The Single Narrative for Handling Covid-19 in Indonesia and Implementing of the Strategic Public Communication

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Abstract

The study aims to determine the phenomenon on the implementation of public communication regarding the dissemination of a single narrative on the accelerated handling of Covid-19 carried out by the Public Relations of West Java Provincial Government. This is qualitative and explanative research with data obtained through interviews, observations, and literature studies. The researcher used purposive sampling method to determine the informants (resources) who were taken with a specific purpose, namely because the researcher considered that someone had the information needed for research as many as 4 informants. The subjects of this research are the actors and implementers of public information and communication service activities of the Covid-19 Handling Task Force of West Java Province, Indonesia. While the research object of this research is the process of spreading a single narrative around Covid-19 carried out by local governments as part of implementing public communication during a pandemic. The results showed that a single narrative containing creative messages on Covid-19 handling in West Java was carried out in the form of socialization, information dissemination, education, and advocacy. Synergy, collaboration, and intensive communication on digital media is key to the successful implementation of a single narrative of handling Covid-19 in West Java, which is transparent, alert, reliable, and trusted.

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Introduction

The uncertainty associated with the Covid-19 pandemic evolution has generated negative, positive, and neutral sentiments from the public towards the government due to the dissemination of information in conventional and news media. Over the past six months (January-July 2020), studies related to the Covid-19 pandemic have been analyzed by the mass and social media, with a public talk on the development and provision of efforts to overcome this health problem (Echari et al., 2021). According to Kampf, Todt, Pfaender, & Steinmann (2020), this problem emerged due to the spread of SARS-2 and MERS viruses, which metamorphosed into Covid-19, capable of surviving on object surfaces such as metal, glass, or plastic for up to 9 days, and causes fatal infections on the respiratory tract when exposed to humans.

The continuous spread of information on the dangers of Covid-19 in the mass and virtual media has created panic (Bârgăoanu and Durach, 2020 & Gea et al., 2022) For Indonesians, including West Java residents. This panic increased due to the spread of information regarding an Indonesian citizen that tested positive to the virus, which was reported on several social media platforms and the news column's main page.

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This reinforces the fact that the media plays a strong role in the problems faced by the community. Furthermore, the media tends to strategically place the objectivity of the strategy in a position capable of benefiting certain groups. Wijaya (2013) stated that although the media's information looks objective and balance at first glance, it is very subjective and tendentious. The existence of information and news on Covid-19 has shifted issues related to politics, regional elections, and corruption previously broadcasted on television, social media, and face-to-face discussions.

Numerous digital media outlets have continuously provided falsified information related to covid-19, inculcating fear in communities. This condition continues to evolve in society and leads to increased confusion with information on the pandemic's expedited management of the pandemic conducted by the government as a political authority. Conversely, lack of awareness in wearing masks and maintaining distance in public areas and the loosening of social restrictions have triggered a daily increase in the number of positive Covid-19 cases in Indonesia. In August 2020, the number of positive cases exceeded 100,000 people. Information about the increasing number of people who are confirmed positive for Covid-19 announced by the Central Government Covid-19 Task Force for Handling in the mass media and social media, has given rise to speculative assessments from the public regarding the steps for implementing public communication between the central and regional governments which are considered less open. In fact, when the atmosphere is full of discomfort and uncertainty due to the epidemic that hit, communication is the key as well as part of the solution (Oktariani & Wuryanta, 2020); Public communication that is not well planned will result in panic and public distrust (Sulistyowati, 2021).

Fulfillment of information on the increasing number of positive cases of the Covid-19 outbreak gave rise to demands for information disclosure from the government to be able to serve the speed and accuracy of the execution of the government's public communication program during a pandemic. The government should be able to deliver information to the public regarding news or information related to Covid-19 consistently (Sainuddin, 2020). The massive spread of Covid-19 pandemic information on social media which is indicated to contain hoax news can be an inhibiting factor in handling health issues that have an impact on national economic growth. Because the current Covid-19 news contains health disinformation, conspiracy theories, and fraud (Setyawan et al., 2021). Contamination of information content about Covid-19, especially on social media, has become the "main enemy" of the Covid-19 Handling Task Force at the central and regional levels to be able to realign the actual content of information about Covid-19 that is developing in the community in a single narrative format. Single narrative is a term that is new and is a product of texts or narratives created and compiled by government agencies to convey available information and as a means of propaganda to the public at large to persuade and participate in government policies and programs (Krisnariandi, 2018).

In an effort to socialize and increase public knowledge about Covid-19, as an extraordinary health disaster phenomenon this century, a communication strategy in the form of a single narrative developed by the government needs to be carried out. A communication strategy is needed in a policy communication that is systematically planned and carried out according to the planned schedule (Ramadani, 2019); in order to get the impact of effective communication (Rakhmaniar, 2021). Therefore, the government, through the Covid-19 Task Force, seeks to provide periodic updates of Covid-19 data starting from early March 2020 in order to build public knowledge regarding the handling of Covid-19 in an integrated manner.

There have been various previous studies discussing a single narrative in Indonesia, which stated that a single narrative needs to be maintained as a myth of modernity (Marbun, 2020) and a single narrative as a key message for a policy in compiling public information materials (Adhrianti, 2018). While this research looks more at the single narrative frame carried out by the Government as part of the implementation of public communication in dealing with the Covid-19 health disaster, especially in the West Java Provincial Government.

In general, the single narrative of the Covid-19 message conveyed by the Central Government Task Force related to the development of handling Covid-19 is carried out in the form of a press conference attended by mass media and digital media crews every day starting at 15.00 – 15.45 WIB at the National Agency Secretariat office. Disaster Management (BNPB). The contents of the

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narrative are related to the explanation of the causes of Covid-19 and the government's appeal to continue to implement health protocols wherever people are. In addition, the health protocol narrative is the main key message in conveying information on the Covid-19 pandemic in Indonesia and the regions. The narrative of the health protocol continues to be echoed in the community along with the trend of increasing positive cases of Covid-19 which are spread across 34 provinces and 471 districts/cities. The following is a description of the single narrative information regarding the development of Covid-19 in Indonesia which is available on the website www.Covid-19.go.id. With the continued increase, the local and central governments formulated different steps to implement public communication between the citizens (Maqbool and Khan, 2020). This led to positive and negative speculations on the steps to implement public communication.

The news on the increase in positive cases led to public information disclosure demands due to the pandemic (Christensen & Lægreid, 2020 and Mei,

2020). The large amount of information found on social media on the Covid-19 pandemic contains hoax news, which acts as an inhibiting factor in handling health issues that impact the weakness of the country's economy. Furthermore, the provision of contamination of information content related to Covid-19 on social media has become the "main enemy" of the Central and regional Task Forces to realign with the actual information content in a single narrative format (Fatma, 2019). The Central Government conveyed this content on the right procedures needed to handle the pandemic in the form of a press conference attended by the mass and digital media crews from 03:00 - 03:45 PM daily secretariat office of the National Disaster Management Agency (BNPB). In addition, the content is also related to the explanation of the various causes of government's appeal to continue implementing health protocols all over the country as a mainstay in conveying the right information on the pandemic across 34 provinces and 471 regencies/cities show in Figure 1.
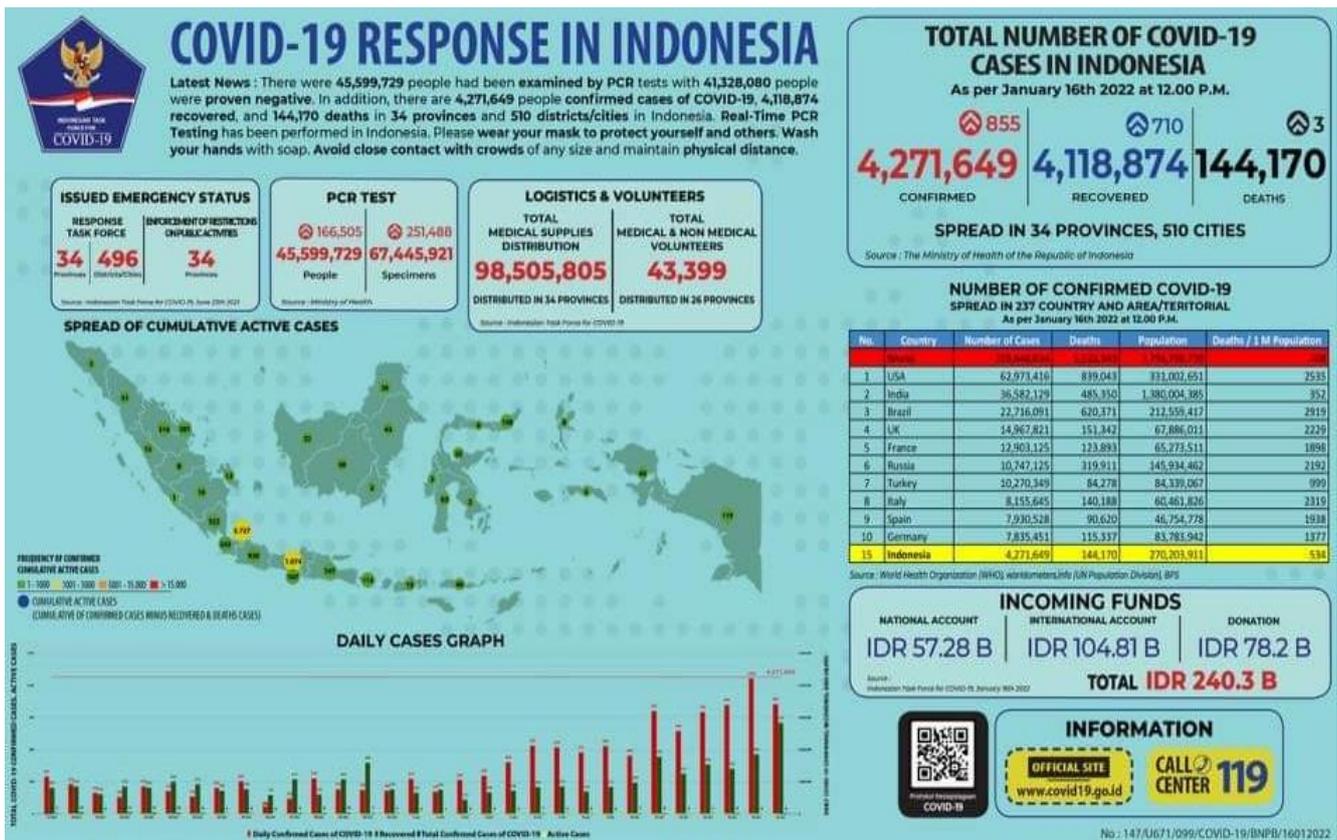
Figure 1. The Covid-19 Infodemic in Indonesia & the pandemic across 34 provinces and 471 regencies/cities in Indonesia

Source: (National Disaster Management Authority (BNPB), 2022)

Referring to Figure 1. above, Indonesia is in position 16 in the order of countries exposed to Covid-19. This indicates that the handling of Covid-19 in Indonesia is quite successful, where the indicator is that during 2020-2021 Indonesia is in the top 10 countries exposed to Covid-19. Regarding the handling of Covid-19 in regions in Indonesia, especially West Java Province, it is included in the top 5 provinces with high categories of positive cases of Covid-19. This was revealed in an initial interview with Hermansyah as Head of the Communication Division of the West Java Province Covid-19 Handling Task Force who stated that:

"The condition of the achievement of positive cases in West Java Province which was published in the mass media was like "competing" and "passing each other" with other provinces, especially DKI Jakarta, East Java, and Central Java".

As the province with the most population and close to the Covid-19 epicenter (DKI Jakarta Province), the West Java Provincial government is required to be able to handle the issue of valid and accurate Covid-19 information conveyed to the public so as not to cause excessive panic. In order to obtain credible information to be redistributed to the public regarding Covid-19, the Communication Division of the West Java Province Covid-19 Task Force in collaboration with the West Java Saber Hoaks Team monitors issues, information, and news about Covid-19 on social media. This is because the government must manage a complete and participatory supervisory function to ensure communication protocols during the pandemic so that all forms of information from the government become mainstream in society, especially in cyberspace which tends to be the main source of information for today's society (Oktariani & Wuryanta, 2020). Public communication protocols during the Covid-19 pandemic, became the "main weapon" in managing the health crisis that occurred in the community. The existence of public communication activities should be able to be a guard, pacifier and channel for resolving public information in handling the Covid-19 pandemic (Fadhal, 2020) and not being a source of information confusion in the community (Fakhruroji et al., 2020) in attitude and behavior during a pandemic.

On the other hand, the existence of false Covid-19 information that flows so heavily on social media during the pandemic has caused unrest and panic in the community. This can be seen from the information and data from the West Java Saber Hoaks (JSH) Team from January 2020 to June 2020 which has received 2,881 public complaints regarding Covid-19 and as many as 1,855 complaints are hoaxes. The large number of hoaxes cannot be overcome alone, but it requires the involvement of all parties to make objections to the various circulating hoaxes (Silalahi et al., 2017). The circulation of hoax information on various social media has indicated that some Indonesians still do not fully "believe" about the dangerous impact of Covid-19 so that this information can "disrupt" public knowledge and understanding about the Covid-19 pandemic.

For the condition of West Java province, the handling of Covid-19 is carried out by the local government by utilizing the digital application "PIKOBAR" (West Java Covid-19 Communication and Information Center) as a form of information technology-based public communication. Through the PIKOBAR application, the public can find out various information about the handling of Covid-19 in West Java. The information content of PIKOBAR presents data on the acceleration of development of the Covid-19 response from the District/City Health Service data in West Java. The management of Covid-19 information data on the PIKOBAR application takes 1-2 days to be updated and becomes primary data that is ready to be used by the public as a reference source in countering hoax information and disinformation about the Covid-19 pandemic. A disinformation not only involves information that is completely false, but can also include inflammatory or commentary that could interfere with an existing event agenda (Richards, 2021). The following is a display of the contents of the PIKOBAR information presentation.
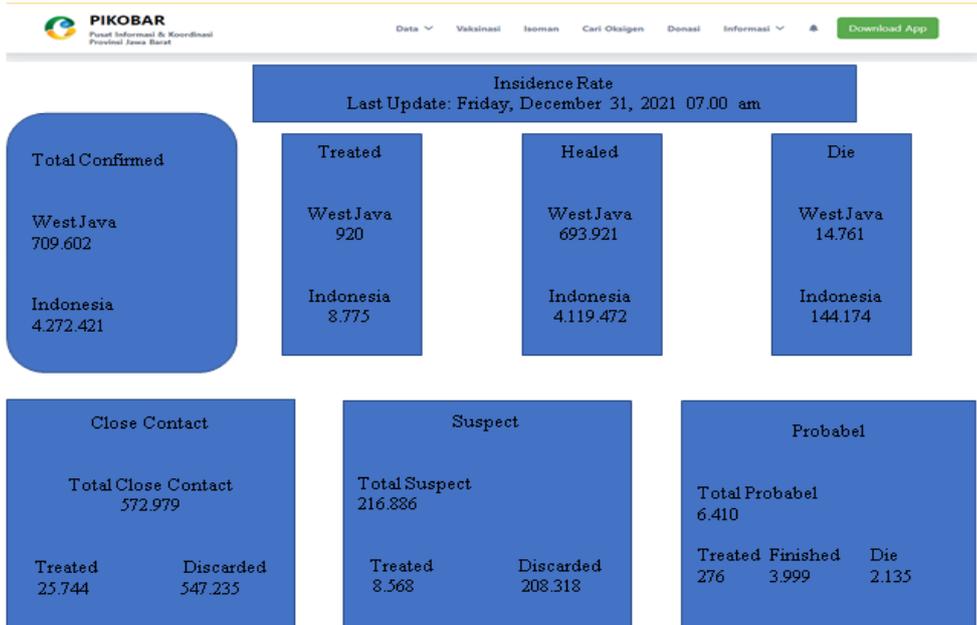
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Figure 2. Information on Covid-19 West Java Province
Source: (Pikobar, 2022)

The Figure 1 above is the development of the data displayed by the PIKOBAR application since the beginning of the emergence of Covid-19 towards the end of 2019 until the beginning of January 2022 which experienced fluctuations between data on infected, recovered, treated, and died. Information on the spread of the virus and the rapid addition of Covid-19 positive patients have become the focus of all levels of society and the Indonesian government and provincial (regional) governments to immediately handle it appropriately. Responding to the flow of information about Covid-19 that is happening in the community, especially the Communication Division of the West Java Province Covid-19 Task Force, is carried out by the Public Relations of the West Java Provincial Government as Ex Officio who must provide information and public communication services about Covid-19 needed by various layers Public. Through the assistance of information technology within the West Java provincial government, the single narrative of handling Covid-19 continues to be disseminated to various official information and communication channels of the West Java provincial government in order to obtain public responses. The management of the narrative of handling Covid-19 in West Java does not stop at the recommendation stage of the Task Force team, but is carried out in the form of education, outreach, and health campaigns during the pandemic.
Referring to the Presidential Instruction of the Republic of Indonesia (Inpres) No. 9 of 2015 concerning the Management of Public Communication, the Ministry of Communication and Information has the main task of compiling and disseminating a single narrative and supporting data related to government policies and programs (Rumata, 2017), including the single narrative of handling Covid-19. However, along the way, the implementation of a single Covid-19 narrative that was communicated by the central government was often inconsistent with the implementation of policies at lower levels, including the lack of uniform understanding of the characteristics of the COVID-19 outbreak among the central and regional governments, socialization was not carried out effectively (Nasution et al., 2020) This can be seen in several cases of residents' rejection of the bodies of COVID-19 victims due to their lack of knowledge about this outbreak, which has the potential to create horizontal conflicts, and the implementation of Large-Scale Social Restrictions (PSBB) which are half-assed in the execution of their sentences (Fakhruroji et al., 2020).

The inconsistency in the application of a single narrative communicated by the government to the community has become a "boomerang" which results in people's non-compliance in implementing health protocols. In particular, the enforcement of public health protocols to continue to wear masks, maintain distance and wash hands as well as raise public readiness to vaccinate (Dewi, 2021). Through the communication method for disseminating single narrative information that

carries key words or big themes: The government can handle the problems of the Covid-19 pandemic from the center to the regions, the public must remain calm and alert, and the Covid-19 disease can be cured, it must be translated and implemented effectively. public communication by all levels of the Regional Government Covid-19 Task Force to create a conducive atmosphere in the community.

In addition, the change in word equivalents in terminology around Covid-19 has given rise to various interpretations among the lower class. For this reason, a strategic step is needed that can generate high public trust so that there is no panic in handling Covid-19 from a non-medical approach so that it can run smoothly through the implementation of a single narrative of harmonious public communication between the Central, Regional Government and Non-Governmental Institutions. other. Meanwhile, in terms of health communication, it is necessary to pay attention to the supporting factors and inhibiting factors for the implementation of effective communication (Rakhmaniar, 2021). From the point of view of public communication, the government uses mass media and social media to spread a single narrative so that it can be reached more broadly by the public (Candraningrum, 2017).

Based on the above background, this study aims to explain and describe the problem of using a communication strategy with a single narrative by the West Java Provincial Government Public Relations in handling Covid-19 public information services as part of public communication activities during the pandemic. Therefore, a public communication strategy is needed to create a message that can be received well.

Literatur Review

COVID-19, which was declared a Global Public Health Emergency by the World Health Organization (WHO) on January 30, 2020, has created a different social situation from before until now. The social situation that occurred in Indonesia at that time, still felt safe from the spread of the virus outbreak that had paralyzed several countries in the world. In the end, the Government of Indonesia announced in early March 2020 the first case report that was confirmed positive for Covid-19 which made people no longer in their comfort zone.

The Covid-19 outbreak condition has made the Government accept "panic and stuttering" in preventing the transmission of COVID-19 both in regulations and policies. Various policies for handling information and communication during the Covid-19 pandemic were carried out in a simple manner by displaying the Government's efforts to be "calm" in warding off this health crisis by minimizing "wild health pandemic" information so that there would be no panic in the community. That there is a link between public panic and the increase in the number of victims of the pandemic (Presidential Staff Office, 2020). However, this short logic causes more complicated problems, one of which is that people who lack information will be more easily swayed by hoaxes when there is no official reference. As a result, the public lacks access to correct pandemic information for early prevention efforts. The results of the study show that local governments have carried out many communication strategies in their respective regions through coercive, informative, canalizing, educative, persuasive and redundant techniques in packaging the Covid-19 message in the form of instructions, and appeals to the public to be able to prevent the transmission of Covid-19 in Indonesia territory (Zahrotunnimah, 2020).

Although various preventive measures for handling Covid-19 information have been carried out by the government, some levels of society are still badly affected by irresponsible information about Covid-19. This condition is supported by the community's ability to produce, share, and consume Covid-19 information on digital media without any accurate filter or information literacy. The emergence of hoax information through social media is a problem because of the low level of public literacy (Nababan, 2020). Therefore, as the Covid-19 pandemic occurs, a comprehensive handling of information is needed regarding efforts to prevent wider spread in the community. The public needs to receive good education regarding the prevention of Covid-19 and obtain assurance from the government through the delivery of information and public communications containing guarantees for health and social services during the pandemic from the Government. Due to crisis situations, such as the Covid-19 pandemic, communication variations with various content are indeed needed in distributing information to the public (Oktariani & Wuryanta, 2020). In addition, there are still many Indonesians who do not comply with the appeal from the government due to cognitive bias about Covid-19 (Buana, 2020).

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Methodology

A good research always pays attention to the compatibility between the techniques used and the general flow of thought and theoretical ideas. This is what is done in qualitative research. What is meant by a qualitative research paradigm is a perspective, belief, assumption, concept, proposition, or perception about the way research works that is naturalistic, with a subjective approach, as well as interpretive and contextual assessments (Ibrahim, 2015). The research method used in this research is a case study because the nature of the research is interesting and can be considered something extraordinary (critical). The case study method is a method commonly applied to emphasize the specifics of the cases studied. In other words, case studies study phenomena ("cases") in the real world (Yin, 2011). The case phenomenon that is unique in this study is the West Java region which has diverse and scattered regional characteristics which include mountainous, urban, coastal and metropolitan areas. These four types of regional areas can be both opportunities and obstacles in disseminating and receiving information in the form of a single narrative message conveyed to the public regarding the handling of Covid-19 by the Provincial Government Task Force. The researcher took the location of West Java Province against the background of a public communication strategy that was built for the community, which is different from other regions and has its own creativity in conveying and providing information and public communication services. This research involves the Covid-19 Task Force in one of the regional governments, namely the West Java Province Covid-19 Task Force which uses the PIKOBAR digital application media platform which is a public communication study in implementing public information service programs during the pandemic based on the results of synchronizing development data. Covid-19 data in districts/cities in West Java Province.

In qualitative research, relevant data comes from four field-based activities, namely interviews, observations, collecting and examining (materials), and feelings (Yin, 2011 and Tambunan et al., 2018). The data collection techniques were carried out in this study through in-depth interviews with sources, namely: (1) Head of the Bureau of Public Relations and Protocol of West Java Province; (2) Head of the Department of Communication and Information Technology of West Java Province; (3) Head of Public Relations Reporting and Publication of West Java Province; (4) Head of Information & Public Communication of West Java Diskominfo. While the observation was carried out by observing the development of information dissemination on the official social media communication channels of the West Java provincial government about Covid-19 during the April - December 2020 time period.

In this study, the researcher used Purposive Sampling to determine the informants (resources) who were taken with a specific purpose, namely because the researcher considered that someone had the information needed for research as many as 4 informants. The purposive sampling method was used to determine informants (interviewees) with the research's necessary information (Ramadania et al., 2018). The subjects of this research are the actors and implementers of public information and communication service activities of the West Java Province Covid-19 Handling Task Force. While the research object of this research is the process of spreading a single narrative about Covid-19 carried out by local governments as part of the implementation of public communication during the pandemic.

Results

The process of disseminating information continues to develop both in content and in the media used. Regarding the distribution of health information in the midst of a pandemic, it is also "provoked" to influence the public in perceiving a disease. So that information on the development of Covid-19 contained in the mass media and social media will be used as a reference by some people in living their lives.

The development of health information regarding the Covid-19 pandemic which is increasingly "wild" in the community has given rise to a panic that cannot be controlled properly. Like a game, "wild" information about Covid-19 will dominate the way people behave in dealing with this health disaster if the policy authorities remain silent and silent. The Task Force for the Acceleration of Handling Covid-19 established by the central government through Presidential Decree No. 7 of 2020, one of which is to organize the function of delivering information and public communication regarding the development of the Covid-19 pandemic in Indonesia and the world so that it is easily understood by certain interest groups.

Disclosure of public information is very important, especially in the midst of the Covid-19 pandemic. The public's need to seek valid information about the development of Covid-19 is important so as not to cause excessive panic. The existence of rumors or hoaxes about Covid-19 contained in chain messages and social media posts has continued to show high numbers since Indonesia entered the condition of the spread of Covid-19 in early March 2020. With a complex society and lack of knowledge about the dangers of Covid-19, the Unit The Covid-19 Task Force plays a major role in providing education to the public (Rakhmadani, 2020). Therefore, the public is also required to be wiser in choosing information and also increasing references to prevent this hoax from spreading during the pandemic.

Since it was announced as a national disaster, the spread of Covid-19 in West Java has expanded and caused fatalities, property losses, as well as psychological impacts on life and livelihoods in the community. To reduce the risk of transmission of Covid-19 infection, as a follow-up to the implementation of Presidential Decree No. 7 of 2020, West Java established the Covid-19 Task Force in West Java based on the Decree of the Governor of West Java No. 443/Kep.199-Hukham/2020 which is fast, precise, focused, integrated, and synergistic between government agencies, business entities, and the community in delivering public communications. The implementation of public communication strategies during a pandemic is carried out by West Java Public Relations with a focus on content and distribution media regarding the content of pandemic information (Novianti et al., 2020).

Associated with every public communication activity during a pandemic, it requires an initial understanding of the content of information that will be conveyed in mass media and social media. For a technical policy level, the West Java provincial government implemented a large-scale social restriction (PSBB) strategy starting April 15, 2020 for the Bogor, Depok, and Bekasi areas, and April 22–May 31 2020 for all districts/cities to prevent the spread of Covid-19. And in early June-July-August, the province of West Java again imposed a micro or limited PSBB system, namely only in the red or black zone areas. Meanwhile, at the level of communication in the effort to deal with Covid-19, the West Java provincial government made a more "light and simple" narrative of the Covid-19 message so that it was easy to understand and not felt heavy by the community and easily spread to regencies/cities through digital media channels. Because the communication function during a pandemic provides information about who, how the symptoms are, the number of victims and the situation/location of distribution, and early detection and mitigation efforts (Rohana et al., 2021).

Some of the narrative keywords developed by the West Java Provincial Government Public Relations include #JabarT ResponsCovid19, #WaspadaCovid19, #AdaptasiKecepatanBaru and so on. Through the delivery of keywords in the narrative of handling Covid-19 in West Java, it becomes a very big test for the speed and accuracy of the government in acting as well as the compliance and discipline of the community to comply with the health protocol system. The Director General of Information and Public Communication of the Ministry of Communication and Information (2018), Niken Widiastuti, in the "Government Strategic Public Relations National Seminar" (16/4/2018) explained the government's public relations duties including: socializing government programs, literacy, public education, and counter narratives. Counter-narrative tasks - such as fighting hoaxes (fake news), are clarified by presenting data and facts ((Diskominfo, 2018); (Ramadani, 2019).

Regarding the handling of Covid-19 in the era of adaptation to new habits, it shows that the policies implemented in the districts/cities in the province of West Java are expected to be able to restore the economic sector while still paying attention to health protocols in order to minimize the condition of the lack of citizen discipline (Nazara et al., 2021). This is in line with the statement from Hermansyah, the Head of the West Java Provincial Government Public Relations Bureau who also serves as the spokesperson for the Covid-19 Task Force, which stated that:

"The implementation of the PSBB and new normal policies has caused the dynamics of the development of Covid-19 cases in West Java to enter the yellow, green and blue zones."

Dissemination of information on the implementation of PSBB and the new normal during the Covid-19 pandemic that was conveyed by the Public Communications Division of the Covid-19 Task Force of West Java province included the latest developments regarding the number of infected, education on prevention patterns, and appeals to always protect yourself

from Covid-19 on the provincial government's official digital media account. Indeed, public communication can be a bodyguard, pacifier and channel for resolving public information in handling the Covid-19 pandemic (Fadhal, 2020). On the other hand, the dissemination of journalism-based Covid-19 news information on social media is believed to be one of the efforts to prevent the spread of hoaxes. Tips for evaluating messages received through the media can be filtered based on scientific values and experience in consuming media (Iriantara, 2017).

This Covid-19 information is not only produced by journalists, but also by the public, especially social media activists. Social media as a popular media is a medium that is quite ideal for public communication during the Covid-19 pandemic, which is light and not patronizing (Hasiholan et al., 2020). The more people who understand journalism, the more information that can be accounted for in the new normal era. By meeting journalistic standards, all information disseminated in the community is credible and valid information. The existence of social media is important in terms of speed and accessibility to be accepted by the target audience.

The more democratic the media and the development of social media where all citizens can become journalists without an editorial board, the role and function of government public relations needs to improve and be professional in conveying what is happening. Therefore, the format of the work mechanism between government institutions must be immediately integrated both horizontally and vertically in order to obtain information that is one data in communicating government policies and is able to capture people's aspirations as input for further policy implementation. Public communication that is prepared with accuracy, thoroughness, mature strategy, continuous monitoring and evaluation (monev) will have a positive influence on the level of knowledge, understanding, and community participation (Dewi, 2021).

Basically, the spread of messages through social media can be an effective "weapon" to influence the wider community, including in handling the Covid-19 health disaster if it is managed professionally. Dissemination of information based on the contents of a single narrative message handling Covid-19 on the official social media accounts of the West Java provincial government is delivered by uploading infographic formats, short

videos, photos of activities, press releases, and press conferences/press interviews which are expected to "provoke" parties - certain parties to be more concerned about the pandemic condition. After going through the analysis process and becoming a single narrative information content, information and data related to government policies and programs can be published to the public (Budhirianto, 2020). The information content contained in a single narrative is information that has gone through a factual process in stages from the task force. This is where the important role of Government Public Relations in carrying out functions within the government as a manager of public information and communication. Public relations is the face of a content and content problem, as well as the trust built by the government towards its people. Submission of public information can be carried out by government public relations whose function is to improve and improve the policies of current government administration (Lattimore et al., 2010).
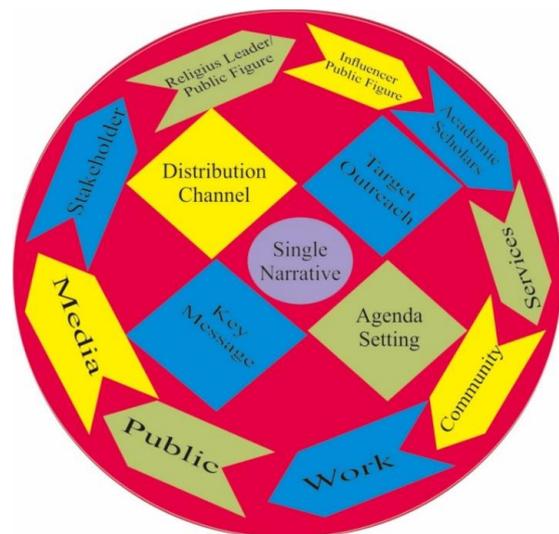
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Figure 3. The Covid-19 Task Force Public Communication Strategy in West Java Province

Source: West Java Province Public Relations & Protocol Bureau, 2020

Based on Figure 3, the single Covid-19 narrative conveyed to the community was creatively and professionally packaged by the Communication Team by appointing the Public Relations Bureau and the Chair of Task Force. Furthermore, the Regional Task Force's public communications division's duties are to create a media center, such as a website, as a means of reference for key information for the stakeholders and the public. This ensures the safe delivery of daily data on

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Covid-19 developments, release and update on the website, and manufacture of communication products such as infographics and outdoor media. The spirit of a single narrative message on handling Covid-19 based on Figure 3 is aimed at academics, companies, communities/public, government agencies, and media called penthahelix. Therefore, to streamline the delivery of a single narrative in handling Covid-19, the Public Communication Division utilizes public figures on communication channels to re-convey the contents of a single narrative using keywords that have been agreed by the team. When the "communication crisis" is not handled with strong data, the narrative that appears to the public becomes incomplete and unclear. This is in line with Ir. Hermansyah, M. Si., stated as follows:

"We are looking for influencers from public figures to become Covid-19 information ambassadors such as artists, sportsmen, clergy, and community leaders from West Java, such as Raisya and the Commander of the Persib Football Community, as well as Vikings."

The dissemination of a single narrative is the obligation of the West Java Covid-19 Task Force in fulfilling the implementation of public disclosure as an agency supported by the existing information technology division in the Communication and Informatics Office.

The dissemination of a single narrative carried out by Public Relations, which is an obligation of the West Java Province Covid-19 Task Force, is carried out in order to fulfill the implementation of public information disclosure as a public body funded by public/state funds supported by the information technology section that already exists at the Department of Public Relations. Communication and Informatics. Information also runs interactively, which is able to quickly generate feedback to form the same perception of the problem being discussed, this is important to reduce (reduce) uncertainty about an issue (Susanto, 2013). Through optimizing communication technology, information for the public will be easily accepted from the government. Bypassing the "gatekeepers" of conventional media and the availability of direct information channels through social media as a new source of information and new communication models can create communication opportunities for corporate and government communicators (Macnamara et al., 2016). As stated by Setiadji, as the Head of the Communications and Informatics Service, who stated that:

"To expedite the dissemination of the single Covid-19 narrative in West Java, it is carried out in line with the West Java provincial government's program regarding Digital Villages. This village was built based on information technology to facilitate the coordination of the development process in the village area and the spread of development information in West Java, including in terms of the development of information on Covid-19".

Convincing citizens who are indifferent, indifferent, and dismissive about Covid-19 requires an appropriate and impactful communication strategy. The communication strategy of local wisdom involving concessions by emphasizing an attractive mediation role is a form of crisis response (Huang, 2008). In addition, building public awareness about social distancing is also not easy. Therefore, we need a breakthrough in delivering a single narrative of handling Covid-19 by the West Java provincial government with a public relations approach based on technology, human values, and local culture. Narrative is a form of discourse which is defined as a "representation of an event or series of events" which emphasizes the importance of the key importance of events (actions) and is directly mediated (Pieczka, 2007).

Meanwhile, the development of communication technology, big data, artificial intelligence (AI) demands that the public relations profession needs to be kept significant while at the same time displaying a strategic and creative role in informative messages (Arief, 2019), which can be done by Government Public Relations. So far, the reality of the communication carried out by the government in conveying its policy programs is more top-down and less understood by the public. The condition of top-down communication is reinforced by the internal state of the government in conveying information that is still not well coordinated, always prioritizing sectoral ego. Through the public relations approach, it is hoped that the acceleration of information education can be carried out through opinion leaders who are culturally close, not because of social media popularity (figures) and integrated information technology and "social technology". Government public relations is tasked with carrying out policy activities and public services by providing various information about government policies that bind the people or society (Bernadeth & Djumlani,

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2014), including policy issues during the Covid-19 pandemic.

Public relations activities are basically intentional and planned to be able to produce effective performance in persuading the target audience based on policies and performance performances in order to meet the interests of the public and institutions. In practice, public relations is not just a communication activity in the form of disseminating information, but there must be information sharing, information exchange, or two-way communication, so that public relations can be part of the decision making of the institution's leadership (Simanjuntak et al., 2020). At this time, the problem of public relations is growing rapidly which is marked by the emergence of situations that arise, including the dynamics of institutions getting bigger and developing, competition between agencies is getting tougher, demands, desires, and expectations of the community for meeting information needs are getting higher, people are increasingly critical. The extraordinary development of communication technology, the large influence of public opinion on the positive image and reputation of the institution, socio-economic and cultural changes in society, as well as the explosion of information that has the potential to create crises and differences in perception. For information problems, public relations can manage institutional information in order to meet the demands of public information disclosure. So that in conveying a single narrative, public relations will try to display the character, choice of words, choice of images, and ways of communicating that can represent the dignity of the institution. To be professional, government public relations must be symmetrical in the network, idealistic or critical as part of individual competencies, and managerial performance supported by regulations and policies (Sugiyanto et al., 2016).

Through the government's public relations framework, narratives regarding the handling of Covid-19 can provide a positive perception from the public towards institutions and generate support and trust in government programs so that they can mobilize the public to take certain actions. In an effort to build communication with various publics both within the organization and outside the organization through direct or indirect communication, vertically and horizontally, government public relations are often faced with situations where public relations practitioners have to compromise with the situation while upholding the standards and ethics that apply. Prioritizing trust, belief and positive values that protect the interests and dignity of the profession, its organization and also the community, especially related to the spread of a single narrative of handling Covid-19 (Trimanah & Wulandari, 2018). Through the activity of communicating a single narrative regarding the handling of Covid-19 in West Java, an open and professional communication was created.

Discussion

The development of communication technology, big data, and artificial intelligence (AI) demands that the PR profession needs to be maintained. Arief (2019) stated that communication remains significant and can present strategic roles and creative, informative messages. Therefore, through the optimization of communication technology, information from the public's government is easily accepted (Nastasiu, 2020). This is in line with the statement made by Setiadji, as the Head of Communication and Information Ministry, as follows:

"To facilitate the dissemination of the single Covid-19 narrative in West Java, information technology was developed, with programs on Digital Village."

All convincing citizens that do not care and underestimate Covid-19 need an appropriate and impactful communication strategy. However, building public awareness of maintaining distance is not easy. Therefore, a breakthrough in delivering a single narrative of handling Covid-19 with a public relations approach following technology, humanism, and local culture is needed. The government's reality of communication in delivering policy programs is more top-down and less understood by the public. The government's internal state strengthens this communication condition in conveying information that is not well coordinated and while prioritizing sectorial egos. This is because, through the public relations approach, it is expected that the acceleration of information education is conducted to opinion leaders, not because of their popularity in social media (figures) and are integrated with information and "social technology." The existence of "social technology" creates new dynamics in using a more specific tool to persuade society (Klososky, 2011).

Public relations activities are basically planned to produce an effective performance in persuading target audiences based on policies and performance appearance on the ground of fulfilling the public and institutions' interests. In practice, public relations is not only a communication activity in the form of disseminating information rather, it needs information sharing, exchange, or two-way communication. Currently, public relations problems are growing rapidly, marked by the emergence of situations, such as the dynamics of institutions, which are developing. This involves the extraordinary development of communication technology, the magnitude of the influence of public opinion on the institution's positive image and reputation. It also includes changes in socio-economic and the explosion of information that can create crises and differences in perceptions. Public relations can manage institutional information to fulfill their demands for public information disclosure for problems related to information problems. Therefore, in delivering a single narrative, they will try to present characters, word, and image choices and ways of communicating that represent the institution's spirit. Professional public relations need to be symmetrical in-network, idealistic, or critical as part of individual competence and managerial performance supported by regulating the policies (Sugiyanto, Sumartias, Yulianita, & Komala, 2016).

Organizational communication in government agencies has been running correctly with the ability to create a good condition, reputation, mutual understanding, and trust between institutions and the public. By communicating a single narrative regarding Covid-19 handling in West Java, smooth communication is created through an open and professional system. Furthermore, the frame of public relations, as a narrative regarding the Covid-19 handling, provides a positive perception of the community to generate support and trust in government programs and mobilize the public to take certain actions. Therefore, in efforts to build communication, government public relations are often faced with a situation where they have to compromise. This occurs while upholding the standards and ethics that are generally applicable, prioritizing trust, belief, and positive values, which protect the profession's interests and dignity. It also protects organization and society, especially related to the dissemination of a single narrative on Covid-19 handling (Trimanah & Wulandari, 2018). These conditions are shown in the following Figure 4:
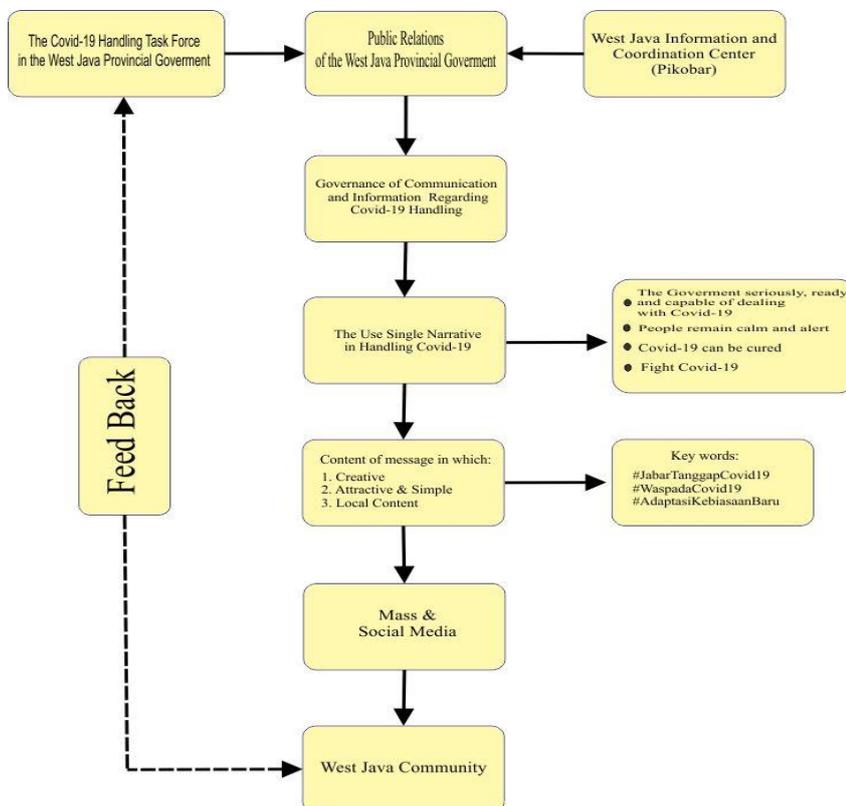
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Figure 4. The Covid-19 Task Force Public Communication Model in West Java, Indonesia
Source: West Java Public Relations & Protocol Bureau, 2020

Figure 4 shows that the massive dissemination of information on Covid-19, especially on social media, has an impact on public communication patterns conducted by the government towards the community. Government public relations conducted the implementation of communication and information during the pandemic. They conveyed an open and professional narrative regarding Covid-19 handling, carried out by the provincial government to the interested public. The existence of this pandemic has positioned public relations as a leading communications sector to convey messages and communicate the development of Covid-19. This indicates that the effectiveness of implementing the handling policy is directly proportional to the performance ability of the public communication division in conveying the contents of the message to the public. By establishing good communication protocols as a legal basis for the Task Force's Public Communications Division, the government can prioritize the public's interests to comply with health protocols during a pandemic. Furthermore, the formation of trust, acceptance, and support from the community can strengthen the implementation policies. Lovari et al (2020) state that the public communication as the activity of understanding, designing, implementing, and evaluating successful communication campaigns within a framework to serve the public interest. Programs in public communication use communication to inform or persuade, build relationships, and to encourage open dialogue within organizations or communities towards long-term solutions (Johnston, et al., 2020). This is done by crafting a successful message through the application of research, theory, technical knowledge, and sound design principles (Bakar et al., 2021). Dual-process theories are two theories that form one approach. The two theories are the Elaboration Likelihood Model initiated by Richard Petty and John Cacioppo and the Heuristic Systematic Model initiated by Alice Eagly and Shelly Chaiken (Shapiro, 2020). Both of these models argue that people process persuasive messages in two ways. One way, people put in very little mental effort when processing persuasion messages. Instead, they are less persuaded automatically depending on cues or peripheral heuristics such as credibility and attractiveness (De Angelis et al., 2020). This territorial approach describes a process that is approached this way. This theory suggests that in order for people to be persuaded in an

easier way, one must have the motivation and ability to put forth the required effort. The Health Belief Model is a psychological model that attempts to explain and predict health behavior. This is done by focusing on the attitudes and beliefs of the individual. This model was first developed by social psychologists including Irwin M. Rosenstock, S. Stephen Kegeles, Godfrey M. Hochbaum, and Howard Leventhal in the 1950s (Kigatiira, 2020). This model can be used as a pattern to evaluate or influence changes in individual behavior and is generally applied in health communication or public health communication. Public communication is one of the communication contexts that emphasizes the source of the message where someone is responsible for the process of delivering information to the message recipient or audience. Public communication refers to a communication campaign which is an activity that uses a variety of communication theories and strategies to influence a broad audience in measurable ways. Public communication also refers to public speaking which plays an important role in various areas of our life, for example in the fields of education, professionalism, politics, and so on. COVID-19, declared a Global Public Health Emergency by the World Health Organization (WHO) on January 30, 2020, has created a different social situation than before. The social situation occurred in Indonesia at the time, still feeling safe from the spread of the virus outbreak that has paralyzed some countries of the world. In the end, the Government of Indonesia announced in early March 2020 the first confirmed positive case report of Covid-19 that left people no longer in their comfort zone.

Based on Figure 4. the massive spread of information about Covid-19, especially on social media, has an impact on the public communication pattern built by the government to the community. The implementation of public communication and information during the pandemic is carried out by government homework who are members of the Task Force to convey narratives openly and professionally regarding the handling of the acceleration of Covid-19 which has been, is, and will be carried out by the provincial government to its citizens. Strategic dialogue with the public is the key to a successful communication style during a crisis (Bourgoin et al., 2018).

The strategic public communication step during the pandemic carried out by the West Java Provincial Task Force became a challenge and opportunity for

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the Public Relations of the West Java Provincial Government in order to gain public trust so that they would want to be involved in an integrated way to deal with Covid-19 together. Through the practice of symmetrical communication, it is generally considered a model of good and ethical public relations (Roper, 2005), not least in a pandemic.

Community involvement in the Task Force's public communication strategic program can be done through providing feedback on communication programs packaged in media monitoring and surveys of social media communication strategies. From a public communication policy that is conveyed clearly and based on accurate data, at least it influences opinion leaders in the community to be able to pass on valid information about Covid-19 in West Java. At a time when infection information is unknown and threatens to spread massively which causes panic and hysteria at the community level, it is important to have structured psychosocial interventions to increase public awareness (Banerjee & Nair, 2020), one of which is the dissemination of public information about the pandemic.

This pandemic event has positioned public relations as a leading communication sector that is important in order to convey messages and communications regarding the narrative of the development of Covid-19 in various government and non-government institutions. Regarding the delivery of the single Covid-19 narrative, this indicates that the effectiveness of the implementation of the Covid-19 handling policy will be directly proportional to the performance of the public communication division in conveying the contents of the Covid-19 message in the community. By establishing good communication protocols and a strong communication network as the legal basis for the Public Communications Division of the Covid-19 Task Force, the government can build positive public opinion and continue to prioritize the interests of the community to adhere to health protocols during the pandemic. In addition, the formation of trust and acceptance and support from the community can be a strength for the government in implementing policies related to handling Covid-19 to continue the dissemination of the Covid-19 narrative on an ongoing basis until Covid-19 is declared an epidemic event and even disappears on the earth's surface.

The Covid-19 outbreak has led the Government to accept "panic and stuttering" in preventing covid-19 transmission both regulatoryly and policy ally. Related to the policy of handling information and communication during the Covid-19 pandemic, it is done simply with the government's efforts to be "calm" in warding off this health crisis by minimizing information so that there is no panic in the community. But the short logic leads to more complex problems, one of which is that people who lack information will be more easily eaten hoaxes when there is no official referral. As a result, people are less able to get proper access to prevention efforts that can be done early on. The results of the study (Zahrotunnimah, 2020) show that the local government has done a lot of stategy communication to the people of their respective regions through communicative, informative, canalizing, educational, persuasive and redudancy techniques in packing messages in the form of instructions, urging the public to prevent the transmission of Covid-19 in their respective regions.

Although various preventive measures have been taken by the government, all walks of life are still badly affected due to limited wiggle room and flooding of information about Covid-19. Where today, every society can produce, share, and consume Covid-19 information in digital media without an accurate filter. Therefore, as the Covid-19 pandemic occurs, a complementary treatment is needed, especially to prevent a wider spread so that the number of infections can be suppressed. The public needs to get a good education about covid-19 prevention and get certainty from the government through the delivery of information and real public communication that the Government must provide adequate health services, and the public deserves protection. As this is revealed by (Buana, 2020) which shows that there are still many Indonesians who do not comply with the government's call to tackle this coronavirus pandemic, caused by cognitive bias. Cognitive bias is a systematic error in thinking that influences a person's decisions and judgments that include optimism bias, emotional bias, and the Dunning-Kruger effect. In a statement, The Associated News reported that the state's response to implementing social vaccine policies was considered effective to prevent and address the risk of coronavirus spreading. There has been a decline in the number of positive cases in countries

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that impose 'social vaccines', meaning the country is little able to 'control the situation' of its people.

The strategic public communication conducted by the West Java Task Force has become a challenge and an opportunity for Public Relations to gain public trust by involving the community in an integrated manner. This activity is carried out by filling in feedback on communication programs packaged in media monitoring and communication strategy surveys. Based ongo a conveyed public communication policy, it has an impact on the opinion of leaders in the community since they can share information on Covid-19 in West Java.

Conclusion

In conclusion, this study was conducted to determine the transparency, reliability, alert, and acceptance of the Provincial Task Force in developing a single narrative of Covid-19 handling. A single narrative containing messages for handling Covid-19 was adopted by the community's cultural character, which plays a significant role as a communication tool and needs to be managed professionally through effective organizational communication. The government has been too fixated on Presidential Instruction Number 9 of 2015 on Public Communication Management, which requires all public agencies to be financed from the state budget (APBN)/regional budget (APBD). This also includes the Task Force for the accelerated handling of Covid-19 by delivering the right information to people. However, this information is communicated through daily press conferences, management of issues as well as cross-sectoral coordination between ministries/agencies and regions. A single narrative containing messages for handling Covid-19 that is adapted to the cultural character of the community becomes a very important public communication tool and needs to be managed professionally through effective communication institutions by the Covid-19 Task Force in the regions. The intensive communication and synergy in conveying a single narrative of handling the acceleration of Covid-19 spread by the West Java Provincial Task Force through digital media PIKOBAR and the official social media accounts of the West Java Provincial Government Public Relations are transparent, agile, reliable, and reliable.

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