

Persuasive communication model of the “Satuan Gugus Tugas” Pandemic (A case study of the “SATGAS COVID-19” in Yogyakarta)

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ABSTRACT

The Yogyakarta government established the COVID-19 Task Force, involving various organizations, to effectively communicate with the public during the pandemic. Employing a persuasive communication model, the task force integrates the heart communication theory and utilizes techniques such as association, participation, and fear arousal. The study aims to identify this persuasive communication model's effectiveness for pandemic control. Utilizing a qualitative approach and case study methodology on the Yogyakarta COVID-19 Task Force, data collection involved interviews, observations, and documentation. The results reveal a hub-patterned organizational communication model, centered around the head of the COVID-19 Task Force, facilitating coordination. Techniques like association, participation, and fear arousal are applied to persuade the public to adhere to health protocols. Additionally, the task force incorporates the heart communication theory among field teams to manage emotions, fostering sympathy and empathy for disaster-affected populations. This approach ensures cautious communication to prevent conflicts within the community, contributing valuable insights for future disaster management strategies. This article contributes a tailored persuasive communication model for the COVID-19 Task Force, offering practical insights into effective strategies, emotional intelligence integration, and organizational communication. The focus on Yogyakarta's local context enhances the relevance of the findings, serving as a valuable resource for policymakers and disaster management teams in shaping future communication strategies.

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1. Introduction

The Unitary State of the Republic of Indonesia is an area with relatively high disaster potential. The National Disaster Management Agency (BNPB) once released the recording of the Indonesian Disaster Data and Information Management (DIBI) Database, which stated that from 2010 to 2020, there were 24,969 disaster incidents, resulting in 5,060,778 casualties and causing damage to 4,400,809 homes across Indonesia [1]. Disasters that occur in Indonesia are divided into two types, namely natural and non-natural disasters. Pandemics and disease outbreaks are categorized as non-natural disasters. Indonesia has experienced several disease outbreaks, including avian flu, swine flu, anthrax, SARS, malaria, dengue fever, and the most recent one, Coronavirus Disease 2019 (COVID-19) [2].

The COVID-19 pandemic has hit Indonesia since early 2020. The government, which initially was optimistic that the outbreak that originally originated from China would not reach Indonesia, turned out to spread rapidly in the country [3]. When COVID-19 was finally detected, the government adopted a persuasive approach in providing information to the public to break the chain of virus transmission [4]. The handling was carried out through the establishment of a Task Force (Satuan Gugus Tugas or Satgas) at the Central Government and at the regional level, including in the Special Region of Yogyakarta [5]. As a province known for its tourism and often referred to as the 'City of Students,' the large number of people who visit Yogyakarta each year makes it a region directly impacted when there is a pandemic that restricts people's arrivals in Yogyakarta, especially during the COVID-19 pandemic [6].

The Special Region of Yogyakarta Local Government established the COVID-19 Task Force (Satgas COVID-19 DIY) based on the Governor of Yogyakarta's Decree Number 64/KEP/2020. This decision was further refined on April 8, 2020, when the Governor of Yogyakarta issued Decree Number 78/KEP/2020 regarding Amendments to the Governor's Decree Number 64/KEP/2020 concerning the Formation of the COVID-19 Handling Task Force DIY. The COVID-19 Task Force DIY comprises various organizations, including the Yogyakarta Regional Government, the Yogyakarta Regional Police Department (POLDA DIY), Taruna Siaga Bencana (Tagana) DIY, Pramuka DIY (the Indonesian Scout Movement), and the Regional Disaster Management Agency (BPBD). According to Decree Gub 78, the top-level structure of the DIY Task Force consists of a Director led by the Governor of Yogyakarta, with the Executive branch led by the Deputy Governor of Yogyakarta.

Several organizations involved in the COVID-19 Task Force require effective communication to ensure that the objectives of the COVID-19 Task Force are achieved. Communication among organizations or institutions creates the hope of achieving the organization's vision, mission, and goals. Communication also helps to reduce the potential for misunderstandings that may lead to conflicts within the organization [7]. Organizational communication is essential for the COVID-19 Task Force because it requires a shared understanding and message content that can be well-received by the public. In brief, organizational communication is the process of transmitting and receiving messages within the scope of an organization that mutually depends on each other [8]. In addition to organizational communication, persuasive communication is also necessary for the COVID-19 Task Force to exert influence on the public.

The number of COVID-19 cases in Yogyakarta has experienced fluctuations in the past few months. In November 2022, there was a surge in cases, reaching 10 times the daily average, totaling 165 cases. The COVID-19 Task Force issued public announcements through communication media to remind the community to pay attention to health protocols, especially as the year-end approaches [9]. At the beginning of 2023, daily COVID-19 cases in Yogyakarta reached their lowest point, with daily cases not exceeding 10. However, the number of active cases remained above a hundred patients.

Persuasive communication is needed by the DIY Task Force to effectively convey information to the public. The purpose of persuasive communication is to encourage the audience to act in accordance with the communicator's desires. In theory, persuasive communication is an effort to influence people's actions or judgments based on the message conveyed by the communicator [10]. Persuasive communication plays a vital role during times of crisis in a country, as the public requires accurate and easily comprehensible information that can be understood and implemented by the community for disaster management processes.

During the COVID-19 pandemic, the DIY Task Force issued recommendations to the public not to engage in outdoor activities to curb the spread of COVID-19 in Yogyakarta. However, in practice, many people did not adhere to the instructions from the COVID-19 Task Force, and there were still gatherings, leading to Yogyakarta being among the top five provinces with a high number of recorded COVID-19 cases in Indonesia in March 2022 [11]. Previously, Yogyakarta had set a record for the highest daily number of cases in Indonesia, with 2,450 positive patients in February 2022. [12].

The content of the message conveyed by the DIY Task Force to break the chain of the COVID-19 pandemic is by providing instructions on maintaining a healthy lifestyle in the new era through practicing the 3 M's (Maintaining Distance, Avoiding Crowds, and Using Masks) [13]. The message

is repeatedly conveyed using appropriate figures to ensure the effectiveness of the message. The DIY Task Force employs various media to disseminate information about COVID-19 pandemic management. The media used include the website, social media platforms such as Instagram, Twitter, and Facebook. In addition to digital media, the DIY Task Force also utilizes print media and advertisements to provide information to the public.

The lifting of the PPKM regulations does not mean that the DIY COVID-19 Task Force has been disbanded. According to the Head of the Regional Disaster Management Agency (BPBD) of DIY, Biwara Yuswantana, the COVID-19 Task Force in DIY has not been relieved of its duties and will continue to perform its tasks, which include monitoring and overseeing public mobility [11]. This was also emphasized by the Secretary of the DIY Regional Government, Kadarmantha Baskara Aji, who mentioned that the cessation of PPKM does not mean that all matters related to COVID-19 stop as well. The handling of COVID-19 remains the responsibility of the Government, including its treatment [12].

Heartfelt communication is essential in times of disasters like COVID-19 in Indonesia because through heartfelt communication and effective management, it involves the application of a mindset and emotional engagement that will ultimately create a sense of sympathy and empathy between communicators and recipients. This is necessary for conducting persuasive communication by the COVID-19 Task Force because sympathy is a form of emotional acceptance, such as feeling compassion for someone's sorrow (in this case, the community affected by COVID-19). Furthermore, empathy is not just about acceptance but a deep and comprehensive understanding of others, both intellectually and emotionally.

Persuasive communication plays a crucial role in the message delivery process because communicators require direct feedback from recipients to ensure whether the message sent by the communicator has been well understood or if there is still confusion in the information [14]. During a pandemic, communication from the government is essential to provide a sense of security and prepare the community for the ongoing pandemic.

The Synergy Analysis of the Ministry of Health and the National Disaster Management Agency, as well as the Ministry of Defense in Dealing with Biological Threats to Support National Defense (A Study on COVID-19) [15]. The research explains the differing perspectives of each institution, leading to differences in strategies in the handling process [16]. The difference with this research is that the researchers are focusing on the renewal of persuasive communication models within organizations or between institutions in disaster management processes, to ensure unity without the risk of data/information errors that could lead to an increase in casualties.

Previous research is conducted by Nuangsari, which discusses Disaster Communication Management in Mitigating COVID-19 from April to October 2020 in Yogyakarta. Disaster communication management is studied in the planning, implementation, and monitoring and evaluation phases carried out by the Muhammadiyah COVID-19 Command Center (MCCC) in collaboration with the Department of Foreign Affairs and Trade (DFAT) Australia [17]. The focus of this research lies in the process of disseminating information directly and persuasively to the public by the COVID-19 Task Force. The difference from this research is that the communicators disseminating disaster mitigation messages are from the private sector, while the researchers focus on the DIY Government-established COVID-19 Task Force. The communication focus discussed is also different; the researchers concentrate more on the persuasive communication carried out by the COVID-19 Task Force.

The next research by Syah discusses the Implementation of Persuasive Communication conducted by the COVID-19 Task Force in Efforts to Change Public Behavior in Adhering to Health Protocols, conducted in Keude Geudong in 2022 [18]. Furthermore, the research focus also differs, with Syah concentrating on the analysis of the implementation of persuasive communication, while the researchers focus on persuasive communication models that can be used during the same disaster in the future. The novelty of this research is the use of the heart communication theory as a reference for communicators in conducting persuasive communication with the public.

Gap of the article is addressing the communication strategies employed by the COVID-19 Task Force in Indonesia, particularly focusing on the Special Region of Yogyakarta. However, it does not explicitly delve into the challenges or gaps in the existing communication approaches during the

pandemic. For a comprehensive understanding, identifying these gaps could shed light on areas that need improvement or innovative solutions.

The novelty of this research lies in its emphasis on heartfelt communication and the integration of persuasive communication models within organizational structures, especially during a crisis. The use of the heart communication theory as a reference for communicators adds a unique dimension to the study, providing insights into the emotional aspects of communication during a disaster.

Based on the background above, the need for a persuasive communication model in shaping a clear organizational goal and target to be achieved will be a new finding distinct from previous research. This is because Indonesia's high potential for various types of disasters, including natural, non-natural (outbreaks, pandemics, etc.), and social disasters, requires effective integration among institutions to promptly address disaster-related issues. Task Forces consisting of various government elements will always be formed when there are regional or national disasters. Therefore, the discovery of an effective persuasive communication model among institutions and to the public can provide solutions for the Task Force in carrying out its duties. The aim of this research is to identify a persuasive communication model for the pandemic control Task Force.

This article contributes by offering a persuasive communication model tailored to the COVID-19 Task Force, which can potentially be applied in similar disaster management scenarios. The identification of effective communication strategies, integration of emotional intelligence, and focus on organizational communication provide practical insights for enhancing public cooperation and understanding during a crisis. Furthermore, the study's focus on the local context of Yogyakarta adds specificity to the general discourse on pandemic communication. The findings and proposed model could serve as a valuable resource for policymakers and disaster management teams in crafting effective communication strategies in the future.

2. Theoretical Framework

2.1. Organizational Communication

The DIY COVID-19 Task Force consists of several government organizations with the same goal, which is to control the spread of COVID-19 in DIY. Local government organizations are complex entities. This complexity encompasses various aspects such as communication, decision-making, delegation of authority, and more. Another aspect of complexity relates to human resources, such as complexity associated with positions, roles, status, rights, and authority. This complexity can potentially lead to coordination difficulties within the organization, where communication channels may not function or be used as intended, as this can impact the organization's operations. Therefore, the role of communication is crucial in a large organization [19].

Bacal states that effective organizational communication is related to three things. First, all participants must have the right skills and understanding to communicate [20]. Communication is not a simple process, and many people lack understanding of communication issues. Second, effective organizational communication requires a climate or culture that supports effective communication. More specifically, the climate includes trust, openness, reinforcing good communication practices, and sharing responsibility for creating effective communication. Third, effective communication requires attention. It doesn't just happen, but is developed as a result of intentional efforts by management and staff [20].

2.2. Persuasive Communication

Persuasive communication serves as a reference for finding a communication model because it is a crucial step in disaster management during a crisis. Poor handling can lead to an unconditioned audience and worsen the disaster. The success of communication heavily relies on the message delivered to the audience. In this research, the audience referred to is the public (communicants) who will receive communication messages from the COVID-19 Task Force (communicators).

Persuasive communication can be defined as the activity of influencing others by involving the psychological aspect of the communicant, so that the communicant consciously does something of their own volition [21]. In the communication process carried out by the COVID-19 Task Force, the expected behavioral change in the community is for them to follow health protocols as advised by

the COVID-19 Task Force. Essentially, persuasive activities aim to encourage communicants to change their attitudes, opinions, and behavior of their own accord and not due to coercion.

One of the theoretical figures who developed the first communication model is Carl Hovland. In Hovland's persuasive communication model, persuasive communication is delivered by the communicator, taking into account elements such as attention, comprehension, learning, acceptance, and retention. Subsequently, the message is learned by the communicant and accepted with acknowledgment, resulting in attitude change. According to this model, attitude change in the communicant should be understood as a response to the persuasive communication delivered [22].

2.3. Heart Communication

In addition to persuasive communication, there is the theory of heartfelt communication that can influence the communicant in carrying out what is expected by the communicator. Heartfelt communication is a process of thinking and feeling that generates feelings underlying every human attitude and action. Therefore, the heart can be defined as the human soul that can evoke feelings of happiness, sadness, peace, guilt, and other feelings. This is certainly related to various thoughts, actions, and words processed by the heart. The conscience can provide a sense of attitude and behavior that occurs in the past, present, and future. This understanding shows that human behavior stems from attitudes and feelings that align with the conscience [23].

The principles of heartfelt communication are relevant to Marshall Rosenberg's Non-Violent Communication (NVC) theory. NVC emphasizes communication using the principle of non-violence. Through the NVC approach, individuals are expected to understand and find ways to communicate easily with others without having to force or blame them for what they want to convey. The difference between NVC theory and heartfelt communication lies in heartfelt communication's emphasis on the process of thinking and feeling that can generate positive thoughts and feelings, thus creating positive attitudes and behaviors. Conversely, negative thoughts and feelings will result in negative attitudes and behaviors as well. This is in line with the opinion of Liliweri that communication is an idea or basic rule that explains or controls how something called communication occurs or works. [24].

Heartfelt communication is needed in times of disasters like COVID-19 in Indonesia because through heartfelt communication and good management, with the application of a mindset and emotional understanding, sympathy and empathy are created between communicators and communicants. This is necessary for conducting persuasive communication by the COVID-19 Task Force because sympathy is a form of accepting feelings, such as feeling sorry for someone's sadness (in this case, the public affected by COVID-19). Furthermore, empathy involves not only acceptance but a deep and thorough understanding of others, both intellectually and emotionally.

3. Method

The research method used is qualitative, with a case study on the DIY COVID-19 Task Force during their efforts to combat the COVID-19 pandemic in DIY. Qualitative research is described through the use of words and language in a specific, natural context, utilizing scientific methods [25]. This research employs a case study that occurred with the COVID-19 Task Force (Satgas) in the Special Region of Yogyakarta (DIY), which was established by the Government of the Special Region of Yogyakarta in accordance with Governor's Decree Number 64/KEP/2020.

The data collection process for this research will be carried out through Interviews, Documentation, and Direct Observation. An interview is a conversation between a researcher or someone seeking information and an informant or someone assumed to have essential information about a subject [26]. Individual interviews were conducted with the Head of BPBD DIY, Drs. Biwara Yuswantara, M.Si., who also serves as the coordinator of the COVID-19 Task Force in DIY. This interviewee was selected based on their credibility as a leader in persuasive communication of the COVID-19 Task Force. The researcher also interviewed Eko Nugraha from Pusdalops BPBD DIY, who is responsible for public communication during the COVID-19 pandemic response. Observation is a data collection method used in qualitative research. The advantage of this method is that it collects data in two forms: interaction and conversation. This means it covers both nonverbal and verbal behavior of the individuals being observed [27].

Data collection is also conducted through documentation. Documentation involves recording past events in the form of writing, images, or monumental works by an individual [28]. The researcher collects public documentation such as information in mass media, publications, online media, and other articles about the COVID-19 Task Force in DIY relevant to the essence of this research. The online media used are www.corona.jogjaprov.go.id, which is the official website for COVID-19 information in Yogyakarta, and www.bpbd.jogjaprov.go.id, which is the official website of the Regional Disaster Management Agency (BPBD) DIY with the authority to carry out disaster management actions. In addition to websites, the researcher also collects documentation from the COVID-19 Task Force on Instagram owned by BPBD DIY, namely @bpbd_diy, as that account actively provides updates on COVID-19 in DIY.

Qualitative data analysis is used when the collected research data is qualitative in nature. Qualitative data can consist of words, sentences, or narratives, whether obtained from in-depth interviews or observations [29]. The data analysis process is carried out in accordance with the model introduced by Milles and Huberman, which includes data reduction, data presentation, data grouping, and the final step is report preparation [30].

In this research, the researcher tests the data's validity through credibility testing or trust in the data, which is done by triangulation. Triangulation in credibility testing can be defined as checking data from various sources using various methods and at different times. The researcher tests data credibility by conducting source triangulation. Source triangulation to validate data is done by cross-checking the data obtained from multiple sources [28]. In this study, the data collection technique used is source interviews conducted by the Satgas COVID-19 DIY during the COVID-19 pandemic.

4. Results and Discussion

During the COVID-19 pandemic response in Yogyakarta, BPBD DIY initially developed an application when the virus first emerged. This application was used to access data about the local population in Yogyakarta and to monitor the number of COVID-19 cases, suspected cases, as well as the movement of people in and out of the region. However, the application was only operational for a few months and is no longer in use. This decision was influenced by concerns regarding the accessibility of certain data to the public, among other factors.

Dealing with fake news (hoaxes) was another challenge for the government in managing the COVID-19 pandemic. BPBD DIY made efforts to combat the spread of hoaxes that had circulated among the public. Hoaxes significantly affected public trust, as many people believed in misleading information from unclear sources. Therefore, BPBD DIY collaborated with the Ministry of Communication and Information (Kominfo) to combat hoaxes and provide the public with accurate information. Accurate information is a key element for successful communication with the public, and every message should undergo a process to ensure that it reaches the community accurately.

The process of message processing by the COVID-19 Task Force DIY involves several stages, and this is done to ensure that the messages to be conveyed to the public are accurate and appropriate. In addition, messages to be conveyed to the public must be approved by the Head of the COVID-19 Task Force. This pattern will help in the effectiveness of persuasive communication by the COVID-19 Task Force in delivering information to the public. The communication flow is as follows:

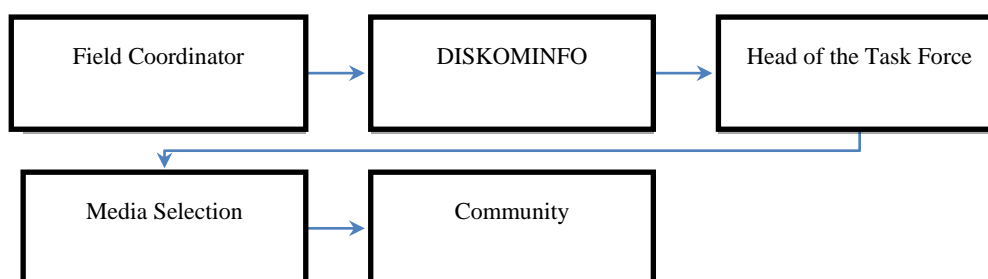


Fig. 1. Communication Flow of the COVID-19 Task Force in Yogyakarta

In the process of this information flow, it is illustrated that the findings within the community must be promptly gathered by the relevant agencies that are part of the COVID-19 Task Force. Subsequently, this information needs to be reported to the Task Force Chairman because every policy determination and all incoming information to the COVID-19 Task Force must be approved by the Task Force Chairman before being disseminated to the public. Every finding within the community will be collected by the relevant parties for reporting to their superiors. This demonstrates that the accountability of the COVID-19 Task Force Chairman plays a central role. The Chairman's decision-making is also based on information obtained from relevant agencies that process information, such as health-related matters from the Health Department and communication and information matters from the Communication and Information Department of DIY. Effective leadership will create the right policies and can reduce the spread of COVID-19 by establishing procedures and sanctions for those who violate the rules [31].

Issues of regional readiness, economic factors and social characteristics are the main considerations for the Indonesian Government in implementing a system to prevent the spread of the Covid-19 pandemic disease. WHO's interim guidance on preventing and controlling the spread of the pandemic requires the cooperation of government institutions [32]. Therefore, organizational communication is needed that can create greater synergy between government agencies in tackling the Covid-19 pandemic.



Fig. 2. Media Center Technical Coordination Meeting

The persuasive communication technique used by BPBD DIY through newspapers is the Association Technique. This technique involves presenting a communication message by providing information about an event that is currently capturing the audience's attention [33]. In this context, the COVID-19 pandemic and its dangers are the aspects that capture the audience's attention. The persuasive communication conveyed by BPBD DIY is designed to create an understanding that COVID-19 has affected Yogyakarta and should be addressed promptly so that people can return to their normal activities. As a leader facing the coronavirus crisis, the most important communication goal is to share information about audience-specific issues, and dangerous reassurance must be provided. It is important to tell society what to do. Facts must come to the fore, and the government has an obligation to reassure the public that the authorities are taking action to deal with this outbreak to the best of their ability [34].

The Covid-19 pandemic has changed people's behavior to become more familiar with online media. This broadens people's perspectives because they are used to accessing New Media, and think creatively in meeting people's needs and satisfaction [35]. This trend was utilized by the task force team to reach the public through online media. The social media account @bpbdiy on Instagram is the most active in posting updates for Satgas COVID-19, managed by BPBD DIY. On social media posts, Satgas COVID-19 consistently provides daily reports of COVID-19 cases in Yogyakarta. This is done to remind the public to remain vigilant and aware that there are still COVID-19 cases in Yogyakarta. Additionally, the number of recovered patients is also shared to boost optimism among the public, indicating that the pandemic can be managed if proper health protocols are followed. These messages are consistently delivered by Satgas COVID-19 through BPBD DIY to encourage people to adhere to the guidelines and comply with Satgas COVID-19's instructions.

BPBD DIY uses a persuasive communication technique known as "fear arousal" in providing COVID-19 information through online media. Phrases like "Don't Let This Pandemic Drag On Because We Neglect Health Protocols" are used to evoke fear among those who do not follow health protocols. As a part of Satgas COVID-19, BPBD DIY always pays attention to the current situation in the community. They often communicate with the public to understand the community's situation. Observing the conditions of the community leads to Satgas COVID-19 developing a sense of sympathy because they witness the suffering of those affected by COVID-19. This growing sense of sympathy in Satgas COVID-19 DIY after interacting with the community prompts them to assist the community to the best of their ability, especially those who have lost their livelihoods due to the pandemic. Satgas COVID-19 also expresses condolences to the families of COVID-19 patients who have passed away as an act of sympathy.

On several occasions, Satgas COVID-19 has actively participated in personally distributing aid to the community to alleviate their suffering due to the COVID-19 pandemic. The sense of sympathy and empathy felt by Satgas COVID-19 has a profound influence on how they communicate with the community. Satgas COVID-19 Yogyakarta is more cautious and adopts a humane approach in delivering messages to the public to avoid potential conflicts between Satgas COVID-19 and the community. Communicating with a humanistic approach enhances the effectiveness of the communicators in executing persuasive communication [36].

In handling pandemic disasters, an effective persuasive communication model must involve cooperation between the government, healthcare professionals, and the community in disseminating accurate, convincing, and motivating information to encourage people to take appropriate actions. Persuasive messages should be conveyed in a clear, understandable, and situationally relevant manner and distributed through various available communication media. Here is the model of Persuasive Communication of the Pandemic Handling Task Force:

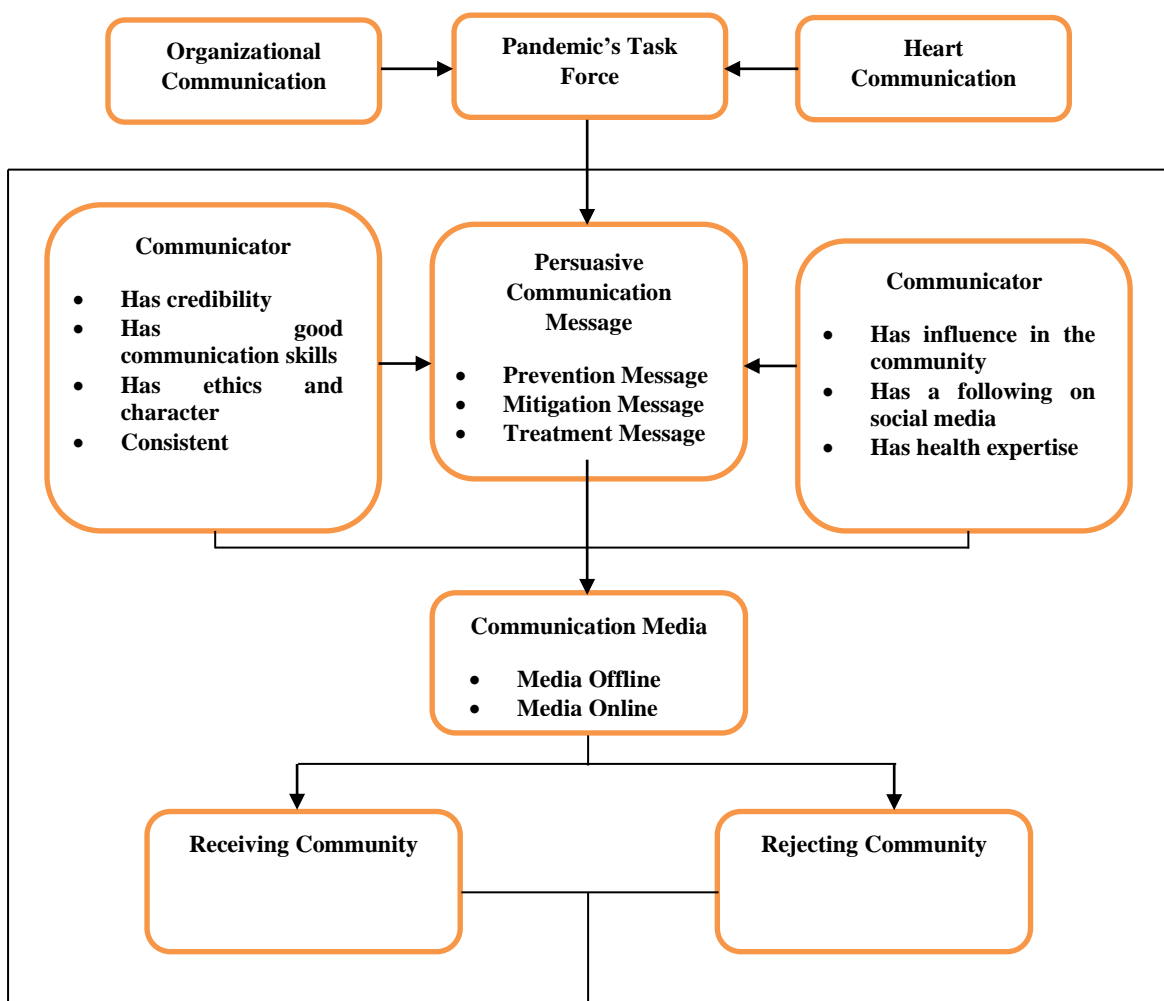


Fig. 3. Persuasive Communication Model of the COVID-19 Task Force

Heartfelt communication is essential in times of disaster, such as the COVID-19 pandemic in Indonesia. Through the practice of heartfelt communication and effective management, a mindset and emotional connection are fostered, resulting in feelings of sympathy and empathy between communicators and recipients. This approach is crucial for executing persuasive communication by the COVID-19 Task Force since sympathy entails acknowledging and understanding the emotional distress experienced by individuals affected by COVID-19. Furthermore, empathy extends beyond mere acceptance, encompassing a comprehensive and profound understanding of others, both intellectually and emotionally. This concept aligns with Lestari's (2023) theory of Heartfelt Communication [23]. In this research, compared to previous studies mentioned in the background, there is a difference in the approach. The use of heartfelt communication in persuasive communication has not been previously explored, making this research the foundational study in utilizing heartfelt communication to influence communicators to harness their emotions and empathy in their communication efforts, ultimately transforming negative energy into positive energy.

In persuasive communication messages, a combination of theories can be applied to address the pandemic. In the persuasive communication model, the application of Carl Hovland's theory is emphasized, focusing on three factors: the message source, the message itself, and the audience [22]. Meanwhile, in terms of techniques used, communicators, in this case, the COVID-19 task force, should employ the techniques of Association, Participation, and Fear arousal as methods to execute persuasive communication.

The COVID-19 task force employs the APF technique (Association, Participatory, and Fear arousal) in their persuasive communication process during the pandemic response. This is achieved by associating positive information with the condition that the public follows the task force's instructions. In this process, the public is engaged to provide feedback, offering solutions and perspectives from their point of view. The fear arousal technique is used to convey the negative consequences of not following the task force's instructions, encouraging the public to reconsider their compliance with pandemic mitigation measures. The method of spreading fear will affect the mental and psychological aspects of society. The Covid-19 pandemic has had a significant impact on the mental health of people around the world [37]. Therefore, the government must be careful in disseminating information so that messages containing fear can be reduced and replaced with more educational content.

The government has applied the persuasive communication theory using the mentioned model in the implementation of vaccination programs. For instance, it has made vaccination mandatory for public transportation users and highlighted the potential negative consequences of not getting vaccinated. The active involvement of the public in spreading positive influence to encourage others to participate in vaccination programs is another key success factor. Without the presented threats and active participation from the public, vaccination programs would not have achieved the current positive results.

5. Conclusion

The researcher has concluded that the COVID-19 task force in Yogyakarta has employed an effective Persuasive Communication Model in handling the pandemic. The task force, consisting of various government agencies like BPBD DIY, Diskominfo DIY, Dinkes DIY, Polda DIY, and others, implements vertical communication and a Hub-and-Spoke model, with the Chair of the COVID-19 Task Force as the central policy decision-maker.

The use of a single voice in communication has positively impacted the public's trust in the information provided by the COVID-19 task force. Consistent and well-coordinated messages have reduced confusion and speculation among the public, enhancing their trust in the policies and measures taken to combat COVID-19.

The task force's communication process aligns with the principles outlined by Harold Laswell. This is evident through the identification of involved parties, relevant message content, effective communication channels, broad public reach, and the positive impact achieved in the public's understanding and compliance with COVID-19 measures.

The COVID-19 task force in Yogyakarta utilizes Carl Hovland's communication model, combining three persuasive communication techniques: Association, Participatory, and Fear Arousal. The Association technique links the pandemic to positive values or public aspirations, increasing motivation for preventive measures. The Participatory technique involves the public in decision-making and action implementation, fostering a sense of responsibility in pandemic mitigation. Fear Arousal is used to induce fear or concern, motivating behavior change.

Persuasive communication by the COVID-19 task force also incorporates Heartfelt Communication, emphasizing sympathy and empathy. By building more meaningful relationships with the affected public, the task force strengthens the influence of their messages, enhances understanding, and encourages the desired behavioral adoption for COVID-19 mitigation.

This article makes a significant contribution by presenting a customized persuasive communication model designed for the COVID-19 Task Force, with potential applicability in comparable disaster management situations. The recognition of successful communication approaches, incorporation of emotional intelligence, and emphasis on organizational communication offer pragmatic guidance for improving public collaboration and comprehension in crisis situations. Additionally, the research's emphasis on Yogyakarta's local context brings specificity to the broader discussion on pandemic communication. The study's outcomes and the suggested model may prove invaluable for policymakers and disaster management teams in formulating effective communication strategies in subsequent situations.

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