

# Regional Government Communication Strategy Dissemination of Covid-19 Policy Information (Preventive Communication Policy Model to Overcome Covid-19 as a Wicked Problem)

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**Abstract**— This study aims to obtain information on how the Regional Government's Communication Strategy for the dissemination of covid-19 policy information in Polewali Mandar Regency. The method used in this research is descriptive qualitative with a case study approach. The results of the communication research show that the Polewali Mandar Regency Government has implemented a strategy in efforts to disseminate policies to the public starting from planning, implementation and evaluation, but it is still not optimal because of the efforts to disseminate information to the public.

**Keywords**—*Communication Strategy, Government Communication, Government Policy, Polewali Mandar Regency*

## I. INTRODUCTION

The new coronavirus pneumonia (COVID-19) which was first reported from Wuhan, China has spread throughout China and even to other countries in the world. Confirmed cases of COVID-19 have soared to numbers that far exceed SARS in 2003, and the death rate simply cannot be. Recognizing its "human-to-human" transmissibility, the World Health Organization (WHO) declared it an International Public Health Emergency on 31 January 2020. These facts are sufficient to illustrate the severity and complexity of the outbreak. Given the fact that no effective cure is yet available for viral infectious diseases, preventive measures including controlling the source of transmission, early detection of patients, cutting transmission and protecting vulnerable populations are of paramount importance.

Although medical institutions and workers are the main force to fight the disease, public participation is also very much needed for a rapid control of the epidemic. Therefore, disseminating relevant information to the public is very important. about a brief overview of the corona virus and its transmission, detection and treatment of disease, precautions for individuals and public places, and basics about infectious diseases. This paper is intended to be scientific knowledge about COVID-19. I believe it will play an important role in disseminating relevant knowledge, raising awareness of disease prevention and control, and preventing social panic.

## II. METHOD

This study uses a qualitative descriptive method with a case study approach. This study provides data that is in accordance with the facts in the field accurately, factually and systematically. Look for facts about the communication strategy of the local government in an effort to prevent the spread of covid-19 (a communicative policy model in prevention to overcome covid-19 as a wicked problem) and implement it to the public. By collecting data, both secondary data and primary data, interviews with informants are primary data and secondary data obtained from relevant literature and documents. Informant interviews in research are informants who can provide information in accordance with research objectives, consisting of high and middle officials and the public involved in regulation. Secondary data in the form of document data, journals, related regulations. categorize (guide) primary and secondary data in order to more easily equate data about the facts contained in the research location.

## III. RESULT AND DISCUSSION

In accordance with the Law of the Republic of Indonesia Number 14 of 2018 concerning Openness of Public Information, directs all Governments, both central, provincial and regional to create transparency to the public in everything the government does.

2019-nCoV infection is a world health problem. This case began with information from the World Health Organization (WHO) on December 31, 2019, which stated that there was a cluster of pneumonia cases with unclear etiology in Wuhan City, Hubei Province, China. This case continued to get worse until it was finally discovered that the cause of this pneumonia cluster was the novel coronavirus. This case continues to grow until there are reports of deaths and importations outside China.

Facing Covid-19 The Lockdown Policy begins with quarantine the City of Wu Han which was detected as the initial location for the outbreak of this deadly virus. At 10:00 am local time, Thursday, January 23, 2020, Wu Han City

was officially under lockdown by the Chinese authorities. The 11 million inhabitants of Wu Han City are subject to strict quarantine while remaining at home and are not allowed to travel. However, a mutation virus that not only spreads in Wu Han, made the lockdown move to be extended to other cities around it. The lockdown and lockdown are so widespread that about 80 million people in Hubei Province are forced to leave their homes according to government instructions. This policy is followed by a pattern of strict surveillance by the Chinese authorities through the local Community Committees that carry out patrols to monitor citizens carrying out activities outside the home. The compliance of the Chinese people is considered to be one of the factors in this policy which is considered successful. Compliance is an indicator that public communication by the Chinese government is effective. One of the functions of public communication is to foster a spirit of togetherness, solidarity, influence others, provide information, educate and entertain [1].

Public policy "what is stated and done or not done by the government which can be stipulated in statutory regulations or in a policy statement in the form of speeches and discourses expressed by political officials and government officials which are immediately followed up with programs and actions. government".

A policy model is a simple representation of the selected aspects of a problem condition that is structured for specific purposes. Just as policy problems are mental structures based on the conceptualization and specification of elements of problem conditions, policy models are an artificial reconstruction of realities in a region that extends from energy and the environment to poverty, welfare and prosperity.

Public policy will also be easier to study with the help of using models. The model is an assistive tool in the formulation and making of public policies. The benefit of using the model is that it simplifies the structural description of the problem, helps in predicting the results that arise from the presence or absence of changes due to causative factors. There are 2 (two) models in studying public policy, namely:

#### A. *Public Policy Model*

Public policy is inseparable from the theoretical model used, both in the formulation stage, the policy analysis stage to the policy implementation stage in the field. Experts and experts define models with different formulations. Mustopadidjaja suggests that a model is a basic theory or a fundamental perspective based on certain values and contains main theories, concepts, assumptions, methodologies or approaches used by practitioners in responding to certain problems [2]. Over the years political science and other disciplines have developed a number of models to help understand political life and facilitate public policy making. According to Thomas R. Dye [3], the models that can be used are as follows:

#### B. *Process Model*

This model views policy as a series of political activity processes that include problem identification, agenda setting, formulation, legitimacy, implementation and evaluation. The process model will help in understanding the various

activities involved in policy making. In detail, policymaking involves the process below

Agenda setting (what attracts policy makers' attention) formulates proposals (devises and chooses alternative policies), legitimizes policies (develops political support by winning congress, presidents or court approvals) implements policies (creates bureaucracy, spends money and enforces laws) evaluates policies (find out if policy is working and what is popular policy for the public).

Meanwhile, according to Harold Lasswell (1956), provides a scheme that involves seven categories of functional analysis in the policy-making process model [2]

- Intelligence: namely how policy information that concerns policy makers is collected and processed.
- Recommendation: that is how recommendations (alternatives) that suit the problem are made and offered.
- Innovation: namely who determines whether existing behavior is against the rules or laws.
- Application: namely how laws or regulations are actually implemented or applied.
- Reward: namely how the implementation of policies, success or failure is measured.
- Termination: namely how a rule or law is terminated or continued in an altered or corrected form.

In the next process, policy makers can find and add new information to change the previous policy process. Policy making using this model is more of an intellectual process. The weakness of the process model is that it puts less emphasis on the substance of policy [4].

#### C. *Institutional Model*

This model views policies as the result of institutions and is the task of the Government. Where between public policy and government agencies or institutions are bound by a close relationship. A policy will not become a public policy if it is not adopted, implemented and enforced by several government agencies. Institutionally, the legitimate government has the right to make policies [4]. According to Dye [3] There are three things that justify this approach, namely as follows:

The government is indeed legitimate in making public policies Government policy is generally considered a legal obligation that orders the loyalty of citizens to comply with the policies applied.

The policy function is universal. government policy is not limited to one group, but extends to all people in a community.

The government has a monopoly on the function of coercion (coercion) in public life and can process and legally imprison violators of its policies. Sanctions can be imposed for those who do not follow the rules set by Government agencies. In this case, Government institutions are autonomous.

The weakness of the institutional model is the neglect of the environment in which the policy will be applied [4].

#### *D. Ration Model*

This model views that the Government as the formulator of policies must choose policies that provide optimal benefits to society. There are two important guidelines in this model according to Thomas R. Dye (2013: 18. First, there is no policy that should be adopted if the costs exceed the benefits. Second, among policy alternatives, decision makers must choose the policies that produce the greatest benefits than the costs incurred.) This model views a policy to be rational when the difference between the values achieved and sacrificed is positive and is greater than other policy alternatives. Rationalism does not only look at fiscal benefits, but involves all calculations from various aspects such as social, political and economic values that are sacrificed. to achieve an optimal public policy.

#### *E. Model Inkremental*

Basically, the incremental model is a form of criticism of the rational model. Political scientist Charle E. Lindblom is the first to present the incremental model as a form of criticism of the rational model [3]. Policy makers never carry out a process as required by a rational approach, because they do not have enough time, intellectual or financial resources [4]. Gathering new information that is used as the basis for making new policies or completely changing old policies is not an easy thing. This process requires a high amount of intellectual and fiscal resources and policy makers, in this case the government, often do not have sufficient capacity to do this.

#### *F. Elit-massa Model*

This model describes public policies which are the preferences and values of the ruling elite. Although in public policy making it is often claimed that policies are in the interests of the people, in reality, this model sees only elite preferences. The elite model admits that no matter how good and democratic, there is always a bias in the formulation of public policies, because it is recognized that basically the policies that are born are the political preferences of the elites [4].

#### *G. Group Model*

This model is an abstraction of conflicts of interest between groups in an institution or the government in determining public policy [2]. The conflict that occurs is constructive and makes these groups try to find a balance through compromise patterns between the interests that are fought for by each group. In this policy model, the political system plays a role in managing conflicts that arise from differences in interests. Management according to Handoyo [4] can be done as follows:

- Formulate rules of the game between groups
- Setting up compromises
- Allows for the formation of compromises in public policy
- Strengthens compromise

#### *H. Public Choice Model*

This model views that the policies formulated by the government must be based on public choices in accordance with the principles of a democratic state. This model involves a lot of stakeholders and society in making decisions related to the public interest. The majority of public policies are social contract theory designs, so that the policies to be decided depend very much on public preference for the existing choices (Nawawi, 2009: 128). The policies that are offered and most approved by the public, will automatically become public policies that are implemented together

#### *I. Game Theory Model*

This model has the principle that public policy is in perfect competition conditions, so that strategic arrangements so that policies offered for other decision-making can be accepted by opponents [2]. There are two main ideas in this theoretical model according to Handoyo [4], namely:

Policy formulation is in a situation of intense competition The actors are in a situation of choice that is not independent, the success of policies is not only determined by the policy-making actors, but also other actors who may come from outside the government.

Because this policy model puts forward a competitive strategy, there are weaknesses in terms of public policy making. In reality, a good and rational public policy may not be supported by policy makers, while on the other hand, a policy that is not very good for the public is the final decision approved by the actors from the many alternative policies that exist.

#### *J. Integrated Observasion Model*

The principle of this model is that there is a combination between the two previous models, namely incremental and rational. Handoyo argues, this model was developed by Etzioni in 1967 as an approach to the formulation of principal and incremental decisions which define the main policy formulation processes and higher affairs that determine basic guidelines, determine the processes that prepare decisions [4]. principal decisions and run them after the decisions are reached. The integrated observation model, if observed, basically tries to simplify problems in the formulation of public policies.

#### *K. Model Sistem*

This model offers public policies that are born from interactions with the surrounding environment. The model which is the development of David Easton's system theory distinguishes five important instruments in understanding policy [2], namely; Inputs, demands and support Processes or transformations Output Feedback Environment The process of formulating public policies in this model resides in the political system, starting with input in the form of demands and support and ending with output in the form of decisions and policies. Unfortunately, the system model is still considered to have weaknesses because it does not include negative variables from the system that might occur.

The public policy model and the communication policy model described in the literature review give legitimacy that

each actor making policy, in this case the government and stakeholders, has many choices in determining what steps to take in their respective regions. Although there is no model derived primarily for studying public policy, each model offers a separate way of thinking about policies and suggests general consequences of a public policy [3]. This includes considering a communication policy that is part of a public policy.

Basically, the public policy model offered is not in a position to compete for the best predicate among other models. Therefore, in the formulation of public policies, several policy models can be combined to obtain a policy model that is appropriate to the preferences and values that exist in the country. The combination of several models of public policy allows decisions to be taken to be relevant to the conditions experienced by a country, because the model or theory does not have absolute truth that can guarantee the implementation of public policy can run effectively and efficiently.

Policy implementers (policy implementors) which consist of, Agency, Agency, Technical Implementing Units (UPT) within the City Government; Private sector (private sectors); Non-Governmental Organizations (NGOs); Community Component. The implementers really depend on what kind of policy will be implemented.

The content of policy according to Merille S Grindle (1980), there are interests that are influenced by the policy, the types of benefits to be generated, the degree of change desired, the position of policy makers, implementers of policy programs, the resources that are mobilized. The entire content of the policy by policy makers in this case the City Government of Polewali Mandar refers to Government Regulations, Presidential Instructions, Ministry of Home Affairs Instructions and Circular Letters from the provincial level to district / city circulars.

Public Policy Communication in Handling Corona Virus Disease 2019 (COVID-19) Cases In preparation for implementing the policy, implementers first understand the Policy by interpreting it. Interpretation is carried out by the implementers, which is the stage of translating an abstract policy into a more technically operational policy. General policies or strategic policies will be translated into managerial policies and managerial policies will be translated into operational technical policies.

The policy interpretation activity, not only describes an abstract policy into a more operational policy, but is also followed by an activity to communicate the policy so that all people can know and understand what the direction, goals and objectives of the policy are.

This policy needs to be communicated (socialized) so that those who are involved either directly or indirectly with the policy, not only know and understand what the direction, goals and objectives of the policy are, but more importantly they will be able to accept, support and even securing the implementation of the policy.

Community shops or units in the sub-district / Lurah on an environmental scale have a strategic role both for the city government and for all members in the area. The sub-district / village head which is accommodated in the association is able to accept and convey problems in handling covid-19 in

an organized manner. The government's handling program has been achieved due to continuous outreach activities regarding the policy to the community / group. The government together with the Heads of the Kelurahan / Lurah can "connect" in understanding and implementing the policy. Although sometimes there are differences of opinion, this can be minimized because of the main objective is to find the right solution, give and receive each other between the City Government and the Village Level Government.

The City / District Government drafted the Concept for the Formation of a Response Acceleration Team in handling the acceleration of the spread of the virus (COVID-19) The West Sulawesi Provisini Government and the Polewali Mandar City Government to the village level also drafted a concept on monitoring the movement of citizen activities and a clean lifestyle in preventing the spread of the covid-virus. 19. This program is also highly considered by looking at conditions in the field, for example how the community lives in the area, what type of work is the majority of the people in the area, when is the operational time for the work to be carried out, morning, afternoon or evening.

TABLE I. COMMUNITY MOVEMENT ACTIVITIES

No	Policy / Program	Information
1	Restrictions The movement of people to the district of Polewali Mandar, West Sulawesi province	Closing at 22.00-06.00 Limited Opening 06.00-22.00 (information: Only for transportation of fuel, food and goods)

In the overall arrangement of the community, both from the physical and management aspects, the city government is optimizing it through the Polewali Mandar Regent Circular Number P-37 / Bupati / 300/03/2020 dated 26 Concerning Restrictions on the Movement of People in the area of Polewali Mandar Regency and circular letters number 6 of 2020 concerning preventing the spread of covid-19.

#### IV. CONCLUSION

In accordance with observations, the alternative policy communication models in the prevention of covid 19 Polewali Mandar regencies / cities based on local wisdom at the village level are as follows:

Policy communication in the 19 Polman regency / municipal covid prevention activities at the kelurahan level carried out by the City Government, which is based on local wisdom, in the form of socialization, dialogue (two-way communication) and deliberation. This is done mainly by the City Government in this case, namely, the community leaders, namely the Head of the Environment, RT and RW. From these activities, it is hoped that an increase in the quality of government policy communication to the public regarding awareness of healthy lifestyles and hygiene, family and environment, effectively in a relatively short time all information to be conveyed is able to achieve the target targets, thus facilitating the realization of government policies by more professional.

The leadership of the Ruler played by the City Government of Polman, with reference to the existence of human dignity, namely the principle of "polman malaqbi" or

reminding each other and mutual cooperation, in the end will facilitate the implementation of policies carried out.

Contents of the Policy in Handling the Prevention of the Spread of the COVID-19 Virus, by implementing a management program in accordance with the Polewali Mandar Regent Circular Number P-37 / Bupati / 300/03/2020 dated 26 and with the Polewali Mandar regent circular number 6 of 2020 concerning the prevention of spread Covid - 19 in trade activities in Polewali Mandar Regency, carried out by using authorized resources in this case, it is hoped that the results of efforts to change in the Prevention of Spread are expected.

Covid Virus In the local government of Polman district, from the city government to the lowest level of government in the sub-district to achieve the target that has been targeted. Implementation Context in prevention by carrying out activities "monitoring in every scope of the region" whose purpose is to gather information, carry out cooperation, accommodate, aspire and realize the wants and needs of the City Government of Polewali and the community, will be realized more easily.

#### *A. Policy Communications of the Implementers*

Policy implementers that have been formed in the team to accelerate the prevention of the COVID-19 virus consist of several expansion agencies from the Service, Agency, Technical Implementation Unit (UPT) within the local government Private sector (private sectors); Non-Governmental Organizations (NGOs); Community Component. The implementers really depend on what kind of policy will be implemented.

Interpretation is carried out by the implementers, which is the stage of translating an abstract policy into a more technically operational policy. General policies or strategic policies will be translated into managerial policies and managerial policies will be translated into operational technical policies.

#### *B. The Role of Local Wisdom in Implementing Government Policies.*

The implementation of government policies is inseparable from being based on local cultural wisdom, teaching its citizens to understand the role of fellow humans and the environment in realizing government targets in accordance with policy, to anyone who takes the role of a leader for "role models" melting together with its citizens, a leader should be multi-role In accordance with the proportions of the place where he is when he acts as a leader,

the leader gives an example, when he is in the midst of a community the leader evokes enthusiasm, when he acts as a follower, a leader must provide encouragement and strength.

Government policies that are set into a collective agreement. A policy becomes shared by both the government and citizens who live the rules in the policy. The attitude of imposing personal will,

In implementing the policy, the City Government of Polewali Mandar invited its citizens to be willing to think about it. The City Government is very open to receiving input at any time. There is no difference in social strata between community members and their leaders. The public is invited to think smart to solve the COVID-19 problem.

#### *C. Alternative Implementation Model of Polewali Mandar Government Policy.*

From the Policy Implementation Model which has been modified from the Policy Implementation Model according to Edward III and Grindle, a Government Policy Implementation Model for the community is created, as follows:

Improving the communication and socialization patterns carried out by the Polewali Mandar City Government in implementing policies related to the Prevention of the Spread of the COVID-19 virus outbreak.

Facilitate efforts to socialize City Government programs related to policies on the spread of the COVID-19 Virus. Empower existing resources to be given broader authority so that in implementation it will be easy to achieve the targets that have been targeted.

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