

The Role of Public Relations in Crisis Management at PT Garuda Indonesia Following the Boeing G. 737/400 Aircraft Accident in 2010

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RIWAYAT ARTIKEL

Received: June 05, 2025; Revised: June 21, 2025; Accepted: June 27 2025; Available online: July 06 2025

ABSTRACT

Public Relations;
Crisis Management;
Post-Accident

ABSTRACT

This study aims to analyze the crisis management strategies implemented by PT Garuda Indonesia after the Boeing G.737/400 aircraft accident in 2010, as well as the role of Public Relations (PR) in handling the crisis. The research employs a qualitative approach with a descriptive design, aimed at describing and explaining the crisis management strategies and the role of PR in managing the crisis faced by PT Garuda Indonesia. The findings indicate that the PR Board at PT Garuda Indonesia handled the crisis effectively through various strategic steps. However, some key crisis management principles were not fully implemented. Overall, Garuda's PR department performed well, including helping the company recover in the aftermath of the crisis. PR played a crucial role in crisis management by acting as a facilitator and mediator between the company and its public. Despite some shortcomings in certain areas, PR successfully contributed to restoring the company's image and mitigating the impact of the crisis. This study contributes to the development of crisis management theory and practice, particularly in the context of Public Relations, by providing insights into how PR can assist organizations in overcoming and recovering from major crises.

1. INTRODUCTION

Crisis management and public relations are two critical fields in the aviation industry. When accidents or incidents occur, a company's reputation and consumer trust can be shaken. A positive image in the eyes of the public is one of the most important factors for the survival of a company. In today's fast-paced information era, the role of public relations is increasingly necessary to build and maintain a positive image. If a company's image and public trust turn negative, the company will face a crisis of confidence and must be prepared to handle it (Rizal and Widiyanto, 2021).

Communication management within an organization, including crisis communication, is a significant responsibility for PR. As a strategy to minimize damage to the company's reputation, PR actions focus on crisis preparedness. One of the essential practices in handling emergency correspondence is setting up an emergency board (Yulianti & Boer, 2020). Therefore, aviation companies must respond quickly and effectively to such situations to avoid harming the business and company image. One of the aviation companies that faced a major crisis was PT Garuda Indonesia in 2010, when one of its Boeing G.737/400 aircraft was involved in an accident.

A crisis is always unpredictable. A company's public relations team must take various actions to build a good reputation for the company among its stakeholders (Fitri, Karim, and Rachmawati, 2021). An aircraft accident is one of the situations that can threaten the safety and reputation of an airline. PT Garuda Indonesia's Boeing G.737/400

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How to Cite (APA Style 7th Edition):

Oktaviani, A. E. N., Fadiyah, A., Brilianti, D. S., & Syafitri, E. (2025). The Role of Public Relations in Crisis Management at PT Garuda Indonesia Following the Boeing G. 737/400 Aircraft Accident in 2010. *Southeast Asian Journal of Multidisciplinary Science*, 1(1), 26-33. <https://ojs.aeducia.org/index.php/sajms/article/view/285>

aircraft experienced an accident in 2010, resulting in significant casualties and material losses. The accident also caused a major impact on the company's image and public trust in Garuda Indonesia's flights.

The impact of the accident not only affected the company but also public trust in Garuda Indonesia's air travel. Therefore, proper and responsive crisis management is crucial for the company in such situations. A crisis can lead to significant financial and reputational losses. As a national airline, PT Garuda Indonesia faced a major crisis due to the Boeing G.737/400 accident in 2010, which sparked public concerns about flight safety and attracted media attention. To address this crisis, PT Garuda Indonesia needed to implement an effective crisis management strategy, particularly in the area of public relations.

PT Garuda Indonesia was faced with a huge challenge in managing the crisis caused by the aircraft accident. The company had to respond quickly and appropriately to avoid further damaging its image and to meet public expectations regarding safety and service quality. However, the company also had to consider many factors in making decisions, including financial, legal, and reputational concerns. This journal will identify the crisis management strategies implemented by PT Garuda Indonesia and the role of Public Relations in managing the crisis.

The aim of this research is to analyze the crisis management strategies applied by PT Garuda Indonesia following the Boeing G.737/400 aircraft accident in 2010, and the role of Public Relations in handling the crisis. This study is expected to provide a better understanding of crisis management and the role of Public Relations in handling unforeseen situations. The benefit of this research is to offer recommendations to aviation companies in designing better crisis management strategies.

2. METHOD

This research uses a qualitative approach, which aims to describe and elaborate on the Crisis Management Strategy of Public Relations at PT Garuda Indonesia following the Boeing G.737/400 aircraft accident in 2010. The method for describing and elaborating on this data is through the opinions of various experts. By using a qualitative approach, this research gathers theoretical information, providing a strong theoretical foundation as a scientific result (Moto, 2019).

The method used in this article is library research, which involves collecting data by understanding and studying theories from various literature related to the research topic. Case study research is a qualitative research approach that seeks to find meaning, investigate processes, and gain a deep understanding and comprehension from individuals, groups, or situations (Wahyudin, 2017).

In this study, the case being researched is the role of PR post-crisis and the study of crisis management at PT Garuda Indonesia. The data collected by the author comes from several processes, including online data and literature review. The research subjects include the Head of Communications at Garuda Indonesia and the Public Relations team of Garuda Indonesia. Meanwhile, the object of the study is the crisis management resulting from the GA-200 aircraft accident in Yogyakarta on March 7, 2007. Following this accident, Garuda Indonesia experienced a decline in its image among the public.

Data collection was conducted by seeking and constructing information from a variety of sources, including books, journals, and prior research. These sources provided theoretical insights, case studies, and real-life examples relevant to crisis management and public relations. Interviews were also conducted with key stakeholders, including the Head of Communications and the Public Relations team at PT Garuda Indonesia, to gain insights into the strategies implemented during the crisis.

The data collected was analyzed through thematic analysis, which involves identifying patterns and themes within the collected materials. This method was used to examine how crisis management strategies were implemented by Garuda Indonesia's Public Relations team, and how these strategies contributed to the recovery of the company's image. The literature was critically analyzed, with a focus on understanding the alignment between theory and practice. Additionally, the data from the interviews was transcribed and analyzed to extract key insights on the PR strategies used in the aftermath of the crisis. This allowed for a deeper understanding of the real-world application of crisis management and PR strategies in the context of a significant airline incident.

3. RESULT AND DISCUSSION

3.1 Results

a. Crisis Management Strategy

Crisis Management according to G. Harison in Kriyantono explains that a crisis is a critical situation related to various possibilities that negatively impact an organization, requiring quick and accurate decisions to prevent affecting the entire organizational system (2006:173). A crisis that is approaching, occurring, or has already occurred cannot be predicted. The best approach to handle a crisis situation is to establish a plan and understand the crisis based on its causes.

Nova (2017:75) identifies the factors causing a crisis, including: natural disasters, industrial accidents, imperfect products, public perception, work relationships, business strategy errors, criminal issues, management changes, and business competition. Crisis also follows a life cycle, with different durations at each stage (Fitri et al., 2021). In crisis forecasting, management will consider the crisis stages the organization is experiencing based on its anatomy, as revealed by Steven Fink:

- 1) Prodrormal Stage: This stage is referred to as the "warning stage" because the crisis begins to show symptoms that need immediate attention. It may appear in three forms: clearly visible, vague, or completely unseen.
- 2) Acute Crisis Stage: At this stage, the crisis starts to form as the media and the public become aware of the issue. The company then transfers the crisis handling to its Crisis Management Team (CMT) to implement the crisis management plan that has been carefully designed.
- 3) Chronic Stage: It is considered the storm has passed, followed by a cleanup process, thus termed as the "clean phase," characterized by changes in systems or structures, including policy adjustments.
- 4) Resolution Stage: This is the phase where the company returns to normal conditions, though it must remain cautious because the crisis could return to the prodromal stage. Therefore, recovery strategies need to be formulated to prevent future crises (Fajar, 2011).

Crisis resolution must be taken seriously by the company management by designing crisis management plans to prevent the crisis from escalating. Applying the right crisis management strategies minimizes the risks of errors (Murray, 2001). Although crises are often associated with negative connotations, there are actually opportunities hidden within crises that organizations can utilize. If an organization can learn from the crisis it experiences, it will emerge stronger and better.

Regarding the Garuda Indonesia aircraft accident (GA-200) in Yogyakarta, based on the crisis stages above, Garuda Indonesia experienced a crisis management situation that falls under the acute crisis stage. At this stage, the crisis was already clearly evident. However, Garuda Indonesia managed to respond quickly. The crisis management cycle at Garuda Indonesia skipped the chronic stage, moving directly from the acute stage to the resolution stage, as the crisis was handled well and did not escalate further.

The strategy outlined by IFAS in Iriantara (2004:125) for dealing with crises involves a combination of the following four basic strategies:

1. Do Nothing: This approach is not often adopted by organizations, as doing nothing during a crisis can divide the organization, disrupt its integrity, and demoralize employees. However, sometimes organizations may ignore the crisis, letting it come and go without acknowledgment, thereby closing off from public opinion.
2. Stonewalling: In this strategy, the company does not respond externally to the crisis, dismissing the claims as false or irrelevant. This approach risks creating negative public opinion and media scrutiny. Such a silence may lead the public to perceive the organization as accepting the accusations, arrogant, or unwilling to compromise. This strategy is often used when facing legal issues in court.
3. Respond and Endure: This strategy involves the organization quickly seeking a solution to the problem in a positive and aggressive manner. It is one of the best-described strategies. A crucial element in responding is communicating factual information and appointing the right spokesperson for the organization.
4. Attack: This strategy leverages the crisis to gain benefits from the opportunities it presents, thereby shaping public opinion positively. In this strategy, the organization shows its response to the crisis and positions itself as solving the issue for the benefit of the organization, employees, and the public. However, this strategy carries the risk of prolonging the crisis or losing control over the situation if it is not handled quickly and quietly.

In the case of the Garuda Indonesia aircraft accident, PT Garuda Indonesia adopted the "Respond and Endure" strategy, as observed by the author. During the accident, its PR division quickly responded and communicated with the media, which resulted in a swift handling of the situation, setting Garuda apart from other airlines. Moreover, the process of addressing the crisis was done progressively.

Key parties involved in the crisis management strategy for the GA-200 accident included the Operations Unit, Technical Unit, Customer Service, Public Relations Unit, Finance Unit, and the Board of Directors. The relevant strategy employed by Garuda Indonesia in managing the crisis included:

1. Activating the "communications team" according to their duties and responsibilities.

2. Coordinating with relevant parties in handling the accident, including ECC (Emergency Control Center), OCC (Operations Control Center), FAC (Family Assistance Center), PIC (Passenger Inquiry Center), SCC (Site Control Center), ESMT (Emergency Support Management Team), Go Team, ART (Aircraft Recovery Team), and the GA Policy Group.
3. Being a reliable source of information, ensuring accuracy, and conveying crucial information while reducing uncertainty.
4. Being attentive, honest, transparent, and avoiding speculation.
5. Understanding safety data/information and procedures for handling the accident.

According to Robert P. Powell in his book *Crisis – A Leadership Opportunity*, a crisis is an unexpected event with dramatic consequences, sometimes unprecedented, that pushes an organization into chaos and can destroy it if not handled properly.

In his book *Building Your Company's Good Name*, Davis Young describes a crisis as anything that threatens the integrity and public perception of the organization and its leaders. It is often something exaggerated by the media to attract public attention. Institutions or companies in a crisis need to take action that demonstrates concern and empathy toward the public (Li and Teori, no date).

b. Role of Public Relations

In relation to the accident, Public Relations is part of the staff function of the Ministry of Transportation. The role of Public Relations strategy in handling a crisis resulting from an accident is how an agency prepares steps to assure the public that the Ministry of Transportation is carrying out its duties related to oversight. The Ministry of Transportation is responsible for transportation accidents, whether by air, land, or sea, specifically in the case of the Garuda Indonesia Boeing 737-400 accident that occurred at Adi Sucipto Airport in Yogyakarta. In this case, Public Relations played an active role in providing input to the aviation regulatory authorities, particularly the Directorate General of Air Transportation, to ensure they perform their tasks correctly (Handayani & Anom, 2010).

In Public Relations studies, crisis communication is a strategic action taken by Public Relations to respond to a crisis situation that could damage the reputation of a company, also known as Crisis Public Relations. The term "Crisis Public Relations" was first used by Edward Bernays in response to accusations against Standard Oil (Fajar, 2011).

The process undertaken by the company to handle crisis management begins with recognizing the type of crisis being faced, followed by understanding the crisis stages, and ultimately managing the crisis. This process is properly executed by PT Garuda Indonesia, as the company has a specialized crisis management team (ERP). This is demonstrated in the statement letter issued by PT Garuda Indonesia, which illustrates how professionally the PR team handles the crisis the company faces.

On March 11, 2019, PT Garuda Indonesia (PERSERO) TBK issued a statement explaining the next steps as a provider of aviation services operating one Boeing 737 Max 8 aircraft. Garuda Indonesia continued to conduct additional inspections and regular follow-ups on vital fleet components such as the airspeed, altitude system, flight control system, and stall management system. The inspection results showed no faults (with positive results). The airline also carried out training for pilots who routinely perform proficiency checks on the B737 Max Simulator. Furthermore, Garuda Indonesia conducted close reviews, coordinated intensively, and provided regular reports since October of the previous year to the regulator, namely the Directorate General of Civil Aviation (DGCA), providing advice on handling flight accidents involving the Boeing 737 Max 8 fleet, specifically on ensuring safety mitigation and preventive policies regarding the fleet's safety governance.

This statement exemplifies the company's proper actions to maximize crisis management efforts, ensuring that the procedures followed by PT Garuda Indonesia are the best efforts to maintain the serviceability and safety of its fleet.

Due to the significant concerns of passengers, Garuda Indonesia understands and comprehends the situation, maintaining extra vigilance in monitoring its flight operations. To restore public trust, the company implemented persuasive actions based on operational measures to positively impact the public's perception of PT Garuda Indonesia.

Regarding the Circular issued by the Ministry of Transportation of the Republic of Indonesia, specifically from the Directorate General of Air Transportation, concerning the Temporary Grounding for the inspection of all B737 MAX aircraft operating in Indonesia, Garuda Indonesia, as the national airline, continues to prioritize safety commitment and culture in all aspects of its operations. This aligns with the core operational value of "safety," which has been embedded in the company's employee culture and operational lines.

In the crisis management handled by Garuda Indonesia, the research objective of the author has been answered. The author has learned about crisis management at PT Garuda Indonesia, which focuses on handling and taking responsibility for the victims. The author has also understood the communication strategies used in crisis management, even though they do not fully align with the theoretical models. From recognizing the crisis, its type, the crisis stages, crisis management, and image recovery, it is clear that Garuda Indonesia's PR played a significant role in handling the crisis effectively.

Discussion

a. Public Relations (PR)

The concept of Public Relations is a social and management philosophy expressed in policies and their implementation through sensitive interpretation of events based on two-way communication with the public, striving to achieve mutual understanding and good faith, according to Frazier Moore in the book *Public Relations: Building Image through Communication* (2004:6) (R Taniarza, 2017).

As shown by Baskin et al., the framework hypothesis is very valuable for advertising because it serves as a hypothesis for thinking about connections. Grunig, Grunig, and Dozier, in Dan Lattimore et al. (2010: 51), state that the systems perspective emphasizes the interdependence of an organization's internal and external relationships with its environment (Mathematics, 2016).

According to Kriyantono (2012a): "The Situational Public Theory provides guidelines on how to identify who the public is and how their communication behavior and situational perceptions are" (p. 228). The form of situational hypothesis was originally applied to the style of public origination, and by formalizing this hypothesis, it became a method to recognize and assess people in general and popular assessments (Grunig in Voss, 2009). According to Grunig, this hypothesis helps understand the assertions, mentalities, and corresponding behaviors of people in general and consists of two main factors, specifically the correspondence behavior variables and the situational impression variables (Kriyantono, 2012b).

According to Grunig in Sriramesh et al. (2007), the independent variables of the four theories, the reference criteria, and the communication behavior variables depend on the search for and processing of information. The situational perception variable is an independent variable that includes problem recognition, constraint recognition, and the level of involvement. However, the reference basis sub-variable was ultimately not used because Grunig in Illia, Lurati, and Casalaz (2013) observed that this reference rule produced the same final results in communication and behavior variables (Magdalena et al., 2015).

In the work of Ihlen, Van Ruler, and Fredriksson in 2009, Fredriksson drew a relationship between PR ideas and organizational representation and identified the organization's goals as the representation of PR practices. This representation becomes more substantial when the general population becomes one of the reasons for associations to carry out PR capabilities to achieve hierarchical goals. According to Fredriksson, the concept of PR is not only confined by the context in which relationships are built but also by communication objectives. Public Relations practices are based on the vision and mission of the organization, which is realized to build relationships with the target public based on their characteristics to be more precise when expressed through the organizational context (Nirmalasari, 2020).

Since the management function of PR is one way for businesses to recover and advance, PR plays a crucial role for every business or organization. An organization that has a positive image is a way of facing organizations or associations challenged by advertising so that the local public perceives the organization positively, especially when the organization faces disappointment or an emergency situation. External audiences will have a negative view, especially regarding customers (Triastuti et al., 2020).

b. Crisis Management

Linke's definition of a crisis (Linke, 1989: 166) is a disruption of normal operations due to negative consequences that interfere with an organization's daily activities. For Linke, an emergency can lead to death, reduced personal satisfaction, decreased levels of government assistance, and diminished organizational reputation (Luhukay, 2009).

In the book *Public Management* by Dozier and Broom (Ruslan, 2016), *Public Relations Management & Media Communication: Concepts & Applications*, issue management is one of the scopes within public relations in an association or institution (Mathematics, 2016).

An *immediate crisis* or urgent emergency is the type of crisis that companies worry about the most because it occurs suddenly with no warning signs. Additionally, businesses lack time for research planning. A disaster affecting the business is often the cause of such a crisis. For example, bomb attacks, fires, and earthquakes. Senior management

must reach a consensus before facing such a crisis. This is done to establish order so that when such emergencies occur, the management will not be confused and will essentially know how to handle the situation (Fahmi, 2018).

SCCT (Situational Crisis Communication Theory) is categorized by Coombs (2007a) into four strategic groups considered equivalent. The first is denial tactics, where an organization attempts to deny responsibility. Second, the goal of the reduction strategy is to minimize the likelihood that the organization has control over the crisis or its negative effects. Third, the remake technique is seen as working towards establishing the association. The fourth is the reinforcement technique, which complements and plans to build positive relationships between the association and its partners (Akhyar & Pratiwi, 2019).

Crisis management methods (crisis bargaining and negotiation), decision-making during a crisis (crisis decision-making), and monitoring the crisis's progress (crisis dynamics) are typically the foundation of crisis management theory. Using potential crisis management techniques, management is responsible for resolving a new crisis (Kadiya, 2012).

According to Kriyantono (2012a: 153), by understanding expected issues, associations can plan the appropriate techniques to leverage these issues for further reputation development. Public relations for the government should focus on issues that the public discusses in order to build a good reputation. Depending on how they respond, the public affected by these issues will have different perspectives on the situation (Magdalena et al., 2015).

A public relations crisis is a situation, rumor, or information that damages the image, credibility, and reputation of a company. Despite the fact that crises can affect any individual, organization, or business at any time and from any location, many businesses believe that PR crises only affect large companies. Steven Fink, in *Crisis Management Planning for the Inevitable*, defines a crisis as follows: "A crisis is an unstable time or state of affairs in which a decisive change is impending—either one with the distinct possibility of a highly desirable and extremely positive outcome, or one with the distinct possibility of a highly undesirable outcome. It is usually a 50-50 proposition, but you can improve the odds" (Purwaningwulan, 2013).

Using post-crisis communication principles, the SCCT theory provides an appropriate framework to protect a company's reputation. This theory suggests that there are three main types of crises: crises that leave problems, crises that do not leave problems, and crises caused by external errors. A company's reputation is considered to be affected by all three types. As part of the selected crisis response communication strategy, PR professionals must be able to determine the level of responsibility for the crisis after identifying the type of crisis affecting the company (Theresia D. Wulandari, 2011).

c. The Role of Public Relations in Crisis Management

The role of Public Relations (PR) practitioners becomes crucial when a company faces a crisis. PR can help the company create conditions that bring it back to its previous state when things are declining (Usman, 2014). This is only possible if PR practitioners recognize the signs of a crisis early on and take integrated actions with other key actors within the company (Kasali, 1994: 223). Crisis symptoms have three types: immediate crisis, emerging crisis, and sustained crisis. PR must be able to recognize the type of crisis and relate it to the crisis the company is currently facing. Afterward, PR determines the crisis stage. The crisis stages consist of four types: the Prodromal Stage, Acute Stage, Chronic Stage, and Resolution Stage. PR must determine which of these four stages relates to the symptoms of the crisis. The purpose of recognizing the crisis symptoms and stages is to make it easier for PR practitioners to handle the crisis. Once the symptoms and stages of the crisis are clear, PR can take action to manage the crisis. The steps that PR follows in managing a crisis are as follows:

1. **Crisis Identification.** To identify a crisis, PR practitioners need to conduct research. If the crisis occurs quickly, the research should be done informally and rapidly. On the same day, a team should be deployed to collect data, and conclusions should be drawn on the same day. This is only possible if PR practitioners have the skills and sensitivity to gather data effectively.
2. **Crisis Analysis.** Before communicating, PR must analyze the inputs received. The analysis should cover a wide range, from partial analysis to more comprehensive, interrelated analysis.
3. **Crisis Isolation.** A crisis is like an infectious disease. To prevent the crisis from spreading, it must be isolated and quarantined before any serious actions are taken (Kasali, 1994: 231-232).

PR practitioners help management by identifying the crisis first in order to obtain accurate data. After that, they analyze the crisis by reading the issues involved. Next, the crisis is isolated to prevent it from spreading widely before serious measures are taken. Only then is a strategy for crisis management determined. Before identifying the strategy, PR practitioners use an approach to formulate the strategy, one of which is the target approach. This approach first sets the goals the company wants to achieve in the future before determining the right strategy to achieve those goals.

The role of Public Relations in crisis management is extremely influential because PR can assist the company in creating conditions that will bring it back to its previous state when it is facing a decline.

4. CONCLUSION

Garuda Indonesia's Public Relations (PR) team plays a pivotal role in crisis management, especially when an immediate crisis like a plane crash occurs. According to the research findings, the first task for PR is to identify the type of crisis and then determine its specific stage. In the case of the plane crash, the crisis falls under the acute stage, which is marked by its high severity and immediate impact. At this stage, the crisis has already escalated significantly, causing considerable casualties, making it crucial for the PR team to act swiftly and effectively. By understanding the crisis stage, PR can strategize on how to address the issue, ensuring that the organization is not overwhelmed by the situation.

The primary steps in crisis management are identifying, analyzing, and isolating the crisis, which Garuda Indonesia's PR team executed with precision. By carefully analyzing the nature and scope of the crisis, PR can create a response plan that directly addresses the situation. The crisis must be isolated to prevent further escalation and negative consequences. Garuda Indonesia's advertising and PR teams worked closely to manage the communication process, ensuring that accurate and timely information was provided to the public. This approach not only contained the crisis but also played a critical role in protecting the company's reputation and reassuring the public, especially clients, about the airline's commitment to safety.

The success of Garuda Indonesia's crisis management is evident in the positive feedback received from clients and the general public. Despite the severity of the crisis, Garuda Indonesia's swift and transparent handling of the situation reinforced its reputation as a reliable and safe airline. Clients, especially, continue to trust Garuda Indonesia for their air travel needs, which is a testament to the effectiveness of the company's public relations strategies during the crisis. The company's ability to navigate the crisis and maintain public confidence highlights the vital role of PR in crisis management, showing how well-executed communication efforts can turn a potentially damaging situation into an opportunity for strengthening trust and loyalty.

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