

Appraisal System–Attitude as A Normative Compliance Device in Pandemic Communication: Realizing Authority Legitimacy through Positive Valuation

(Sistem Appraisal–Sikap sebagai Perangkat Kepatuhan Normatif dalam Komunikasi Pandemi: Realisasi Legitimasi Otoritas melalui Penilaian Positif)

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ABSTRACT

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This study examines how positive valuation within the appraisal system–attitude operates as a normative compliance device in Indonesian public communication during the COVID-19 pandemic. Furthermore, this study used Systemic Functional Linguistics (SFL) especially appraisal and normative compliance theory. This study focuses on the statements delivered by government officials and broadcast through KompasTV streaming on YouTube. Meanwhile, this study employs a qualitative analytical approach using an abductive method, combining deductive procedures in data collection and analysis with inductive reasoning in presenting findings. The results of analysis showed 32 data as the most dominant appreciation-valuation as a part of appraisal systems-attitude device consisting of 30 realizations were positive and 2 were negative. Positive valuation was realized through four key variables, there are Sociality (3 data), Salience (7 data), Validity (9 data), and Maintenance (11 data). Across these variables, normative compliance and authority legitimacy were reinforced by emphasizing transparency, accuracy, consistency, credibility, and moral as well as social responsibility. Sociality highlighted the moral and social dimensions of authority, while salience underscored accuracy and credibility. Validity contributed to the perception of transparency and trustworthiness, and maintenance sustained compliance through consistent and credible communication. The predominance of positive valuation demonstrates that appraisal system-attitude, particularly appreciation, played a central role in legitimizing pandemic authority, fostering public trust, and ensuring adherence to communication protocols. By integrating Appraisal Theory with normative compliance frameworks, this study highlights the linguistic strategies through which governments construct legitimacy and reinforce authority during public health emergencies, offering insights into the role of language in shaping compliance and trust in times of crisis.

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Penelitian ini mengkaji bagaimana penilaian positif dalam sistem evaluasi–sikap berfungsi sebagai perangkat kepatuhan normatif dalam komunikasi publik pemerintah Indonesia selama pandemi COVID-19. Selain itu, penelitian ini menggunakan Linguistik Sistemik Fungsional (SFL) khususnya teori Appraisal dan kepatuhan normatif. Penelitian ini berfokus pada pernyataan yang disampaikan oleh pejabat pemerintah dan disiarkan melalui rekaman siaran langsung KompasTV di YouTube. Sementara itu, penelitian ini menggunakan pendekatan analitis kualitatif dengan metode abduktif, yang mengombinasikan prosedur deduktif dalam pengumpulan dan analisis data serta penalaran induktif dalam penyajian temuan. Hasil analisis menunjukkan terdapat 32 data apresiasi–penilaian sebagai bagian dari perangkat sistem evaluasi–sikap, terdiri atas 30 realisasi positif dan 2 negatif. Penilaian positif direalisasikan melalui empat variabel utama, yaitu Sociality (3 data), Salience (7 data), Validity (9 data), dan Maintenance (11 data). Keempat variabel tersebut memperkuat kepatuhan normatif dan legitimasi otoritas dengan menekankan transparansi, akurasi, konsistensi, kredibilitas, serta tanggung jawab moral dan sosial. Sociality menyoroti dimensi moral dan sosial otoritas, salience menekankan akurasi dan kredibilitas, validity memperkuat persepsi transparansi dan kepercayaan, sedangkan maintenance menjaga kepatuhan melalui komunikasi yang konsisten dan kredibel. Dominasi penilaian positif menunjukkan bahwa sistem evaluasi–sikap, khususnya apresiasi, memainkan peran sentral dalam legitimasi otoritas pandemi, membangun kepercayaan publik, serta memastikan kepatuhan terhadap protokol komunikasi. Dengan mengintegrasikan teori Appraisal dan kerangka kepatuhan normatif, penelitian ini menyoroti strategi linguistik yang digunakan pemerintah untuk membangun legitimasi dan memperkuat otoritas dalam keadaan darurat kesehatan, sekaligus memberikan wawasan tentang peran bahasa dalam membentuk kepatuhan dan kepercayaan di masa krisis.

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INTRODUCTION

Health discourse in Indonesia has once again become a focal point of public concern following the Ministry of Health's announcement of a potential "tripled emic", involving the simultaneous circulation of influenza, Respiratory Syncytial Virus (RSV), and COVID-19 (Vaidehi, 2023). This announcement revived collective memories of earlier government statements that shaped public perceptions during the COVID-19 crisis. For instance, the coordinating minister for Political, Legal, and Security Affairs declared that "Indonesia is the only major country in Asia that has not reported a positive case of coronavirus. The coronavirus does not exist in Indonesia". Similarly, The Minister of Health remarked during the resurgence of COVID-19 cases in 2025 that "Indeed, cases abroad are rising, but they are sub-variants of Omicron, so there is no need to worry" (Chairil, 2020). These statements, while intended to reassure, raised questions about transparency and responsiveness, potentially undermining public trust and the effectiveness of health communication (Ratzan et al., 2020).

The Appraisal System–Attitude, as conceptualized within Systemic Functional Linguistics (SFL), provides a critical lens for examining these discursive practices (Martin & White, 2005). Attitude encompasses affect, judgment, and appreciation, all of which are central to how government officials evaluate risks, reassure citizens, and legitimize their authority. Psychological research demonstrates that emotions such as fear and anger can distort risk perception, decision readiness, and judgment, thereby influencing how information is processed and communicated (Coget et al., 2011; Constans, 2001; Huang, 2017; Lerner et al., 2003, 2015; Slovic & Peters, 2006). In this context, attitudinal evaluation functions as a normative compliance device, embedding values of trust, reassurance, and moral responsibility into public communication.

Compliance here is not enforced through coercion but emerges from citizens' belief in the fairness, transparency, and legitimacy of authority (Tyler, 2006). Within Public Communication Protocols, appraisal system-attitude plays a pivotal role in aligning governmental discourse with the objectives of structured, transparent, and calming communication. Protocols are designed to prevent panic, sustain public confidence, and foster solidarity during crises (Kim & Kreps, 2020; Najih, 2020). However, inconsistencies and rapid shifts in official statements often disrupted message uniformity, generating confusion and weakening public adherence to health directives (Alnizar & Manshur, 2022; Andhika et al., 2021; Siahaan & Komsiah, 2020).

Crisis communication scholarship further emphasizes that organizational responses must be multidimensional (Cheng, 2018). Five aspects of communication relevant during crises: reputation management, evaluation of crisis type and responsibility, organization-specific elements such as leadership and industry, stakeholder engagement, and strategic responses (Lukacovic & Sellnow-Richmond, 2025; Sriramesh, 2024). Building on this, the dynamics of crisis narratives constructed by political leaders during the COVID-19 pandemic. Their linguistic analysis revealed significant shifts in language and framing, shaped by spatial contexts (regions most affected) and temporal contexts (first versus second waves) (Mandl & Reis, 2022). Crisis discourse evolved from calming narratives in the early stages to urgent calls

for mobilization as the pandemic intensified, underscoring the adaptability of language in shaping public trust and compliance. In the Indonesian context, pandemic communication employed diverse linguistic registers to regulate public action, disseminate information, and foster social solidarity (Puspitasari, 2021). This finding aligns with broader theories of crisis communication that emphasize the role of language in sustaining collective resilience. Moreover, the use of digital platforms expanded the scope of public communication. YouTube's video-based format enables more comprehensive and narrative-driven messaging, capable of representing a wide spectrum of attitudes, emotions, and public interpretations of the pandemic (Thakur et al., 2024).

The notion of Pandemic Authority Legitimacy underscores the intersection of language, governance, and social trust. Legitimacy is discursively constructed through evaluative statements that affirm credibility, procedural justice, and moral awareness. President statements broadcast via KompasTV, such as calls to “fight the pandemic while maintaining calm” and later to “live side by side with the virus” during the New Normal phase, exemplify how appraisal system-attitude can reinforce normative compliance and sustain authority legitimacy (Jannah & Sipahutar, 2022; Saechang et al., 2021; Tamyis et al., 2022). Therefore, this study investigates how the Appraisal System–Attitude operates as a normative compliance device within Indonesian public communication protocols, particularly in legitimizing governmental authority during pandemic crises. By integrating normative compliance with appraisal system, this research highlights the role of appraisal system-attitude in shaping public trust, guiding collective behavior, and sustaining legitimacy in times of national health emergencies.

Previous studies have demonstrated the significance of appraisal system in shaping ideological positions and persuasive strategies. The research entitled ‘The Realization of the Appraisal System and Ideology in Online News Texts on the Relocation of the Capital City of the Republic of Indonesia’ examined the Appraisal System and ideology in online news texts concerning the relocation of Indonesia’s capital city. The findings revealed that national media employed attitudinal, engagement, and graduation resources to reinforce ideological stances, either supporting or resisting government policy (Isnaini et al., 2025). This study highlighted the ideological dimension of appraisal but was limited to textual data from online newspapers, without addressing oral statements or the dynamics of public communication protocols in crisis contexts (Risdianto, 2024).

Meanwhile, the research entitled ‘Attitudinal Resources in the Process of Persuasion in the Saudi Minister of Health’s Statements during COVID-19’ investigated attitudinal resources in persuasive discourse within the Saudi Minister of Health’s statements during COVID-19. The study found that negative attitudes were more persuasive than positive ones, demonstrating the rhetorical power of appraisal system-attitude in health communication. However, this research focused on a single ministerial statement disseminated via Twitter, thereby narrowing the scope to individual persuasion rather than broader institutional communication strategies (Alwaneen, 2024). Both studies underscore the importance of attitudinal evaluation in constructing ideology and persuasion. Yet, neither explored how the Appraisal System–Attitude functions as a Normative Compliance Device within structured Public Communication Protocols, nor

how appraisal system-attitude contributes to Pandemic Authority Legitimacy in the Indonesian context. This gap is critical, as government officials' oral statements during the COVID-19 pandemic were not only ideological or persuasive but also instrumental in legitimizing authority, fostering public trust, and ensuring compliance with health directives.

Accordingly, the present study advances the field by situating appraisal system-attitude within the intersection of Systemic Functional Linguistics and normative compliance theory, focusing on Indonesian public officials' statements broadcast through KompasTV. This approach provides a more comprehensive understanding of how evaluative language operates as a discursive device to realize compliance and authority legitimacy in times of national health crisis. This study seeks to investigate how the Indonesian government's attitudinal evaluation system realizes normative compliance with public communication protocols in pandemic discourse. Specifically, it aims to identify the attitudinal resources namely affect, judgment, and appreciation employed in official statements, and to analyze how this appraisal system-attitude function as normative compliance devices that foster public trust and adherence to health directives. Furthermore, the research examines the discursive mechanisms through which public communication protocols are linguistically constructed and sustained during crisis situations. By focusing on the role of appraisal system-attitude in legitimizing pandemic authority, the study integrates Systemic Functional Linguistics, particularly Appraisal Theory, with normative compliance theory to provide a comprehensive framework for understanding the interplay between language, authority, and compliance in Indonesian public health communication.

METHODS

This study adopts a qualitative-descriptive approach to investigate how positive valuation within the Appraisal System–Attitude functions as a normative compliance device in pandemic communication. The data consist of official statements delivered by Indonesian government representatives, retrieved from KompasTV's YouTube channel. These statements were selected purposively to capture shifts in public communication narratives during the COVID-19 pandemic and the transition toward endemic status. The analysis was conducted by aligning the linguistic data with the official public communication protocols on pandemic management issued by the Presidential Staff Office (KSP), which were themselves based on the World Health Organization (WHO) crisis communication standards.

This alignment enabled the study to evaluate the extent to which government discourse adhered to principles of normative compliance, including transparency, accuracy, consistency, credibility, and moral as well as social authority. Methodologically, the research is both analytical and applied. It is analytical in its critical examination of evaluative language resources particularly appreciation and positive valuation within the Appraisal System–Attitude. It is applied in its aim to provide solutions to communication challenges in society, specifically the government's consistency in delivering transparent information that avoids public panic. By integrating linguistic analysis with normative compliance theory (Tyler, 2006), the study demonstrates how appraisal system-attitude operates as a discursive mechanism for realizing authority legitimacy in pandemic communication.

RESULT AND DISCUSSION

Result

The analysis of normative compliance with public communication protocols related to pandemic authority legitimacy revealed that positive valuation was the most dominant variable in realizing compliance during the management of COVID-19, with a total of 30 positive realizations. Positive valuation was distributed across four variables: sociality (3 data), salience (7 data), validity (9 data), and maintenance (11 data). Sociality emphasized transparency, credibility, and moral–social authority by framing policies as socially desirable and collectively beneficial. In addition, salience highlighted urgency and relevance, thereby reinforcing accuracy and credibility through the prioritization of vaccines and measurable progress. Moreover, validity underscored reliability and evidence-based reasoning, which strengthened perceptions of transparency and trustworthiness. Finally, maintenance stressed rationality and appropriateness, thus legitimizing government measures as consistent and stabilizing. Overall, the predominance of positive valuation demonstrates that Indonesian government communication relied heavily on appreciation resources to foster trust, reinforce legitimacy, and ensure compliance with public communication protocols.

The overall findings realize that the Indonesian government’s public communication during the COVID-19 pandemic strategically employed positive valuation across four subsystems such as sociality, salience, validity, and maintenance to reinforce authority legitimacy in Table 1. This appraisal system-attitude pattern reflects how language functions not only as an informational tool but also as a mechanism of legitimization, shaping public perception of governance. In the sociality valuation, the emphasis on solidarity and collective responsibility illustrates how government discourse positioned citizens as moral agents, thereby strengthening moral and social authority. This aligns with broader theories of appraisal, where positive appreciation of communal values fosters compliance and trust.

Table 1. Realization of Authority Legitimacy through Positive Valuation

Positive Valuation	Number of Data	Authority Legitimacy Realization
Sociality	3	Transparency, consistency, credibility, moral and social authority
Salience	7	Transparency, accuracy, consistency, credibility, moral and social authority
Validity	9	Accuracy, credibility, transparency, consistency, moral and social authority
Maintenance	11	Accuracy, transparency, consistency, credibility, moral and social authority

Through salience valuation, prioritization of vaccines, measurable progress, and ambition in policy communication highlighted transparency, accuracy, credibility, and consistency. appraisal system-attitude ensured that government actions were perceived as factual and reliable, reinforcing legitimacy through clarity and accountability. Therefore, validity valuation further established legitimacy by foregrounding factual accuracy, credibility of vaccines, and clarity in lockdown policies. By articulating decisions as evidence-based and morally grounded, government communication realized transparency, consistency, and moral–

social authority, thereby countering misinformation and uncertainty. Finally, maintenance valuation emphasized resilience, feasibility of micro-scale restrictions (PPKM), and integration of health measures. These appraisal system-attitude items realized accuracy, transparency, credibility, and consistency, projecting the government as capable of sustaining long-term pandemic management while balancing public health and economic stability.

These findings realize that positive valuation functions as an appraisal system-attitude resource that legitimizes government communication as transparent, accurate, credible, consistent, and morally grounded, thereby strengthening public trust and confidence in pandemic management. This result resonates with and extends insights from previous studies. The realization of the appraisal system in online news texts about the relocation of the national capital, highlighting how appraisal system-attitude constructs ideological positioning (Risdianto, 2024). The present study confirms this perspective by showing that government discourse also relies on appraisal system-attitude resources particularly positive valuation to establish legitimacy, but in the context of crisis communication rather than media ideology.

Similarly, other research investigated appraisal system-attitude in the statements of the Saudi Minister of Health during the pandemic, emphasizing its persuasive function in shaping public trust (Alwaneen, 2024). The current findings align with Alwaneen's conclusion, as Indonesian government communication likewise employed appraisal resources to reinforce credibility, transparency, and moral authority. However, this study expands the scope by analyzing multiple subsystems of valuation (sociality, salience, validity, maintenance), thereby offering a more comprehensive account of how appraisal system-attitude legitimizes governance. Compared with these previous studies, the present research contributes a multidimensional synthesis: while Risdianto focused on ideological representation and Alwaneen on persuasive credibility, this study integrates both perspectives to show that appraisal system-attitude simultaneously legitimizes authority through accuracy, transparency, consistency, credibility, and moral grounding. Thus, the Indonesian case demonstrates that appraisal resources are not only persuasive but also institutionalized mechanisms of legitimacy in public crisis communication.

Discussion

In the context of Indonesian public communication during the COVID-19 pandemic, positive valuation within the appraisal system-attitude emerges as a crucial mechanism for reinforcing authority legitimacy. The subsystem of appreciation-valuation evaluates phenomena deemed valuable, beneficial, or strategically significant, thereby positioning government policies as credible and deserving of public support. First, sociality highlights social desirability, diversity, modernity, and communal contribution. By framing policies as socially enriching and inclusive, positive sociality strengthens legitimacy by aligning government actions with collective values and aspirations. Second, salience underscores the significance, relevance, and urgency of policies. Positive salience legitimizes authority by presenting government measures as timely and essential, ensuring that they are perceived as relevant interventions in safeguarding public health. Third, validity emphasizes reliability, evidence, and testability. Positive validity reinforces legitimacy by grounding policies in

transparency and evidence-based reasoning, thereby cultivating perceptions of trustworthiness and credibility among the public. Finally, maintenance stresses rationality and appropriateness in sustaining stability and social order. Positive maintenance legitimizes authority by portraying policies as consistent, reasonable, and aligned with established norms, which fosters continuity and compliance. Overall, these dimensions of positive valuation demonstrate how appreciation functions as a linguistic and ideological device. By emphasizing transparency, accuracy, consistency, credibility, and moral responsibility, government communication not only legitimizes authority but also fosters public trust and adherence to communication protocols. This highlights the strategic role of language in shaping compliance and reinforcing authority during public health emergencies.

Positive Valuation – Sociality

Positive valuation - sociality is realized through appraisal system-attitude meanings that emphasize social desirability, diversity, modernity, and the contribution of a policy or phenomenon to the community. This type of valuation functions as an attitudinal evaluation device that reinforces authority legitimacy, since policies or phenomena perceived as new, stable, modern, or enriching are more easily accepted as valuable and worthy of support within the social order. In the context of pandemic communication, positive valuation - sociality highlighted the government's efforts to present its policies as socially beneficial and aligned with communal values.

Table 2. Positive Valuation – Sociality

Utterances	Appraisal Systems - Attitude	Variable	P/N	Appraisal Items	Authority Legitimacy
<i>If entrepreneurs want to participate through independent vaccination, provided the costs are borne by the company itself, I welcome it.</i>	Appreciation	Valuation - Sociality	Positive	Verbal groups “want to participate”, “welcome”, and “borne by the company itself	Transparency and credibility
<i>People who previously did not want antigen tests are now competing for them; those who previously refused vaccines are now competing for vaccines, queuing everywhere, even being turned away.</i>	Appreciation	Valuation - Sociality	Positive	Adverbs “previously” and “now” as well as verbs “refused”, “competed for”, and “turned away”	Credibility
<i>Finally, almost everyone is ready to participate: Islamic boarding schools, churches, and community organizations request scheduled vaccination visits. Thus, it is indeed a challenge for the government.</i>	Appreciation	Valuation - Sociality	Positive	Adverbial groups “ready to participate” and “indeed a challenge”, as well as the verbal group “request to be scheduled”	Transparency, consistency, and moral– social authority

By framing public health measures as desirable and contributive to collective well-being, the government strengthened transparency, consistency, credibility, and moral as well as social authority (Liu & Viens, 2020; Scherr & Arendt, 2022). The data analyzed under this category illustrates how appraisal system-attitude was strategically employed to legitimize authority by appealing to social desirability and communal enrichment in Table 2.

The analysis of the appraisal items across the data in the table above confirms that appreciation in the subsystem of sociality valuation (+val) consistently reinforces normative compliance and authority legitimacy in the public communication during the COVID-19 pandemic. Each utterance demonstrates how appraisal system-attitude resources function to highlight transparency, credibility, consistency, and moral–social authority as essential components of legitimate governance.

The analysis demonstrates that appreciation in the subsystem of sociality valuation (+val) consistently reinforces authority legitimacy in public communication during the COVID-19 pandemic. In the first utterance, the verbal groups “want to participate”, “welcome”, and “borne by the company itself” highlight business involvement and the government’s positive reception, thereby realizing transparency through the clear articulation of participation requirements and credibility through professional acceptance aligned with social norms. In the second utterance, the adverbs “formerly” and “now” together with the verbs “refused”, “competed for”, and “turned away” construct a sociality valuation that frames the shift in public attitudes from rejection to enthusiasm as a socially valuable phenomenon. This realization strengthens credibility, as the government communicates the change factually, professionally, and in accordance with social expectations, thereby building public trust. In the third utterance, the adverbial groups “ready to participate” and “indeed a challenge”, along with the verbal group “request to be scheduled”, emphasize openness of information and continuity of messaging. This realization affirms transparency by acknowledging institutional involvement, ensures consistency by maintaining coherent communication across diverse actors, and reinforces moral–social authority by positioning the government as a legitimate actor expected to coordinate vaccination efforts for social order.

Overall, these findings confirm that public communication during the pandemic is not merely factual but strategically evaluative. By foregrounding social participation and collective involvement, government communication is legitimized as a transparent, consistent, credible, and morally grounded instrument in managing the COVID-19 crisis.

Positive Valuation – Salience

Positive valuation - salience is realized through appraisal system-attitude meanings that emphasize the significance, relevance, and urgency of a policy or phenomenon within the social context. This type of valuation functions as an attitudinal evaluation device that reinforces authority legitimacy, since policies or phenomena perceived as important, crucial, or socially significant are more readily accepted as relevant and worthy of support in the social order. In pandemic communication, positive valuation - salience highlighted the government’s efforts to frame its policies as urgent and highly relevant to public safety and well-being. By presenting health measures as significant and indispensable, the government strengthened

transparency, accuracy, consistency, credibility, and moral as well as social authority. The data analyzed under this category illustrates how appraisal system-attitude was strategically employed to legitimize authority by appealing to the urgency and relevance of governmental actions in addressing the pandemic in Table 3.

Table 3. Positive Valuation – Salience

Utterances	Appraisal Systems - Attitude	Variable	P/N	Appraisal Items	Authority Legitimacy
<i>Free vaccines remain the priority, independent vaccines will follow the free vaccines are completed.</i>	Appreciation	Valuation - <i>Salience</i>	Positive	Adverbial group “remain the priority” and verb “will follow”	Transparency
<i>Vaccination has been carried out by prioritizing high-risk groups, starting with health workers, the elderly, public officials and servants, teachers, media workers, market traders, the military/police, and athletes.</i>	Appreciation	Valuation - <i>Salience</i>	Positive	Verbal group “has been carried out” and verb “prioritizing”	Accuracy
<i>At the same time, the speed of vaccination in Indonesia has now reached nearly 500 thousand injections per day, and the total vaccination achievement will surpass 10 million injections.</i>	Appreciation	Valuation – <i>Salience</i>	Positive	Verbal groups “has now reached nearly” and “will surpass”	Credibility
<i>The government immediately decided that there would be no paid vaccines.</i>	Appreciation	Valuation – <i>Salience</i>	Positive	Verb “decided”	Moral and social authority
<i>So, until now we have been quite busy scheduling vaccinations, and the target this year is to reach 70%.</i>	Appreciation	Valuation – <i>Salience</i>	Positive	Adjectival group “quite busy”, verb “scheduling”, and verbal group “can reach”	Transparency
<i>In fact, our ambition is that by October we will already be able to meet that target.</i>	Appreciation	Valuation – <i>Salience</i>	Positive	Adverbial group “already able to meet”	Consistency
<i>Most importantly, vaccination must continue to be accelerated!</i>	Appreciation	Valuation – <i>Salience</i>	Positive	Verbal group “must continue to be accelerated”	Moral and social authority

The analysis shows that positive appreciation (+val) within the subsystem of salience valuation consistently reinforces authority legitimacy in public communication during the COVID-19 pandemic. Each utterance demonstrates how appraisal system-attitude items highlight transparency, accuracy, credibility, consistency, and moral–social authority as key dimensions of legitimate governance.

In the first utterance, the adverbial group “remain the priority” and the verb “will follow” emphasize the prioritization of free vaccines, realizing transparency by clearly communicating the sequencing of vaccination programs. In the second utterance, the verbal group “has been carried out” and the verb “prioritizing” highlight the government’s focus on high-risk groups, thereby realizing accuracy in policy implementation. In the third utterance, the verbal groups “has now reached nearly” and “will surpass” frame vaccination progress as measurable and factual, reinforcing credibility in public communication.

The fourth utterance, marked by the verb “decided”, underscores the government’s firm stance against paid vaccines, realizing moral and social authority by affirming fairness and equity. In the fifth utterance, the adjectival group “quite busy”, the verb “scheduling”, and the verbal group “can reach” highlight the government’s openness in reporting ongoing efforts, thereby realizing transparency. In the sixth utterance, the adverbial group “already able to meet” conveys determination and continuity, realizing consistency in policy messaging. Finally, the seventh utterance, expressed through the verbal group “must continue to be accelerated”, reinforces moral and social authority, positioning the government as a legitimate actor responsible for sustaining momentum in vaccination efforts.

Based on these findings, salience valuation functions as a strategic appraisal system-attitude resource in public communication. By emphasizing prioritization, factual accuracy, measurable progress, and moral responsibility, government communication is legitimized as a transparent, accurate, credible, consistent, and morally grounded instrument in managing the COVID-19 crisis.

Positive Valuation – Validity

Positive valuation - validity is realized through appraisal system-attitude meanings that emphasize the reliability, evidence, and testability of a policy or phenomenon within the social context. This type of valuation functions as an attitudinal evaluation device that reinforces authority legitimacy, since policies or phenomena perceived as valid, reliable, and evidence-based are more easily accepted as legitimate and trustworthy in the social order. In pandemic communication, positive valuation - validity highlighted the government’s efforts to present its policies as accurate, credible, and grounded in evidence, thereby strengthening transparency, consistency, and moral authority. By framing public health measures as reliable and verifiable, the government sought to build public trust and reinforce its credibility as a legitimate authority. In [Table 4](#), the data analyzed under this category illustrate how appraisal system-attitude was strategically employed to legitimize authority by appealing to the reliability and evidence-based nature of governmental actions in addressing the pandemic.

Table 4. Positive Valuation - Validity

Utterances	Appraisal Systems - Attitude	Variable	P/N	Appraisal Items	Authority Legitimacy
<i>There are no coronavirus cases entering Indonesia.</i>	Appreciation	Valuation-Validity	Positive	Verbal group "none entered"	Accuracy
<i>If infected with this virus, it can still be detected and most likely can be inhibited by the existing vaccines.</i>	Appreciation	Valuation-Validity	Positive	Verbal groups "can still be detected" and "can be inhibited"	Credibility
<i>If we look at the progression of this disease, not all cases fall into severe conditions requiring special equipment; most cases are in mild condition.</i>	Appreciation	Valuation-Validity	Positive	Verbs "look" and "fall", as well as adjectival group "ill"	Transparency, accuracy, and consistency
<i>I need to emphasize first that lockdown policy, both at the national and regional levels, is a central government policy.</i>	Appreciation	Valuation-Validity	Positive	Verbal group "need to emphasize" and nominal group "is a central government policy"	Moral and social authority
<i>This policy must not be taken by local governments, and until now we have not considered moving toward a lockdown policy.</i>	Appreciation	Valuation-Validity	Positive	Verbal groups "must not be taken" and "have not considered"	Moral and social authority
<i>I state that micro-scale restrictions (PPKM) and lockdown have the same essence, namely restricting community activities.</i>	Appreciation	Valuation-Validity	Positive	Verbal group "I state", "have the same essence", and "restricting community activities"	Consistency
<i>So, Omicron has already entered Indonesia and local transmission has also occurred; it is not only imported, and worldwide Omicron is characterized by rapid and high increases.</i>	Appreciation	Valuation-Validity	Positive	Verbal groups "has already entered" and "local transmission has occurred", as well as adverbial group "rapid and high increases"	Accuracy
<i>The revocation of pandemic status was taken by considering the trend of positive cases.</i>	Appreciation	Valuation-Validity	Positive	Verbs "taken" and "considering"	Moral and social authority

Utterances	Appraisal Systems - Attitude	Variable	P/N	Appraisal Items	Authority Legitimacy
<i>The calculation shows that if one million people are vaccinated per day, our country has the capacity to do so.</i>	Appreciation	Valuation - Validity	Positive	Verbal groups “calculation shows” and “has the capacity”	Accuracy

The analysis indicates that positive appreciation (+val) within the subsystem of validity valuation consistently reinforces authority legitimacy in public communication during the COVID-19 pandemic. Appraisal system-attitude items highlight accuracy, credibility, transparency, consistency, and moral–social authority as essential dimensions of legitimate governance.

In the first utterance, the verbal group “none entered” emphasizes the absence of coronavirus cases in Indonesia, realizing accuracy in reporting. The second utterance, with “can still be detected” and “can be inhibited”, underscores the effectiveness of existing vaccines, reinforcing credibility. The third utterance, marked by “look”, “fall”, and the adjectival group “ill”, frames the progression of the disease as mostly mild, thereby realizing transparency, accuracy, and consistency.

The fourth and fifth utterances, expressed through “need to emphasize”, “is a central government policy”, “must not be taken”, and “have not considered”, affirm the government’s authority over lockdown decisions, realizing moral and social authority. The sixth utterance, with “I state”, “have the same essence”, and “restricting community activities”, highlights the equivalence between micro-scale restrictions (PPKM) and lockdown, realizing consistency. The seventh utterance, marked by “has already entered”, “local transmission has occurred”, and “rapid and high increases”, emphasizes factual accuracy regarding Omicron’s spread, realizing accuracy.

The eighth utterance, expressed through “taken” and “considering”, highlights the government’s decision-making process in revoking pandemic status, realizing moral and social authority. The ninth utterance, marked by “calculation shows” and “has the capacity”, underscores the feasibility of vaccinating one million people per day, reinforcing accuracy in projecting national capacity. These findings demonstrate that validity valuation functions as an appraisal system-attitude resource that legitimizes government communication as accurate, credible, transparent, consistent, and morally grounded, thereby strengthening public trust in pandemic management.

Positive Valuation – Maintenance

Positive maintenance valuation is realized through appraisal system-attitude meanings that emphasize rationality and appropriateness in assessing actions or policies based on their ability to preserve stability, order, and the existing social structure. This type of valuation functions as an attitudinal evaluation device that reinforces authority legitimacy, since policies or phenomena perceived as reasonable and consistent are more easily accepted as legitimate within the social order. In pandemic communication, positive maintenance valuation

highlighted the government's efforts to present its measures as rational, orderly, and aligned with established norms, thereby strengthening accuracy, transparency, consistency, credibility, and moral as well as social responsibility. By framing public health policies as reasonable and stabilizing, the government sought to reassure the public of its reliability and reinforce its legitimacy as a trusted authority. In Table 5, the data analyzed under this category illustrates how appraisal system-attitude was strategically employed to legitimize authority by appealing to rationality, stability, and social order in addressing the pandemic.

Table 5. Positive Valuation - Maintenance

Utterances	Appraisal Systems - Attitude	Variable	P/N	Appraisal Items	Authority Legitimacy
<i>It is reasonable if mask prices soar because many people are looking for masks.</i>	Appreciation	Valuation - Maintenance	Positive	Adjective "reasonable" and verb "soar"	Accuracy
<i>We will not have the option of lockdown, because if locked down we would not be able to do anything.</i>	Appreciation	Valuation - Maintenance	Positive	Verbal groups "will not have" and "would not be able to do"	Accuracy
<i>A disease that will heal on its own.</i>	Appreciation	Valuation - Maintenance	Positive	Adjectival group "will heal on its own"	Accuracy
<i>Three days ago, in Bangkok there was a lockdown, in Tokyo the status was also emergency, while here activities, though limited, can still continue.</i>	Appreciation	Valuation - Maintenance	Positive	Verb's "lockdown", adjectives "emergency" and "limited", and verbal groups "can still continue"	Transparency and accuracy
<i>We fight against the presence of Covid-19 by prioritizing and mandating strict health protocols that must be implemented, and the government will regulate so that life can gradually return to normal while observing and considering facts occurring in the field.</i>	Appreciation	Valuation - Maintenance	Positive	"fight", "prioritize", "mandate", "consider", and verbal groups "will regulate", "can gradually return", "occurring", and "while observing",	Moral and social authority; accuracy and transparency
<i>The government continues to carry out 3T: testing, tracing, treatment.</i>	Appreciation	Valuation - Maintenance	Positive	verbal groups "continue to carry out"	Consistency
<i>If micro-scale restrictions (PPKM) are well implemented, field</i>	Appreciation	Valuation - Maintenance	Positive	Verbs "implemented" and "strengthened"	Accuracy and consistency

Utterances	Appraisal Systems - Attitude	Variable	P/N	Appraisal Items	Authority Legitimacy
<i>actions continuously strengthened, the case rate should be controllable.</i>					
<i>The micro-scale restriction policy is the most appropriate ... can run without killing the economy.</i>	Appreciation	Valuation - Maintenance	Positive	adverb “most appropriate”; verbal groups “can run” and “without killing”	Accuracy and credibility
<i>And the government has decided that micro-scale restrictions (PPKM) remain the most appropriate policy to stop the spread of Covid-19 down to the village level or directly to the root of the problem, namely the community.</i>	Appreciation	Valuation - Maintenance	Positive	Verbal groups “has decided” and “remain”, adverb “most appropriate”, and verb “stop”	Transparency and consistency
<i>The government observes that the micro-scale restriction policy remains the most suitable policy. For the current context, to control Covid-19 because it can run without killing the people's economy.</i>	Appreciation	Valuation - Maintenance	Positive	Verb “observes”, verbal group “remain”, and adverbial group “most suitable”	Accuracy and consistency
<i>With vaccination, PPKM runs simultaneously, then medicine, oxygen, beds, within four to five days ahead the situation will improve.</i>	Appreciation	Valuation - Maintenance	Positive	Verbal group “runs simultaneously” and adverbial group “will improve”	Transparency and accuracy

The analysis reveals that positive appreciation (+val) within the subsystem of maintenance valuation consistently reinforces authority legitimacy in public communication during the COVID-19 pandemic. Appraisal system-attitude valuative items highlight accuracy, transparency, consistency, credibility, and moral–social authority as central dimensions of legitimate governance. In the first utterance, the adjective “reasonable” and the verb “soar” frame the rise in mask prices as a logical consequence of demand, realizing accuracy. The second utterance, expressed through “will not have” and “would not be able to do”, rejects lockdown as a viable option, reinforcing accuracy in policy justification. The third utterance, marked by “will heal on its own”, conveys optimism about disease recovery, realizing accuracy in medical communication.

The extended fourth utterance, with appraisal system-attitude items such as “lockdown”, “emergency”, “limited”, “can still continue”, “fight”, “prioritize”, “mandate”, and “will regulate”, emphasizes resilience and adherence to strict health protocols. This realization affirms transparency, accuracy, and moral–social authority, while the phrase “continue to carry out” establishes consistency in government action. The fifth utterance, expressed through “implemented”, “strengthened”, “most appropriate”, “can run”, and “without killing”, highlights the feasibility of micro-scale restrictions (PPKM), realizing accuracy, consistency, and credibility.

The sixth utterance, marked by “has decided”, “remain”, “most appropriate”, and “stop”, underscores the government’s firm stance on PPKM as the most suitable policy, realizing transparency and consistency. The seventh utterance, expressed through “observes”, “remain”, and “most suitable”, reinforces accuracy and consistency in policy evaluation. The eighth utterance, with “runs simultaneously” and “will improve”, highlights the integration of vaccination, restrictions, and medical resources, realizing transparency and accuracy in projecting outcomes.

These findings realize that maintenance valuation functions as a strategic evaluative appraisal system-attitude resource that legitimizes government communication as accurate, transparent, consistent, credible, and morally grounded, thereby strengthening public confidence in pandemic management. The analysis across the four subsystems of positive valuation namely sociality, salience, validity, and maintenance which realizes that appraisal system-attitude consistently reinforces authority legitimacy in government communication during the COVID-19 pandemic. In sociality valuation, the emphasis on solidarity and collective responsibility reflects transparency and moral–social authority. In salience valuation, prioritization, measurable progress, and ambition highlight accuracy, credibility, and consistency in policy messaging. In validity valuation, factual accuracy, credibility of vaccines, and clarity in lockdown policies establish transparency, consistency, and moral–social authority. In maintenance valuation, resilience, feasibility of micro-scale restrictions (PPKM), and integration of health measures manifest accuracy, transparency, credibility, and consistency. Furthermore, these findings realize that positive valuation functions as an appraisal system-attitude resource that legitimizes government communication as transparent, accurate, credible, consistent, and morally grounded, thereby strengthening public trust and confidence in pandemic management.

CONCLUSION

This study demonstrates that Indonesian government communication during the COVID-19 pandemic consistently employed positive valuation across the subsystems of sociality, salience, validity, and maintenance. Each subsystem contributed distinct dimensions: sociality framed policies as socially desirable and collective; salience emphasized urgency and prioritization; validity underscored reliability and evidence-based reasoning; and maintenance highlighted rationality and stability. Furthermore, these linguistic strategies legitimized authority by embedding values of transparency, accuracy, credibility, consistency, and moral

responsibility into public discourse. Theoretically, the findings contribute to the development of appraisal theory by showing that positive valuation functions not only as a persuasive resource but also as an institutionalized mechanism of legitimacy in crisis communication. By integrating appraisal with normative compliance theory, the study expands the explanatory power of linguistic analysis to account for how language constructs authority and fosters public trust during health emergencies. In terms of implications, the research indicates that appraisal-attitude particularly positive valuation can serve as a model for effective crisis communication. Government discourse that consistently emphasizes accuracy, transparency, and moral grounding strengthens compliance and resilience in times of uncertainty. This framework offers practical guidance for designing communication strategies in future crises, while also providing a foundation for comparative studies across different contexts of governance and public health.

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