

Government Communication Crisis in the PCR Policy as a Travel Requirement During the Covid-19 Pandemic (Community Responses on Social Media and Online Media)

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ABSTRACT

Government communication during the Covid-19 pandemic must be carried out by paying attention to aspects of crisis communication by providing information to the public quickly, transparently, validly, neutrally, and consistently to maintain public trust in the government as the primary communicator in government communication. This paper aims to analyze the public's response through social media and online media to the PCR Swab policy as a travel requirement during the COVID-19 pandemic in Indonesia. This research uses Qualitative Data Analysis (QDA) with tools based on Nvivo 12 Plus computer software assistant. The study results concluded that the government experienced a communication crisis in the PCR swab policy as a travel requirement during the Covid-19 pandemic. This finding shows people's distrust of the government in 3 aspects: 1) policy aspect, where the policy on travel requirements changes in a short time; 2) aspects of transparency in determining the price of the PCR swab test; 3) the neutrality aspect related to the case of involvement of state officials in companies that were given the authority to procure a PCR swab device until the public reacted with the emergence of #mafiapcr.

Keywords: government communication, communication crisis, COVID-19 pandemic, social media, Twitter, online media.

1. INTRODUCTION

At the current stage of the development of information and communication technology, digitalization is essential for disseminating information in all fields, including government, society, and the state. [1]. Digitization involves the transition to method communication; then, data is recorded and transmitted using digital devices[2], [3]. With this, the various impacts that arise are two contradictory results. In other words, the quality of information that is scattered affects *the feedback given by the community, especially during a pandemic that is sweeping the whole world as it is today.*

Regarding the Covid-19 pandemic, the government must learn from previous experiences how poorly managing crisis communication in this pandemic era creates complicated problems. Quoted from the page[4], Human Rights Watch reports that the Indonesian government has failed to access accurate and transparent information regarding the Covid-19 pandemic. According to the report, the government could not provide definitive data for the Covid-19 cases it handled. Instead of improving its communication system, the government often threatens people who criticize them with criminal articles. For example, there is a report from an NGO, Carnegie Endowment for International Peace, according to him, the Indonesian

government's priorities are misplaced, and their distrust of data has resulted in failure to handle the Covid-19 pandemic.[5]. This is reflected in the results of the analysis of the Indonesian Survey Institute (LSI), which explained that the level of public confidence in the performance of President Joko Widodo in dealing with the COVID-19 pandemic was only 43%. [6], [7].

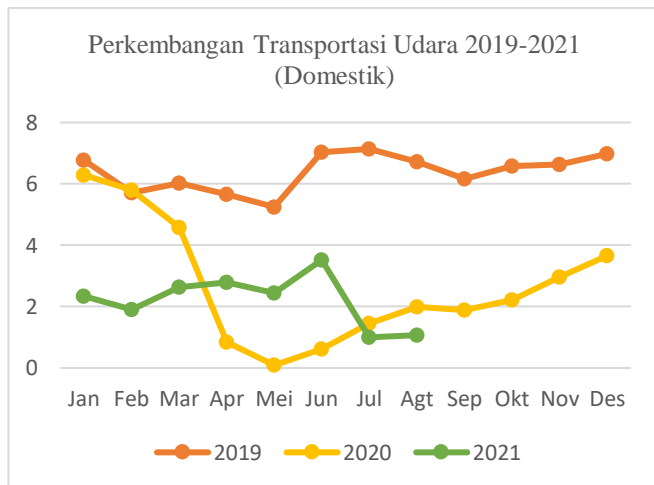
The public's mixed reactions to the government's handling of COVID-19 are also based on positive cases of COVID-19, which have yet to be controlled. The latest report obtained from the official website (Covid19.go.id) has recorded 4,256,112 active cases as of September 2021 in Indonesia. In addition to the previously mentioned health crisis, the issue of the Covid-19 pandemic has not subsided, plus many policies that have triggered reactions in the community[8], [9]. One of them is in the transportation sector.

The Covid-19 pandemic has proven to have a significant impact on Indonesian transportation. Transportation, passengers, logistics, and goods, including air transportation[10]. BPS noted that during January-December 2020, the number of domestic passengers was 32.4 million people or down 57.76 percent, and the number of international passengers was 3.7 million people, or down 80.61 percent compared to the same period in 2019.[11], as shown below;



Fig. National Transportation Development 2020
Source. Central Bureau of Statistics, Feb 2021

One of those affected by this pandemic is air transportation; the number of domestic air transport passengers departing in December 2020 was 3.7 million people, an increase of 23.44 percent compared to November 2020. The number of passengers for overseas (international) destinations rose 30.20 percent to 58.2 thousand people, and this fluctuation will occur until 2021, especially domestic flights [12];



Source. Central Bureau of Statistics, Sep 2021

The International Air Transport Association (IATA) predicts that the aviation industry's cash flow will remain negative during 2021, with a potential cash burn of up to USD 75 billion[13]. This is given the limited mobility in the community that occurred starting from the beginning of the pandemic, Large-Scale Social Restrictions (PSBB), followed by the Transitional PSBB (New Normal), in 2021 replaced by the Implementation of Community Activity Restrictions (PPKM), then Emergency PPKM, and Level 3 PPKM. which will be held on 24 December [13], [14]. One of the most visible aspects of this mobility restriction is the conditions that must be met in traveling.

Aviation regulations or rules during the Covid-19 pandemic are constantly changing in a matter of months, triggering mixed reactions among the public. SEKARPURA II stated that unstable and fluctuating regulations caused considerable losses in the Indonesian aviation sector[15].

Previously, the government imposed a condition that travel by air must include the results of the Rapid Test PCR, while antigens were not included as a flight requirement. However, the government returns Antigen as a sufficient condition before people travel[16]. This is stated in the Instruction of the Minister of Home Affairs (Inmendagri) Number 55 of 2021 concerning Amendments to the Instruction of the Minister of Home Affairs Number 53 of 2021 concerning the Enforcement of Restrictions on Community Activities at Level 3, Level 2, and Level 1 in the Java and Bali Regions.[17]. This triggers comments from the public so that it leads to public opinion and doubts the government's performance in it.

During the COVID-19 pandemic, government communication must consider aspects of crisis communication. The government must provide information to the public regarding policies and data quickly, transparently, validly, neutrally, and consistently. This research focuses on looking at the public's response through social media and online media to the PCR Swab policy as a travel requirement during the COVID-19 pandemic.

1.1. Government Communication

Communication is the process of delivering information, messages, ideas, or understanding, using symbols that contain meaning or meaning, both verbally and nonverbally, from a person or group of people to another person or group of people to achieve mutual understanding and mutual agreement. Knapp defines communication as "interaction between people using linguistic symbol systems, such as verbal and nonverbal symbols," which can be communicated directly, face-to-face, or through other media such as writing [7]. People's lives depend on their ability to communicate. One person to another, a group of individuals to another, and citizens to the government are examples of communication.

Government Communication is the delivery of Government ideas, programs, and ideas to the public to achieve state goals. The government needs effective communication throughout the policy development process, from conception to implementation, because this will ultimately lead to public perception of the information provided. In this case, the government can be assumed as a communicator and the community as a communicant, but in certain circumstances, the community can be in a position as a transmitter of ideas or ideas, and the government is in a position to observe what the community wants.

Communication has several good influences on the type, objectives, tasks of the government, including maintaining relationships; without the means and facilities for communication relationships in all directions in an activity, it will be challenging to know what has been achieved, what will be achieved and how the obstacles in carrying out the work. Making it difficult for organizations to evaluate work. Because communication is a source of information for leaders

or executives in producing various policies. Communication impacts the ideas, goals, and responsibilities of the government, especially the maintenance of the relationship between communicators and communicants. When more than one person communicates with others, the impact on their social relationships may lead to social interaction [13]. Government communications can be divided into two categories,

1.2. Crisis Communication

Timothy Coombs defines a crisis as an unforeseen event that threatens stakeholder expectations and hurts organizational performance [18]. Communication is a state of exchanging verbal and nonverbal signs or symbols for communicants and communicators [19]. Maintaining reputation is very important in crisis management, especially for government agencies. Furthermore, if the government's reputation is not as expected, this contradicts the situational crisis communication hypothesis developed by Timothy W. Coombs and Holladay SJ. The paper also emphasizes the importance of being fast, efficient, open, and consistent in crisis communication.

The uncertain situation during the Covid-19 pandemic causes government communication to be considered; the government will experience a communication crisis. When the world experiences a pandemic, government communication needs to be carried out in an informative manner. Due to the spread of misinformation during the Covid-19 pandemic, it is a challenge for the government to provide clarification [25]. So it can be interpreted that crisis communication provides an immediate response when a crisis occurs by using direct and open messages to all existing stakeholders [26].

The Covid-19 pandemic in Indonesia has also resulted in the spread of information and news that is very fast and sometimes hoaxes. So this is what makes people restless themselves [27]. The use of social media at the local level for disseminating information can be said to be relatively minimal, even though this needs to be done by the government for the adoption and use of social media tools for communication during a crisis and part of social media on how to manage a crisis [28]

1.3 Online Media and Social Media

Social media is a type of electronic communication, and because it is a networking site, people from all walks of life and all walks of life can share content. [20]. Social media includes social networking applications such as Facebook and Google, microblogging services such as Twitter, blogs, wikis, and media sharing sites like YouTube. Social media is considered part of the Web 2.0 movement, characterized by user-generated content, online identity creation, and relational networking [10], [21]. Social media has beautiful potential for e-participation. Today, social media is constantly evolving, offering various services that allow users to

communicate with each other. These advances will also impact human relations on social media platforms, as well as how people will act [22]–[24].

Social media has four potential strengths: collaboration, participation, empowerment, and timing. (Magro, 2012). Social media currently tends to be a means to express opinions related to public issues. Social media contains a social interaction that is not limited to distance provisions. Social media also tends to be used to socialize, share information, and express opinions for the common good.

Social media today, without a doubt, has a significant impact on the lives of people all over the world. It is also included in government action. As a result, social media can help citizens have better access to government information while reducing the information asymmetry that exists between government officials and citizens [16]. Research [25], [26] said that social media is a place to interact with the community, as the main channel of information from the government regarding COVID-19. However, indirectly, social media can be used by the government to build relationships with the community, but social media will also impact public perception, especially during the COVID-19 pandemic. [27], [28]

The government's public image as a whole is greatly influenced by the government's social media presence [29]. In addition to increasing public perception, the use of social media by the government increases responsiveness as well as plays a vital role in reducing bureaucratic structures that hinder the resolution of community problems [30] because the government considers social media as a means of collecting data and opinions from the public [31]. The use of social media as a government communication tool can help close the gaps in policymaking that the government has identified. Entering the very rapid development of social media has led to disseminating information on social media. Things like this often happen because irresponsible people; the Ministry of Communications and Information Technology makes Law No. 19 of 2016 regarding the spread of hoax news on social media so that there are fewer people who spread hoax news on social media. By conducting outreach and appeals to the public, it can reduce the spread of hoax news on social media [32]. Social media as a communication platform can create practical and efficient information delivery to the public [33].

2. METHODOLOGY

This study uses a qualitative approach to determine the public's response through social media and online media to government communications regarding travel policies during the COVID-19 pandemic. The social media analyzed are twitter and online media CNN, Detik, and Tempo.

This research uses Qualitative Data Analysis (QDA) with tools based on Nvivo 12 Plus computer software assistant [34]. Presentation of data in this study using Nvivo 12 Plus, which is divided into several stages of data

processing (1) making a new project, (2) compiling documents, (3) coding data. (4) analysis[35], The documentation technique collects data through the NCapture tool. The data from this study comes from 4 online news stories about travel policies during COVID-19 and other information about advice, handling, and #MafiaPCR on Twitter to see the public's response to the government during the pandemic. The data obtained were processed using cluster analysis, group analysis, and text research features in NVivo 12 Plus[36]. Data collection was taken from the last two months, namely October and November 2021, because news emerged related to policy changes during the Covid-19 Pandemic.

3. RESULT

The uncertain situation due to the Covid-19 pandemic has caused the government to have extra communication in solving problems. In times of crisis, communication is needed through a fast and appropriate response in dealing with Covid-19[37]. Social media also helps how the government makes policies that need to be communicated to the public clearly and transparently related to the handling of Covid-19, especially in PCR Policy-Making, the media can be said to be one of the conveyers of information from the government to the government and from the government to the community or vice versa.[27]

It is easy for billions of people to connect and share their thoughts through these social media platforms. However, most people usually use social media to share misinformation that can affect others. The spread of misinformation and rapid policymaking is unavoidable in this Covid-19 situation[38].

Through social media, Twitter, the government will provide information related to Covid-19 in Indonesia, such as policies, responding to hoaxes, and creating interactions with the community. As explained by[39] that government communication through media is fast, interactive, and massive so that government communication through social media during the pandemic is via Twitter, seen from the results of data analysis through Nvivo 12 plus



Figure 4 Word Frequency of #mafiapcr

Figure 4 reveals that in determining a policy related to the PCR test policy on a trip, it turns out that some play games related to determining prices, or it can be said that they take advantage in making policies related to PCR. Indirectly

through the hashtag #mafiapcr, the presence of social media as an interactive communication medium and accelerating the dissemination of information between the government and the community helps the public understand the latest information through social media, especially with the handling of Covid-19[39].

Through the hashtag #mafiapcr, the public has the right to see how the communication pattern built by the government is to create good communication in the delivery of information during the Covid-19 Pandemic.[37]. The media also helps the government make policies that need to be communicated to the public clearly and transparently[27]. In addition, through Nvivo 12 plus, you can determine what causes policy changes related to Travel Terms.

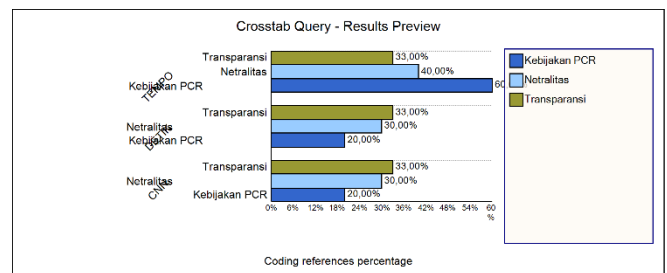


Figure 6 Crosstab Query - Results Preview

The picture above explains that from the three mass media taken, namely Tempo. Co, Detik.com, and CNN, there are three indicators discussed related to Transparency, Neutrality, and Policies related to PCR. Tempo's mass media are more likely to be related to the PCR Policy, a travel policy that was initially only used for air transportation, then changed to Antigen Test as a condition for air transportation travel in the Java-Bali area until finally, the government made a PCR Test policy which also became a condition for land travel with distance 250 Km[40] Until finally, the Ministry of Transportation made a policy related to travel. According to Circular Numbers 94,95,96 and 97 of 2021 concerning guidelines for carrying out domestic travel by land, sea, air, and rail transportation during the Covid-19 pandemic, travel instructions in Indonesia shows the results of the antigen test 1x24 hours if you have the second dose of vaccine, Using the PCR test 3x24 hours if you have the first dose of vaccine [41]

Meanwhile, with seconds. Com and CNN explained transparency related to PCR price determinants that the government would determine; this makes people question why the PCR test price can change drastically[42]. In determining the price of PCR, the private sector wants to be involved in making policies so that they can help in handling Covid-19 in Indonesia[43], but there are private parties who want to take advantage of the PCR Test, with the intent and purpose of developing their company and have an argument that the price of PCR cannot be generalized because there are differences in management in each laboratory, not to mention the difficulty of being a health worker who wants to become a Laboratory assistant for PCR Tests, besides that, it is also a relatively expensive supporting tool that makes PCR prices cannot be generalized[44]. The built-in neutrality in making a policy will determine whether the policy determined by the

government can be accepted by the community or vice versa[45]. In making policies and determining the price of PCR, some individuals are involved and want to take advantage of their company. However, in the news reported by several mass media, it is explained that this person denied that he did not profit from the practice of the PCR business, as well as in making policies and determining the price of PCR. the results of a limited meeting by several ministries and the policy is taken transparently[46]. Social media is a government communication tool that can reduce the gap in making policies made by the government. This is like the Government to Citizen (G2C) concept, where this concept makes the media a supporting tool to form relationships between the community and the government so that the community can accept the policies made by the government.[47]

3. CONCLUSION

The government is experiencing a communication crisis in the PCR swab policy as a travel requirement during the Covid-19 pandemic. This can be seen from the emergence of polemics, even public distrust in society through social media and online media. This finding shows people's distrust of the government in 3 aspects: 1) policy aspect, where the policy on travel requirements changes in a short time; 2) aspects of transparency in determining the price of the PCR swab test; 3) the neutrality aspect related to the case of involvement of state officials in companies that were given the authority to procure a PCR swab device until the public reacted with the emergence of #mafiapcr.

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