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Bogor City Government's Communication Crisis in Handling Covid-19

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Abstract
The massive transmission of Covid-19 has spread in various regions, causing negative trends in various aspects of life. Bogor, West Java, which recorded 1,484 cases is one of the areas that has high Covid-19 transmission rate. In addition, the Bogor City Government as a stakeholder has a large responsibility for overcoming a crisis in the midst of uncertain situation. This study aims to analyze the development of the Covid-19 crisis communication message in the Bogor city government. This research method uses a qualitative descriptive approach. The data collection is conducted through interviews, observation and documentation through photos and videos of the COVID-19 Task Force, government regulations and other sources. Based on the crisis emergency risk communication (CERC) model used by the researcher, the results show that the crisis communication process carried out by the Bogor City Government affects five phases, including: Pre-crisis, initial occurrence, maintenance, resolution, and evaluation, each of which has its own application and different handling such as in the pre-crisis phase, the Bogor City Government presented a crisis message and formed a crisis team as part of preparation to deal with a crisis, the period of initial events, information in terms of meeting the public's needs for accurate, timely, credible, and consistent information. Then the stage of maintaining the form of communication is more tangible in the form of action, while the stage of creating new efforts to deal with new risks and the final evaluation, assessing the programs that have been run to get new innovations.
Keywords: Handling Covid-191; CERC; crisis; communication; Bogor Government

Introduction

The emergence of a new type of Coronavirus that has spread to 223 countries in the world is a dark part of efforts to maintain human mental health. The massive acceleration of transmission has claimed many lives and has become a global pandemic (Wordometer, 2020; Chatterjee et al., 2020). Indonesia reported the first confirmed case of Covid-19 in March 2020 and was once the country with the highest Covid-19 infection rate in the Southeast Asia region.

The Indonesian Ministry of Health reports that 510 or 99.2 percent of 514 regencies/cities in Indonesia have been exposed to Covid-19 (Kementerian Kesehatan, 2021). Bogor City, West Java, is among the regencies/cities which have quite high

transmission rate, with 1,484 active cases. The active cases mostly came from family clusters. Close contact between family members is a major risk factor for transmission. In line with the results of a study conducted by South Korean epidemiologists (Park et al., 2020) a person will be more likely to contract Covid-19 through contact at home. There is tendency for family cluster infections to be more susceptible to infection in children and the elderly (Choe & Choi, 2020; Zhang et al., 2020). According to data, 729 cases or 46 percent of the total cases in Indonesia were found in Bogor City, with children and older adults making up the highest percentage or 88 percent (Okezone.com, 2020; Detik.com, 2020; Ayobandung.com, 2020; Kementerian Kesehatan, 2020). The massive spread of transmission causes a number of impacts. According to (WHO, 2020b), the emergence of Severe Accurate Respiratory Syndrome Corona virus 2 (SARS-CoV2) not only threatens the health of the world community but also the consequences widen in various other sectors of life such as economy, social and infrastructure. As reported by CNN Indonesia media, 77 percent of the people of Bogor City claimed to be economically affected or saw a decrease in income, while on the contrary only 1.04 percent felt an increase in income. Likewise, the number of visitors in tourist destination sites in Bogor City decreased by 70 percent (Medcom.id, 2020). Such was the case with layoffs (PHK). As reported by Liputan6.com, 1,000 workers were laid off and some of them were laid off without salary.

Of course, the impacts must be addressed immediately. Thus, regional governments play a very central role especially in controlling the spread of Covid-19 (Andiraharja, 2020). Meanwhile, the public trust in and satisfaction with the government is the main thing in fighting the pandemic (Chen et al., 2021) In fact, a series of policy changes have been implemented by local governments to suppress the mobility of citizens due to the epidemic disease that spread rapidly, ranging from Large-Scale Social Restrictions (PSBB), Micro and Community Social Restrictions (PSMK) to Enforcement of Community Activity Restrictions (PPKM). However, these policies are considered insufficient to solve the problem of this pandemic. Bogor City is still experiencing obstacles, where the escalation of Covid-19 transmission is still quite high with the average daily cases reaching above 100-155 (Pemda Kota Bogor, 202; Satgas Covid-19, 2021; Covid-19 Task Force, 2021a).

Based on data on Covid-19 cases obtained by researchers from the Bogor City Health Office, the number of confirmed Covid-19 cases increased by more than 107 percent, from 27 to 56 over a period of one month from March to April. Most of the patients were officials of the Bogor City Government who had just returned from Aljarbaidzan, which is one of the areas with a high risk of Covid-19 cases. There is growing concern among the people of Bogor City about the Covid-19. They feared the high number of confirmed patients that reached 445 in July 2020. The confirmed Covid-19 patients are not only government employees but also ordinary people. The spread of Covid-19 cases from March 2020 to March 2021 is presented in Figure 1.
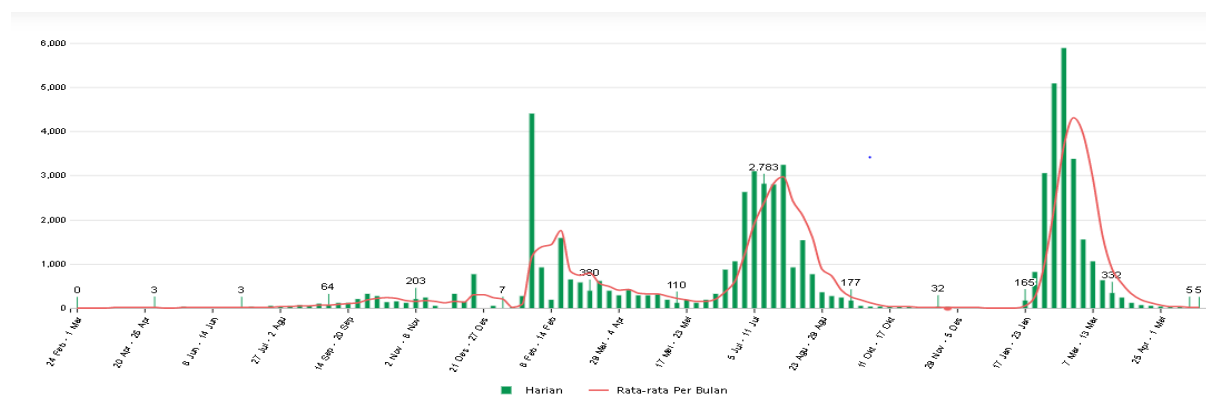

Figure. 1 Distribution of the graph of Covid-19 cases in Bogor City
Source: https://pikobar.jabarprov.go.id/data

While the number of Covid-19 cases increases, the consistent spread of the infodemic in the community has also drawn attention from the public. Misinformation has spread globally (Mian & Khan, 2020) and untruthful information tends to spread more easily than the truth (Vosoughi et al., 2018). During the pandemic, the intensity of the existence of rumors, stigma, and conspiracy theories emerged (Islam et al., 2020). This finding correlates with a social survey conducted by the Bogor City Health Office, in which 15 percent of the people of Bogor City believe in the Covid-19 disease, 16 percent believe in Covid-19 conspiracy theories and the rest do not believe in Covid-19 (Pemerintah Kota Bogor, 2020). This phenomenon certainly brings anxiety to many parties and further hampers the handling of Covid-19, as in the study (Islam et al., 2020)., at least 500 people died and 5800 were hospitalized due to taking wrong steps in self-efficacy.

Meanwhile, uncertainty about when this pandemic will end will certainly allow for *pandemic fatigue* , which is a normal feeling that arises from prolonged fatigue due to the pandemic (health crisis), as it goes on, it will result in demotivation to follow the various recommended protective measures (WHO, 2020a). Reducing self-protection efforts, reducing concerns about the effects of the virus, ignoring hand washing, wearing masks, maintaining physical distance, which means that non-compliance with health protocols is a big threat of transmission in the community. As on a national scale, Satgas Covid-19 on January 7, 2021 reported the number of masks used in the community decreased by 28 percent from the third week of September to the fourth week of December 2020, while the awareness of social distancing and avoiding crowds decreased by 20.6 percent (Satgas Covid-19, 2021).

To overcome this potential problem, of course, it is necessary to take preventive measures through mentoring, outreach and education to the public so that the public will continue to implement health protocols that have been recommended so far. This condition is also supported by news about the mutation variant of SARS-CoV2 which has spread in other countries. Of course it will worsen the situation.

Based on these worrying conditions, making communication is an important and very fundamental part. In addition, efforts to anticipate and respond to unrest, can also be used as a foundation in making a strategy during a crisis. As described in the previous studies, the initial stage in crisis management is communication (Auer, 2020). In a terminology review, crisis communication can be understood as a collection, process, or dissemination of information carried out to resolve a crisis situation.

Furthermore, experts believe that crisis communication is a continuous dialogue process between an institution/company and the public which aims to create *mutual understanding* in order to be able to prepare, overcome, reduce, limit, and respond to the threats and dangers of a crisis (Fearn-Banks, 2007; Sellnow & Seeger, 2013; Coombs & Holladay, 2002; Coombs & Holladay, 2010).

Crisis communication must refer to reducing the emergence of risks, public panic, public concerns, speculations that arise at the beginning of the crisis, and protecting the organization from criticism and speculation that arise from public discourse in the mass media that are trustworthy (*accountability*), openness *(disclosure),* and communication based on a balance of interests *(symmetrical communication* (Kriyantono, 2018). According to (Yulianti & Boer, 2020), crisis management or *public relations* has a big task in managing communication, especially in handling crises.

In the context of the pandemic, the message conveyed by the Bogor City government to the community must result in *mutual understanding.* In this case, it can include citizens' awareness of health protocols, understanding detailed information about Covid-19, etc. According to (Bavel et al., 2020), changing behaviour during a pandemic can be done by promoting health information so that *misperceptions do not occur* and other stages are formed through concrete actions such as individuals keeping a safe distance and washing their hands frequently. Amir, a professor at Nanyang Technology University, Singapore, in his writings, provides several efforts to prevent the spread of Covid-19, namely how *social distancing* affects the growth rate of Covid-19 (Amir & Tantri, 2020).

According to WHO, a pandemic is a testing period in the field of risk and emergency communications (crisis). Although communication tools and guidelines for dealing with disease outbreaks already exist, the scope

of the pandemic poses challenges regarding the usefulness of the available guidelines and concepts and the limited understanding of the crisis (WHO, 2008). Therefore, crisis communication management plays a very important role.

Based on the above background, the study aims to analyze the crisis communication process carried out by the Bogor City Government to handle Covid-19 in terms of how it develops crisis communication messages. One of the reasons for the urgency and interest of research is that the Covid-19 outbreak is still happening. Therefore, this research can be used as a reference for the government or stakeholders as the basis for making decisions regarding good and targeted policies.

Theoretical Framework

Communication is one of the activities or actions taken by crisis management when a crisis occurs, as a crisis arises unexpectedly that presents various negative threats. The events that arise are not only about the crisis of an organization (reputation and product) but can also occur in the wider community, for example a health crisis. Therefore, a crisis must be handled and managed seriously so that the activities of the organization and the community can run as usual. Communication is an essential part of any organized response to a crisis situation, be it a natural disaster crisis, an epidemic or a terrorist attack.

(Claeys et al., 2010) define crisis communication as a collection, process, or dissemination of information carried out to resolve a crisis situation. According to (Fearn-Banks, 2007), crisis communication is verbal, visual, and/or written interactions between organizations and stakeholders during and after a crisis. This communication process is designed to reduce and contain harm, provide specific information to stakeholders, initiate and enhance recovery, manage images and perceptions of blame and responsibility, improve legitimacy, generate support and assistance, explain and justify actions, apologize, and encourage healing. , learning, and change (Sellnow & Seeger, 2013).

Crisis communication has consistently identified four general frameworks that organizations commonly used to help interpret public crises: attribution, responsibility, conflicting economic consequences, and human interests (Cho & Gower, 2006; Semetko & Valkenburg, 2000; An & Gower, 2009). Meanwhile, the framework for the health crisis sector includes four: action, new evidence, certainty, and uncertainty (Shih et al., 2008). Fisher Liu (2009), there are seven communication strategies in disaster cases, namely warning, collaboration, human interest, leadership, seasonality, severity, and special events. On health issues, five frameworks have been identified: disease detection, disease prevention, health care, lifestyle risk factors, and scientific discovery (Higgins et al., 2006).

According to Kriyantono (2018) there are principles in a crisis communication strategy: having a communication team, mass media contacts, facts, periodic press conferences, not closing information, conveying information carefully, reputational communication, one voice, empathetic communication, and use multiple communication channels.

Crisis communication in a health context is a key process for building relationships and for obtaining the information needed to make choices and adjustments. Relationships and information are critical to crisis planning and response. Communication failures and breakdowns can exacerbate the costs of a crisis. For example, the case of the community of Bhopal, India, systematically misinformed about the risks of the Union Carbide insecticide factory located in their city. As a result, many died due to failing to act when the company experienced a massive gas leak (Veil et al., 2008).

The Pre-event Message Development Project recommends health communications in public health emergencies, and as a recommendation for agencies and professionals wishing to inform the public about biological, chemical, and radiation threats. It includes messages that are simple and practical enough so that people understand the message and the recommended action, the message must be delivered immediately (Wray et al., 2008). According to Seeger (2006), there are 10 components in carrying out best practices for crisis communication including: process approach and policy development, making pre-crisis planning, building partnerships with the public, and listening to public concerns. and understand the audience, openness/honesty, collaborate and coordinate with trusted sources, meet media needs and stay accessible, communicate with care and empathy, accept

uncertainty and ambiguity, message self-efficacy.

According to Van Der Meer & Jin (2020), in managing a public health crisis in the US, identify two types of crisis communication strategies for corrective information in the health sector, namely two simple rebuttal versus factual elaboration and examine their effect on public awareness of crisis information accuracy and their intention to take precautions as recommended during an outbreak of an infectious disease. The results show that the presence of corrective information eliminates erroneous beliefs based on incorrect information.

The Crisis and Emergency Risk Communication (CERC) model is one of the guidelines in carrying out health communication strategies, including what to say, when to say, how to say. Its purpose can help maintain and placate public confidence. On the other hand, consider the non-technical aspects of a crisis. To be taken into account when the management team formulates and delivers messages (B. Reynolds & Seeger, 2005; Sellnow & Seeger, 2013).

According to Reynolds, CERC is a set of principles in responding to events, namely ways to talk to people to get; information through someone who has the capacity to understand the crisis (Centers for Disease Control and Prevention, 2014). Likewise, the term CERC is often used to cover the urgency of crisis communication and the need to explain the risks and benefits to stakeholders and the public (National Center for Health, 2015; Likewise according to Reynolds Centers for Disease Control and Prevention, 2014).

Meanwhile, the CERC model has six main principles that can be applied in the formulation and practice of government communication in handling Covid-19. The six consist of Be First, Be Right, Be Credible, Express Empathy, Promote Action, and Show Respect (Centers for Disease Control and Prevention, 2014). The crisis process is organized into five stages, namely: pre-crisis, initial event, maintenance, resolution and evaluation (B. Reynolds & CDC, 2002; Veil et al., 2008; B. Reynolds & Seeger, 2005).

Material and Methodology

The interpretive or constructivist approach was chosen for this study because it focuses more on the crisis communication process in the organizational context. It aims to understand how people create and maintain their social world. This approach adopts a "practical orientation" which focuses on "how people manage their practical affairs in everyday life, or how they get things done" (Neuman, 2003). Like what is played by the Bogor City Government (*Satgas Covid-19*) as the person in charge of the organization that is a social actor in creating and maintaining/managing the Covid-19 pandemic crisis situation that occurs in the community. To that end, it takes interaction and direct observation of the objects to be studied in order to get the real reality of the research objectives.

The approach in this research is descriptive qualitative. According to Creswell (2014), descriptive qualitative scientific approach is a method to explore and understand a number of individuals or groups of people who are considered to be from social or humanitarian problems. In the process, researchers collect detailed information using various data collection processes over a period of time. continuous time involving important efforts such as asking questions and procedures for collecting specific data from participants, analyzing data inductively from specific to general themes, and interpreting the meaning of the data.

The research was conducted in Bogor City, West Java during March 2020-March 2021 period. The object to be studied is the Covid-19 Task Force Team (Satgas). The establishment of the Covid-19 *Satgas* was aimed at dealing with Covid-19 in each region. This refers to the circular letter of the Ministry of Home Affairs 440/5184/SJ regarding the Establishment of the Regional Corona Virus Disease 2019 (Covid-19) Handling Task Force.

Informants were selected using purposive sampling technique. Researchers feel they have knowledge of anyone who will be used as a source of research information. The data collection techniques are: *first*, interviews: to obtain accurate information and strengthen data, the researchers conducted semi-structured interviews, namely interviews using an interview guide or interview guide made in the form of a list of questions that were not binding so that researchers could develop questions to obtain research findings. The content of the questions in the interview focused on the core of the formulation of the research problem described in the research objectives. The type

of interview conducted is in the form of in-depth reporting, the goal is that the interview process takes place in a dialogical and open manner where every piece of information is carefully listened to and recorded.

In this study, researchers will interview informants related to the duties, roles and functions of the Bogor City Covid-19 Task Force, such as Deputy Mayor of Bogor, Dedie Abdu Rachim, Secretary of the Bogor City Health Office dr. Erna Nuraena and Head of Communication and Public Information at the Bogor Communication and Information Office Abdul Manan Tampubolon . The interviews take place at the relevant office and then Imas, standby community units (RW Siaga) that served at the lower level and then several communities/domiciles in Bogor City based on the highest and lowest case areas. Meanwhile, in the process, researchers conducted interviews through two methods, namely in person or by telephone. These two methods were chosen to adapt to pandemic conditions.

Second, observation, the researcher observed directly the object being studied. The observation was carried out with communication events by visiting and participating in a series of activities carried out by the Covid-19 Task Force, including disseminating policies, providing education regardingCovid-19 information and health protocols to the public, establishing coordination and cooperation. between the Covid-19 task force team, receiving public health complaints about new cases and violations that occurred in Bogor City, and monitoring and evaluating the results of communications. The researcher uses the type of non-participant observation where the researcher is not part of the object of research with a structured observation method. The researcher uses the type of non-participant observation where the researcher is not part of the object of research with a structured observation method.

Third, documentation: This research uses documentation techniques by collecting data, studying, reviewing and reviewing written documents, photos and videos, written documents, photos and videos related to the activities of the COVID-19 Task Force. In written documents such as the Mayor's circular regarding Covid-19, Mayoral regulation (Perwali), reports on positive Covid-19 case records, then photos and videos of socialization and education activities for Covid-19 information. In addition, there is also the use of data sourced from the internet in the form of mass media articles, and reports of other research results. Meanwhile, the activity in analyzing data refers to the CERC model from (B. Reynolds & Seeger, 2005) which has a reference in communicating at each stage of the crisis period.
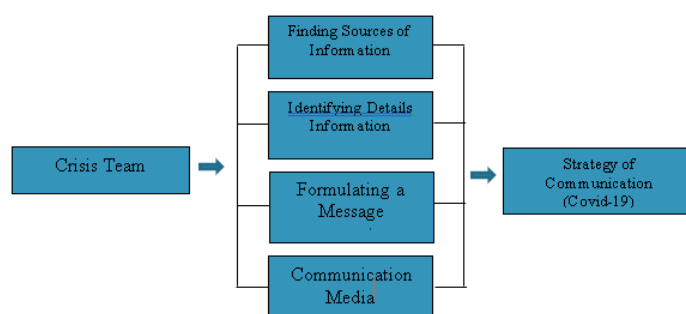

Figure 1. Process of the Covid-19 Crisis Team (Satgas) Activities
Researcher Data Processing Results

Result and Discussion

The Bogor City Government's efforts to protect human safety from the dangers of Covid-19 have made communication elements develop, adjusting to the period of crisis that occurred. At the pre-crisis stage, the Bogor City Government formed a crisis team from the Bogor City Government internally on March 13, 2020. The activities of the crisis team were looking for sources of information, digging up detailed information, formulating messages, and communication media.

All these activities are carried out with the aim of anticipating the occurrence of the Covid-19 disaster whose news has begun to spread in the mass media. With the creation of this special team, it is hoped that this special team will be able to overcome future problems if the Covid-19 disaster really occurs in Bogor City. In other words, as a warning stage in

preparing and working on the possibilities that will occur so that the threat of danger does not spread to the next stage, of course the focus is also on tactical efforts as well as managing communication well to the public. Borrowing the term (Fearn-Banks, 2007) as preparatory preventive detective or preventive nature

This is in line with what the Bogor City Government conveyed in the interview below:

"Why is the goal simple, what's the name, we've seen videos like that, right, people are lying on the street outside the house, so we don't know it yet, if we don't anticipate it with a committee, it's called" (Dedie Abdu Rachim, 01 March 2021. Interview via personal communication channel).

According to B. J. Reynolds & CDC (2016), these learning collection and processing activities are part of verifying the crisis situation. According to (Wirman et al., 2021), this is part of crisis management, namely crisis identification and crisis analysis. By forming a crisis team, you will be able to design a good communication strategy in building knowledge whose reference is anticipatory (Covid-19). Added Darussalam et al. (2021) one way to analyze crisis events is to look at the news in the mass media. This process Is believed to be Seeger (2006) part of the policy development approach.

In the control process, it was found that actors or what is termed (Coombs & Holladay, 2010) as crisis knowledge management do not have good abilities in managing crises in depth and comprehensively, this is viewed from the limitations of knowing the root causes of Covid-19 and the participation of actors who only involving the internal city government, although in reality the Bogor City Government has tried to study information and conditions that occur in other countries as a policy reference, but the lack of knowledge triggers a deeper crisis and the initial foundation in deciding communication strategy planning is not optimal, as in research (Lee, 2009) when the SARS epidemic occurred, the Hong Kong people's distrust in their government was caused by a crisis management error.

Supporting the statement of the Deputy Mayor of Bogor, DAR:

"People ask what it's like because the health department itself doesn't understand, even the regional general hospital, which was just inaugurated in February, doesn't have the ability to handle Covid." (Dedie Abdu Rachim, 01 February 2021. Interview via personal communication channel).

In the message element, it presents three important themes, aspects of introduction, risk, as well as concrete recommendations to the public about what needs to be done or prepared to face the pandemic. In the introduction aspect, it can be categorized into messages regarding the definition of Covid-19, while risks are related to transmission, and finally recommendations related to control procedures, such as the message delivered on March 16, 2020, displaying a message of advice in the form of room disinfection procedures, both from preparation , the tools needed and the steps that must be taken, education about the four color zones of the red, orange, yellow, green areas and also virus prevention tricks

The messages above can be termed as part of a continuous process or continuous communication strategy to prepare for a crisis, by educating and providing basic knowledge of Covid-19 through a public approach based on the elements needed, including being anticipatory, informative and promoting action. Regarding Covid-19. All the efforts made by the Bogor City Government above are in accordance with the reference to the CERC model (B. Reynolds & CDC, 2002), where communication carried out at the pre-crisis stage focuses on risk messages for the public, regarding warnings and information about public preparations for bad possibilities, as well as general public understanding.

The practice of spreading COVID-19 risk messages in the pre-crisis is presented by the Bogor City Government through digital media by utilizing the internet or IoT (internet of thing) network, while digital media used are in the form of social media platforms such as Twitter, Instagram, and Facebook. Based on the results of the researcher's observations (Figure 3), the messages distributed from the three social media platforms contain three or four messages per day and get a lot of public responses (netizens), ranging from questions about policies, modes of transmission, symptoms of the virus, and criticism of the government to protocol reports. Health.

According to Wang et al (2020), analyzing the spread of messages on social media Twitter provides an important basis for

understanding health crises and risk communication so as to assist governments or

health institutions in making communication strategies for future global health crises.

ahmad_hapid_05 pak mau nanya, penyebab nya terkena corona apa ajah yh pak,apa tenggorokan gatel sama pilek yh pak

Figure 2 Netizen Response on Social Media
Source: Bogor Government' Social Media

The use of communication media is limited to only social media so that it has not reached all levels of society because not all people use social media as a communication channel to get information on Covid-19. Therefore, the messages that have been presented by the Bogor City Government cannot be accessed properly by its residents. In fact, risk messages must be known to the public as part of efforts to prevent and prepare for the Covid-19 pandemic. Informant D's statement strengthened the researcher, who admitted that he did not feel the use of communication channels in the midst of preparing for a health crisis. Here's the statement below:

"No, because what I saw, it could actually be seen as small things, for example, if there are signs, banners or pamphlets, for example, you can't enter, there's no socialization either." (Devita, March 13, 2021. Interview via personal communication channel).

The role of actors in the initial event period (the beginning of the crisis) underwent a change, the crisis team (crisis center) became a task force to accelerate the handling of the corona virus disease, based on the Bogor Mayor's decree number 900.45-201 of 2020. The involvement of actors through the crisis team was not only from the internal city government but also from various constituencies such as NGOs, organizations, private parties and others. This means that using a multi-sectoral approach, communicating between stakeholders is one of the keys to responding to a crisis (Wang et al., 2020; Cowper, 2020; Sellnow et al., 2019).

The tasks of the task force in this period involved many groups but were not clearly defined, meaning that actors could carry out all handling activities in various fields based on the results of agreements built by the team, such as the results of observations regarding the Head of the Bogor Education Office who went to the field to supervise and outreach regarding Covid-19. This task is actually more

appropriate to be given to officers from the *Satpol PP* and *Diskominfo* of Bogor City.

In the process of handling and participating in the actor's role, he was commanded by a spokesman who was given the task of conveying all information regarding the development of Covid-19 on behalf of the Bogor City Government, namely a doctor who holds the position of Head of the Bogor City Health Office, dr. Sri Nowo Retno, Credibility in providing information on the development of Covid-19 (information disclosure) based on position can be a determinant in determining public opinion against the government itself. According to Pollard (2003), health crisis spokespersons such as health officials can influence public perception.

Oftentimes Deputy Mayor of Bogor Dedie A Rachim also appears in providing information on the development of Covid-19. The leader of a region is considered to have a great influence on public trust, as defined by Lyu et al (2013) that the authorization of a regional head can determine success in disseminating crisis information. Based on the explanation above, the involvement of actors with a multi-sectoral approach and spokespersons can play a role in building understanding or explanations for their citizens.

In communication messages, steps or preventive actions that are more tangible where the message strategy is published promote the disclosure of information with the CERC principles, namely accurate, timely, credible, and consistent. It is accurate, such as releasing daily Covid-19 data through the website covid19.kotabogor.go.id, this data is presented by the Bogor City Government based on the number of Covid-19 cases in Bogor City with detailed messages, namely people under monitoring (ODP), patients under monitoring (PDP), and patients with confirmed Covid-19. According to Böl (2016), the use of inaccurate information will result in negative consequences.
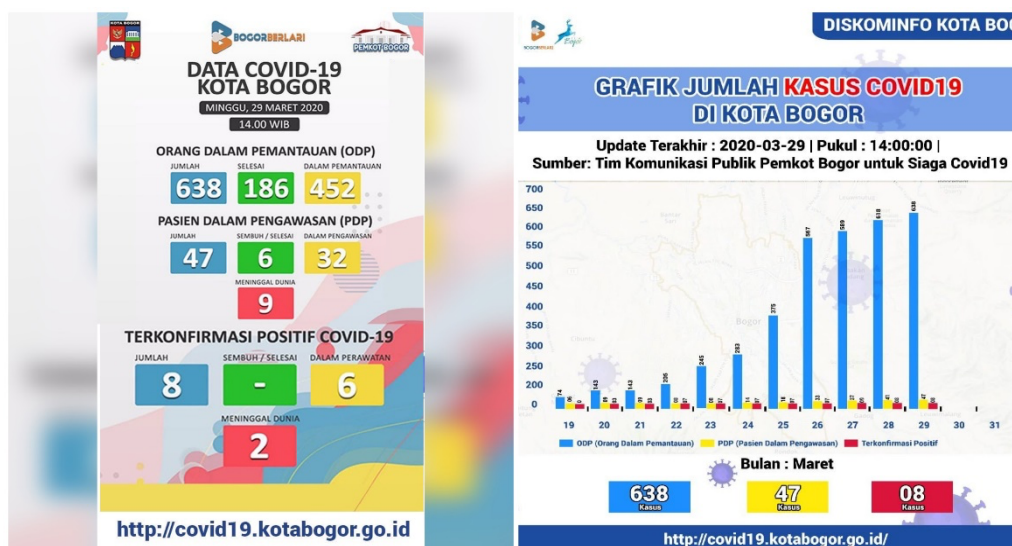
Figure 4. Covid-19 Patient Data
Source: Bogor Government's Social Media

Figure 4 shows accurate data that can be accounted for because it was directly issued by the Bogor City Government regarding the trend of Covid-19 cases in March 2020, besides that the data release is expected to be a reference in increasing public awareness of the threat of COVID-19.

In terms of punctuality, the Bogor City Government responds quickly and immediately to news circulating in the community, even though the reality is that they are dealing directly with a difficult and completely limited situation due to the increasingly widespread distribution. Timely presentation of information during a health crisis can save lives and potential economic losses (WHO, 2008). On the consistency side, the Bogor City Government always distributes information related to the development of Covid-19 through many communication media. The information conveyed includes messages that are new in nature, such as the accumulation of daily data on Covid-19 cases and government handling policies which are broadcast every day at 14.00 WIB, while on the credible side it is closely related to the role or position of the Bogor City Government communication actor to make people believe. Based on the points that have been explained, the content of the message presented will affect awareness because in this period the chaos caused by the global health crisis is very much so it is very important messages that contain openness and the CERC principle.

During the research, the researcher found that in the initial event stage (the beginning of the crisis) there had been a lot of confusion in information which actually according to the CERC model was in the maintenance phase or a continuous crisis such as at the beginning of the crisis, the circulation of some misleading disinformation in Bogor City, among others 51 Health workers at the Bogor City Hospital were confirmed positive for Covid-19 and all employees or ASN of the West Bogor sub-district were tested positive for Covid-19. (Mian & Khan, 2020) identified that during a pandemic, exposure to misinformation has spread globally and untruthful information tends to spread more easily than the truth (Vosoughi et al., 2018) and the intensity of rumors, stigma, and conspiracy theories emerge (Islam et al., 2020).

Figure 5 shows that the contents of the messages circulating contain alert calls which will certainly affect the psychology of society as in research (Coombs, 2014) and (Jakovljevic et al., 2020) agree that the overflow of information can cause public mental instability, in this case, among others. fear, panic, mistrust, and even xenophobia.

For this reason, the Bogor City Government provides information using the five elements above, because in addition to fostering a sense of trust, security and being the basis for the community in determining the best recommendations, both sources of information, acting and taking the right steps in a situation full of uncertainty, it also reduces the possibility of bad things happening. for the increasingly unstoppable flow of information, it is easy and

often blurs between true and false information
which is of course misleading.

Figure 5. Disinformation incident in Bogor
Source: Radar Bogor

This is interrelated with Van Der Meer &
Jin (2020) that the presence of corrective
information eliminates false beliefs based on
wrong information. Research Su (2021)
explains that the problem of eradicating the
infodemic began since the pandemic occurred.
The transfer of the Covid-19 message through
these five components is expected to meet the
public's needs as soon as possible

The distribution of information related to
Covid-19 messages in this phase utilizes many
communication channels. To simplify the data
obtained, the researchers divided them into
three categories, namely conventional media,
digital media and mass media. In conventional
media, the tools used are billboards, pamphlets,
banners, banners, and others.

The use of digital media includes creating
a single channel specifically for Covid-19
information, namely the website
covid19.kotabogor.go.id and social media. The
use of online media or social media in the crisis
communication process is becoming more
popular, including in the context of public
health and is the main place in responding to
crises (Moorhead et al., 2013; Sutter, 2009).

The use of other digital media, namely
social media, makes this media the most used
(useful) by the Bogor City Government because
it has the characteristics of being open and
connected so that it opens up opportunities for
message speed to be immediately consumed by
the public, such as the Mayor of Bogor's

Instagram media which has more than 350
followers. Thousands of people (followers),
making messages that have been uploaded
(posts) can be widely conveyed to the public.
This was disclosed by DAR to researchers;

> "Actually, the advantage of Bogor City is
> because Pak Bima is a public figure, he also
> has a lot of followers, from there it has
> actually helped quite a lot" (Dedie Abdu
> Rachiem, 01 February 2021. Interview via
> personal communication channel).

In the mass media, it is defined as a third
party whose influence is used by the Bogor City
Government in disseminating information
about Covid-19. (Seeger, 2006; Covello, 2003;
Kriyantono, 2018) believes that meeting media
needs is one of the best crisis communication
practices.

In the maintenance phase, the
participation of crisis communication actors in
dealing with Covid-19 is divided into two
categories, namely direct and indirect actors.
Direct actors are actors who are shaded or
assigned directly by the Bogor City
Government, while indirect actors are not
shaded but their role is very influential and
becomes a supporter of a policy. The direct
actors consist of the dove team and the eagle
team, while the indirect actors consist of the
mass media, the public, and academics. The
Merpati team is a team assigned to build public

understanding about the risk of epidemics and health protocols by educating in every place where social activities are dense or at risk of crowds such as markets, malls, and roads, while the eagle team is the executor of monitoring the compliance of the perpetrators. business and society.

The dove team in charge is mostly from communities and organizations which take part in a series of activities of the Covid-19 Task Force at the micro level. Its presence is not only close to the community but also as a representation of the face of the nation, identity, group actualization, kinship, kinship, harmony / togetherness and create fraternal ties within it, such as the Temanco community which focuses on mental assistance for Covid-19 patients, religious leaders, and health professional organizations, while the eagle team, actors who are tasked with other than the Bogor City Government internal organization include the Indonesian Youth Reform Organization (AMPI) organization. Youth Organizations, and the Indonesian Young Entrepreneurs Association (HIPMI), and Scouts.

Indirect actors are society, mass media, and academics. In the community, it can be seen from real behavior or actions such as complying with all applicable policies during the Covid-19 handling process. Compliance and discipline with every policy is an absolute requirement for public safety because there is no real uncertainty when the pandemic will end. In the field of information is the mass media, its role in the midst of the outbreak cessation is very important in the continuity of the circulation of information related to Covid-19. The presence of the media as a medium of information is vital, especially during a health crisis. Information about Covid-19 has become an urgent need for the community.

Through various studies conducted by academics, it is one of the factors in determining policy. These several foundations have led to several policy outcomes to be reformulated and adjusted by the Bogor City Government while maintaining the same goal of preventing the transmission of Covid-19. These innovations are in the form of changes to the regulation of Large-Scale Social Restrictions (PSBB) being transformed into Micro and Community-Scale Social Restrictions (PSBMK).

In messages in the maintenance period (during a crisis), communication refers to reducing the impact of the risk that occurs. The form of messages conveyed is more about concrete actions or prevention because in this period the public has a better understanding of all the events that occur, factors, and background problems. So the form of anticipatory measures taken by the Bogor City Government to break the chain of Covid-19 transmission is creating several policies that are considered appropriate to the conditions in the field, including on April 15, 2020 when for the first time ever, the Bogor City Government has limited the community's movement through the Large-Scale Social Restriction (PSBB) policy.) with the approval of the Governor of West Java, Ridwan Kamil, Community Free Micro Social Restrictions (PSMBK), and the Implementation of Community Activity Restrictions (PPKM). The details of the regulations include limiting the number of passengers of public transportation modes and private vehicles, banning socio-cultural and religious activities, and business sectors that are allowed to operate. Another form of prevention is by implementing new habits in the form of 3M washing hands/hand sanitizer, using masks, and maintaining distance (physical distancing) and implementing an odd-even traffic system for private transportation, both cars and motorbikes.

Supporting policy implementation, namely conducting massive campaigns on a regular and scheduled basis. The packaging of the messages conveyed was made in various ways, such as using 3M sounds using the voice of the Mayor of Bogor, Bima Arya Sugiarto, making a new normal theme song that was installed in every crowded place, holding momentum activities or having a movement event for a million cloth masks and banging masks, Meanwhile, 2000 volunteers, for social restrictions in the form of PSBB, the thing to do is place transportation check points when entering Bogor City or those who violate.

Crisis messages at the maintenance stage are distributed using communication tools such as conventional media, digital media, and mass media, and implemented directly or face-to-face by means of socialization on the sidelines of activities such as the pigeon team to disseminate policy rules among business actors regarding adaptation to new habits, and visit crowds to comply with health protocols.

"There are also those who convey it directly through site visits while still

implementing the health procedures" (Abdul Manan Tampubolon, 12 February 2021. Interview via personal communication channel).

In digital media, communication channels are expanded not only as a distributor of public information needs but also as a supporter of the success of policies by utilizing information obtained by the public or outside the reach of the Bogor City Government. In this case, the public reports all violations committed by the public during the pandemic by using an application. Simbadra can be downloaded on Google play or App store or a number of digital distribution platforms that can be contacted via WhatsApp.

The communication process during the resolution period underwent changes. In the source, the actors who play a role no longer use a multi-sectoral approach but only the internal team of the Bogor City Government uses it because the Task Force for the Acceleration of Handling Covid-19 has changed its identity to the Covid-19 Task Force and policy authority has become centralized in the local government (Bogor City Government). This is in accordance with the regulations laid down in Presidential Regulation Number 82 of 2020 regarding the policy committee for handling Covid-19 and economic recovery as the Covid-19 Handling Task Force, so the planning, management and strategies that will be planned or have been realized must be directly supervised by the government/regional government heads, while the organizational aspects that take part in controlling the Covid-

19 problem are also adjusted to the OPD functions in each agency.

The OPD involved, the Health Service, which is tasked with formulating the content of messages and health services, the Communications and Information Service, which plays a role in disseminating messages and policies regarding Covid-19 to the public, starting from messages that are educative, anticipatory and preventive, both offline and online. in accordance with the conditions of the region and its citizens, and the Public Order Agency (Satpol PP) which functions as an actor to supervise violations of health protocols.

The message presented refers to messages that contain elements of new efforts to avoid crises such as transforming messages and building social relations. During the Covid-19 health crisis, many things were discovered along with the Covid-19 handling process, the dynamics of which gave rise to new facts regarding efforts to control Covid-19 and then developed into various new methods that were relevant to be implemented in the real world. This form can be seen from the change in the message narration regarding the procedures for using masks which have previously been explained by researchers in the maintenance section. In addition, the 3M discourse, which was originally the best step, changed the recommendation for prevention to 5M, namely reducing mobilization and staying away from crowds. Meanwhile, the Bogor City Government's 5M jargon includes discipline and a healthy lifestyle.

Figure 6. Risk Massage Content
Source: Health Departement of Bogor

Figure 6 is a visualization of messages made by the Bogor City Government in building awareness of new methods that must be carried out in the community to prevent the transmission of the Covid-19 virus. The dynamic changes in prevention policies are actually something normal and positive because

they are made to adjust to the results of the latest research conducted by researchers on preventing the spread of Covid-19 and of course when something new is found, an immediate response from the government is needed to change the handling of Covid-19 to be more effective, such as according to (Shih et

al., 2008) when experiencing a health crisis situation, a lot of new evidence emerged and uncertainty, as well as the reality that occurred in preventing the handling of Covid-19 above.

Other forms of resolution include expanding the provision of vaccinations for the general public where the requirements needed over time have changed, the vaccination program launched by the central government is a new effort in controlling the epidemic which inevitably has many impacts. According to WHO, in 2010-2015, at least nearly 10 million deaths worldwide were prevented by vaccination. Many lives are protected from various diseases such as pneumonia, diarrhea, whooping cough, measles and polio (Pandemic fatigue Reinvigorating the public to prevent Covid-19, 2020)

In the CERC framework, (Veil et al., 2008) states that in the resolution stage, apart from understanding new efforts, it is also important to build social relations in society. It is undeniable that during the pandemic, many negative tendencies occurred. Grief, anxiety, and loss of life often appear along with the stigma attached to people infected with the Covid-19 virus. In line with Liu & Liu (2021) Covid-19 patients experience a series of rejection, disturbed mental feelings, and imbalances in life well-being.

Other social relations by using non-verbal messages such as providing assistance to the community based on two categories, namely people who are exposed to Covid-19 and people who are not exposed to the disease in groups but are negatively affected in their lives. For people with Covid-19, the form of assistance provided is in the form of compensation and moral support, interacting, strengthening each other, sharing experiences, and being a place to accommodate aspirations. It can be underlined that moral support is very important because the majority of Covid-19 patients experience a bad stigma and can interfere with the mental health of Covid-19 victims. Vulnerability occurs in people who have a risk of depression and individuals who live in solitude. Feelings of alienation due to social distancing and self-isolation have interfered with normal activities (Megatsari et al., 2020).

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is undeniable that during the pandemic, many negative tendencies occurred. Grief, anxiety, and loss of life often appear along with the stigma attached to people infected with the Covid-19 virus. In line with Liu & Liu (2021), Covid-19 patients experience a series of rejection, disturbed mental feelings, and imbalances in life well-being. According to WHO (2020b) the existence of Severe Accurate Respiratory Syndrome Corona Virus 2 (SARS-CoV2) not only threatens the health of the world's people, but the consequences widen in various aspects of life such as economic, social, and infrastructure.

Based on the observations of researchers, the Bogor City Government has built good interpersonal social relations with the community, prioritizing care, empathy, respect, egalitarian, and full of support, such as when visiting the homes of residents who are undergoing a period of healing from Covid-19. The following are questions that are often asked about public health conditions: "how are you already healthy?", "Do you still have symptoms, ma'am?" or "get well soon ma'am/father" you must be healthy, ma'am, be enthusiastic, don't stress and be diligent in sunbathing, sir/madam. The element of empathy is the right approach in conducting crisis communication to the public. However, according to informant I as a member of the standby RW, although the socialization is carried out in a family manner, it is acknowledged that there are often rejections.

"Keep reminding us to always comply with health protocols with family approaches. Indirectly, this is an obstacle for us in providing understanding to the public so that they obey health protocols, sometimes there are still residents who are doing self-quarantine who like to leave the house for various reasons" (Imas, February 22, 2021. Interview via personal communication channel).

Then build other social relationships by using non-verbal messages such as providing assistance to the community based on two categories, namely people who are exposed to Covid-19 and people who are not exposed to the disease in groups but are negatively affected in their lives. For people with Covid-19, the form of assistance provided is in the form of compensation and moral support, interacting, strengthening each other, sharing experiences,

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Conclusions

In the early phase of pre-crisis, actors have an important role in preparing for the crisis. To that end, the Bogor City Government has formed a crisis team whose participation by actors only involves the Bogor City Government internally. The messages presented contain three themes, namely aspects of introduction (definition of Covid-19), risk (contagion), and recommendations (control procedures), while spreading messages using social media.

During the initial event period, the actors involved underwent changes, namely using a multi-sectoral approach from the government, the community, and the private sector, but the

weaknesses of the main functions of the actors were not clearly defined. The elements of the message that are published emphasize the disclosure of information with the CERC principles, namely accurate, timely, credible, and consistent, while the communication channels used are digital, conventional, and mass media.

At the maintenance stage, we continue to use the multi-sector approach, where the participation of actors is divided into two, direct and indirect actors. The message presented is no longer prioritizing the need for information but rather to reduce the impact. In this case, the message is in the form of a policy, while the media used is not only digital, conventional and mass media, but also face-to-face media.

At the resolution level, the changes in the roles of actors are very different, where actors only involve the internal team and OPD according to the related tasks and functions. The message element is the transformation of risk messages and building social relations, while the communication channel is exactly the same as the use of media in the previous phases, the difference is that the use of channel media is not only a means of communication but also a means of self-protection.

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