The Urgency of Public Communication Protocols Related to Crisis Management in Prevention Control and Management of Pandemic

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ABSTRACT

This study investigated the urgency of government communication protocols in dealing with pandemics. Communication is the most important part of dealing with the threat of a pandemic. Public trust needs to be built and maintained, thus, there is no panic in the community and the handling can run smoothly. One of the instructions given by the President is that the Government must show that the Government is serious, the Government is ready and the Government can handle pandemics. Perceptions of the readiness and seriousness of the Government need to be conveyed to the public through comprehensive and periodic explanations, by explaining what the Government has done and will do. The purpose of communication is to create a calm society and to understand what they have to do for their immediate environment, as well as to build people's perceptions that the State is present and responsive in controlling the crisis that occurs. The results showed that the ineffective implementation of the crisis management strategy carried out by the government as described above was influenced by several factors. First, the poor public communication carried out by stakeholders regarding the ongoing pandemic and the policies that accompany it. Second, differences in perceptions in translating policies related to handling COVID-19 by both central and regional stakeholders. Third, differences in perceptions between the central government and regional governments are caused by differences in interests and political factors as well as unclear directions from the Central Government to Regional governments.

Keywords: Public Communication Protocol, Crisis Management, Pandemic.

1. INTRODUCTION

Communication is the most important part of dealing with the threat of a pandemic. It is very important to study the urgency of the government's communication protocol in dealing with the pandemic to measure the level of public trust in the government in overcoming the pandemic. Public trust needs to be built and maintained, thus, there is no panic in the community and the handling can run smoothly. One of the instructions given by the President is that the Government must show the seriousness of the Government, the Government is ready and the Government can handle the pandemic. Perceptions about the readiness and seriousness of the Government need to be conveyed to the public through comprehensive and periodic explanations, by explaining what the Government has done and will do. The purpose of communication is to create a calm society and to understand what they should do for their

immediateenvironment, the public perception that the State is present and responsive in controlling crises that occur.

Public communication built by the government does not always run smoothly and effectively. Many factors support and hinder the process of delivering information and communication to the public. The effective implementation of the crisis management strategy carried out by the government is influenced by several factors. First, the poor public communication carried out by stakeholders regarding the ongoing pandemic and the accompanying policies. Second, differences in perception in translating policies related to handling Covid-19 by both central and regional stakeholders. Third, differences in perceptions between the central government and regional government factors are caused by differences in interests and politics as well as unclear directions from the central government to regional governments.

The government has tried to help the community to remain optimistic and survive through the community staying calm and alert, coordinating with relevant agencies, as well as members accessing information to the media, and socializing the movement to wash hands with soap and running water. The main narrative in communication by the Central Government and Regional Governments to the public is that the Government is Serious, Ready, and Able to Handle Covid-19. [1]

Based on the explanation and background of the study elaborated above, in this study, the researchers analyzed the Urgency of Public Communication Protocols Related to Crisis Management in Prevention, Control, and Management of a Pandemic.

2. LITERATURE REVIEW

The purpose of crisis communication is (1) reducing the risk of public panic (2) reducing the public's perceived concerns (3) reducing speculations, especially at the beginning of a crisis (4) protecting companies/organizations from speculative criticism, which usually arises from discourse. Public relations in the mass media (5) are accountable, open (disclosure), and communication-based on a balance of interests (symmetrical communication) (6) are designed to minimize damage to the organization's image. [2]

Central Government Communication Activities 1. Establish a Communication Team. 2. Appoint a Spokesperson from the Ministry of Health who has articulation and the ability to deal with the media. 3. Create a media center. 4. Create a website as a reference for the main information. 5. Submitting national daily data periodically through press conferences (which are carried out only by the Covid-19 Spokesperson), releases, and updates on the website. 6. Creating communication products and disseminating other information about: a. Basic explanation of what Covid-19 is b. Explanation of the prevention of the Covid-19 outbreak. c. Handling protocol from Person under Supervision until declared healthy. d. Criteria for Patients under Supervision. e. Actions on Patients Under Supervision. f. An explanation of quarantine and quarantine that can be done at home. g. Criteria for People in Monitoring. h. Protocols for handling people entering from risky countries and border control. i. WHO protocol on the use of masks and personal protective equipment used. j. School communication protocol. k. Logistics and food readiness. l. 132 referral hospitals for handling Covid-19. m. Explanation of health checks and fees charged. n. Explanation of the virus dies in 5-15 minutes. o. A detailed explanation of Central Government Hotline facility: 119. p. Explanation of the hoax and disinformation that occurred [1].

The target audience can be reached through various channels, either through mainstream media, social media, or established communication networks. Here is a list of channels that can be used: Website as the first reference. Please refer to the official website of the Ministry of Health specifically for Covid-19, Television, Print Media, Online Media, Radio, SMS gateway, Social Media, School networks, Youth/religious/political organization networks, Other informal networks

Approaches Actions that can be taken: Advising to remain calm; Regional governments to communicate intensively with the central government; Immediately reporting a case in your area to the health office as soon as possible; Providing access to the media to find out the latest information about the virus, coordinate with relevant agencies/Forkopimda to maintain a calm and conducive situation; Raising awareness of potentially affected groups; Monitoring responses from the community on related issues; Providing the public with as clear information as possible. At all times, spokespersons must be available and contactable, get the message out about living a clean and healthy lifestyle, use basic Indonesian to explain the media to the ordinary audience, use body language to convey the idea that they are "ready and able" to deal with COVID-19, provide periodic updates on information supplied by official authorities (number of cases, handling, et cetera), make sure to include a description of the time to ensure the accuracy of the information in providing information (for example, status on Monday 3 February 2020 at 10.00 WIB, no residents who are infected with Covid-19), inform any change that occurs from the previous information, and

convey the stock of necessities is sufficient, hence, people do not need to panic.

Action Plan (1) Risk communication system a. Ensure that the government at the central level agrees to include communication protocols in handling and alert activities and is ready to disseminate information to protect public health in a fast, transparent, and accessible way. b. Review existing communication protocols and determine whether adjustments are needed. c. Agree on information release procedures, such as approval flows and communication products. Keep approval procedures as short as possible. d. Prepare a communications budget. e. Establish a communication team and ascertain the roles and responsibilities of each team member [1].

(2) Internal and partner coordination a. Identify partners - such as other agencies, organizations, communities, and health workers - and their contact information, to work across sectors. b. Assess the communication capacity of all partners, identify target audiences and work together as a cross-sectoral response team. c. Plan and agree on communication roles and responsibilities using governance (for example, which agency is the first point of contact for a specific issue, which partners are most relevant to which target audience, etc.) [1]

(3) Public Communications a. Identify spokespeople at all levels (central and local) and their respective expertise and provide training where necessary. b. Set a standard message used to announce cases found, actions to be taken, health advice, and further communication. c. Identify the key media used, prepare a list of journalists and build good relations with journalists by providing regular information on all developments. d. Identify media and media channels and other influencers and assess their potential to reach the target audience; use trusted influencer channels. In the context of Covid-19, ensure that health workers understand public concerns and are trained to provide health advice to the public [1].

(4) Approach to Community a. Prepare methods for understanding the concerns, habits, and beliefs of the target audience. b. Identify the target audience, and gather information about their knowledge and habits. c. Use social media, proactively inform the public, and collect and answer all questions. d. Use radio channels to enable interaction with the public. e. Identify influencers in the community such as religious leaders, community leaders, health workers, etc. as well as communication networks among health volunteers, youth organizations, religious organizations, etc. that can help reach the community. f. Anticipate information for the disability community [1].

(5) Dealing with uncertainty and perceptions and dealing with disinformation a. Prepare communication activities carefully when announcing the first case, to ensure that the information provided addresses concerns that will occur. At the same time, advise on how people can protect themselves from spreading. b. Prepare a system to monitor the conversations that occur and the perceptions formed in the public, especially regarding hoaxes and disinformation. One that can be used is to monitor social media and capture input from health workers and call centers. c. Prepare a system to tackle hoaxes and prepare a list of Frequently Asked Questions. d. Always try to have a dialogue with the target audience to get various inputs [1].

(6) Capacity Building a. Consider the training needed by various parties involved in communication protocols, especially regarding what is and is not known about Covid-19, procedures and handling plans, as well as regional readiness in dealing with the pandemic [1].

3. METHODS

This study employed a qualitative method. The data used were sourced from or obtained through literature studies. Literature study and library research are almost similar but different. Literature study is another term for literature review, literature review, theoretical study, theoretical basis, literature review, and theoretical review. Literature research is research that is carried out only based on written works, including research results, both published and unpublished [3].

Despite the fact that this study is a research, a literature study did not necessitate going out into the field and meeting with respondents. The information required for study can be found in library sources or documents. According to Zed (2014), library study is used not only for the initial phase of constructing a study framework (research design), but also for obtaining research data using library resources. In addition to data, things that must exist in scientific research, also require problem formulation, theoretical basis, data analysis, and concluding. Research with literature study is research with the same preparation as other research, but the sources and methods of data collection are by taking data in the library, reading, taking notes, and processing research materials. Although it looks easy, literature study requires high persistence. Therefore, the data analysis and the resulting conclusions are meeting the expected goals. This requires optimal preparation and implementation. Literature study research requires careful and in-depth analysis to obtain results. Thus research with literature studies is also research and can be categorized as scientific work because data collection is carried out with a strategy in the form of a research methodology. In the

literature review of this study, the variables were non-standard. The researchers did a thorough analysis of the information gathered. To address the research problem formulation, the data were put into sub-chapters [4].

4. RESULTS AND DISCUSSION

4.1. Government Communication Protocol Problems in Handling Covid-19

The main problem with government communication in handling Covid-19 faced by the government in Indonesia is the lack of harmony between the government's and community's movements in dealing with the pandemic. The speed of the government's movement is not matched by publications and socialization that understand the public about the efforts that must be carried out together. The direction of movement that is not in line and the different responses are what have led to the failure and failure of the efforts that have been made by the government in suppressing the impact of the pandemic. People do not understand that the pandemic is not just a health problem, but also affects various factors. Accordingly, the movement to order is not only a matter of reducing the trend of the epidemic graph but also must stabilize the economy and other aspects such as providing basic material assistance or money to the community. However, in its implementation, several implementing officers in the field distort aid funds in order not to arrive or not to be on target.

The government's mistakes in selecting and sorting the delivery of information to the public also cause problems. Not only will it reduce public trust in the government, but it will also lead to certain groups spreading false rumors and news and cornering the government. Moreover, if the handling of the pandemic is used by certain groups for political media and spreading issues of ethnicity, religion, and race in society.

The problem of the lack of socialization and low public trust has led to several problems, such as the rejection of rapid tests and the phenomenon of forced collection of the bodies of people with Covid-19 [5].

Government communication encompasses not only the management of public opinion, but also the management of the complete communication process that occurs within the government in order to promote the achievement of objectives in the handling of Covid-19. As a result, this study discussed a variety of topics, including government communication issues in Indonesia, government communication in the Covid-19 pandemic in contrast to other nations, and effective government communication during the Covid-19 pandemic [6], [7].

4.2. Communication Strategy in Facing the Pandemic

The government has established a Covid-19 Task Force based on the Presidential Decree of the Republic of Indonesia Number 7 of 2020 concerning the Task Force for the Acceleration of Handling Covid-19. Formation of the Covid-19 Task Force at the Central and Regional levels.

A communication strategy is needed through a series of plans in delivering messages done through determining the communication channel, the form of the message, and the delivery media. Accordingly, the purpose of the communication can be achieved and understood by the party who is the goal of the communication. In publishing messages in the form of public policies that have been established, a public agency should use a communication strategy as a guide in communicating. This will be very important if the purpose of communication is to introduce new public policies, especially public agency policy measures about public services during the pandemic.

The communication strategy is a series of approaches taken by the agency to the public to convey the policies that have been set to enable policies to be well received by the public. Given that the party who is the target of delivering the message is the public, the message is conveyed to urge or provide guidance to stakeholders. The purpose of public communication can also be an invitation or campaign. Thus, the public takes an action or action as a manifestation of the policy of the agency to obtain a wider effect. Taking into account the purpose of the communication strategy, the purpose of delivering the message then needs to be formulated in detail to convey the message right on target.

For this reason, public agencies must be selective in choosing communication strategy techniques. Therefore, the purpose of the message can be conveyed properly by paying attention to the platform that will be used. Several communication strategy techniques that can be carried out by public agencies are through message repetition, a grouping of stakeholders who are the target of the message, leading public opinion with information conveyed, leading public opinion through invitations or campaigns to do something, delivering messages to educate the public, or delivering messages. with coercion. Based on the communication strategy technique, public institutions need to build a good image as a government agency, so the communication strategy techniques used are repetition, canalization, solicitation, and education techniques. Each of these goals can be applied to well-owned and run social media platforms such as Facebook, Instagram, YouTube, and Twitter.

Although the Government's communication strategy technique has worked well for Government external stakeholders, it is necessary to pay attention to the development of these techniques for internal stakeholders, employees themselves. The development of communication strategies should be carried out massively and simultaneously on the public relations line within the internal scope. Thus, communication strategies for external parties can be carried out in a centralized manner jointly by the government's public relations line together with all vertical offices. If this can be done, then the purpose of public communication can be achieved more easily and the effect to be obtained will be greater.

In order for the communication strategy to be directed and carried out jointly by all lines of public relations, joint efforts are needed to develop adequate standard operating procedures for public relations. This can be more easily achieved if all Human Resources (HR) who are responsible for public relations have a concern for jointly building a line of public relations. Considering that HR is the party that plays the most important role, it is necessary to develop the competence of public relations employees first. In line with this, public communication strategies and tactics can be handed down to the vertical office to understand in advance the steps that will be taken.

If the development of human resources and the introduction of the initial steps of the communication strategy can be built properly, the obstacles in the communication strategy in the form of obstacles in delivering messages from the party where the message originates, namely internal public relations, can be minimized. However, there are still several obstacles in other communication strategies including physical barriers including interference with the communication channel used, semantic barriers in the form of differences in understanding between the sender of the message and the recipient of the message, and psychosocial barriers in the form of different perceptions and values that can affect the delivery of message content.

Steps in public communication facing the pandemic, are expected to be a point of development of more focused public communication. The development of the public relations line begins with the development of human resources in all offices, the introduction of knowledge related to public communication including the delivery of technical public communication strategies to be carried out, as well as an understanding of the tactics that will be used. [8]–[10]

The Director-General of Information and Public Communication of the Ministry of Communication and Informatics, Widodo Muktiyo, encourages the implementation of the Public Communication Protocol to strengthen the sense of solidarity in the community, to be active together in dealing with the spread of Covid-19 that has arrived in Indonesia. A social movement is contributing positively.

Through positive messages spread by government agencies, related to the handling of Covid-19 in the country, it can create social movements in the community. All elements can help each other in dealing with the spread of this virus in various ways according to their respective abilities. Some things can be done together, such as spending time as volunteers or donating a little money from their income to help provide various tools such as masks, hand sanitizer, and so on. The messages that are distributed are messages that are easily understood by various types of people. Every message contained in the implementation of the protocol above can influence the public to actively participate in dealing with the virus. Currently, the Government has created a public communication protocol that provides important information on various information channels, related to the government's prevention efforts when dealing with the Corona Virus or Covid-19.

The protocol will contain various information consisting of the presence of Referral Hospitals, which currently number 132 hospitals. The hospital is equipped with isolation rooms, medical and non-medical personnel, as well as laboratories in providing services to people infected with Covid-19. The purpose of this protocol is to enable the public to receive real information related to government services in responding to the Corona Virus. Accordingly, the condition of the community does not panic at any information circulating in cyberspace. The protocol has referred to Presidential Instruction (Inpres) Number 4 of 2019 concerning Increasing Capabilities in Preventing, Detecting, and Responding to Disease Outbreaks, Global Pandemics, and Nuclear, Biological, and Chemical Emergencies". The government has established an Integrated Command Post for Covid-19 Handling, which is coordinated by the Presidential Staff Office (KSP), to ensure fast and accurate information services to protect the public and anticipate panic in the face of the Covid-19 [11].

The government has made a public communication protocol that provides important information on various information channels, related to the government's prevention efforts when dealing with Covid-19. The Communication Protocol has referred to Presidential Instruction (Inpres) Number 4 of 2019 concerning "Improving Capability in Preventing, Detecting, and Responding to Disease Outbreaks, Global Pandemics, and Nuclear, Biological, and Chemical Emergencies". In addition, according to Director General Widodo, the

Government has also established an Integrated Command Post for Covid-19 Handling, which is coordinated by the Presidential Staff Office (KSP), to ensure fast and accurate information services to protect the public and anticipate panic in the face of the Covid-19 [11], [12].

4.3. Evaluation of Country Crisis Management in Handling the Covid-19 Pandemic

Along with the increasing number of Covid-19 sufferers, the government has begun to implement stricter policies to prevent the transmission of the virus, known as Large-Scale Social Restrictions (PSBB). The contents of this policy are efforts to limit human traffic to reduce the spread of Covid-19, especially those caused by local transmission. Before the PSBB policy was decided, there was a discourse among the elite and the public to enact Law Number 6 of 2018 concerning Health Quarantine and also the implementation of emergencies as a crisis management strategy carried out by the government. However, the discourse of the two policies has again led to debate, both regarding the legal, economic, social, and political consequences of each of these regulations if implemented.

Even though the PSBB has been implemented, the government's implementation of the crisis management strategy in handling Covid-19 can be said to be less effective. This can be seen from the many controversies that occur both between stakeholders and the public in the implementation of various policies. Some people reject the use of vaccines. This has an impact on the high number of Covid-19 patients in Indonesia.

The ineffective implementation of the crisis management strategy by the government as described above is influenced by several factors. First, the poor public communication carried out by stakeholders regarding the ongoing pandemic and the accompanying policies. Second, differences in perceptions in translating policies related to handling Covid-19 by both central and regional stakeholders. Third, differences in perceptions between the central government and regional governments are caused by differences in interests and political factors as well as unclear directions from the central government to regional governments.

Future Crisis Management Strategy several steps need to be taken: [13]

Conduct a risk assessment as a first step in formulating policies;

Setting up appropriate institutional structures, clear mandates supported by comprehensive policies and laws, and allocation of resources for all these capacities through regular budgets is also instrumental for overall crisis preparedness;

Building a crisis detection system can be done through various sources, such as monitoring networks and early warning systems, public authorities, community media, social media, and the private sector;

Monitor crisis developments to understand the characteristics of the crises that occur and ensure measurable policy operations. In this case, it is often necessary to have the right intelligence organization to develop appropriate contingency plans in emergency response situations;

Regulations and policies in crises also need to be coordinated, monitored, and adapted as crises develop. Therefore, tactical and strategic oversight mechanisms need to be built to the lowest level in the existing bureaucratic structure; and

Develop standard operating procedures (SOPs) by managing operations and coordinating various information and communication protocols and their implementation mechanisms, including mobilizing additional emergency response facilities if needed.

In addition to ensuring cooperation and mobilizing decision-making, leadership plays a key communication role in times of crisis. The government's quick response at the right time and adequate capacity of actors and institutions are important factors for the success of the country's strategy in times of crisis. Finally, a feedback mechanism to evaluate all policies and actions that have been taken in times of crisis should also be carried out regularly. This is not only to draw lessons but also to help improve emergency preparedness and response processes if a similar crisis occurs [14].

5. CONCLUSION

The results of the study indicate that the ineffective implementation of the crisis management strategy by the government as described above is influenced by several factors. First, the poor public communication carried out by stakeholders regarding the ongoing pandemic and the accompanying policies. Second, differences in perception in translating policies related to handling Covid-19 by both central and regional stakeholders. Third, differences in perceptions between the central government and regional governments are caused by differences in interests and political factors as well as unclear directions from the central government to regional governments.

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