

## One Government One Voice? Government Narrative in Crisis Communication during the Pandemic

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### Abstract

**Introduction:** Government public relations ideally conveys policies and regulations in an integrated manner (one government one voice), but in reality there is often different and contradictory information in each government institution, thus confusing the public and hindering the handling of the pandemic. This research answers the question of how the crisis narrative is built by 5 (five) central government institutions in Indonesia through their official websites, whether the narrative tends to be integrated or vice versa.

**Methods:** The method used in this study is qualitative content analysis where the author collects all news materials on 5 (five) official websites of government agencies, namely: the Covid-19 Task Force, the Ministry of Information and Communication, the Ministry of Health, the Cabinet Secretariat and the State Secretariat, in March-August 2020.

**Findings:** Data were analyzed based on the principles of Crisis and Emergency Risk Communication (CERC) as a reference for coherence (integration) of narratives between institutions. The results of the study indicate that CERC principles are used comprehensively by the five institutions studied. In general, the narratives built by the five institutions tend to be integrated on the issues: (1) the narrative of the initial responding; (2) the narrative of handling and controlling; (3) the narrative of helping and caring; (4) the narrative of regulating and advising.

**Originality:** The study has novelty in the application of crisis communication based on the CERC principles of the Covid-19 pandemic which is viewed comparatively in the narratives of 5 (five) Indonesian government institutions.

**Keywords:** Government Public Relations, Crisis Communication, Narrative, Crisis and Emergency Risk Communication, Website.

### Introduction

Covid -19 pandemic occurred for the first time in Wuhan, China in late 2019 and caused a variety of problems in social life. Since the end of 2019 Covid-19 spread fast throughout the world and infected more than 17 million people in 213 different states and regions (Güven et al., 2022). Since the pandemic incidence all the people in the world are fighting against the virus because no drug has been found to ward off it (Reyes Bernard et al., 2021). Indonesia announced two Covid-19 positive patients as its first cases in the first week of March 2020 (Giorbiano, 2020). As a result of Covid-19 fast spread, the government was also responsible for its people's lives. Government made some decisions to help the people deal with Covid-19 pandemic in order to survive in pandemic time. Indonesian government has implemented several policies: social restrictions, school shutdown, lockdown, public consciousness program and problems related to healthcare (Ayuningtyas et al., 2021). Indonesian government, then, attempted to find an appropriate strategy to cope with this pandemic. In addition to conducting some researches on corona virus, the government also launched Covid-19--related information at [www.covid19.go.id](http://www.covid19.go.id) (Nugraheny, 2020).

The Covid-19 spreading process generated panic and anxiety within the people. In addition to anything related to medical aspects of Covid-19, some other aspects also need attention, for example, the social impact of Covid-19 related to the growth of anxiety (Fitria & Ifdil, 2020), and anxiety management (Vibriyanti, 2020). The issuance of policies related to learning systems generates anxiety in the context of online learning (Oktawirawan, 2020). Seeing the situation, the study on Public Relations, particularly Government Public Relations, is important to do to mitigate virus spread. Government Public Relations plays an important role in informing all policies issued by the government, to prevent social anxiety from occurring. Health crisis due to Covid-19 pandemic results in communication crisis due to the lack of accurate and credible information. Indonesian people express their trust in and expectation to the government's ability to manage today's global health crisis (Tri Sakti et al., 2021). The majority of contents posted about Covid-19 focus on 'information on crisis' and about 'promoting action and attempts.' The results highlight the categories mentioned including 72% of total information by disseminating news coverage about how to avoid the risk of transmission and to make the people aware of the government's decisions (Heldman et al., 2013).

The problem is, Covid-19 protocols do not provide adequate information on how to develop a safe environment for people, thereby preventing people from obtaining health care information and other public services during the pandemic (Idris et al., 2022). Indonesia developed the 'un-smart', 'un-systematic', 'un-objective', and 'un-visionary' ways in practicing diplomacy and communication in the global health crisis (Jatmika et al., 2021). Strategies for disseminating information about the pandemic have not been explored (Del Rosario et al., 2021). Although the firmness and seriousness in implementing PSBB has produced positive results, namely a significant decrease in the number of Covid-19 sufferers (Budiono et al., 2022).

Crisis communication can play a very important role in preventing and mitigating pandemic mitigation over times by reducing anxiety and fear, supporting the public's compliance with the mitigating strategy, reducing burden, and improving the effectiveness of medical intervention (Glik, 2007). The attempt of managing crisis communication can show slightly more uncertainty about the effect of Covid-19 (Charoensukmongkol & Phungsoonthorn, 2022). The use of guidance principle in crisis communication is intended to ensure the clear message through adjusting the message and making it target-appropriate and timely and thus can grow trust among the people leading to the message receiving and the absorption of public health recommendations (Henry, 2018; Vaughan & Tinker, 2009).

The crisis communication management of the Indonesian government in dealing with Covid-19 is criticized. During the crisis, the Indonesian government did not apply total lockdown to the people and therefore, the attempt to suppress the spread of Covid-19 has not been effective yet (Henry, 2018; Vaughan & Tinker, 2009). Both central and regional governments are thought to be unprepared for the protocol of communication that should be in place as soon as the crisis occurs. In fact, when the pandemic came, the government found difficulty in communicating with the public. It was worsened by the presence of infodemic occurring in today's digital era. The dissemination of false news increased significantly during the pandemic (Abed, 2021). Infodemic is a condition in which information flood occurs in digital media, but the majority of information has not been verified and thus allows for the hoax about Covid-19 to circulate widely. The dissemination of hoax became so worrying that the governmental institutions throughout

the world introduced and applied several steps to minimize dissemination: highlighting the negative effects of behavior through internet media, asking people to verify the news they are involved in with fact-checking websites, etcetera (WHO, 2020).

The government plays so important that it can be presented as an institution that protects its citizens through government public relations. Unfortunately, during the pandemic, many parties considered that coordination between government institutions tended to be weak, both among central government institutions and between the central government and local governments. Several times there were situations that confused the public because of contradictory statements by government officials regarding the handling of the pandemic. In handling non-medical aspects of pandemic, managing communication is crucial and the government plays an important role to avoid misunderstanding within the community, recalling infodemic leading to the anxiety within the community. Infodemic is an information flood, the majority of which cannot be accountable; thus people will be confused (WHO, 2020). The government's inadequate response and inability of overcoming the pandemic occurrence can result in the increased dissemination of negative information (Chon & Kim, 2022). In previous research related to handling pandemic, the focus was on the use of social media by public health professionals in controlling the Covid-19 pandemic in India (Majumdar et al., 2022). Synergistic and interconnected between all sectors of human life (Riyanto et al., 2022), ritual-based communication strategy (Suardana & Widhiasthini, 2022), Causal Loop Diagram (CLD) model of risk perception (Saputri & Arini, 2022), and health care facilities (Al-Fikri et al., 2021).

Pandemic is one of the conditions that can be called crisis. In carrying out the function of government public relations, the strategy of dealing crisis time is of course different from the communication strategy to create image and to maintain good relations with stakeholders. Several related studies have been conducted in South Korea in the case of radiation contamination in the food (Paek & Hove, 2019). Based on research related to handling Covid-19, there has been no research that focuses on the use of CERC to overcome the crisis. Researchers use the Crisis & Emergency Risk Communication (CERC) concept framework which is used to explain the strategic efforts of government public relations in handling Covid-19. Based on this, this study was conducted to determine the narrative of government public relations in handling crisis communication during the Covid-19 pandemic. Thus, the purpose of the current study is to determine how the narrative of government public relations in crisis communication during the pandemic in Indonesia.

## Methods

This research used a qualitative content analysis method to find out how is government's public relations narrative in managing crisis communication. The objective of content analysis is to systematically examine the communicative materials taken from official website of the institution (Mayring, 2004). The object of research was all news releases and broadcasts issued by the official website of Indonesian government public relations in March-August 2020 namely: Covid-19 Taskforce ('Satgas Covid-19'), Ministry of Information and Communication ('Kominfo'), Ministry of Health ('Kemenkes'), Cabinet Secretariat ('Setkab') and State Secretariat ('Setneg').

This research employed inductive category, with Grounded Theory. Coding, according to Gibbs (2007), is an activity of identifying whether or not the data collected by category contributes importantly to the comparability of findings to the evaluation to

be analyzed. In relation to coding trial, the author tried the new coding independently with the matrix developed (Schreier, 2012). There are 8 (eight) steps in qualitative content analysis (Mayring, 2014): 1) formulating research questions adjusted to the research topic; 2) determined category based on CERC principles; 3) All results of press broadcasts releases, and news issued by each of governmental institutions were classified by category; 4) Considering the result of data collection, the author used 150 data adjusted with CERC principles; 5) Thereafter, the author checks all categories and data collected; 6) This research unnecessarily revises the categories, because all of them have been as needed by the author in answering the questions; 7) The author checks all categories and materials organized; 8) The analysis process is conducted after a series of data categories and displays have been completed. *Firstly*, the author enters the categories according to CERC principles. The categories made are organized inductively representing the content of data (Singh et al., 2022). *Second*, all categories are analyzed interpretative according to the research question posed. The author uses directed approach and expands it efficiently or perfects the preexisting theory.

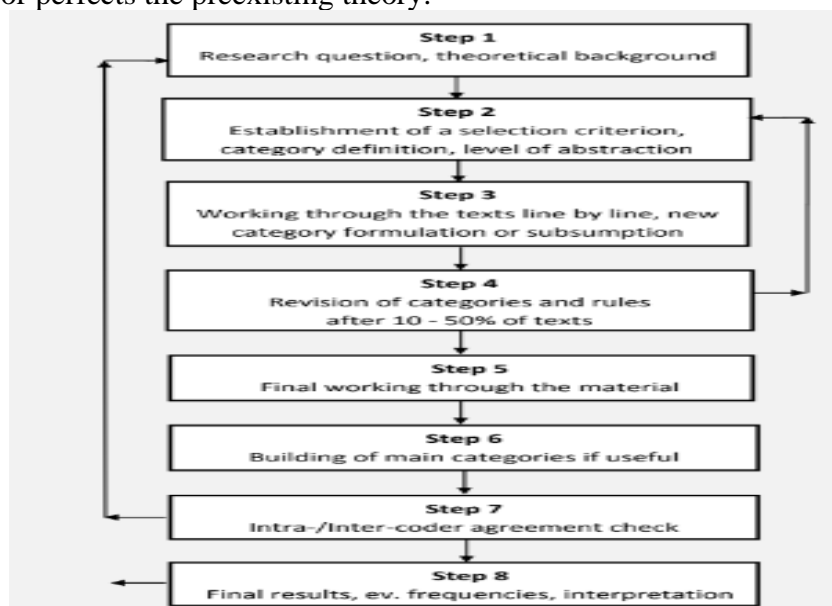


Figure 1. Steps of Qualitative Content Analysis Inductively  
(source: Mayring, 2014)

## Results

The results of the study show that in general the narratives built by the five institutions tend to be coordinated with a focus on the following issues: (1) narratives about the initial responding, (2) narratives about handling and controlling the pandemic, (3) narratives related to helping and caring; (4) narratives related to regulating and advising. The first narrative focuses on the initial response to the pandemic, where the government tends to be optimistic about accelerating handling, although the five institutions raise different issues. In the early days of the pandemic, the Task Force was seen conveying more narratives about various strategic efforts involving the entire community in handling the Covid-19 pandemic, for example about the Large-Scale Social Restrictions (PSBB) implemented by the government to stop the spread of the virus; inviting the community to work together to accelerate handling of the pandemic; Meanwhile, Kominfo emphasized the strict implementation of health protocols in the community; The Cabinet Secretariat highlighted the launch of fifty-five domestically

made medical device products; The Ministry of Health highlighted six presidential directives aimed at accelerating handling; while the State Secretariat focused on efforts to stop the transmission of the virus through rapid mass testing which began in mid-March 2020.

Table 1. Narratives about the initial response

No	Institution	Issues
1	Covid-19 Task Force ('Satgas Covid')	<ul style="list-style-type: none"> <li>▪ Inviting the people to cooperate in accelerating the management of Covid- 19 pandemic.</li> <li>▪ Implementing Large-Scale Social Restrictions as an attempt to accelerate the pandemic management.</li> </ul>
2	Ministry of Communication and Information ('Kominfo')	<ul style="list-style-type: none"> <li>▪ Confirming the use of healthcare protocols tightly within the society.</li> </ul>
3	Ministry of Health ('Kemenkes')	<ul style="list-style-type: none"> <li>▪ Six Presidential directions to deal with the acceleration of Covid-19 management.</li> </ul>
4	Ministry of Cabinet Secretariat ('Setkab')	<ul style="list-style-type: none"> <li>▪ Launching 55 healthcare equipment products made by natives in the attempt of accelerating the pandemic management.</li> </ul>
5	Ministry of State Secretariat ('Setneg')	<ul style="list-style-type: none"> <li>▪ Accelerating Rapid Test.</li> </ul>

Note: The issues in the first type of narrative built by each government institution

Next, the second narrative focuses on handling and controlling the pandemic. How the government handles the Covid-19 pandemic to mitigate its impact on health, society, and the economy. After conducting socialization regarding the procedures for Continuous Social Restrictions (PSBB), adapting to new lifestyles, and initiating the Pre-Employment Card program to help people who have lost their jobs. Furthermore, these policies include village funds to support prevention efforts, as well as BRIN's collaboration with the Ministry of Research and Technology to develop a national vaccine. In addition, public awareness of the pandemic continues to be increased by disseminating accurate information and avoiding misinformation. The President supports vaccine testing and development, which shows a strong commitment to realizing vaccine independence worldwide. Overall, these actions are taken to mitigate the impact of the pandemic and ensure public safety and gradual socio-economic recovery.

Transparency and accuracy of information provided by various related institutions are very important for the credibility of messages in handling pandemic. The Covid-19 Handling Task Force, for example, regularly updates Covid-19 patient data to provide the latest and most reliable information to the public. To improve the accuracy of policy making, the Ministry of Health ('Kemenkes') is tasked with monitoring and updating data every day. The Ministry of Communication and Informatics has stepped in by providing assistance of 2,250 Rapid Test Kits and SPEs to a number of hospitals. This improves handling in the field and supports the credibility of messages through real examples. In addition, the Cabinet Secretariat confirmed cases of Indonesian citizens for transparency, while the State Secretariat submitted a transparent report regarding the budget of 405.1 trillion allocated for handling the pandemic. All of this was done to ensure that the messages conveyed to the public in handling the pandemic were truly trustworthy and accurate.

Table 2. Narratives about handling and controlling

No	Institution	Issues
1	Covid-19 Task Force ('Satgas Covid')	<ul style="list-style-type: none"> <li>▪ Information on Scout Movement in dealing with pandemic.</li> <li>▪ Utilizing village fund as an attempt to prevent and deal with pandemic.</li> <li>▪ The Ministry of Research and Technology and BRIN help develop a national vaccine.</li> <li>▪ Developing a pre-employment <i>card</i> program to help the people experiencing job termination.</li> <li>▪ Information on the opening of sectors and the adaptation to new habits in dealing with pandemic.</li> <li>▪ Collaboration of building national vaccine independence.</li> <li>▪ Information related to president who supports vaccine fully.</li> <li>▪ Vision and mission related to the strategy of dealing with pandemic.</li> <li>▪ Information on the requirements of trip during PSBB.</li> </ul>
2	Ministry of Communication and Information ('Kominfo')	<ul style="list-style-type: none"> <li>▪ Correcting hoax information related to pandemic.</li> <li>▪ Keeping public space safe from virus.</li> <li>▪ The attempt of dealing with pandemic.</li> <li>▪ The measures taken to help deal with the pandemic.</li> <li>▪ Explanation related pandemic and new normal.</li> <li>▪ Information on public service.</li> <li>▪ Communication of supporting services.</li> <li>▪ 'Peduli Lindungi' application in dealing with Information on vaccine.</li> </ul>
3	Ministry of Health ('Kemenkes')	<ul style="list-style-type: none"> <li>▪ Information related to virus.</li> <li>▪ Information on positive patients.</li> <li>▪ Virus spreading process.</li> <li>▪ Government's explanation in controlling pandemic.</li> <li>▪ Explanation related to funding.</li> <li>▪ Appealing to the public to deal with pandemic.</li> <li>▪ The procedure of dealing with corpses.</li> <li>▪ Information on PSBB.</li> <li>▪ New normal life due to pandemic.</li> <li>▪ The government has not implemented PSBB relaxation.</li> </ul>
4	Ministry of Cabinet Secretariat ('Setkab')	<ul style="list-style-type: none"> <li>▪ More in-depth information related.</li> <li>▪ Information on the Covid-19-positive patients.</li> <li>▪ Information on the policy to deal with Covid-19.</li> <li>▪ Information on no PSBB relaxation.</li> </ul>

5	Ministry of State Secretariat ('Setneg')	<ul style="list-style-type: none"> <li>▪ Information that New Normal would end in the next 2 weeks.</li> <li>▪ Information on the direction of Covid-19 management.</li> <li>▪ Government's strategy related to healthcare management, social and economic security.</li> <li>▪ Information on vaccine development.</li> <li>▪ Socialization of Covid-19 information development.</li> <li>▪ The enactment of Covid-19 opening rule in GBK.</li> <li>▪ Briefing on New Normal.</li> <li>▪ Information related to the prevention of pandemic.</li> <li>▪ Information on the procedure of PSBB.</li> <li>▪ Evaluation on the implementation of PSBB and Social Distancing.</li> <li>▪ Information related to the direction of thesis funding.</li> <li>▪ The measure to mitigate the impact of the pandemic.</li> <li>▪ Scheme of MSMEs recovery amid pandemic.</li> <li>▪ President's support for vaccine testing.</li> <li>▪ President's optimistic about getting vaccine.</li> </ul>
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Note: The issues in the second type of narrative built by each government institution

The third narrative concerns the appeal for helping and caring for the community. During the Covid-19 pandemic, the government also provided financial assistance and increased access to basic needs. To help affected communities ease their economic burden, financial assistance of IDR 600 thousand per month and free electricity of 450 VA for three months were provided. In addition, digital education assistance and internet access helped communities adapt to changes during the pandemic. Furthermore, the government has prepared four towers at 'Wisma Atlet' as emergency hospitals to meet the needs of Covid- 19 patients. In addition, other initiatives include collaborating with various parties, such as Sinar Mas-Land, to provide support for handling Covid-19 and distributing 1.000 smart devices and PCR tests. All of these steps are combined with a commitment to ensuring smooth distribution of logistics and the dissemination of accurate information to prevent panic and maintain the socio-economic stability of the community.

Table 3. Narratives related to helping and caring

No	Institution	Issues
1	Covid-19 Task Force ('Satgas Covid')	<ul style="list-style-type: none"> <li>▪ The government donated IDR 600/month during the pandemic.</li> </ul>
2	Ministry of Communication and Information ('Kominfo')	<ul style="list-style-type: none"> <li>▪ Handling the hoax content creator to prevent panic from occurring.</li> <li>▪ Appealing to the people not to panic during the pandemic.</li> <li>▪ Giving aid with 1000 smart machines.</li> <li>▪ Giving digital training to the people.</li> <li>▪ Cooperating with Sinar Mas-Land to provide aid</li> </ul>

3	Ministry of Health (‘Kemenkes’)	<ul style="list-style-type: none"> <li>▪ Internet access aids the people.</li> <li>▪ Government gives aid to patients.</li> <li>▪ Provides PCR test to deal with pandemic.</li> </ul>
4	Ministry of Cabinet Secretariat (‘Setkab’)	<ul style="list-style-type: none"> <li>▪ The guarantee of smooth logistics delivery to the people.</li> </ul>
5	Ministry of State Secretariat (‘Setneg’)	<ul style="list-style-type: none"> <li>▪ Government's handling measures without resulting in panic.</li> <li>▪ Preparing 4 towers of ‘Wisma Atlet’ as emergency hospital.</li> <li>▪ Give incentives to the people in order to increase purchasing power.</li> <li>▪ Provides electricity 450 VA for free for three months.</li> </ul>

Note: The issues in the third type of narrative built by each government institution

Finally, in the fourth narrative, the government focuses on regulations and appeals. The special team formed, namely the Covid-19 Task Force, implemented strict health protocols and provided instructions to doctors and the public on how to follow the protocols, such as worshipping from home. The Ministry of Communication and Information (‘Kominfo’) appointed a special spokesperson for handling the pandemic, prepared protocols in workplaces and airports, and invited the public to support the president's policies by working and studying from home, providing digital training through the Online Academy, and holding virtual events such as Eid al-Fitr. Fitri is brave. The Ministry of Health (‘Kemenkes’) also appealed to the public to follow efforts to reduce the risk of Covid-19 transmission, Seknas supports the policies of the central and regional governments in implementing Large-Scale Social Restrictions (PSBB) and maintaining social distancing. All of these actions aim to increase the collective resilience of the community in dealing with the pandemic.

Table 4. Narratives related to regulating and advising

No	Institution	Issues
1	Covid-19 Task Force (‘Satgas Covid’)	<ul style="list-style-type: none"> <li>▪ Governmental measures in establishing Covid-19 taskforce.</li> <li>▪ Rules and guidance for medical workers and the public in dealing with pandemic.</li> <li>▪ Strict rules of health protocol because vaccine has not been found yet.</li> <li>▪ Reminds the people to be disciplined collectively.</li> </ul>
2	Ministry of Communication and Information (‘Kominfo’)	<ul style="list-style-type: none"> <li>▪ Invites the people to do worship from home.</li> <li>▪ Appeals to the public to support the presidential policy to work from home.</li> <li>▪ Invites the people to do social distancing.</li> <li>▪ To make the people stay at home, Kominfo opened Online Academy DTS.</li> <li>▪ Invites the people to develop games through ‘Ayo bikin game di rumah aja’ (Let's make a game at home).</li> </ul>

- 3 Ministry of Health ('Kemenkes')
  - Holds virtual Eid and invites the people to reconcile with Covid-19.
  - Support healthy living behavior by #dirumahaja
  - Inaugurates the spokesperson in dealing with Covid-19 pandemic.
  - Invites the people to reconcile with Covid-19 pandemic.
  - To implement health protocols along with the people.
  - Invites the people to comply with health protocols around 'Eid el Fitr.'
  - Rules for Indonesian citizens and foreigners at the airport.
  - Covid-19 related policy at workplace.
  - People should have permission.
- 4 Ministry of Cabinet Secretariat ('Setkab')
  - The President invites the people to maintain immunity through doing physical exercise regularly.
  - Invites all members of society to provide education about Covid-19.
  - Invites the people to consume 'Temulawak', 'Ginger', 'Lemongrass', 'Turmeric', and 'Empon-Empon' or Indonesian traditional medicinal herbs.
  - Governmental measure in providing immigration rules to be complied with.
  - Invites the people to disseminate positive news coverage.
  - Regulation of lockdown policy.
  - Prohibits the people from going home ('mudik').
  - Implements learning with online system.
- 5 Ministry of State Secretariat ('Setneg')
  - Presidential direction in warding off Covid-19 transmission.
  - The direction of regional and central governmental policy.
  - The implementation of large-scale social restrictions.
  - Prevents Covid-19 transmission through social distancing.

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Note: The issues in the fourth type of narrative built by each government institution

### Discussion

This research analysis was conducted using Crisis and Emergency Risk Communication (CERC) framework aiming to reduce, to restrain the loss during times of crisis. CERC is used as a model in this research to communicate risk and advantage under urgent time constraints to increase public awareness and to avoid risk uncertainty through the six principles of crisis (CDC, 2018). Information related to pandemic communication

is associated with the declining public trust in the authorized person, highlighting the importance of evidence-based communication strategies (Riyanto et al., 2022). In this section, the CERC framework of Be First, Be Right, Be Credible, Express Empathy, Promote Action and Show Respect will be used to discuss the findings of the qualitative content analysis that was conducted previously.

a. Be First

This principle to be achieved in managing the Covid-19 crisis is that the Indonesian government, should understand healthcare problems particularly due to pandemic in Indonesia. According to CERC states, the initial information source that in times of crisis often becomes the source of choice. The information received from the Covid-19 Task Force, 'Kominfo', 'Kemenkes', 'Setkab' and 'Setnag' jointly becomes the first information source and thus the problem concentrates in one direction. Indonesian government communicates to accelerate the management of Covid-19 in various ways and policies. Communication adjusted to the needs and value of the intended audience is the key to maintaining and improving trust during the crisis (MacKay et al., 2022).

This first principle aims to accelerate the virus management and consequently, a variety of programs were issued by the government to overcome this disaster. The policy ranges from beginning to establish a taskforce to manage Covid-19, accelerating rapid test plan, inviting the people to cooperate to stay at home to minimize virus spread, to apply healthcare protocol strictly. The Ministry of Communication and Information ('Kominformo') also explained that the Government confirmed and accelerated the change of management protocol, a moment following the information on the corona virus entrance in Indonesia. Furthermore, the Ministry of Health followed it up by publishing the policies of work from home, school from home, worship from home, and wearing masks. Indonesian government assigned Covid-19 pandemic as Non-Natural National Disaster. It is intended to communicate to the people that they should remain to fight against disaster readily. The CERC model is integrated into each of different emergencies, and therefore, the stakeholders should be very progressive (Ogbodo et al., 2020). The accelerating attempt is conducted to accelerate pandemic management and thereby the spreading process can be ward off.

Cabinet Secretariat Institution ('Setkab') accelerates Covid-19 management in Indonesia in the presence of 55 products consortium research and innovation made by natives launched on May 21, 2020 by President Joko Widodo. Meanwhile, the State Secretariat ('Setnag') explained that the function of Taskforce in pandemic management will exert integrated resources in dealing with this virus spread. Rapid test attempt should be followed by the readiness for understandable health protocol. Through the protocol, people and medical workers can decide quickly on whether self-quarantine needs to do at home or needs healthcare service in hospital. The timely delivery of information can be conceived by the public as a fundamental element in maintaining behavior helpful to maintain and to prevent further damage from occurring (Finset et al, 2020).

From the various issues raised by each institution, it can be seen that the government is trying to be the first by providing a narrative of an initial response quickly when Covid-19 first emerged. Although from the number of issues that emerged, it can be seen that this first narrative is the smallest in number compared to other types of narratives. This is understandable because each institution is still waiting and seeing what developments occur. Nevertheless, the government show responsible for the Covid-19 pandemic incidence and effort end it immediately. The government explains in detail the process of accelerating the recovery of pandemic impact through media. The news information is

aimed at reducing the difficulty related to emergency health situations and maintaining high trust levels by reducing anxiety with clear and timely information (Jin, 2009).

b. Be Right

Be Right is the principle used in managing the crisis with more detailed and accurate information. The government's commitment declaration and reaction to the pandemic preparedness demonstrate the importance of transparency and accountability in the CERC (CDC, 2018b). Each of institutions establishes the way of managing information in media. Covid-19 Task Force acquires information from the central government and the ministry of health to minimize virus transmission. A variety of strategies have been taken by the Covid-19 Task Force to solve the problem. At the beginning of the pandemic, a vaccine to fight against SARS-CoV-2 virus has not been found yet. Thus, the Covid-19 Task Force appealed to every individual to protect themselves by being disciplined in complying with the healthcare protocol specified. The regulation related to Large-Scale Social Restriction (PSBB) was issued by the Covid-19 Task Force to be complied with by the public.

Kominfo provided information and publication services to the community, and a variety of new policies about telecommunication services. The services include the appeal to the public to take care of public space in order to control the effect of Covid-19 virus spread. Kominfo also disseminates information from the President as mentioned in the Presidential Decree (Presidential Decree) Number 12 of 2020 about the Assignment of Non-Natural Disaster related to Coronavirus Disease 2019 (Covid-19) as National Disaster. Ministry of Health provided any information related to the patients infected by Covid-19 and the government's preventive effort. This ministry also stated that Indonesia has entered into a cooperative agreement with ASEAN states to improve solidarity and international cooperation in alertness and response to deal with pandemic. Such attempt aims to strengthen healthcare system focusing on primary healthcare service and to emphasize the importance of cooperative attempt to ensure the availability of affordable health services to everyone in the attempt of achieving Universal Health Coverage (UHC). Covid-19 virus cannot disappear in a short time and it becomes a problem throughout the world. Therefore, the government should embark on a new normal life order that should be implemented by the society.

Meanwhile, the government cabinet secretariat prepared for evacuating 238 Indonesians (WNI) during the Covid-19 case incidence in Wuhan, China. The process of evacuating them to Natuna was conducted using strict protocol procedures and 14 (fourteen) days following their condition had been checked again. Communication made was related to the first attempt of preventing the pandemic. Setkab applied 3 (three) strategies in dealing with Covid-19: dealing with health emergency, social security net, and economic resilience. A series of activities developed by the government should be studied and evaluated. It is intended to see the people development due to Covid-19. State Secretariat institution has taken anticipatory measures for its lines in the 'Indonesia Maju' Cabinet.

From the various issues raised by each institution, it can be seen that the government has used the principle of being right through the narrative of handling and control. Each government agency shows the development of the spread of the virus using accurate and detailed information. Although there are still differences in the presentation of information, for example Ministry of Cabinet Secretariat ('Setkab') and Ministry of State Secretariat ('Setneg') institutions did not display data statistically and infographically as informed by the Ministry of Health, the Covid-19 Task Force and 'Kominfo.' The effectiveness of communication can be improved using visual aids, illustrations, examples, stories, and

analogies. Visual aids such as charts, maps, and models help communicate a variety of information likely less understandable when it is delivered in the form of text only.

c. Be Credible

It is the next principle in which the institution should respond to all credible information to the public. The Ministry of Health successfully helps recommend the action to be taken by the public in dealing with the pandemic, through updating the data series and trials and communicating it to the public. Indonesian government through Covid-19 Management Acceleration Taskforce delivered similar information related to the number of positive patients and the deaths. The government's attempt of informing the facts occurring in the field is assisted by medical experts and thus is credible and accurate and both the Ministry of Health and Satgas Covid-19 states the government will comply with the standard and process according to the healthcare protocol. Kominfo also provided information to deal with the pandemic, 2.250 Rapid Test Kits to 15 hospitals and Self Protecting Equipment to medical workers in 11 hospitals in Jakarta, Bogor, Depok, Bekasi and Tangerang. So do both Cabinet Secretariat and State Secretariat in the same context, they give accurate information and studies on Covid-19 in Indonesia, all data about patients and dead patients were revealed to the public. State Secretariat also convey information about IDR 405.1 trillion budget as additional expenditure and funding in APBN 2020 for Covid-19 management. The budget was needed to deal with the effect of Covid-19 from health aspect and economic effect generated. All of these actions have been planned to provide comprehensive guarantee and to increase the use, according to the principle of CERC, particularly to provide credible information directly to the public (CDC, 2018b). Inadequate knowledge on Covid-19 creates public perception and response, in which some people become very anxious and some others trivialize the risk of it and equate it with something more familiar like influenza (Fischhoff, 2020). The expert can use social media to respond to the crisis by disseminating information on the danger quickly and help inform the public and the patients about the action to be taken to reduce the risk (WHO, 2020).

From the various issues raised by each institution, it can be seen that the government has used the principle of being credible through the narrative of handling and control. The government provides various data, especially the number of sufferers, spread of virus, rapid test locations and so on transparently. Each institution submits data according to its duties, functions and authorities. Of course, in terms of patient data, for example, the Covid Task Force and the Ministry of Health are more competent and provide more information.

d. Express Empathy

In relation to this principle, Tomkins (2020) analyzes further the importance of empathic and honest language during crisis, any bother can be discussed and thus it can be seen how a caring leader can take care of and entertain, meanwhile the people not showing this characteristics will likely trigger insecure feeling and assessment. The result of analysis conducted by the author related to the communications made by government public relations shows that they express a variety of empathy, from supporting directly to providing financial aid. The expression of empathy in communication increases the credibility of the sender substantially and the legitimacy of the messenger (Seeger, 2006).

'Satgas Covid-19' expresses its empathy by preparing a total budget of IDR 37.7 trillions to help non-State Civil Apparatus/Civil Servants and non-BUMN (State-Owned Enterprises) employees in supporting the people's purchasing power. Express empathy creates not only support but also the feeling of security from the fear and panic

encountered by the people. The Ministry of Communication and Informatics expresses its empathy to prevent the people from disseminating hoaxes as it will result in panic and fear in dealing with non-natural disaster pandemic. The people can see all information accurately and correctly in the official page and social media of Ministry of Health as well as corresponding institutions related to pandemic. In addition, Kominfo gives help in the form of service for free intended to healthcare sectors such as emergency hospitals, quarantine houses, and education sectors such as students, college students, teachers, and lecturers.

Recalling the increasing number of Covid-19 positive patients and cases in Indonesia, the Ministry of Health expressed empathy by preparing 22 hospitals for the treatment of patients. In addition, the government ensured that the logistical aid flows smoothly and reaches the people who need primary needs, particularly food staples in the Covid-19 epidemic situation requiring them to stay at home. The Cabinet Secretariat gave direction to prevent panic from occurring due to the availability of food staples, medicines, and etc, and the government has prepared everything and even it has prepared funds of IDR 110 trillions allocated to the low-class society to keep providing basic needs and to maintain purchasing power in dealing with social economic effects of virus transmission. State Secretariat invites the people not to create panic and restlessness amid the pandemic. Even President Joko Widodo expressed his empathy by delivering deep condolence for a number of deaths in doctors, nurses, and medical workers who deal with corona virus or Covid-19 positive patients. The President appreciated their struggle and dedication.

From the various issues raised by each institution, it can be seen that the government has express empathy through the narrative of helping and caring. Each institution provides various forms of assistance and concern for the victims. Assistance is provided in the form of financial incentives, various reliefs or related to the provision of health services. Empathic language is significantly increases the sender's credibility and the messenger's validity (CDCM, 2020).

e. Promote Action

The fifth principle of the CERC model is to promote action by targeting the effect of behavior, meaning to reduce anxiety. The action is taken as the main theme as long as all phases are consistent with the objective of government communication to keep explaining what is being conducted concerning the complex situation (Olariu & Nichifor, 2015). CERC communicates clearly the preventive behavior that should be adopted by the people to protect themselves and their beloved ones during a public health emergency.

The Covid-19 Task Force took such actions as establishing a voluntary movement to unite ideas, measure, and solidarity in dealing with the pandemic, because Indonesia has a large number of populations and about 75.000 villages. In the beginning when vaccine has not been found to fight against SARS-CoV-2 virus, all individuals should protect themselves by being disciplined in complying with health protocol. The attempt can be taken consciously, obediently and disciplinedly. In addition, the Task Force provided guidelines for the healthcare workers and public to prevent and to deal with cases.

The 'Kominfo' plays an important part in improving the effect of community behavior change by inviting the people #to stay at home in the emergency situation related to corona virus or Covid-19. The Ministry of Communication and Informatics held Online Academy in Digital Talent Scholarship (DTS) Program in 2020 and collaborated with the Indonesian Game Association (AGI or Indonesian Game Association) and Clevio to hold

game creation competition 'Let's Make Games at Home.' It is intended to prevent the transmission and to invite the people to improve their creativity in making games. The game will be used as a means of socializing, preventing, and coping with the Covid-19 pandemic. Meanwhile, the Ministry of Health held the Healthy Living Community Movement ('Germas' or Healthily Living Community Movement) program and implemented health protocol correctly and disciplinedly as the new life pattern. The preventive effort has also been taken for both Indonesian citizens and foreigners who come into Indonesia and should comply with the health protocol specified by the Indonesian Government.

Cabinet Secretariat and State Secretariat Institutions have educated the people by inviting them to maintain safe distance or to do physical distancing in public places, and to consume a beverage made of combined traditional medicinal herbs ('curcuma', 'ginger', 'lemongrass', 'turmeric') to anticipate the transmission of Corona Virus. The Ministry of Education also changed offline learning into the online one, promoted certain actions and changed behavior including not leaving from home but in urgency, washing hands, and other necessary behavior to avoid the further spread of infection.

From the various issues raised by each institution, it can be seen that the government has encouraged public action through narratives of regulating and advising. Various rules such as large-scale restrictions, use of masks, social distancing and various other rules are enforced. Likewise, the government has made many appeals that can be followed by citizens, especially in maintaining health and facing the dangers of the virus. Several previous studies found that communication led by credible scientists, and public response to risk are often more successful (Glik, 2007). So, the governmental strategy is taken by designing the skillful spokesperson in preparing for leading the risk communication during the pandemic crisis. Communication conducted by the government can result in public acceptability and compliance with the strategy of mitigating and handling risk, for example in the terms of social distancing and wearing masks (Henderson et al., 2020; Henry, 2018).

f. Show Respect

Considering the increased uncertainty concerning Covid-19, communication of mutual respect is very important. Recalling so many unknown facts about Covid-19 in its early appearance, people develop high anxiety. In improving the feeling of mutual respect and appreciation due to the pandemic, the taskforce invited the people to attend a pre-employment training program to help those who are affected by the pandemic. Meanwhile, 'Kominfo' invited the people to improve their consciousness of living healthily and making games together at their own home to spare leisure time. In addition, 'Kominfo' in collaboration with pentahelix tried to break the virus transmission change and this cannot be done individually. Collaboration is also made with related Ministries/institutions and regional government, and then people, academicians, business world and media.

Meanwhile, RI's Ministry of Health and TVRI entered into a cooperative agreement to fight against Covid-19 in publication, information, and education fields. The cooperation was established due to the people's anxiety with the pandemic situation. The State Secretariat Institution explains that the pandemic is not only a health problem, but also belongs to other sectors such as economic and social; Thus, the President invited cross-religion leaders to prepare themselves to apply the new normal procedure, particularly in worship places. Indonesia also encouraged ASEAN states to unite, to synergize and to collaborate with each other to fight against the Covid-19 pandemic. In

this case, the Centers for Disease Control and Prevention (CDC, 2018a) confirmed that communication of mutual respect encourages cooperation that is important in promoting the compliance with the recommendation of healthcare authority in any state. The CERC principles are known to reengineer trust and to create good cooperation with governmental and public institutions that in turn improve self-efficacy and capability of constructing the lessons learned (Lachlan et al., 2016).

From the various issues raised by each institution, it can be seen that the government has show respect through the narrative of helping and caring. Each institution provides various forms of concern to show respect to various parties who are victims and to parties who are at the forefront of handling the pandemic such as doctors and health workers. Respect is also shown through various forms of cooperation between cross-sector institutions to deal with the pandemic collaboratively.

Finally, based on analysis above, it can be seen that the four narratives that appear on the websites of government institutions, namely Covid-19 Task Force ('Satgas Covid-19'), Ministry of Information and Communication ('Kominfo'), Ministry of Health ('Kemenkes'), Ministry of Cabinet Secretariat ('Setkab') and Ministry of State Secretariat ('Setneg') reflect the principles of CERC as shown in the following table:

Table 5. Relation of Government Narratives to CERC Principles

No	Narrative	CERC Principle
1	Initial response	Be first
2	Handling & control	Be right & Be credible
3	Help and care	Empathy & Show respect
4	Regulate and advice	Promote action

Note: The relationship between the four narratives and the CERC principles

## Conclusion

The results of the study show that the narratives carried out by the five government agency public relations reflect the use of the principles of Crisis and Emergency Risk Communication (CERC) in handling the pandemic, namely: Be first: the government strives to be the main and first source regarding the pandemic, which is shown through the narrative of the initial pandemic response; Be right & credible: the government conveys information accurately, honestly and transparently, shown through the narrative of handling and control; Express empathy & respect: the government conveys empathy to the affected community, shown through the narrative of assistance and concern; and finally Promote action is shown through the narrative of rules and appeals. Overall, the five government agencies studied, although using different choices of issues according to their main tasks, functions and authorities, showed coherence and integration (one voice) in the narrative built, during the first six month crisis period. The research findings refute the growing assumption that government agencies are always weak in communication coordination, especially when facing a crisis.

## Conflict of Interest

Regarding the topics included in the text, we declare that there are no financial, personal, or other conflicts of interest with any other individuals or organizations.

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