social media, impact the affective, cognitive, and behavior of Salatiga citizens (Husein et al., 2021). Other research mentioned that the communication strategies used by the Salatiga City Government are social media, mass media, banners, billboards, videotron, mobile broadcasts, and information centers. However, this research does not mention whether the communication media used had any impact or not on the total number of positive suspects (Sulistiani & Wijaya, 2021). Also, Barua, Datta, & Bardhan (2021) stated that the use of social media also impacted the Covid-19 pandemic outbreak.

August 7, 2021, marked the peak of 3.639.616 total Covid-19 positive sufferers in Indonesia, with 31.753 new sufferers and 1.588 deaths (Martinus, 2021). Before this date, on May 16, 2021, Salatiga was declared the red zone in Central Java (Alam, 2021). Therefore, the number of Covid-19 cases in Salatiga city and national cases has increased. Furthermore, based on the information gathered from Salatiga Health Office data broadcast on Instagram (@humaskotasalatiga), the number of residents confirmed positive for Covid-19 increased starting in June 2021 until May 2022. There were communication breakdowns throughout the Salatiga City Government's response to the Covid-19 outbreak, which can be seen from the increasing number of positive suspects in Salatiga, especially in mid-2021 (Rosa, 2021). Here is the adapted data from Salatiga Municipality's Instagram (@humaskotasalatiga) from June 1, 2021 to May 1, 2022.

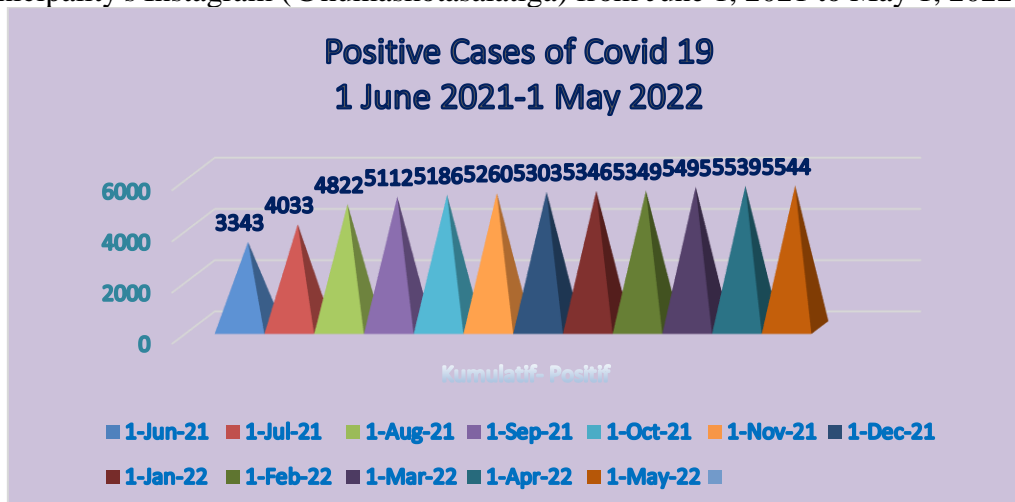


Figure 1. Positive Cases of Covid-19 from June 1, 2021 to May 1, 2022  
(source: (Humaskotasalatiga, 2022))

Due to this condition, The Central Java Provincial Government instructed all regions to implement Emergency Micro-Community Activity Restriction (PPKM). The Indonesian government used this PPKM to suppress the high number of Covid-19 cases. In addition to the PPKM, the governor of Central Java, Ganjar Pranowo, instructed the neighborhood association (*Rukun Tetangga* (RT)) area to lock down the status of a red zone (Romadhani, 2021). In Salatiga, schools and universities were closed, and authorities used distance learning technologies and methods. Mosques and churches have halted their prayers. Government agencies implemented a remote working system. The government advised citizens and residents to stay home and adopt social distancing practices in public settings to ensure safety and health. The cacophony of communication problems reveals the inadequacy of government systems, eroding charitable trust in the authority. Still, it also heightens public concern and misunderstanding about the health risk of Covid-19.

Generally, the development of Small and Medium Size cities is influenced by several factors, one of which is the intensity of cooperation with other cities. Salatiga's strategic location underwent significant urban growth and development compared to other small cities in 2010-2020 (Dewa & Buchori, 2021; Wagner & Growe, 2021). Therefore, Salatiga was chosen as the specific location in this study.

Government communication in Salatiga Municipality must be efficient and well-organized in giving information and assisting with pandemic management. Besides, preparing effective communication is also essential during disasters, including Pandemic Covid-19 (Medford-Davis & Kapur, 2014; Savoia et al., 2013; Widyastuti, 2021). In this era, social media is one of society's most influential communication media. According to Supadiyanto (2020), the number of internet users in Indonesia has reached 175.4 million, with 160 million people active as social media users. It means that the influence of communication strategy during the Covid-19 era in Salatiga might be observed through social media activities.

This study examined the communication strategies of the Salatiga City Government during the Covid-19 pandemic, starting in June 2021 until May 2022, using Instagram and the system theory framework. Most information about Covid-19 is mainly broadcast on Instagram rather than other social media. Based on the data gathered, In Indonesia, Instagram was in the third position and got 86,6% of users compared to Facebook (85.5%) and Twitter (63.6%) of the population (Figure 2).

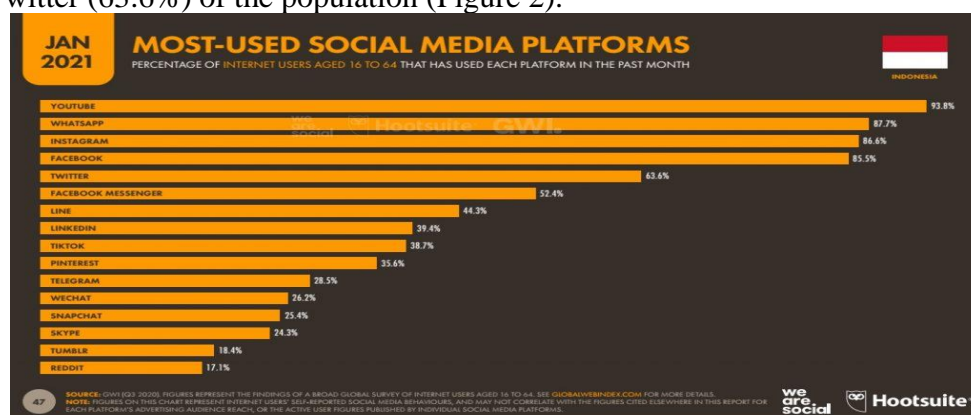


Figure 2. Social Media Users (2021)  
(source: (Wearesocial.com, 2021))

In 2022, Instagram was in a higher position than Facebook, which was in the second position with 87.7% of users of the population compared to Facebook (85.5%), Figure 3.

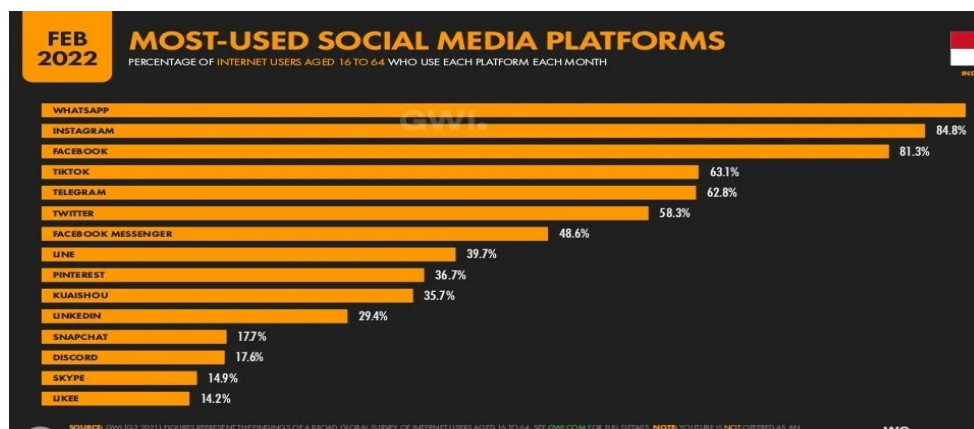


Figure 3. Social Media Users (2022)  
(source: (Wearesocial.com, 2022))

Government communication is all the communication activities that occur within the government that focus on transmitting and distributing news and information, including raising understanding of environmental issues and knowing what to do in an emergency (Kang et al., 2018; Radwan & Mousa, 2020). Furthermore, a case study analysis was conducted during the Covid-19 pandemic. This study will analyze the communication strategies done by Salatiga Municipality throughout the pandemic. It suggests that the authority implements health risk communication strategies for Salatiga city amid the pandemic and later suggests constructive health risk communication strategies for facing future pandemics (Kim & Kreps, 2020; Kreps, 2019; Poole, 2014).

A systems theory is a theoretical perspective that examines phenomena rather than as the sum of their constituent parts. The basis is interconnections and alliances between members to comprehend the organization's body, performance, and results (Mele et al., 2010). Organizations usually use system theory to adapt to changing conditions and demands to examine how they correspond to vital internal and external communication activities (Kim & Kreps, 2020; Kreps, 2019; Von & Ludwig, 2010). This article used core ideas from system theory to scrutinize how the Salatiga City Government systems used communication to synchronize appropriate health risk feedback during the outbreak. The system properties used in this article are transformation, interdependence, openness, negative entropy, equifinality, and requisite variety (King, 1997; Miller, 2015).

According to Kyun, Kim, and Kreps (2020), when faced with significant system risks such as the Covid-19 pandemic, systems transformation refers to the transformation process which includes inputs, processes, and outputs of effective communication (Horváthová, 2010). Unfortunately, the City Government of Salatiga responded to the Covid-19 pandemic by presenting a malfunction in the operation of the transformation system due to the slow and disorganized feedback to health problems (Spitzer, 2007).

The system principle of openness must give direction and encourage coordination across critical subsystems. In this case, the person in charge of the communication activities is in custody. In addition, information and resources must be shared to combat the pandemic. The facts concerning the pandemic were available, but the Salatiga Municipal Government ignored the dire warnings, ignoring the principle of systems openness by giving society the most up-to-date information.

Interdependence is a critical system quality that coordinates vital activities inside and outside the system to achieve organizational goals (Kim & Kreps, 2020). In managing those interdependencies, the integration works harmoniously to achieve the enterprise's goals (Giachetti, 2006). During this pandemic, collaborative coordination between

regions and societal sectors is crucial to encourage resource sharing to reduce significant health threats. Considering the interdependence, collaborating on the most striking contradictions of the pandemic times is needed. The public is aware of interdependence and a sense of community among humans. As a result, there is a risk that reliance will cause people to become estranged from one another and social relationships to become fragmented (Basaure et al., 2021).

Negative entropy is actively combating the dangers of disorder by strengthening system architecture and reactivity by adopting responsive policies and initiatives (Karen & Ashman, 2013). A person develops physically, intellectually, and emotionally in line with his growth. The failure to achieve negative entropy is demonstrated by the fast-increasing rate of infection and death in Indonesia, particularly Salatiga. As a result, to prepare for a pandemic or other severe public health threats, the Salatiga Municipality needs to create sensible policies, procedures, and resources for detecting, preventing, and responding to disease risks (Gamhewage, 2014; Kittler et al., 2004; Taylor-Clark et al., 2010).

The principle of equifinality in systems theory has evolved to signify that an organization's final state, or performance, can be reached through various organizational structures, even if the organization's circumstances are the same (Gresov & Drazin, 1997). It is related to the fact that there are many ways to reach the same end goal. There are always workable alternatives in many situations, one thing being better. Accordingly, adaptive government communication was required amidst the Covid-19 outbreak to foster collaboration and innovation. When the environment is stable and predictable, the mechanical system performs best.

The system's principle of requisite variety expresses complication identified as a crucial component in determining a successful strategy. This system responds to difficult situations, implying that the more complicated and unforeseeable a problem, the more complete solutions are required to counter appropriately (Weick, 1979). To some extent, government systems faced highly ambiguous, unexpected, and impossible-to-manage events like the coronavirus pandemic. Accordingly, the government must expand detailed answers that account for all the complexities of the issues. The complexity of the solution must suit and answer the complication of the problem to address the issue effectively.

Government communication is all government bodies' communication operations focused on transmitting and distributing news and facts to introduce and clarify government strategies, schemes, choices, and movements (Radwan & Mousa, 2020). In addition, government communication aims to inform the public about government goals, decisions, actions, and activities, as well as keep people informed about their duties and rights, provide community instructions on how to respond in a crisis, and raise public attention to social, economic, and environmental issues (Kang et al., 2018; Soukenik, 2018).

Information regarding health concerns is disseminated through risk communication. Risk communication is essential to catastrophe risk management since it affects human risk awareness, readiness, and response to disasters. It also affects the involvement in deciding within the catastrophe management circle. Before a disaster happens, the reliability of the information source must be verified (Rajib et al., 2013). The primary purpose of risk communication is to assist communities in discussing social and environmental concerns and foster reciprocal awareness and acceptance of the mechanisms to keep them safe (Dickman et al., 2016). Effective risk communication understands that the public has a right to information and actively participates in

discussions about the nature of the risk and decisions about reducing or controlling recognized risks (Santos, 1990).

Social media is increasingly used in public health education because of its capacity to remove physical boundaries that limit access to healthcare help and resources (Stellefson et al., 2020). Moreover, effective communication techniques have always been essential in health disasters (Radwan & Mousa, 2020). As a result, people and organizations use various platforms and tools to connect and collaborate to stay informed about the epidemic and work, interact and discuss (Jallow et al., 2020). For example, during a pandemic, government communication helps alleviate public uncertainty by covering the information with reliable facts and letting the public build logical judgments about how to be safe and deal with their fears about the future (Derek et al., 2020). Besides that, government communication also provides all required information and instructions, disseminating the latest statistics on infected cases and notifying citizens of choices and actions taken by the government (Mason et al., 2019).

## Methods

The study investigates government communication methods and practices for health objectives throughout the danger of the coronavirus outbreak, as implemented by Salatiga Municipality. The reason why Salatiga is the object of this study is that Starting in June 2021 until May 2022, the Mayor of Salatiga city (Yulianto) stated that there was a spike in Covid-19 cases in Salatiga due to the Covid-19 variant of Delta type which was detected in Salatiga (Permana, 2021). The research question is: how is the analysis of the communication strategies used by Salatiga Municipality during the coronavirus outbreak to increase public health awareness? This study used a qualitative analysis approach to evaluate the content of the text data and material linked to the pandemic broadcast on Salatiga Municipality's *Instagram*, called: @humaskotasalatiga. Due to the implementation of the Emergency Micro-Community Activity Restriction (PPKM) in Salatiga, phone interviews were used with the staff who handled the Instagram account.

The following procedures were used in the research: (a) collecting information related to the coronavirus pandemic from Instagram from June 2021 to July 2021, when the peak of positive infected increased dramatically; (b) categorizing the obtained data; (c) assessing the data; (d) forming an opinion about the government's communication efforts during the pandemic; and finally, (e) recommending the better communication strategies during the Covid-19. Data obtained from the Instagram accounts of the Salatiga City Government showed how the communication strategy of the Salatiga City Government is carried out through social media. In addition, this study analyzed the communication strategy of the Salatiga City Government by using theoretical systems analysis.

## Results

The Salatiga City Government, through its protocol and communication section, has formed a task force to tackle the Covid-19 pandemic. One of them is through public communication on Instagram related to Covid-19. This study conveyed the latest information about Covid-19 in Salatiga, building public perception and government integrity, raising public support and trust in government programs, and mobilizing the public to take specific actions. The majority of the studies analyzed the use of Instagram during the pandemic. The transformation system refers to the sequential and iterative sequence of three-phase activities essential for adaptation and survival. The Salatiga City

Government regularly posts information about the development of Covid-19 cases. In publishing news analyzing the effect of Covid-19 cases through social media posts, the Salatiga Government went through stages in the transformation system, namely incoming data, especially those obtained from various sources, summarized and processed, finally appeared on Instagram to provide information to the public. This repeated information will make people understand and memorize what should be done.

In posting news and information about Covid-19, the Salatiga community appreciates it, and this can be seen from the number of likes given on Instagram accounts. In addition, many people also provided questions asked the Salatiga City Government. On this occasion, Salatiga City Government, through its Instagram account, tries to answer the Salatiga community's questions. Unfortunately, the answers were sometimes not always given, and slow responses indirectly worsened things. For example, information about red zone areas prone to Covid-19 is not answered, negatively impacting society.

Furthermore, the Salatiga City Government's response to the Covid-19 pandemic disrupted the system transformation process. The process emerged with slow-moving and random observations and reactions that did not follow the community's needs. Accordingly, the information about the quickly spreading new virus that caused many deaths did not reach the public and became a threat to health (Figure 4).

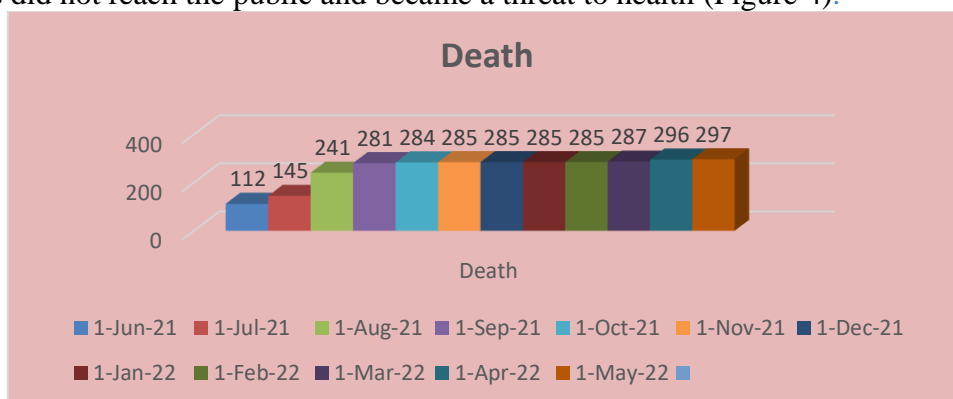


Figure 4. Death Cases of Covid-19 from June 1, 2021, to May 1, 2022 (source: (Humaskotasalatiga, 2022))

The transparency principle states that systems must be linked and share critical news and facts (and resources) with appropriate outward methods, primarily in difficult periods. The Salatiga City Government, which the Protocol and Communications section handles in delivering information about Covid-19, also implements an open system, although it is not optimal. For example, it can be seen from postings regarding Covid-19 details always displayed on Instagram.

In the Instagram account, the Salatiga City Government is more active in answering, but it does not provide the information the community needs. For example, when asked which area is a red zone or what causes this, the Salatiga City Government does not answer. Through public spaces on Instagram accounts, netizens speculate on their own and answer questions from other netizens. Sometimes the information is not up-to-date or repeated, so some netizens say that the information was uploaded a few days ago. It shows no good coordination in managing Covid-19 information uploaded on Instagram. In conditions like this, where the number of people exposed to Covid-19 increases (see Figure 5), the government should be more open in conveying information. With openness, the public will try to maintain their respective safety.

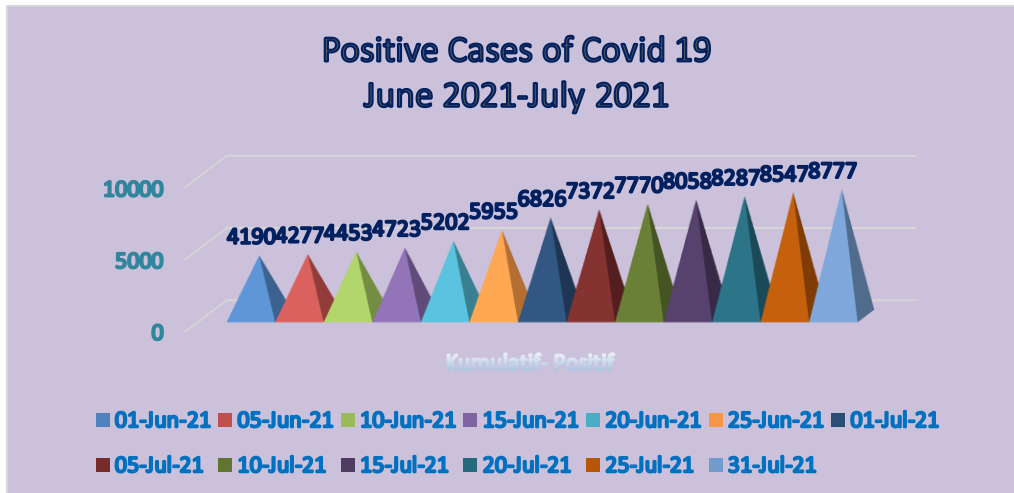


Figure 5. Positive Cases of Covid-19 from June to July 2021  
(source: (Humaskotasalatiga, 2022))

Before broadcasting information about Covid-19 to the Salatiga community, the communication and public relations protocol section of the Salatiga City Government needs to coordinate among the staff properly. From the interviews obtained, it was said that before the information was distributed, through several stages, including 1) Grouping and recognizing the audience's characteristics. The aim is to make deciding which communication strategy to convey information easier. In formulating a communication strategy and developing clear objectives, it is also necessary to consider the audience's conditions and situations. 2) Determine the topic/theme/material in choosing the topics that were determined to be implemented later to reduce the addition of Covid-19 patients in Salatiga. The Salatiga City Government initially decided what appeals should be made, such as washing hands, advice not to leave the house, prohibition of gathering, and so on, because messages can be formed by determining the theme or material (Abidin, 2015).

*Composing Narrative.* Compiling a narrative delivers messages that follow the intended audience so that the news is on target. The messages must be clear and attractive so that people want to read the information. The main requirement in influencing the message's audience is to generate attention and centralized security. Thus the beginning of an effect in communication is fulfilled, and the audience's attention arises to the messages conveyed (Cahyani, 2020). *Selecting Media.* The importance of choosing media impacts the effectiveness of a message expressed because each media has a different significance level. Selecting the media used is usually based on the content of the message to be shared and the target audience. From the stages carried out, it can be seen that there is a collaboration between the Salatiga City Government and the protocol and public relations department in disseminating information about Covid-19. It can be seen by using integrated communication media from print media, such as installing banners and social media through Instagram and government cars.





Figure 6. Communication Media used by the Salatiga City Government (source: Salatiga Municipality's Instagram (Humaskotasalatiga, 2022))

Therefore, during the Covid-19 pandemic, government communication requires more adaptations to encourage cooperation and innovation. However, unfortunately, the Salatiga city administration disregarded the principles of equifinality and contingency theory by being unable to make new and flexible ways to tackle the danger of the virus, as seen by the daily increase in positive cases.

The necessary diversity system principle identifies intricacy as the central aspect in finding successful system feedback to demanding situations. The more complicated and unforeseeable a situation is, the more complete techniques are required to address it adequately (Weick, 1979). The systems within a government face new challenges and unpredictable effects and are likely to be hard to control (such as the coronavirus pandemic). Accordingly, governments need to develop appropriate and varied response systems to meet these challenges and consider all the complexities of problems likely to arise due to the emerging challenges. The Salatiga Government missed a critical early opportunity to prevent the slow-down growth of the fast-moving virus and ignored the complexities of the challenges. In addition, the government has also been unsuccessful in implementing, tracking, preventing, and treating the need to overcome the pandemic. Government communications that are supposed to reduce the dangers of Covid-19 have instead sparked a lot of social controversies because of the virus rapidly spreading and contributing to the pandemic's highest infection and death rates.

**Discussion**

The transformation system refers to the three-phase actions required for adaptation and survival sequentially and iteratively. *First*, the Salatiga City Government regularly publishes updates on the Covid-19 cases. *Second*, the Salatiga Government goes through steps in the transformation system when releasing news assessing the effect of Covid-19 cases, namely incoming data, especially those gathered from diverse sources, consolidated and analyzed, and eventually appeared on Instagram to provide information to the public. *Third*, therefore (Pramiyanti, Mayangsari, Nuraeni, & Firdaus, 2020), hoaxes information will be tackled well. *Finally*, the public can directly respond to the Salatiga City Government's Instagram account because effective communication will significantly determine the success of an interaction (Idham et al., 2019; Wijaya, 2013).

Every government activity must be carried out transparently to be effective and foster public trust in government. That is the principle of transparency in government communication. Due to this reason, the Salatiga City Government is always transparent and open to the public. Therefore, the public could feel free asking any information about Covid-19. By providing truthful and accurate information, misleading information can be

avoided, and this will educate the citizen about consuming and sharing content responsibly (OECD, 2017). From the public's response to the Instagram account, support and encourage each other to follow the health protocol and stay at home.

In the case of negative entropy, as in responding to any pandemic, governments must adopt suitable strategies, schemes, and assets for disease risk perception, avoidance, and feedback to get ready for possible outbreaks fully (Gamhewage, 2014; Kittler et al., 2004; Taylor-Clark et al., 2010). Negative entropy refers to actively combating the threat of disorder through degradation by continuing to develop responsive strategies and schemes, to improve infrastructure and system feedback (Najih, 2020). The failure to reach this negative entropy can be seen from the increase of positive and death cases in 2021.

The results above show the failure of the system to counter entropy by maintaining vital public health assets and being ready to fight, avoid and be able to answer crucial health problems. In addition, during this pandemic, fluctuations in funding for public health have eroded many essential public health and emergency response initiatives (Abelson et al., 2003). It includes providing shelter facilities for Covid-19 sufferers at government expense, while some are self-isolating with a medicine supply from the Salatiga City Government.

The equifinality systems theory suggests generating adaptive methods responsive to the particular situational demands of various obstacles, emphasizing that many potential creative solutions are employed to solve the system's unique problems to attain system goals (Najih, 2020). Based on systems theory, contingency theory highlights the significance of organizational flexibility and adaptability to environmental changes in corporate management systems (Doty et al., 1993; Gresov & Drazin, 1997). In unstable situations, more organic systems emphasize creative responses, parallel and top-down communication, and stimulate lateral consultation rather than standing orders. As a result, when confronted with turbulence, such as a pandemic, institutions with less formal formations surpass those with more formal constructions (Burns & Stalker, G, 1994; Grunig, 1992; Sine et al., 2006).

To make public health strategies on pandemic feedback and planning more successful, always involve the public (Abelson et al., 2003; Lubis, 2007). Effective communication lowers gaps between public requirements, policy goals, and effects while increasing pandemic preparedness efficacy, management, and recovery. This section explains how the Salatiga City Government carried out the communication strategy and the views and reactions of the public, especially from the grassroots society, to this pandemic. What are the challenges of the Salatiga City Government communication in conveying information and encouraging the Salatiga community to always behave normally during the Covid-19 pandemic?

When a community faces a health crisis, the community will initially acquire information from the media and listen to what journalists say about the problem because when the outbreak evolves, communications about it must evolve as well (Abbas et al., 2022). From the information provided by journalists, people's perceptions will vary. Some take it seriously, and some take it easy, showing that public acceptance will vary depending on each individual's personal experience (Fielding et al., 2005; Trumbo & McComas, 2003), age (Brewer et al., 2007), gender (Krewski et al., 2006), and level of education (Rundmo, 2002). Salatiga citizens expressed understanding and questions through Instagram of the Salatiga City Government. Therefore, any information on Covid-19 posted by Salatiga city is essential for the public. Moreover, the insights of

higher-level people are usually better prepared to deal with future health crises (Savoia et al., 2013). These are the ones who are ready to get the vaccine the government provides.

Another problem is the lack of communication between the Salatiga City Government/organizations that handle Covid-19; accordingly, people feel anxious about the conditions that have occurred. In addition, people are frequently bombarded with explosive information from various sources, such as television, radio, social media, and direct contact with friends, families, and colleagues during a pandemic (Bawden & Lyn Robinson, 2009). Missing critical news and facts, misinterpretation, selective disclosure, emotional and mental tiredness and tension about the topic, and self-blocking of information relating to the matter are all difficulties caused by information overload (Fadhilah et al., 2020; Rathore & Farooq, 2020). In addition, people will undoubtedly have numerous questions about what they should do and how the virus harms public health in a specific or unusual case like the coronavirus pandemic, which generates much information.

To overcome the increasingly severe conditions, especially in Mid 2021, the Salatiga City Government opened a "*Matur Mas Yuli*" (Speak to Mr. Yuli) channel for citizens to submit all their complaints to the Salatiga mayor directly. It is a live virtual program with zoom meetings. The Salatiga City Government considers that these complaints through the "*Matur Mas Yuli*" (Speak to Mr. Yuli) channel is not an assessment but a form of open communication between the government and the community. All of this reflects openness. Here is the image of the "*Matur Mas Yuli*" channel.



Figure 7. "*Matur Mas Yuli*" (Speak to Mr. Yuli) Program  
(source: (Humaskotasalatiga, 2022))

The mayor always urges the public to enforce the health protocol strictly through this channel. Pandemics are situations that require a lot of communication. Therefore, during pandemics, Salatiga City Governments aggressively communicate internal and external information to establish new strategies for responding to health hazards, reducing tensions, and offering correct information.

All of the communication strategies done by Salatiga Municipality were paid off. However, it showed from the graphic (see Figure 8) that there is no addition in the number of positive cases from May 2022 until December 2022.

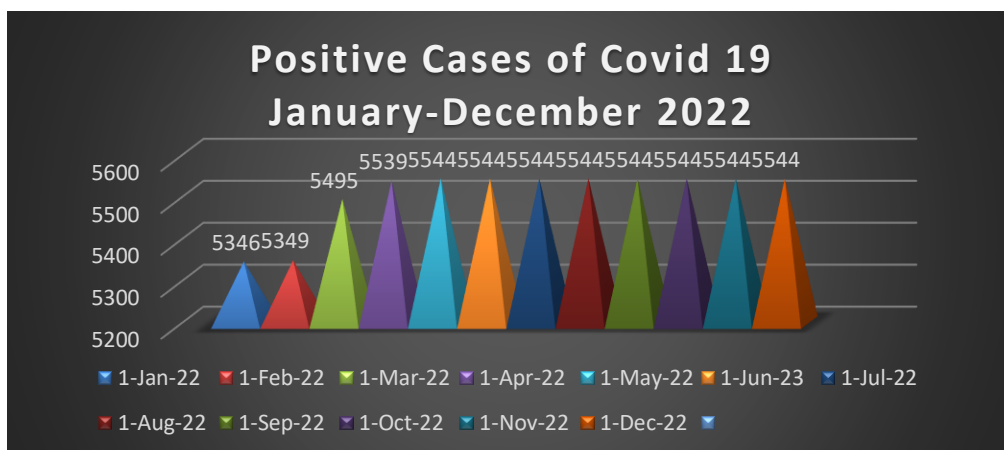


Figure 8. Positive Cases of Covid-19 from January to December 2022

(source: Processed from Salatiga Municipality's Instagram (Humaskotasalatiga, 2022))

Due to the problematic Covid-19 situation and the implementation of Emergency Micro-Community Activity Restriction/*Pemberlakuan Pembatasan Kegiatan Masyarakat* (PPKM) by the Salatiga City Government, the interview part in this study is still limited. Therefore, the analysis in this study is only based on observation through social media (Instagram).

### Conclusion

From the system's theoretical analysis of government communication during the coronavirus outbreak, this study provides some essential suggestions for developing successful governance risk communication techniques for similar public health crises. *First*, share information openly and honestly during the outbreak to lead people to moderate and organize activities without distress or misinterpretation. *Second*, organize information management so government leaders can filter out false information and offer the public the most up-to-date scientific knowledge. *Third*, government officials organize information management to weed out incorrect information and give up-to-date public information. *Finally*, build a comprehensive health risk communication system that links to the public, local, and central governments. Moreover, during public health crises, government communication strategies and actions are essential. The public requires correct information and standards to make informed decisions. In response to the Covid-19 pandemic, the systems theory identifies flaws with current government communication with the public and presents practice-based recommendations for local governmental health risk communication techniques. All city administrations in Indonesia can benefit from the suggestions in this article. However, it is critical to remember that the tree of recommendations will not grow fruit unless it is irrigated and nurtured with sufficient resources and financing. The Covid-19 pandemic has cost the Indonesian government an enormous sum of money that could have been averted and dealt with far more efficiently if governments' health risk communication systems were more responsive and strategic. For further research, the study can observe whether opinion leaders/religious leaders can help/support the city government to deliver health information to society.

### Conflict of Interest

We certify no conflict of interest with any financial, personal, or other relationships with other people or organizations related to the material discussed in the manuscript.

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