Crisis communication management of transmigrant moslem community in Central Kalimantan during Covid 19 pandemic

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Abstract

Purpose - This study aims to explain the role of crisis communication management during the pandemic as well as toand toas and describe and comprehend the management of public services and the community's reception towards crisis communication implementation during the pandemic in the transmigrant Muslim community in Central Kalimantan.

Method - This research uses a qualitative descriptive approach that describes the reality, problems, and facts that occurred in Tawan Jaya Village, Central Kalimantan, as the focus of the research. Data collection techniques are observation, interview, and documentation.

Result - The research results show that crisis communication management was implemented and reached the community well. Apart from that, public service management is also well received, although there are still several obstacles to its implementation.

Implication – These results convey the importance of communication and information. Everyone needs clear communication and information knowledge for their survival. Communication elements are one of the strategies in dealing with crises by various institutions ranging from the central, regional, to and village governments to foster public trust.

Originality - This research presents how crisis communication is managed in Muslim communities in transmigration areas, which has rarely been used as a discourse among the community.

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Kata kunci:
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Abstrak

Tujuan – Studi ini memeiliki tujuan diantaranya untuk menjelaskan peran manajemen komunikasi krisis selama pandemi serta mendeskripsikan dan memahami bagaimana manajemen pelayanan publik dan penerimaan masyarakat terhadap pelaksanaan komunikasi krisis pada masa pandemi di komunitas muslim transmigran di Kalimantan Tengah.

Metode - Penelitian ini menggunakan pendekatan deskriptif kualitatif yang menggambarkan kenyataan, problematika, serta fakta-fakta yang terjadi di Desa Tawan Jaya, Kalimantan Tengah sebagai fokus penelitian. Teknik pengumpulan data adalah observasi, wawancara dan dokumentasi.

Hasil - Hasil penelitian menunjukan bahwa manajemen komunikasi krisis terlaksana dan sampai dengan baik kepada masyarakat. Selain itu, manajemen pelayanan publik juga di terima dengan baik, meskipun masih ada beberapa kendala dalam pelaksanaannya.

Implikasi – Hasil ini menyampaikan bahwa pentingnya komunikasi dan informasi. Semua orang membutuhkan komunikasi dan informasi yang jelas demi keberlangsungan hidup mereka. Elemen komunikasi menjadi salah satu strategi dalam menangani krisis oleh berbagai lembaga mulai dari pemerintah pusat, daerah hingga ke pemerintah desa untuk menumbuhkan kepercayaan publik.

Orisinalitas – Penelitian ini menyajikan bagaimana manajemen komunikasi krisis di komunitas muslim di daerah transmigrasi, yang selama ini jarang sekali dijadikan diskursus ditengah masyarakat.

Introduction

The emergence of Corona Virus Disease 2019, or COVID-19, first discovered in Wuhan, was eventually declared a public health emergency by the WHO and captured national attention. Subsequently, it was declared declared reportedannounced that a worldwide pandemic was coming in March 2020. *The International Federation of Red Cross and Red Crescent Societies* also classified the COVID-19 pandemic as a dangerous natural disaster (Lim, 2022). Furthermore, this coronavirus outbreak was similar to historical plagues (tho'un). Specifically, it was a historical period where, after the Battle of Yarmuk, the Muslim community resided in the land of Sham and was struck by the Korela plague, which resulted in the death of more than 25,000 people during that period (Ash-Shufiy, 2007).

However, starting to enter the second year of the pandemic, in 2022, several countries began to loosen their restrictions, and there are even some countries that have reported the status the pandemic even some countries have said pandemic level to be endemic. However, according to the case data, between September 19 and October 2, 2022, in several other countries such as Germany, France, the United Kingdom, Italy, and Russia, there was an increase in cases, and the curve was seen rising with the total number of cases worldwide now being over 618 million (*Corona Virus (Covid-19) Worldwide*, n.d.).

In early 2020, precisely in March, COVID-19 began to arrive in Indonesia, marked by the discovery of residents infected with the coronavirus. The spread became increasingly extensive and rapid. The Indonesian government undertook various efforts to handle the situation. However, compared to other ASEAN countries, different facts indicate that Indonesia is one of the countries outbreak that have handled the outbreak inadequately. The Deep Knowledge Group's 2020 report on the safety level of countries worldwide concerning COVID-19 positioned Indonesia as the 97th safest country out of 100, placing it far behind ASEAN countries such as Myanmar at rank 83, the Philippines at rank 55, Thailand at rank 47, Malaysia at rank 30, Singapore at rank four, and Vietnam at rank two (Wijayanto, 2022).

In addressing the worsening pandemic, healthcare workers worldwide have also been required to work swiftly to promptly distribute vaccines because vaccination is one of the effective methods to tame this coronavirus (Lu, 2022). Not only that, but also to provide the community with quality healthcare services, especially for individuals suspected of having COVID-19, efforts have continued to be enhanced. In this context, it is crucial to be balanced by the involvement of stakeholders, particularly the government, in formulating policies that promote optimism and calmness within the community.

In reality, when information about vaccination began circulating among citizens, some people were skeptical about the coronavirus and the Covid-19 vaccine itself. Pessimistic and unfounded expressions like these are not uncommon, not only in Indonesian society but also worldwide. Research conducted in America indicated that many citizens still express concerns about the content and effects of vaccines. Local governments have attempted to address these concerns and have seen success reflected in the increasing number of vaccine recipients (Krshnakumar et al., 2022).

Based on the survey and findings of Nature Medicine (2021), it was also stated that there are still many people who do not believe in vaccines.... The survey also shows that skepticism about vaccines is motivated by low public confidence in the government's response to the COVID-19 outbreak as well as circulating issues regarding vaccine content, the side effects of the vaccination, and concerns about whether vaccines are *halal* or *haram*. In response to these issues, the Indonesian government then stated that it would provide and distribute vaccines that had been tested or guaranteed (Dewi, 2021). In addition, several media and scientific reports also show that social media is one of the reasons for the spread of misinformation and the emergence of conspiracy theories about vaccines or the COVID-19 pandemic (Corcoran, 2021).

Indonesia, has a vaccination target of 234 million, for health professionals, the elderly, public officials, people in vulnerable situations, the general public, children aged 12 to 17 years, and aged 6 to 11 years. Based on updated data, the total vaccination in dose one is 87.20%, dose two vaccination is 72.97%, dose three vaccination is 27.18%, and dose four vaccination is 42.68% (*National COVID-19 Vaccination*, n.d.).

Apart from vaccination or healthcare resources, this must be accompanied by resources for social well-being, economic stability, and communication. Healthcare resources can include medical care and vaccines. Social well-being resources can include food, shelter, and education for those directly affected by Covid-19. Economic resources involve financial assistance and employment. Additionally, communication resources encompass sources of information and communication with others (Houston, 2021).

With the existence of various issues mentioned above, the government needs to play a role by formulating more effective communication strategies to reduce public mistrust. One of the critical factors in the government's success in handling COVID-19, such as in vaccination programs, lies in well-prepared and comprehensive public communication, well-developed strategies, continuous monitoring, and evaluation. This will impact the public's knowledge, understanding, and participation (Dewi, 2021), especially for Indonesian citizens from diverse backgrounds.

Focusing on government preparedness for emergencies, the internal perspective reveals three elements: Initially, it is generally believed that planning for optimal performance is a mental and behavioral effort. Second, many studies show that governments can socialize more adeptly at preventing disasters. Third, additional variables, such as culture and organizational structure, can impact the likelihood of a crisis. Although this has not been specifically studied, it can be assumed that the structural and cultural elements that increase crisis risk also make organizations more reliable (Bundy et al., 2017).

Considering the Guidelines for the Implementation of Public Relations Duties within the Ministry of Home Affairs and Local Governments as stipulated in the Regulation of the Minister of Home Affairs Number 13 of 2011, there are several scopes of public relations performance that demand attention, namely: public relations management, inter-institutional coordination, interpersonal relations, media and information analysis, media coverage analysis, public consultation, information and documentation services and dissemination, supervision of public relations activities, assessment of public relations activities, and management of crisis communications (Mulyani & Dkk, 2021).

Another reality indicates that in this crisis, ambivalence often arises in communication. Ambivalence is a state of conflicting feelings about someone that exist simultaneously. In the context of communication, ambivalence occurs when inconsistent statements are issued by government officials, leading to confusion among the public. Conflicting information about symptoms, prevention, and coronavirus detection creates confusion among people. The issues that arise include unclear and inconsistent information from the media, which complicates matters, especially in convincing older individuals to adhere to the established policies. Secondly, ambiguous information about the symptoms of virus exposure also complicates citizens' understanding of when and under what circumstances they should seek medical care. Thirdly, some individuals find it challenging to track and verify whether family members or others are currently exposed to the coronavirus (Colaner, 2021).

Furthermore, the emergence of crisis communication without empathy and respect from central, regional, and village-level governments also indicates a communication breakdown. This is evident in how the first positive case was announced in Indonesia; Several government officials even displayed excessive laughter and jokes. For example, statements such as claiming that the coronavirus wouldn't exist in Indonesia due to the country's warm climate and even expressing a desire among government officials to boost tourism during the pandemic. These actions indirectly led to the public opinion that the government prioritized the nation's profit over the health of its citizens. According to Reynold and Seger's crisis communication theory, during the pre-crisis phase like this, the government should ideally convey information to the public about the potential spread and dangers of the coronavirus, as well as the resulting impacts, so that the community can be alert (Wijayanto, 2022).

Policy stakeholders at the regional level have even issued statements and disseminated information that has sparked public controversy. Examples include a member of the Medan Regional People's Representative Council (DPRD) who expressed willingness to "swallow" the coronavirus, a member of the Blora Regional People's Representative Council (DPRD) who refused health checks, A statement from a member of the Ambon Regional People's Representative Council (DPRD) suggesting that Covid-19 was a government-engineered ploy to spend local budgets, and the policy by the Boyolali Regent to not close elementary to junior high schools amid the pandemic (Murdaningsih, n.d.).

These issues indicate negligence, recklessness, arrogance, and inadequate crisis communication, all of which have contributed to prolonging the chain of COVID-19 transmission and delaying effective containment measures. The Director of the Center for Media and Democracy at LP3S (Institute for Research, Development, and Empowerment of Human Resources), Wijayanto, has assessed that at that time, the government disregarded the warnings from communication experts regarding the necessity of effective crisis communication strategies during the pandemic. They also provided suggestions on how the public can access understandable information and how trust in the government can be elevated. That way, the community can adapt to the ongoing crisis. The evaluation conducted by LP3ES also gave a negative assessment and identified 37 errors in the statements and communications of the government's actions related to COVID-19 (Handrini, 2020). The reports suggest that communication elements are one of the

strategies to handle crises across various institutions, from central government to regional and village governments.

Public and government officials' crisis response communications should be empathetic and include risk communication strategies. This approach will enable effective communication of the

risks and benefits of complying with crisis management recommendations by the public. Additionally, in the communication process, repetitively delivering messages also affects the recipient's ability to process information effectively and impacts individuals' attitudes toward the message and perceptions of credibility (Francis, 2021).

Nevertheless, several countries have showcased their capability in crisis communication management to mitigate the impact of the COVID-19 pandemic. Italy stands out among them, as the communication strategies used by the Italian government during the initial phase of the pandemic crisis have served as a reference for several other nations. Italy was also the first Western country severely affected by the coronavirus pandemic. Subsequently, Italy swiftly implemented policies by declaring a national state of emergency, followed by a "hard lockdown." The best and worst practices observed by the Italian government have become early examples for other countries to address the pandemic (Selva, 2021).

Italy is also described as not only the most effective and cautious country in making decisions such as lockdowns. Citizens are required to stay at home, all commercial and retail businesses are closed, and there are fines for citizens who violate the rules; then, on May 04, 2020, cases began to decline, and there began to be an easing of the regulations (Bull, 2021). Previously, Italy was confronted with various challenges, and everyone was involved and played a role in its recovery. The performance of stakeholders, including the government and citizens, was marked by emotional closeness, the preparedness of the healthcare system, and the enforcement of staying at home, which were managed through mitigation strategies to instill a sense of safety and calmness. Communicating and explaining every action taken regarding decisions fostered an empathetic relationship. This foundation of empathy is fundamental to nationhood and can provide concrete support, whether in the form of economic assistance or public services (Bull, 2021).

In this crisis and uncertain situation, everyone needs clear communication and information for their survival because if there is no good communication management, it has the potential to cause panic among individuals and worsen the crisis; therefore, accurate and good communication can prevent adverse effects of this crisis condition. In addition, when dealing with a crisis or natural disaster, effective communication is essential to foster public trust, reduce panic, and minimize rumors (Wijayanto, 2022). Every citizen expects the government to be alert, solve problems, and keep them safe. Without excellent or high-reliability communication practices and an independent and grounded institution or body to enforce them, it won't be easy to know how reliable stakeholders are. (Sanders, 2020).

Additionally, the government must disseminate information through a unified channel while educating the public about the implications and expectations based on the latest data aimed at keeping the public vigilant about potential government policies and subsequent steps that may be taken. In reality, during this crisis phase, government actions were marked by a lack of transparency and clarity (Lopez, 2022). However, with selfish statements and crisis communication like the cases mentioned above, the Indonesian government continued to try to improve. One of the efforts was

to form a task force under the command of Lieutenant General Doni Monardo to handle COVID-19. In addition, the government had a spokesperson to address the Covid-19 virus, Achmad Yurianto. However, the crisis communication was marked by numerous errors and concerns, the Public Communication Team of the Task Force for the Acceleration of COVID-19 Handling was also formed, with Reisa Broto Asmoro (a doctor and a model) being one of its members. She took turns with Achmad Yurianto in delivering daily information to the public regarding the development and handling of the coronavirus. In addition, Arie Rukmantara from UNICEF was also involved.

Handling a pandemic in the context of practical communication the most common effort made by the government is to hold a press conference about Covid-19. The existence of this press conference is also an opportunity for the public to find out about the developing situation in their country and the world. In addition, the government is also trying to utilize official government social media accounts such as Twitter, Facebook, Instagram, YouTube channels, and so on to share information content about COVID-19, in the form of infographics, images (photos), and videos. With the hope of reducing the rumor of crisis in circulation. it indicates that there is a crisis communication that befalls an organization or institution. During the Covid-19 pandemic, various parties argued that a communications disaster or infodemic had occurred. This phenomenon occurred due to the emergence of information whose truth could not be justified during the pandemic (M. Hidayat et al., 2023).

Formal sources of information will influence greater compliance. In this case, the public receiving information from formal institutions, and government-owned media, will exhibit a preventive attitude. Therefore, in this context, the community will be more inclined to minimize the spread of the virus by adhering to health protocols and established policies. This is because they receive trustworthy information, increasing public awareness (Indiahono, 2020). Therefore, it is hoped that with the establishment of the COVID-19 handling task force, the media and the public can be aligned, serving as a unified source in disseminating news and information about COVID-19.

All these efforts were chosen as the government's swift response to minimize communication errors and as a crucial part of public service in ensuring transparency in handling COVID-19 information while also aiming to be moderate and effective. To prevent false information from spreading among the public during crisis communication, it's essential to have the right communicators. The communicator's credibility is a key factor in establishing effective communication and gaining trust from the public. As a result, communicators must show commitment, concern, honesty, and transparency to effectively convey accurate information amidst the flurry of issues circulating during this crisis (S. S. dan M. Hidayat, 2021). Citrin dan Muste (1999) defined trust, particularly in the political context, as a belief that authorities will adhere to existing rules and serve the public interest (Francis, 2021). Trust in the government is typically analyzed compared to how the government handles a crisis or significant event (Francis, 2021).

To address the Covid-19 pandemic, the government may still need to enhance its crisis communication strategies. To convey the impression that the nation is prepared to face the crisis, the government should take these steps. The government needs to formulate effective and targeted communication strategies to give a sense of readiness. In terms of communication style that the government can improve to manage issues more effectively, this includes developing coordination,

continuous communication, and comprehensive education (Mikola, n.d.). This requires the presence of a communication pattern, which is a relationship between two or more individuals with a process of communication carried out correctly, ensuring that the message is conveyed effectively. Communication patterns consist of two types: primary and secondary communication patterns. The primary communication pattern involves the process of conveying messages using both verbal and nonverbal symbols as its media, while the secondary communication pattern relies more on intermediaries such as mass media or social media (Mulyani et al., 2021).

A well-crafted crisis communication plan can encourage stakeholders to respond to crisis risks in a way that makes the situation more favorable (M. Hidayat et al., 2023). The quality of public services provided by the government can be considered as a benchmark for the performance of the organization or government institution itself. Essentially, in line with the community's dynamic and rapidly expanding needs, the quality of public services must also improve (Hasyim et al., 2021). According to Mahmudi, every service activity conducted by public service providers or the government to fulfill legal obligations is considered public service. (Hasyim et al., 2021). Therefore, the government needs to involve multi-stakeholders. The impact of this pandemic crisis cannot be stopped by the government alone, but society needs collective work and a disciplined attitude. Meanwhile, there is a culture of order supported by a strong and effective governance structure. This aims to address ambivalence, thus demonstrating a democratic system that can respond to public interests (Indiahono, 2020).

Having observed the process of adaptation and handling of COVID-19 from the central level down to the grassroots in villages with all its dynamics, was intriguing for researchers to delve deeper into understanding how crisis communication worked at the village level, particularly within Muslim communities in remote and transmigration areas that the media had not extensively reached. In other words, there had not been much coverage by mainstream media, and the access to communication and community services was poorly understood. This was because, in reality, the spread of the coronavirus in Indonesia was not confined to urban areas or regions with dense populations. However, it had also spread to remote areas far from the hustle and bustle of urban activities. One example was in the remote areas of Kalimantan, specifically in Barito Regency. There were dozens to thousands of positive cases of coronavirus, although not as many as in other regions. However, this situation could still be considered a crisis, especially given the lack of communication and healthcare facilities.

There are several studies and research on crisis communication and crisis communication management amid the pandemic in various regions. First, the results of research published by Zahrotunnimah entitled "Tactical Steps of Local Governments in Preventing the Spread of Corona Virus COVID-19 in Indonesia". The results of the study stated that the steps taken by the government were correct, unfortunately, however, the command carried out by the central government was considered very slow. The central government is considered to have only carried out several communication strategies but not thoroughly, namely in the form of coercive techniques which are still in the form of instructions without sanctions and also informative to local governments (Zahrotunnimah, 2020).

The second study, entitled "Effective Communication in Improving the Quality of Public Services", was written by Rayudaswati Budi, The results of this study state that the secret to achieving public relations goals is effective communication. One of the purposes of people doing communication is to convince others. Using the most popular approach and in demand by these other people can help one influence the right action. The ability to communicate effectively with colleagues, including superiors and subordinates, is essential for an organization to achieve its goals. (Budi, 2019).

The third study is entitled, "The dynamics of Islam in transmigrant communities in the village of Cinta Karya, Plakat District, Musi Banyu Asin Regency, South Sumatra" written by Khoirun Nisa. This study concluded that the dynamics of Islam in transmigrant areas are still carried by the Islamic culture brought by transmigrants from Java, not much different from society in general, which slightly distinguishes the variety of individuals who come from different geographical areas so that new communities and cultures emerge in transmigration areas (Nisa, 2017).

From the three studies above, we can observe that almost all of them use qualitative research that explains crisis communication during a pandemic, public services, and Muslim communities in transmigration areas. However, the three studies were discussed separately. Therefore, the author tries to combine the three into a new finding about how crisis communication during the COVID-19 pandemic may also be experienced by people or Muslim communities. Such circumstances provided a unique aspect to this research as there were limited studies on how crisis communication management occurred within Muslim communities in transmigration areas. These topics have rarely been discussed in the public discourse, making it a relatively unexplored area. Consequently, the researcher conducted a study entitled "Crisis Communication Management within the Muslim Transmigration Community in Central Kalimantan during the Covid-19 Pandemic." As previously presented, data indicated that Tawan Jaya Village is one of the remote villages on the island of Kalimantan, with a majority of its population being Muslim. Hence, the researcher chose to focus on conducting the research in Tawan Jaya Village, within the South Teweh District, North Barito Regency, Central Kalimantan.

Based on the considerations mentioned above, the research problem formulation of the study is as follows: (1) How is the management of crisis communication during the pandemic in the transmigrant Muslim community in Central Kalimantan? (2) How is the management of public services and public acceptance of the implementation of crisis communication during the pandemic in the transmigrant Muslim community in Central Kalimantan? This research also has the following objectives: (1) To explain the role of crisis communication management during the pandemic within the transmigrant Muslim community in Central Kalimantan. (2) To describe and comprehend the management of public services and the community's reception towards crisis communication implementation during the pandemic in the transmigrant Muslim community in Central Kalimantan. The benefit of this research is that it can advance the investigation, discovery, and innovation of crisis communication in Muslim communities in North Barito Regency, Central Kalimantan, and specifically Tawan Jaya Village, South Teweh Sub-district. The valuable insights from this study can assist the Muslim community in Central Kalimantan, specifically, and Indonesia in general, in effectively managing crisis communication during the pandemic.

Research Methods

The research methodology in this study adopted a qualitative descriptive approach. According to Sugiyono (2016), qualitative research methods are methods used to research natural object conditions where the researcher is the key instrument. It is important to note that there were no comparisons or relationships between variables established during this research. The study was designed to estimate the values of independent variables, whether they were singular or multiple. (Sugiyono, 2016).

By using a qualitative descriptive approach, this study aimed to uncover the existing realities in the sector to describe and illustrate the existing phenomena, both natural and artificial, which are concerned more with the characteristics, quality, and interrelationships between activities. To be more specific, the qualitative descriptive method involved selecting Tawan Jaya Village in Teweh Selatan District, Barito Utara Regency, Central Kalimantan, as the research location; these steps were taken to objectively describe how Crisis Communication Management of Transmigrant Moslem Community in Central Kalimantan during Covid 19 Pandemic.

Data collection techniques are observation, interview, and documentation. First, the data collection technique involved participation in observations, especially among those present in Desa Tawan Jaya or its vicinity, which could influence the observed subject. Marshall (Sugiyono, 2006) revealed that "through observation, the researcher learns behavior and the meaning attached to that behavior" (Sugiyono, 2016). Observations were carried out on communication aspects and public service management, particularly involving the village government in the transmigration area and how it was received, especially by the Muslim community in that particular area.

Secondly, the technique of interviews was employed, According to Sugiyono (2006), interviews are used as a data collection technique to find problems that must be researched and also if researchers want to know more in-depth insights from informants (Sugiyono, 2016). In this study, researchers conducted in-depth interviews with three informants, namely the Tawan Jaya Village Government as the leader of Tawan Jaya Village Office, South Teweh District, North Barito Regency, Central Kalimantan, then the representative Muslim community in the area and relevant stakeholders. This interview strategy seeks to obtain deeper information on how Crisis Communication Management of the Transmigrant Moslem Community in Central Kalimantan during the COVID-19 Pandemic.

Thirdly, documentation. Efforts to collect supporting data were carried out, including gathering papers and archives deemed relevant to the researched items. Reports from various publications, newspapers, books, websites, and other sources related to or associated with the research topic were also considered. This technique is used to obtain basics and opinions in writing which are carried out by studying various literature related to the problem under study. This is also done to obtain secondary data which will be used as a basis for comparison between theory and practice in the field. Secondary data through this method is obtained by browsing the internet, reading various literature, study results from previous researchers, lecture notes, and other relevant sources.

The interactive approach of Miles and Huberman, consisting of four steps, was used to evaluate the collected data. The first step involved data collection. Data were gathered through observation, interviews, and document analysis. Once the data were collected, they were then condensed to focus more on relevant or appropriate information. Data presentation constituted the third step. The end

product of the processing could then be presented as tables, graphs, photos, or descriptive text. The fourth step involved drawing conclusions and making initial assessments, which remained tentative and subject to revision based on convincing evidence. Furthermore, the final determination would be made after all the data had been collected. (Huberman, 2007).

Results and Discussion

Muslim Community in Central Kalimantan

The Muslim community is an important item to highlight due to various factors, such as the arrangements in worship that involve many people during the pandemic and how the government communicates with the community in relation to religious beliefs and efforts to maintain health that must be understood by the community, especially in the Muslim community in Central Kalimantan. Although Central Kalimantan Province is the second largest province in terms of area after Papua Province, it still requires a long journey to move from one hamlet to the next. The total area is 153,564 km2. According to the Head of the Community and Village Empowerment Office, Aryawan, if you want to go from one village to another, you usually have to pass through two rivers, in addition, it becomes an obstacle to the growth of various settlements in Central Kalimantan. The status of underdeveloped villages is related to the lack of infrastructure such as roads, electricity, and communication networks as well as the slow development process (Utama, n.d.).

Meanwhile, North Barito Regency, which was established on June 29, 1950, has an area of 8,300 km2 with Muara Teweh as the regency capital, 93 villages, 9 sub-districts, 12 hamlets, and 6 kedamangan areas make up this regency. South Teweh Sub-district itself is the result of expansion from Central Teweh Sub-district. Previously, Teweh Tengah sub-district with 1,260 families and 5,754 people, Gunung Timang sub-district with 888 families and 3,726 people, Teweh Timur sub-district with 1,250 families and 4,787 people, and Teweh Selatan sub-district with 2,200 families and 8,878 people. All of them adopted the Transmigration program, which is the movement of people across borders to improve their welfare and establish themselves in areas designated by the government (Desa, n.d.).

Ten villages-Bintang Ninggi I, Bintang Ninggi II, Bukit Sawit, Buntok Baru, Butong, Pandran Permai, Pandran Raya, Trahean, Trinsing, and Tawan Jaya-are currently located in Kecamatan Taweh Selatan. Tawan Jaya village, which is the location of this research, is one of the villages in Teweh Selatan Sub-district and has an area of 12.50 km2 with a proportion of the sub-district area of 2.57%, indicating that it is one of the smallest villages in the district. It has a total population of 1,229 people. Access from Tawan Jaya Village to the sub-district capital can be traveled as far as 30 km and to the district capital as far as 45 km. It has 12 RT and 5 RW. has public facilities including kindergarten (TK), elementary school (SD), one village's health center and its health workers, cooperatives, has places of worship such as mosques, musala and churches. (Utara, n.d.).

BPS data also shows that the majority of Tawan Jaya villagers are Muslim and work as oil palm farmers. Access routes in Tawan Jaya Village are mostly logging routes, which are usually passed by logging trucks carrying timber or palm oil. The village, which can accommodate 300-500 families, is sometimes referred to as Settlement Unit 1 (SP 1) and is a component of One Settlement Unit (SKP). Reporting from kalamanthana.id, residents of the settlement unit (SP 1) of Tawan Jaya

Village often complain about road damage that has occurred for a long time. They believe the road is damaged because timber trucks often use it to transport timber, mining materials, and palm oil for various businesses in Kalimantan (Kalteng, n.d.).

According to the 2022 Village Development Index (IDM) data, at the provincial level, Central Kalimantan is ranked Developing out of 1433 villages, at the district level, North Barito has Developing status out of 93 villages. Meanwhile, at the sub-district level, Teweh Selatan sub-district has Advanced status out of 10 villages and Tawan Jaya village itself has Advanced status. IDM combines village social, economic, and ecological resilience indices to assess the status of village development and self-reliance and provide fundamental data and information for village development. Independent villages, developed villages, developing villages, underdeveloped villages, and very underdeveloped villages are the five different statuses of villages. In addition, although the IDM status of Tawan Jaya Village is no longer a disadvantaged village, not all public facilities, however, are well available, even from previous data, road access is still difficult. Not only that, according to BPS data, telecommunication facilities in Tawan Jaya Village still have a weak cellular signal, making it quite difficult to communicate.

Communication Crisis Factors

In Indonesia, the COVID-19 pandemic has been present for approximately two years. The conditions of the population have changed in various sectors. The COVID-19 pandemic has put the world in a state of crisis due to the rapid and widespread spread of the coronavirus. The government must be prepared and anticipate disasters that may last a long time. The needs of the people determine how responsive and accountable a government is. In the sense that there will be reciprocity between responsive and responsible government actions, accompanied by supporting government policies. By taking this stance, the government will be seen as dedicated to solving the problems that are now plaguing its citizens. (Indiahono, 2020).

During the coronavirus outbreak, the community of Tawan Jaya Village in Teweh Selatan District, Kalimantan Tengah, also experienced a crisis during this pandemic. Coombs defines a crisis as an unforeseen disaster involving safety, health, environment, or economic issues that are deemed to have significant impacts (Coombs & Laufer, 2018). In general, Crisis Communication is the collection, processing, and sharing of information needed to resolve a crisis (Wicaksono, 2020). By gathering, analyzing, and disseminating necessary information, crisis communication becomes essential to address such conditions like this. A crisis, on the other hand, is a critical timeframe associated with an incident that can have a devastating impact on the company. There are three main guidelines for crisis communication: be honest, be consistent, and send the message quickly or immediately (Haupt, 2021). Many experts also emphasize the importance of crisis communication as a component of crisis management.

Prasetya also explained that the first principle in crisis communication is to deliver messages quickly, which means involving the media so that the public quickly finds out what is happening. A quick reaction will also give the impression to the public that the business or organization can control the situation and prevent rumors. Second, what is meant by consistent is speaking in one voice or one decision, so that there are no contradictory statements and confusion in the community. Third, the open principle has two understandings or meanings, the first is that

everyone in the organization is considered by the public to be always alert and able to interact with stakeholders or the mass media because if they are closed, the public will judge that there is something to hide and can even be considered unable to handle the crisis. The second interpretation or meaning of open is to fully disclose and open all the information.

The communication crisis experienced by the community of Tawan Jaya Village initially lacked understanding of the COVID-19 pandemic. One of the contributing factors was their remote location, which had limited access to internet connectivity and faced challenges with road accessibility. However, amid the pandemic crisis, effective communication was crucial. Communication is the main thing in the scope of service delivery, therefore there are several principles of communication in public service. First, every action in the form of service will always intersect with communication. Second, the interaction of institutions or organizations with the public through the communication process. Third, communication aims to influence, opinion, and cooperation. Fourth, communication provides meaning and one understanding and mutual benefit. Fifth, the closer an individual or organization is to the demands or the needs of customers, the more effective communication becomes and improves the quality of performance. (Budi, 2019). The government, as the policy-making authority, was expected to provide the community with information about the potential spread of the coronavirus, its associated risks, and the resulting impacts to encourage a sense of anticipation.

The equivalent is stated in the research handbook on crisis leadership (Dubrin, 2013), strategic thinking, the capacity to raise and show sorrow and compassion over fears and worries, and the assurance of directive leadership in taking decisive action to correct society's wrongdoings. Situation and extensive communication are important personal qualities of crisis leaders (Opatska et al., 2023). Leaders are expected to be able to interact with the community, provide information, understand the situation, and maintain and rebuild community confidence. people are required to express their concerns and responses, but they are also often experts in their fields who can offer answers and act as crisis communicators within the organization.

Crisis Communication Management

In this crisis and uncertain situation, everyone needs clear communication and information for their survival, because if there is no good communication management, it has the potential to cause panic among individuals and worsen the crisis. Hence, through accurate and good communication, it can prevent the adverse effects of this crisis condition. In addition, when dealing with a crisis or natural disaster, effective communication is essential to foster public trust, reduce panic, and minimize rumors (Wijayanto, 2022). Every citizen expects the government to be alert, solve problems, and keep them safe. Without good or high-reliability communication practices and an independent, grounded institution or body to enforce them, it is difficult to know how reliable stakeholders are (Sanders, 2020).

The government continues to develop effective communication strategies that are relevant to the situation at hand. Building coordination is a type of communication that can be strengthened by the government to manage issues better, ensure continuous communication, and provide a comprehensive education. Thus, communication strategies as the foundation of crisis management are implemented, starting from the regional government to the government of Tawan Jaya Village,

and then communicated to the residents. Laundrgen and McMakin say that crisis communication delivery has a series of ethical aspects that need to be considered in the creation and delivery of messages. These aspects are usually different in each organization or community, as they carry their own social, cultural, and political history. Crisis communication also requires an understanding of the crisis itself, with specific language choices, inclusion or exclusion of at-risk groups, and must consider those responsible when things go wrong. The use or selection of language also needs to be taken into consideration and should place discursive importance on crisis communication, such as the use of the words low risk or high risk. Because the perceived level of risk during a crisis can differ between the poor and the rich or between different ethnic groups. (Lopez, 2022).

Therefore, government communications should take this factor into account, as they can appeal to all groups. In this case, according to the government of Tawan Jaya Village, communication and coordination have been ongoing, starting from the District government to even the district government, involving relevant departments such as health and the police to conduct joint socialization efforts. Afterward, they directly engage with the community by gathering at the smallest local levels, such as neighborhood (RT) and community unit (RW) (Pemerintah Desa Tawan Jaya, 2022). Coordination is also established with youth organizations, *Karang Taruna* (youth organization), all village officials, and the *Bhabinkamtibmas* (Kamaludin, 2022). Additionally, in Tawan Jaya Village itself, a COVID-19 Task Force (Satgas Covid-19) was formed (Eka, 2022). To facilitate handling and coordination, Covid-19 Task Force posts are also established, and the community is encouraged to adhere to health protocols (Kamseno, 2022).

Theoretically, situational crisis communication theory (SCCT) shifts the focus from government strategy to public perception by introducing the concept of "attribution" drawn from social psychology, defined as the degree to which stakeholders tend to blame the government after a crisis, depending on the company's previous performance (Marsen, 2020). Despite some challenges, such as difficult road access and unstable internet connections, continuous communication was still maintained by consistently delivering up-to-date information about the COVID-19 pandemic to the community of Tawan Jaya Village. Moreover, residents of Settlement Unit 1 (Tawan Jaya Village) could also access news about the coronavirus from social media and other news sources.

After coordination was established, comprehensive education was also carried out through direct socialization to the community by going around the area. Conveying the recommendations to the community using ambulances, regular cars, scooters, walking, and putting up billboards in every RT and RW (Pemerintah Desa Tawan Jaya, 2022). In addition, for healthcare workers, providing factual data from the field, including the number of cases, recoveries, and deaths, was also carried out (Eka, 2022). Referring to reform discourse theory (DRT), the focus shifts from the organization's justification and explanation for its actions related to the crisis to how the organization transforms its image going forward (Marsen, 2020). Managing crises well allows you to overcome dangers one at a time. When a crisis occurs, public safety must be the top priority. The negative impact of the crisis will be worse if public safety is ignored (Zakiri, 2020).

Crisis management, often referred to as the creation and implementation of strategies, protocols, and systems for crisis identification, avoidance, control, rehabilitation, and crisis learning, is necessary for this. Crisis management is described as a system by Ghannam (2010) and Al-Marri (2014) that is used to prepare for and handle a crisis by combining the internal and

external elements that give rise to a crisis, handling it, and leaving it with the least amount loss (Hazaa et al., 2021).

A crisis is defined as an event that poses a threat to organizational goals, changes the current dynamics between the state and society, and requires extraordinary action by those responsible to reduce or eliminate potential negative impacts. The combination of these elements makes communication crisis preparedness important, which has implications for preventive and efficient problem-solving (Matías & Cardoso, 2023). Particular care should be taken in relation to the media, as they are the ones who cause privacy to be compromised during a crisis and allow information to spread widely as the damage to the country's reputation increases. However, any organization that wants to provide factual information and interact quickly and efficiently with a wide audience must have good relations with the media (Matías & Cardoso, 2023). Furthermore, the forms of education received by the community include information obtained from billboards, broadcast messages through WhatsApp groups, and direct socialization related to COVID-19, including prevention, implementation of health protocols (prokes), and its practices, which is an abbreviation of Wearing Masks, Keeping Distance, Washing Hands (Kamaludin, 2022). The socialization was conducted by gathering the community, but it was not done comprehensively. Only community leaders and representatives from each neighborhood were involved (Kamseno, 2022).

Criteria for Effective Communication

Appropriate communication is very urgent in every organization, especially to maintain a good image in government institutions and the community. The existence of poor communication will affect the relationship between the government and its people. As is the case during this pandemic, the government is indeed being highlighted in every policy. Starting from how the communication chosen by the government with the community, as well as between the institutions below and above. Therefore, when there are problems with the policies made, it will certainly cause uproar and opposition in the community and if the institution's public relations team cannot handle it well, it will cause a bigger crisis.

To communicate effectively during a crisis, Prasetya explained that the first principle in crisis communication is to deliver messages quickly, which means involving the media so that the public quickly finds out what is happening. A quick reaction will also give the public the impression that the business or organization can control the situation and prevent rumors. Next, what is meant by consistent is speaking in one voice or one decision, so that there are no contradictory statements and confusion arises in the community. Finally, the open principle has two understandings or meanings, the first is that everyone in the organization is considered by the public to be always alert and able to interact with stakeholders or the mass media because if they are closed, the public will judge that there is something to hide and can even be considered unable to handle the crisis. The second interpretation or meaning of open is to fully disclose and say all the information that is owned or known (Prasetya, 2011).

Based on research findings, it is shown that despite the limited internet access, news about the COVID-19 pandemic was still swiftly conveyed to the community of Tawan Jaya Village. This is exemplified by the statement of Agus Kamaludin, a resident of Tawan Jaya Village, who mentioned that he acquired information related to the pandemic from news in the mass media. Second, the

crisis communication established in Tawan Jaya Village operates consistently, meaning that it speaks with a unified voice or decision following the principle of consistent crisis communication (Prasetyo). Through established coordination and communication, information is conveyed effectively and with a unified voice, continuously reaching the community. The views or policies conveyed are not aimed at spreading hoaxes, so the public can follow the regulations provided by both the village and regional governments and can implement health protocols effectively. There are even places that are designated as restricted areas, where entry and exit from the village or outside areas need to be sanitized first (Kamseno, 2022).

Third, the principle of openness involves two aspects: being always ready and able to communicate. If one appears closed off, the public will perceive that something is being hidden, thus, all information that is possessed or known should be disclosed. In the context of health in Tawan Jaya Village, the dissemination of information regarding COVID-19 regulations received a prompt response from the community. Although changing to new habits or adapting to new norms was challenging for the community, intensive communication through social media, pamphlets, flyers, and circulars from the regent distributed by the village head significantly aided in building the community's trust (Eka, 2022).

Massive and well-coordinated socialization efforts were continuously carried out effectively (Kamseno, 2022). Apart from that, there is the need to use adaptive critical communication techniques and the importance of paying attention to advertising during a communication crisis. According to Saliou (1994), adaptive crisis communication techniques such as these should be used to manage local and national stakeholders, defuse tensions, prevent rumors and vulnerabilities, and provide information to the target audience. On the other hand, advertising is very important to improve reputation in times of crisis. Therefore, the public is starting to accept and consider the policies implemented by the government to be carried out with adaptive and open crisis communication (Upadhyay & Upadhyay, 2023). Consequently, the community began to accept and perceive the government's policies as being transparently executed. The residents of Tawan Jaya Village strictly adhered to the implemented health protocols and received their vaccinations. Moreover, there was evident enthusiasm among the residents for getting vaccinated, even though some couldn't receive the vaccine due to specific health conditions (Pemerintah Desa Tawan Jaya, 2022).

The Zeithaml Theory of Public Service

The study of the transmigrant Muslim community in Central Kalimantan uses Zeithaml's Public Service theory as an indicator to explain how crisis communication management during the pandemic in that place. These indicators include dependability, responsiveness, assurance, care, and reality (Zeithaml. A., & Berry, 1985).

Communication ambivalence results in a crisis that occurs in the community, especially at the lower levels of society, which needs to find the right solution. The first thing to do is to find the problem of why communication ambivalence occurs, then the government must provide clear information to the public without exception.

Based on the researcher's analysis uses the Zeithaml Theory of Public Service, which includes dimensions of dependability, responsiveness, assurance, care, and reality, as indicators to answer how public service

management and community reception towards crisis communication implementation in the transmigration area. In its implementation, referring to the dependability indicator, the crisis communication services provided by the government still have some aspects that do not meet the expectations of the residents of Tawan Jaya Village.

> "The suggestion is that communication in Settlement Unit 1 (Tawan Jaya Village) should perhaps be even more intensive or improved to ensure uninterrupted communication and access to accurate and updated information (Eka, 2022). Additionally, it would be advisable to enhance the information provided to the community regarding the education on the dangers of COVID-19, as not all community members understand the virus, and there might be a lack of knowledge." (Kamaludin, 2022).

On the other hand, as stated by Sigit Kamseno, a member of Karang Taruna (youth organization) of Tawan Jaya Village, the communication delivery in the form of socialization in Tawan Jaya Village was considered to be quite effective. However, when it was delivered excessively, it could have led to the isolation of individuals who had contracted the coronavirus from other residents. This happened due to communication that was not well-suited, resulting in misunderstandings and heightened fear within the community (Kamseno, 2022).

Regarding the indicator of responsiveness or the ability to provide prompt, accurate service and communicate information clearly, the local government has continually made efforts, including establishing the Covid-19 Task Force Unit. However, challenges persist in its implementation, particularly regarding the vaccination policy. Information obtained from the community of Tawan Jaya Village, the government has implemented a policy that, if someone is not vaccinated, there will be restrictions on certain activities. For instance, this relates to social assistance or aid distribution. Consequently, some residents are inclined to get vaccinated even if they were initially hesitant, driven by the fear of losing access to aid. However, another issue arises when there are residents with underlying health conditions.

> "Sometimes vaccines are not synchronized; some even add burden, and some are neutral, so they are forced to comply with regulations. If there is an underlying condition, there's usually a doctor's note. But when someone with a pre-existing condition is deemed eligible, conflicts will inevitably arise. In that situation, they reluctantly follow these government recommendations, enforcing their will. The public's assumption is like that, imposing it with the available government funds to purchase vaccines so that the money is spent there, creating a perception that certain business interests are at play." (Pemerintah Desa Tawan Jaya, 2022).

Furthermore, the assurance indicator, which consists of employees' communication, security, competence, courtesy, and credibility or, in this case, the government, plays a significant role in ensuring that customers or the community feel secure in facing this crisis. Based on the research analysis, the community of Tawan Jaya Village received such assurance, evident through the efforts of coordination and communication that have been carried out.

Meanwhile, the indicator concern that includes attention or empathy can be observed through a product or service in Tawan Jaya Village; this form of concern is mainly evident through the established Satgas Covid-19 posts, disinfection spraying, PPKM products, vaccination efforts, isolation spaces, volunteer teams, body temperature or health checks, and Covid-19-related posters or banners.

The next indicator is reality (facilities and infrastructure). In this regard, in Tawan Jaya Village specifically, during the crisis in the pandemic, attention needs to be given to not only internet connectivity and road access but also the limited healthcare facilities and the distant access to referral hospitals, making it difficult for the community to reach them. Therefore, when a resident falls ill or contracts the coronavirus during the pandemic, they seek treatment from the nearest midwife or manage their treatment independently by isolating themselves at home.

Furthermore, Rayudaswati Budi stated that communication is paramount within the scope of service delivery, aligning with the principles of communication in public service. Firstly, every action in the form of service will always intersect with communication. Secondly, the interaction between institutions or organizations and the public must go through a communication process. Thirdly, communication aims to influence opinions and promote collaboration. Fourthly, communication provides meaning and mutual understanding that is beneficial. Fifthly, the closer an individual or organization is to customer needs, the more effective communication becomes, enhancing performance quality. Therefore, providing accurate and easily understandable information to the public is a crucial task for the government.

Conclusion

In times of crisis or uncertain situations like the initial outbreak of the COVID-19 pandemic, everyone requires clear and non-coercive communication and information for the sake of their survival and well-being. The elements of communication serve as one of the strategies employed by various institutions, ranging from the central government to local authorities and village administrations, to foster public trust in crisis management. The pattern of crisis communication employed by local governments, including the Tawan Jaya Village administration, involves establishing coordination, maintaining continuous communication, and providing comprehensive education in response to the crisis.

Furthermore, the local government, which is also part of the COVID-19 task force team, adheres to the principles of crisis communication by promptly, consistently, and openly delivering messages. However, during implementation in the field, there are still several challenges, such as internet connectivity, electricity, and difficult road access. Even the tone of communication during vaccination campaigns is sometimes perceived as too forceful. Every citizen hopes that the government is always prepared, problem-solving, and capable of ensuring their safety. To achieve this, effective public service management is necessary, along with evidence of public acceptance. So far, the residents of Tawan Jaya Village have understood the situation of the COVID-19 pandemic well, although with some doubts about valid information and even pressures to get vaccinated not solely stemming from personal awareness. The forms of public service through the application of indicators such as reliability, responsiveness, assurance, attentiveness, and reality have also been accepted by the community, although there are still those who are not satisfied with these efforts, especially in terms of reliability and responsiveness due to the lack of effective and comprehensive public communication. The utilization of Communication, Information, and Education (CIE) hasn't been fully optimized, and there's also a lack of a centralized source as an information filter, such as an official village website or social media channels. Sometimes, the information pushed too forcefully leads the community to seek other references or not independently realize the importance of vaccination.

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