Government Communication in Indonesia Through Social Media: Learning CERC in Dealing with Pandemic

Dian Eka Rahmawati[1*], *Haryadi Arief Nuur* Rasyid[2], Misran[1] , *Faye Lorraine P.* Mina[3]

[1]Master of Government Affairs and Administration, Universitas Muhammadiyah Yogyakarta, Indonesia.
[2]Departement of Communication Science, Universitas Muhammadiyah Yogyakarta, Indonesia
[3] Department of Political Science, University of Visayas, Philippines

Abstract. This study aims to analyze government communication during the Covid-19 pandemic through social media. This study uses qualitative methods and secondary data obtained through documentation techniques. The unit of analysis for this research is the official social media accounts and websites of the National Disaster Management Agency (BNPB), the Ministry of Health, the Ministry of Communication and Informatics, and the Covid-19 Task Force. The findings show that in the 2019-2020 pandemic, the government is experiencing stuttering and has not been able to carry out crisis communication properly through official social media, even though it already had regulations on crisis communication and management in disaster management. In the 2020-2021, the implementation of crisis communication through official social media can be seen with the Crisis and Emergency Risk Communication (CERC) model which integrates risk communication and crisis communication. Three communication indicators in social media have high scores: be right, be capable, and promote action. Meanwhile, 3 communication indicators in social media have low scores: be first, be emphatic, show respect. This shows that communication indicators related to the community are still lacking compared to communication indicators related to the government. Government apparatus must understand the operational level, not only the conceptual level.

1 Introduction

The Covid-19 pandemic has factually affected many aspects of life, placing people in uncertainty. Accordingly, the government is responsible for reducing tension by giving the right information to the public. During the Covid-19 pandemic, people require fast, accurate, transparent, solution-oriented, and empathetic information. However, the communication practices demonstrated by the government in dealing with the pandemic

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* Corresponding author: dianekarahmawati93@gmail.com ; dianekarahmawati@umy.ac.id

have not implemented practical communication principles. In the first year of the pandemic in Indonesia, the government confusingly conveyed information about Covid-19. Several late policies fluctuate, differ between ministries, lack coordination between sectors, and seem inconsistent. Likewise, external communication to the public is demonstrated, from contradicting statements between one minister and another to jokes about Covid-19 by President Joko Widodo's cabinet.

The Institute for Research, Education, Economics and Community Information (LP3ES), in its research, found that, from February to April 2020, at least 37 statements by President Joko Widodo's cabinet indicated a failure in government communication. At the beginning of the pandemic, government coordination and communication between the Ministry of Health and the Covid-19 Task Force were lacking and out of sync [1].During the crisis phase, the government seemed dismissive and opposed the alleged entry of Covid-19 into Indonesia. When other countries began implementing lockdown policies, the president and several Indonesian ministers discussed the opening and promotion of tourism. Another example of a government communication crisis is President Joko Widodo's statement regarding the civil emergency status, which was changed to a health emergency, to polemical policies related to Eid homecoming.

The government's inconsistent attitude reflects its poor communication, causing ineffective Covid-19 handling policies [2]. The ineffectiveness of government communication has polarized society in the face of the pandemic because crisis communication by the government is not enough to calm the public. However, there must be tactical and practical policies to support crisis communication and maximize it [3]. In addition, poor communication and unresponsiveness to crises can lead to the perception that the government cannot control the situation and hide information from the public [4]. Even inaccurate Covid-19 data information submitted by the government is often out of sync Many confusions made by the government have generally been made many times [5].

Effective crisis communication builds reliability and maintains public trust. It must be conducted consistently and involve humanist messages in an inspiring and transformational communication style. Most importantly, public officials must be relevant to be efficient and informative when communicating crisis information [6]. Implementing this principle allows people to assume that the government can give trust to the public in dealing with the pandemic by prioritizing the consistency built from the beginning. Such communication is crucial for the sustainability of the public health system during times of health crisis. In the case of Covid-19, the virus's rapid spread puts the health system at significant risk, which can reach its limits [7].

However, the government communication did not represent public unrest, resulting in a decrease in public trust in the government in handling the pandemic, which could slow down and even hinder the management of the Covid-19 pandemic crisis [8]. The decline in public trust will make it difficult for the government to mobilize the community to follow its established policies. People have become confused about acquiring accurate data sources to respond to the pandemic [9].

In the end, people tend to seek information from other sources outside the government. Unclear information from social media that tends to be misleading is a guide for the community [10]. Social media is familiar and easily accessible to the public. Hence, information from the government on social media is undoubtedly essential, especially amid a flood of information on social media that confuses the public. Dissemination of information on the Covid-19 pandemic by the government plays an important role. The involvement of social media in shaping crisis communication languages has the potential to influence public attitudes and evaluations of government accountability and legitimacy amid a crisis [11], [12] because in the case of a public health emergency, information communication enables government and society to collaborate more to achieve public health challenges on social media [13].

The Covid-19 pandemic not only talks about control, but the prevention system should also be performed in communication, covering various aspects, both in terms of health, economy, and politics. Hence, the government must be able to accommodate these aspects by improving crisis communication quality to minimize the risks appropriately. Departing from this aspect will gain public trust from credible information from a reliable source, namely the government [14]. Programs and policies in implementing crisis communication during a pandemic must be of effective and responsive quality. The goal is that external communication carried out by the government can be targeted and effective. Thirst for information on social media should be an essential moment for the government in building *push* issues to avoid disinformation between *stakeholders* and that the communication created does not cause noise among the public.

The model of disinformation filling social media channels or news media can give rise to certain groups in responding to the Covid-19 pandemic, such as a few people who do not believe in Covid-19, the refusal of vaccination, which should be an obligation for the community, and the lack of public participation in implementing health protocols. Until now, the government has not been able to overcome the flow of these groups. Concerns that lead to distrust of the government can occur on a wide scale due to the many *hoaxes* circulating, a primary reason that the news is included in the private sphere of the community in responding to the Covid-19 pandemic from various perspectives.

During the implementation of crisis communication, the government must frame information about the meaning of the crisis to shape how the public perceives the risks and consequences and responds strategically in the face of crises [15]. In times of crisis, sources of information on social media are the primary influencers. The parameters can be seen in people learning about the reality of the crisis and understanding personal risks and vulnerabilities [7]. In this case, the Indonesian government has not been able to apply the effective, efficient, fast, and responsive principles of crisis communication in handling the Covid-19 pandemic. As a result, irregularities in information on government programs and policies circulating on social media about the Covid-19 pandemic have caused many polemics. They generate variations of non-credible information obtained by the public. Indeed, it is an evaluation of the government in improving crisis communication during the Covid-19 pandemic to fulfill public information.

Seeing these conditions, a more comprehensive and relevant government communication approach in the Indonesian context is required. The Covid-19 pandemic is a crisis where government communication should be carried out with a crisis communication approach prioritizing fast, accurate, transparent, solution-oriented, and empathetic information to reduce the negative impact of the crisis. This argument becomes the urgency of this research. Thus, this study aims to analyze government communication in handling the Covid-19 pandemic through social media from a crisis communication perspective.

2 Method

This research utilized a qualitative method and secondary data collected through N capture from official social media accounts and websites from the National Agency for Disaster Countermeasure (BNPB), Ministry of Health, Ministry of Communication and Information Technology and the Covid-19 Task Force.

Tabel 1. Data Source

Account name	Followers	Amount of data retrieved
@BNPB_Indonesia	459.422	17
@kemkominfo	1.222.046	16
@KemenkesRI	670.326	14
@satgascovid19id	2.888	12

The data obtained were then processed with NVivo 12 Plus and analyzed using qualitative analysis techniques to acquire an overview and categories to be patterned. The discovered patterns were then interpreted for meaning. This analysis is inductive, building a theory from the data by presenting it, analyzing it, and finally drawing conclusions. The data analysis involved (1) data reduction, aiming to select, sort, select, and organize data into specific patterns, categories, and themes; (2) data display in sketches, synopsis, and matrices; and (3) conclusion drawing.

3 Basic Theory

Social Media as a Media for Government Communication in the Frame of Crisis and Emergency Risk Communication (CERC)

The development of technology and information in the digital era is growing rapidly. This will also affect the use of ICT in the communication process. Communication is the process of exchanging information between two or more people and the activity of sending, receiving and responding to messages from those who interact [16]. In the digital era at this time it will provide convenience in communicating over long distances. The digital era will be able to reach the public widely and heterogeneously, so that the government can take advantage of digital media to provide ease of access and speed in conducting two-way interactions to the public [17].

The government itself also needs good communication in conveying the policy process from conception to policy implementation [18]. Because the information submitted by the government will provide feedback in the form of perceptions from the public that can cause positive and negative stigma. Therefore, there is a need for a communication strategy in conveying information by the government to the public and the information can be accepted by the entire community [19]. One strategy that can be used by the government in conducting government communication is the use of social media in the process of communication with the public. In addition, communication at this time is mostly internet-based which is a platform that can be used if social media.

The presence of social media as a digital communication platform is able to provide changes in institutions that were previously formal communication will become informal, so that the public will also be flexible in communicating with the government. In addition, the existence of social media as a communication platform can create effective and efficient delivery of information to the public. The rapid development of social media also provides a means to the public in accessing information.communication will have an influence on people's social relations which will cause community interaction [20].

In a crisis, there are several general conditions that must be immediately addressed by an institution, namely: elements that are unexpected in nature, insufficient information, and the fast dynamics that occur. The public sector and the corporate sector have different perspectives on crisis communication. The public sector such as the government views crisis communication to convey information to the public during times of crisis. While sectors such as corporations such as companies view crisis communication as a way to save reputation [21]. There are 3 elements or issues that must be considered in crisis communication during a pandemic disaster, namely: (1) policy communication; (2) institutions and disaster communication patterns; (3) strategies for disseminating information messages and dynamic feedback on disaster issues. Disaster communication is a basic perspective of communication in handling the Covid-19 pandemic. Digital communication with websites, social media channels that exist and have been created by the government so far tend to practice a one-way communication pattern and have not implemented integral information, namely as a center for documents, archives, and information [22].

For example, the transformation of government digital communication was felt during the COVID-19 pandemic. Not only the public is required to be able to quickly master ICT, but the government also participates. In the digital era where social media is one of the communication platforms, government communication is not enough just to convey information. However, it needs to be managed in an integrated manner through the establishment of collaboration and coordination between ministries/agencies related to data and information related to cross-departmental policies and plans. Because the previous pattern of government communication was formal and face to face, at this time it can be carried out in pluralities and anytime [23].

4 Findings and Discussion

4.1. Government Communication in Indonesia Through Social Media During the Covid-19 Pandemic

The problems refer to an overload of information, rumors, conflicting information, and misinformation or disinformation [24]. The government must draw up a message to target the public regarding the current crisis, some consequences, and attitudes that the government must anticipate. This initial phase aims to alert the public to the next steps taken by the government [25]. The crisis communication element is one of the essential points in preparing crisis management strategies in various state institutions and the government. The government has not been optimal in carrying out crisis communication in handling the Covid-19 pandemic [26], as demonstrated by its response to the pandemic.

Table 2. The government's response to the beginning of the pandemic

Date	Pandemic Initial Response
29/09/2020	On February 11, 2020, the Minister of Health, Terawan Agus Putrantoe, was surprised by journalists who constantly questioned the existence of the Covid-19 in Indonesia that had not been detected.
6/4/2020	The Ministry of Health said, "There is no need to panic by the spread of Covid-19. Enjoy it!". He was not seriously anticipating it.
02/04/2020	Mahfud commented on his social media, "Covid-19 does not reach Indonesia because the licensing is convoluted." Luhut said, "Covid-19 has left Indonesia."
24/02/2020	The Minister of Economic Airlangga, Hartarto, and the Minister of Tourism and Creative Economy, Wishnutama Kusubandio, talked about incentives for tourism rather than handling Covid-19.
24/02/2020	The Head of the National Agency of Disaster Countermeasure (BNPB), Doni Monardo, suggested drinking herbal medicine and mentioned, "Could it be because we often drink herbal medicine or have been immune since before? After all, we have often been affected by cold cough, so the virus will just go away."
29/02/2020	Ma'ruf Amin, many Kyai and scholars always read the *Qunut* prayer, "O Allah free us from the disease outbreak, then get rid of Covid-19 from Indonesia."
17/03/2020	Tito Karnavian asserted, "We understand that Covid-19 has a relatively low fatality rate, and the impact of death is also relatively low compared to other viruses."
02/04/2020	The modeling results reveal that the Indonesian tropical weather is hot, and the high humidity for Covid-19 is not intense.
28/02/2020	On February 17, 2020, the Minister of Health, Terawan Agus Putranto, stated that prayer was the cause of Covid-19 not entering Indonesia.
02/03/2020	Indonesian President Joko Widodo (Jokowi) confirmed the first case of Covid-19 in Indonesia.

Table 2 illustrates several controversial statements due to the government's initial response. The comments of state officials with various narratives claimed that Indonesia could be free

from Covid-19. These blundering statements are part of a series of crisis communication efforts that must be studied from the pre-crisis and post-crisis phases. As stated by Coombs, a problem can be classified into several phases, beginning with the pre-crisis phase [27]. The pre-crisis phase should be performed with the placement and reduction of risk and reliability for the organization in preparing for the crisis. However, the government could not maximize this phase to reduce potential risks.

It is followed by the crisis phase [28], encompassing some general principles in crisis management covering identifying the natural causes of crises, the appointment of a crisis team, short-term centralization of power within the crisis management team, implementation of recovery measures (reduction of unique and fixed assets to restore profitability), and defining and enforcing recovery strategies. In this case, the attitudes and actions of the Indonesian government have tended to be better than in the pre-crisis cycle. The government has been more prompt in informing various policies. However, these three aspects were not optimal in instructing policies on handling Covid-19.

The synchronized policies of the central government with local governments have differences. One of them is the Anies regional government showing a map of the distribution of Covid-19 cases in Jakarta. The decision to disseminate the information was to increase public caution. The government has no longer opened information on the location of transmission and patients' hospitals since the fourth case of Covid-19. Jokowi admitted that not all information was conveyed to the public in anticipation of panic. These findings depict problems in managing crisis communication in responding to Covid-19. Furthermore, several government state institutions, such as the National Agency for Disaster Countermeasure (BNPB), the Ministry of Communication and Information Technology, the Ministry of Health, and the Covid-19 Task Force, conveyed information on the Covid-19 pandemic. These four institutions have served as a reference in implementing crisis communication in responding to the Covid-19 pandemic. The following graph displays the data and frequency of information the four government agencies presented.
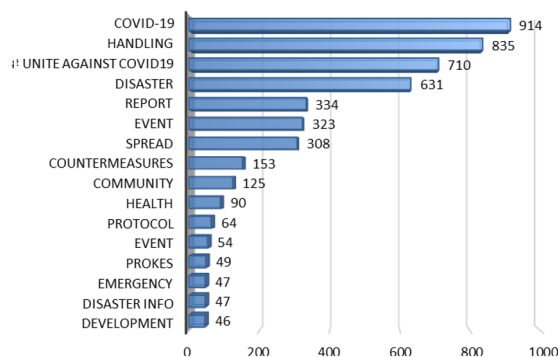

Fig 2: Information Frequency Graph

Communication-related to Covid-19 carried out by BNPB to the public by regulating and controlling BPBD at the provincial level reached 914 [29]. BNPB communication was carried out through the Head of the Disaster Information and Communication Data Center based on the Decree of the President (Keppres) of the Republic of Indonesia No. 12 of 2020 concerning the Determination of Non-Natural Disasters for the Spread of Covid-19 as a National Disaster [30].

However, the principle of crisis communication carried out by BNPB in appeals and acceleration with various government agencies, both central and regional, also needs to be emphasized because BNPB, as the command of the task force, has the authority to accommodate all agencies and institutions. The goal is to avoid confusion in information management. Differences in Covid-19 data often occurred in the number of deaths and active cases. Crisis communication that should be responsive, fast, and responsive has not fully emerged. As for one of the factors, the changing policy made crisis communication not run well.
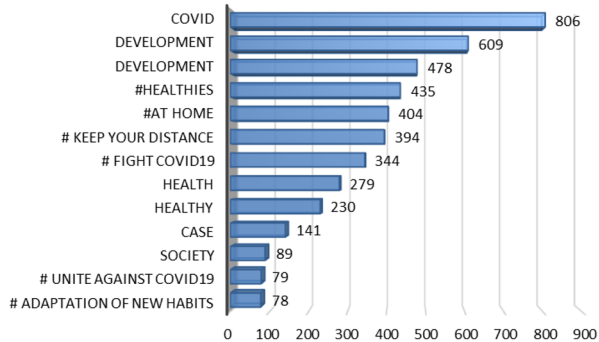

Fig 3: Information Frequency Graph of the Ministry of Health

The information submitted by the Ministry of Health did not differ greatly from BNPB. The information in the form of an appeal has been conveyed to the public, focusing on protecting oneself from Covid-19. The Ministry of Health has encouraged the community to stay home to break the chain of transmission and spread [31]. In addition, information on health protocols such as maintaining distance and a healthy lifestyle has consistently been delivered by the Ministry of Health . However, the crisis communication channel informed only the number of Covid-19 patients [32]. The number of confirmed cases only explained instructions for the community and expressions of sympathy. In other words, the information submitted by the Ministry of Health was only an appeal without having a sufficient proportion of the Covid-19 pandemic. The Ministry of Health has been more focused on the descriptive presentation of patient curves and policies issued by the government [33].

In this case, an appeal alone is not enough to provide information to the public. The application of crisis communication should contain elements of education and prevention of the pandemic. Support in sympathy for people affected by Covid-19, such as death cases, must be conveyed. The form of attention from the Ministry of Health could affect the psychology of the community.
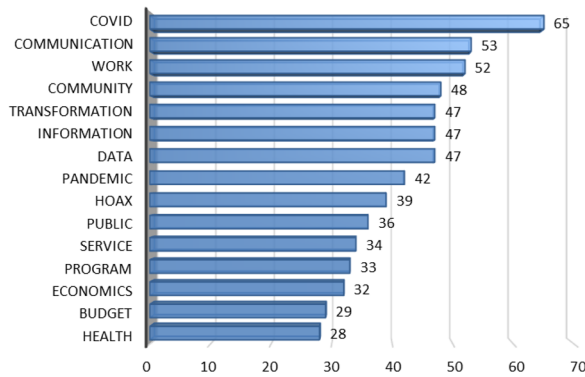
Fig 4. Information Frequency Graph of the Ministry of Communication and Information Technology (Kominfo)

The information the Ministry of Communication and Information Technology delivered was similar to BNPB and the Ministry of Health. As one of the ministries assisting in informing Covid-19, it should have a separate portion. The Ministry of Communication and Information Technology has revolved around the number of active cases or Covid-19 deaths. As an information center for the central government, it could better educate the public regarding disinformation or hoaxes related to the Covid-19 pandemic. The goal is to provide peace among the people on social media channels or news websites. Until now, misinformation or hoaxes about the Covid-19 pandemic are still happening. However, the coded data demonstrate a lack of acceleration in implementing crisis communication by the Ministry of Communication and Information Technology.

The amount of Covid-19-related information did not have a particular room or sufficient portion in its reporting. As a means of data, the Ministry of Communication and Information Technology should coordinate with the Ministry of Health to have a specific amount in reporting the Covid-19 pandemic. Coordination should be carried out as a principle of crisis communication, implying synergy between the relevant ministries and institutions in handling the pandemic. However, the Ministry of Communication and Information Technology merely conveyed the general condition of Covid-19, namely the number of confirmed cases.
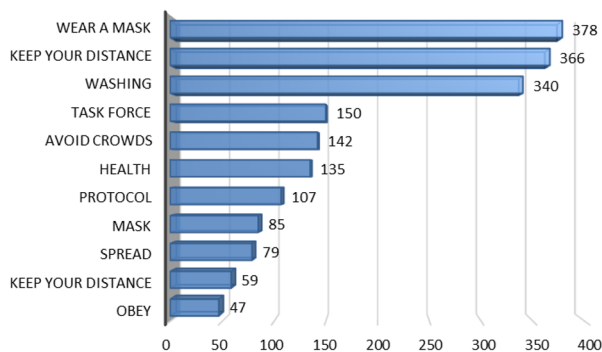

Fig 5. Information Frequency Graph of the Covid-19 Task Force

Unlike the other three agencies, the Covid-19 Task Force conveyed detailed information to the public. It demanded the public wear masks as self-protection from exposure to Covid-19. The Covid-19 Task Force, under the control of BNPB, was formed as the front line in handling the pandemic. It has prioritized education to the public in a pandemic situation, allowing people to understand the importance of caring for themselves. However, in the narrow sense that the education carried out was only about 3M (keeping distance, washing hands, and wearing masks), the meaning of education is broad. As the front line, the Covid-19 Task Force should also emphasize knowledge education about the dangers of Covid-19, mitigating to protect themselves, and significant control if people are exposed to this disease.

The crisis communication carried out by the Covid-19 Task Force has not demonstrated a responsive and compelling atmosphere; the parameter is that the Covid-19 Task Force tends to prioritize prevention in the pandemic. The functions of the Covid-19 Task Force, according to Presidential Decree No. 82 of 2020, are prevention, control, and treatment. The incomplete implementation of the Covid-19 Task Force made the information conveyed less than optimal, making crisis communication less effective.

4.2. Government Communication in Indonesia Through Social Media During the Covid-19 Pandemic From the Perspevtive of Crisis Communication

Government communication conveys various information from the government to internal and external governments. Communication functions can be divided into internal (managing staff) and external operations (managing people). Managing staff is related to organizational communication within the bureaucracy, geared toward effectively and efficiently achieving government organizations' goals. Working people are associated with the organization's external communication to provide information about various government policies and regulations to the public, and non-governmental organizations, including communities or business institutions, and obtain feedback [34].

During the Covid-19 pandemic causing uncertainty in society, the government is responsible for reducing tensions by providing correct information through effective government communication. However, some research unveiled that the government has stuttered in communicating with the community, resulting in the ineffective handling of Covid-19. Research conducted at the Ministry of Health and the Covid-19 Task Force revealed that the two institutions did not provide adequate portions of the information explaining the ongoing crisis and expressions of sympathy to the public [33]. These findings exhibited major problems in government communication in handling Covid-19 in Indonesia: lack of accurate data and information, lack of socialization related to some issues, low level of public trust, and ineffective communication of government organizations. These findings are relevant to the study results by [35].

The lack of transparency of Covid-19 data can be seen from the content on the official Covid-19 website, not publishing comprehensive data on the spread of the virus, the case tracking process was not carried out openly, some of the following problems were released late, and mass tests to track cases did not work optimally. Information and data were conveyed to the public through inconsistent and closed policy messages [36]. The lack of data and information had negative impacts, such as the confusion experienced by local governments in accessing positive case data at the beginning of the pandemic and the red zone of the spread of Covid-19, the occurrence of panic buying in the community, and confusion in obtaining accurate data to respond to the Covid-19 pandemic [36]

At the beginning of the pandemic, the chaos of government communication was displayed in the statement of President Joko Widodo's cabinet, which seemed to underestimate the Covid-

19 pandemic. At the same time, public or state officials were seen as collective sources playing an essential social role, especially in shaping public opinion. In addition to causing problems in communication ethics, it has caused a response of pros and cons, uproar, confusion, and disturbing and hindering the acceleration of handling the Covid-19 pandemic [37]. Communicating appropriately, transparently, and credibly during a crisis is an important leadership skill. Communication during the crisis is a crucial part of the leadership approach to addressing the Covid-19 pandemic [38].

The lack of public confidence in the government in handling the pandemic could slow down and even hamper the process of taking the Covid-19 pandemic crisis. As a result, people tended to seek information from sources other than the government. Unclear information from social media became a guide for the community. The abundance of information was exacerbated by the circumstances in which each audience with a smartphone could reproduce and distribute content according to the tastes of each user. As a result, the information shared was often not verified, causing a mixture of facts and hoaxes [10]. In this condition, the government could utilize big data information sources to accelerate the implementation of government programs. One of the efforts to look at big data to identify problems was the stages of social media.

Government communication in times of crisis through social media affected people's response, especially when faced with the complexity and uncertainty of handling the Covid-19 pandemic. Some examples of cases in other countries, such as Italy, pointed to government efforts to combat the spread of misinformation on social media and update the public by utilizing an official Facebook page. One of the African countries, Ghana, did the same, where the Ghanaian government applied presidential speeches, ministerial press conferences, designated Covid-19 websites, and social and traditional media to provide information to citizens. This communication strategy aimed to socialize the tagline "Spread Calm, Not Fear" and move the whole community together with the government to fight Covid-19. Thus, one of the critical approaches to managing the pandemic was effective government communication, one of which was using a crisis communication approach.

German sociologist Hartmut Rosa has argued that the Covid-19 crisis means a "forced slowdown" [16]. He argues that there is "a massive slowdown" in real physical life, where on the one hand, one feels silenced and excluded, but on the other, one finds new forms of solidarity and current conditions of approval.
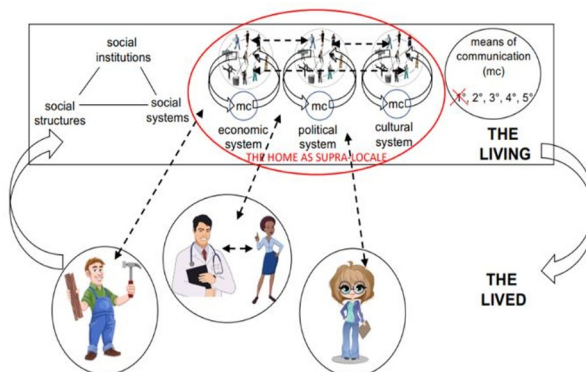

Fig 1. Everyday life and communication in the Covid-19crisis

Source: [16]

Humans isolate themselves and avoid direct communicative relationships. This state is visualized at the level experienced by closed individuals and small groups. Dense natural communication networks and immediate social connections are discontinued. The economic, political, and cultural dimensions are not organized as separate locales at the structural level of living people. Therefore, there needs to be crisis communication to respond to conditions during this pandemic. The government communication approach used in crisis conditions is called crisis communication. Crisis communication is an effort made by organizations to open communication channels and provide relevant messages related to crises [39]. Crisis communication in a broad sense can also be defined as the collection, processing, and dissemination of information to overcome problems. Another definition states that crisis communication is all forms of communication carried out by organizations to their stakeholders before, during, and after the crisis [40].

Crisis communication is integral to crisis management to communicate with the community and filter information effectively [41]. One of the crisis communication approach models applicable in handling the Covid-19 Pandemic is the Crisis and Emergency Risk Communication (CERC) model. CERC is an integration of risk and crisis communication. Risk communication prioritizes information about the risks and dangers of the current situation. The communicator also provides alternative responses and actions to take if the risk occurs. This concept emphasizes that the public has an equal right to know what is happening.

Meanwhile, crisis communication aims to reduce the negative impact of the crisis, protect the organization from damage, provide specific information to *stakeholders, and* initiate and accelerate recovery. Public relations usually carry out this communication. In the context of the Covid-19 pandemic, the parties appointed by the government as communicators represent the government.

The CERC model has several advantages. First, it includes communication strategies before, when the pandemic occurs, and after (post-pandemic). In the case of Indonesia, the availability of communication guidance at every stage of the pandemic was required as a reference for the communication team or officials authorized to formulate messages and determine appropriate messaging techniques, for example, before the pandemic. Second, CERC is technically practical, but on the other hand, it also considers the non-technical aspects of a crisis when formulating and conveying a message. Third, CERC is constantly updated from time to time, both as a document as a whole and as a section. Such updates are crucial to adjust communication strategies to technological developments. In addition to these three advantages, the CERC model comprises six main principles applied in the formulation and practice of government communication in handling Covid-19, as illustrated in the following figure.
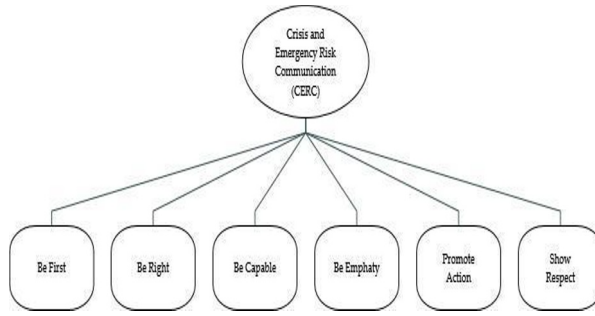
Fig 5. Crisis and Emergency Risk Communication (CERC) Model

Figure 5 depicts the six main principles in the CERC model: be first, be right, be credible, be empathetic, promote action and show respect. Be first indicates that the government needs to ensure that the public obtains the first information related to the Covid-19 pandemic quickly. Being right means the government must convey information quickly and accurately balance information related to the Covid-19 pandemic. Be capable implies that the government needs to be open regarding delivering information to the public. Be empathetic signifies that the information the government conveys must show concern and partisanship to the community. Promote action means the government must convey concrete recommendations to the public about what must be performed or prepared to deal with the pandemic. Finally, showing respect demands the government to appreciate the diverse expressions and experiences of the community in dealing with the pandemic. The government's appreciative attitude will encourage stronger cooperation between various stakeholders to deal with the pandemic.

The context of crisis communication in Indonesia associated with the CERC model depicts that the Indonesian government has not fully implemented the six principles of CERC, as demonstrated in the following image.
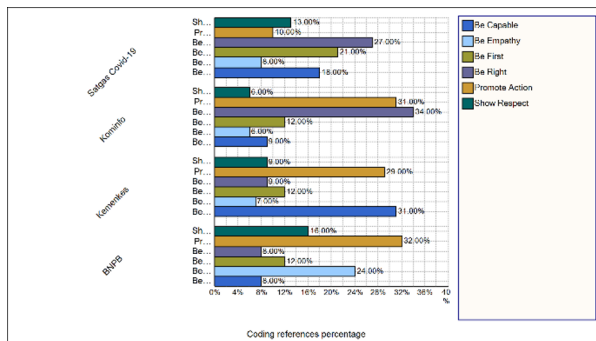

Fig 6. Indonesian Government Communication Crisis Based on Six Principles of the CERC Model

Government crisis communication during the Covid-19 pandemic exhibited problems in the principles of be empathetic and be capable, illustrating the lowest percentage compared to other CERC principles. Communication problems in the principle of be empathetic were caused by the government's concern and partisanship toward the community. The empathy problems were depicted from government communication jokes that Covid-19 could not enter Indonesia because of convoluted licensing issues and could not stand hot weather. Meanwhile, the decline in public confidence in the government caused by the government's lack of transparency in Covid-19 data also contributed to the problems. There had been

uncertainty about the number of data on Covid-19 cases in Indonesia. As a result, the public did not trust the information the government provided.

5 Conclusion

Social media has become very important to help government agencies communicate with each other. In cases like the pandemic, government communication must be fast and precise. This is done to reduce the amount of false and incorrect information provided to the public. In the current situation, information about crisis times often creates tension on social media, so it is important for governments to immediately communicate through social media to misinform about crises. In addition, government communication through social media can increase public trust in the government. In addition, the government also provides socialization and knowledge to the community. for people who receive information can help disseminate it to others with an understanding of Crisis Disasters. The findings of this study show The findings show that in the 2019-2020 pandemic, the government is experiencing stuttering and has not been able to carry out crisis communication properly through official social media, even though it already had regulations on crisis communication and management in disaster management. In the 2020-2021, the implementation of crisis communication through official social media can be seen with the Crisis and Emergency Risk Communication (CERC) model which integrates risk communication and crisis communication. Three communication indicators in social media have high scores: be right, be capable, and promote action. Meanwhile, 3 communication indicators in social media have low scores: be first, be emphatic, show respect. This shows that communication indicators related to the community are still lacking compared to communication indicators related to the government. Government apparatus must understand the operational level, not only the conceptual level.

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