

THE SIMAN POLICY: STRENGTHENING THE STATE CIVIL APPARATUS (ASN) IN FIGHT AGAINST HOAX AND FAKE NEWS

Ira Guslina Sufa¹, I Gede Sumertha²

¹² Indonesia Defense University

, ir.a.sufa@idu.ac.id ⁽¹⁾

, g.e.de.su19@yahoo.co.id ⁽²⁾

Abstract. Circulation of hoax and fake news in the last two years has stolen public attention. The President of Indonesia, Joko Widodo (2017) said that hoax are one of the nation's threats that can caused disintegration. Based on the Ministry of Communication and Information Technology, there were 3,356 hoaks spreads in social media around August 2018 to September 2019. To fight against the spread of hoax and fake news, government has published several policies. One of them is strengthening the role of the state civil apparatus (ASN) through the Social Media Synergy of the State Apparatus (SIMAN) that was started on 2017 and has re-declared in 2019. Through this paper, the author will elaborate further more about what is the role of this policy and how is the implementation to strengthening the ASN capabilities to stop spread of hoax and fake news. This study was conducted with a qualitative method through literature studies and in-depth interviews with the relevant stakeholders in Ministry of Coordinator in Politic, Law and Security and at the Ministry of Communication and Information. This research is expected to be able to provide an overview about the policies and also to being a guide for the state civil apparatus and related parties in determining relevant programs according this Policy.

Keyword: Hoax, Policies, The State Civil Apparatus (ASN), Social Media

Introduction

The development of information and communication technology has influenced the pattern of production, distribution, and consumption of public information. Communication that was once dominated by direct conversation through two-way face-to-face, has been expanded into talks through social media. Ease of internet access allows the transformation of communication patterns in the form of social media (Juditha, 2018). In addition to influencing communication patterns, consumption of social media makes information dissemination faster, easier and wider.

Changes in communication patterns are also influenced by the penetration of the number of internet users in Indonesia that can be seen from a survey conducted by the Indonesian Internet Service Entrepreneurs Association (APJII). This institution estimates that internet users in Indonesia in 2018 are 171.17 million people or around 64.8 percent of Indonesia's citizens. From that data, as many as 150 million people are active social media users.

The penetration of internet user is a good news. Unfortunately, the expansion of the internet has not been followed by an increase in awareness of social media users to be wiser in using the internet. Boer (2016) mentions that social media opens space for the emergence of negative actions, one of this is a black campaign. Black campaign through social media is a present phenomenon that allows a variety of information flows. One form of wrong information flow can be seen from the rise of hoaxes and fake news on social media. According to the Ministry of communication and information technology data, there are 3,358 hoaxes and fake news spreads on Indonesian social media around August 2018 to September 2019. Most of them increase near the election day, 17 April 2019.

Circulation of hoaxes and fake news in the community must be admitted to have a negative impact to national security. Based on a survey conducted by the Indonesian Telecommunications Society in 2017, 75.9% of respondents agreed that the number of hoax in the community could lead to disruption of the harmony of life among religious people that could lead to disintegration of the nation. So far hoaxes are often used as a tool to influence public opinion.

Increased circulation of hoaxes and fake news on social media poses a separate threat to the stability of national security. That is due to the nature and character of hoaxes which tend to provoke fear, animosity and hatred. Hoaxes even carry a load of sheepfight which can lead to disunity. President Joko Widodo (2017) said that hoax became a common enemy of the nation because they could cause disintegration.

circulation in the community. First, hoaxes develop due to the low awareness of the public in behaving wisely on social media. The community is accustomed to receiving information without being accompanied by a willingness to verify, clarify, and check the truth of the information received. The lack of desire to confirm the truth of this information is called confirmation bias.

The second condition is the low public trust in government institutions. This opens a loophole for hoax makers to spread false or incorrect information related to programs and policies being run by the government. In addition, the public becomes easier to believe in hoaxes due to the lack of adequate information channels provided by the government. The publication of various programs and activities carried out by government institutions tends to be ceremonial in nature and does not display substantial information.

In this study, the researcher will focus on looking at the second condition by looking at aspects of public trust in government. In the view of researchers, trust in government institutions can be increased by building positive interactions between ministries and institutions with the community. One way is to take advantage of the interaction between all state civil apparatus (ASN) with the public in disseminating various programs and policies that have been implemented by the government.

Actually, the empowerment of the state civil apparatus as an extension of the government and a mouthpiece of communication to the public has been realized since 2017. In 2017, the government through the Coordinating Ministry for Political Law and Security has issued a program of the State Apparatus Social Media Synergy Team (SIMAN). Two years running, this program in fact did not bring much change, so that in 2019 the government will revitalize this program. At this point, this research will further elaborate on how the transformation of the empowerment of the state civil apparatus can be an important part in the fight against the rampant circulation of hoaxes and fake news on social media. It is hoped that this paper can provide an explanation of how the program works and how revitalization can be directed towards strengthening the role of ASN in the fight against hoaxes and fake news in the community.

Theoretical Approach

To further examine how hoaxes and fake news have a major effect on national security stability, this paper will be discussed in three aspects; hoaxes and fake news, the concept of national security today and how a policy is formulated. Regarding the term of hoax, Pellegrini (2008) says that the definition of hoax as a lie that was written in such a way by someone to cover or distract from the truth, which is used for personal gain, both intrinsically and extrinsically (Pellegrini, 2008). The hoax itself, already used by philologist Robert Nares in the book "A Glossary: Or, Collection of Words, Phrases, Names and Allusions to Customs", which was published in 1822 in London (Mauladi, 2018 pages 21-26) said that hoaxes come from hocus, a Latin word that refers to hocus pocus. Hocus pocus according to Nares refers to the magician spells that magicians then use when starting tricks. The definition of "cheating" here is intended to confuse others for entertainment. Different from hoaxes, fake news means artificial news that is not based on reality.

In relation to national security, the circulation of hoax can be a threat that causes the disunity of the nation. In the view of realism, national security is understood as a condition of protecting and securing individuals and physical origin from outside the state whether from the military or not which can cause war. Security is free from fear, free from various military and non-military threats. In his book Barry Buzan (1991) says security is defined not only in the military context but also threats related to health, economy, politic, culture, environment and others called human security. With this concept Barry Buzan provides theoretical insights for security understanding and identifies three levels of analysis which are individual, national and international levels. All of these levels refer to personal security that involves the values of people such as life, health, status, freedom, and wealth. More closely, human security is focused on individuals and the main endpoint is human protection from traditional and non-traditional threats. In the case of hoaxes and fake news, it can cause the loss of a person's sense of security that has the potential to cause conflict. In the wide scale, the conflict in the virtual world is a real threat that can cause disintegration and disunity of the nation.

About the conflict, Ichsan Malik (2018) said that hoaxes and fake news as part of cyber conflict is a form of conflict between social and psychological relationships characterized by the development of stereotypes, prejudice and stigmatization (Malik 2018). Conflict in cyberspace can also occur as a form of conflict of data originating from differences of views, miscommunication, and differences in interpretation, falsification of history, denial and manipulation of facts by certain groups that trigger the occurrence of disputes. Data conflict usually occurs when a person or group lacks the information needed to make wise decisions. The most serious impact of this data conflict is the circulation of false information that is exacerbated by differences in how to translate data or differences in using existing data.

In connection with efforts to deal with the spread of hoaks and maintain the stability of the country, the government then adopted a number of relevant policies. In general, a policy is defined as a provision that applies by an institution or agency, which is characterized by consistent and repetitive Behaviour from making or implementing a policy to achieve a goal. The word policy (policy) is generally used to indicate the most important choices taken in both organizational and private life ... "Policy" is free from the connotations covered by the word political (political) which is often believed to contain the meaning of "alignments" and corruption. "(Laswell, 1951b.5) The policy process can be explained as a system that includes: input, process, and output. (Wahyudi, 2016).

Policy input is a policy issue or government agenda, while the policy process takes the form of formulating policies and implementing policies. Policy issues and formulations can be understood as political processes carried out by political elites or pressure groups. While the output of the policy process is policy performance. Thus it can be understood that the policy that is further discussed in the research relates to how the efforts that should be taken by the government in dealing with hoax circulation on social media.

In terms of understanding the attitude of the government in dealing with the spread of hoaks, it needs to be seen that the policy taken is a policy related to the problems faced by many people or the public. When viewed from an institutional point of view, policies in dealing with hoaks can be considered as activities in which government structures and institutions are the center of political activity for setting rules. Thus it can be concluded that the policies included in dealing with hoaks and fake news on social media are structured and institutionalized political decisions.

Policies originating from these government institutions can be classified as public policies. More specifically, Harold Laswell and Abraham Kaplan define public policy as a program that is projected with specific goals, values and practices. (Laswell, 1995). Furthermore Laswell said there are three aspects that become public policy definition, namely what the government does, why the government does, and how the policy is carried out. Ripley (1985) describes several steps in public policy, namely agenda setting, formulation and legitimacy, program implementation, evaluation of implementation, performance, and impact, and decisions about the future of the policy and program.

Method

This research was conducted with a qualitative method where author will analyze the extent to which policies have been made by the government in counteracting and dealing with the circulation of hoaxes and fake news in cyberspace. This research also analyze how the impact of this policy implementation through literature studies and in-depth interviews with the relevant stakeholders in Ministry of Coordinator in Politic, Law and Security and at the Ministry of

Communication and Information. The in-depth interviews was conducted with

1. Drs. Muztahidin, MM, Assistant Deputy for Coordination of Public Information and Mass Media, Kemenkopolhukam
2. Dr. Puspitasari, Lecturer at the Indonesia University
3. Septiaji Eko Nugroho, Chair of the Indonesian Anti-Defamation Society

This research is expected to be able to provide an overview about the policies and also to being a guide for the state civil apparatus and related parties in determining relevant programs according this Policy. This research will answer two question:

1. How does the implementation of SIMAN in strenghtening The State Civil Aparratus in Fight Againts Hoax and Fake News?
2. What should government do to revitalization SIMAN to get big impact to ASN and government it self

Result and Discussion

The increasing circulation of hoaks on social media in recent times cannot be separated from government performance. Puspitasari (personal communication, November 2019) said in addition to weak public literacy, the spread of hoaks was triggered by a decline in public trust in government institutions. One reason for the decline in trust in institutions, according to Puspitasari, is due to the weak role of the government in developing communication with the community. So far there has been a tendency for the government to only provide information on the success of programs by being oriented to ceremonies and activities. In fact, the public should be given information about the details of a program and policy, the expected outputs and how resources are mobilized and needed in the program. Because often the government only publicizes its achievements, the community never really knows the plans and programs that are carried out so that the information becomes easily deflected and used for hoax material.

The Chairperson of the Indonesian Anti-Hoaxes Society (Mafindo), Septiaji Eko Nugroho said the lack of information from the government regarding a program or policy made the public unaware of the priority issues being carried out by the state. When the state did not presents various information, caused people could lead disinformation to society. *"Hoaxes become serious things because people do not know the real situation about the program,"* (Septiaji, personal communication, October 2019).

So far, the government, according to Septiadji, has not utilized government public relations properly so that the public relations function of government institutions does not seem to touch the public. The information presented both from the website of each ministry was also not maximally answered various information needs of the community. This lack of information at the same time makes it difficult for Mafindo to debunx or verify and clarify hoax information. Mafindo has difficulty accessing information about a program due to the absence of adequate publications provided by the relevant ministry or agency. As a result, clarifications and verification tend to be only on the surface and do not touch the substance of the information that becomes a hoax.

The weakness in communication and government public relations functions can also be seen from the social media activities of ministries and institutions that cannot build interaction with the public. Social media accounts of ministries and institutions are very rarely active in conveying information about a government program or plan. Typically, government social media accounts only display footage of activities in the form of photos or text of an activity. The lack of published information makes it difficult for the public to verify digital traces. New problems, according to Septiaji, will arise when people do not have access to find out the real data. Therefore the need for improvement in information disclosure. As long as information access is open, clarification will be easier.

In order to improve public accessibility of various government programs and policies, the government actually has issued a policy since 2017 called the State Apparatus Social Media Synergy Team or SIMAN. The SIMAN policy is an anticipatory step by the government in preventing the spread of negative content and hoax news on social media. For 2019, the SIMAN Team works based on the Decree of the Coordinating Minister for Politics and Security Law, Number 11 of 2019. Through SIMAN, the government hopes to provide guidance to all civil servants of the state and also the TNI and Polri to carry out the public information function on the programs and policies that have been carried out by the government .

Muztahidin, (personal communication, November 2019), Assistant Deputy VII Assistant Deputy for Coordination of Public Information and Mass Media, Coordinating Ministry for Politics and Security Law in an interview with researcher said the SIMAN program was born as a concrete form of President Joko Widodo's orders to strengthen internal governance in the face of hoaks. The difference is, initially SIMAN was directed at coordination between public relations within ministries and institutions, now it is directed to empower the entire State Civil Apparatus including the TNI and Polri in disseminating various government programs and policies to the public.

Based on data from the Ministry of Empowerment of the State Civil Apparatus and Bureaucracy Reform, as of June 2019, the number of ASN throughout Indonesia was 4,287,526 people. Through SIMAN, the government hopes to provide guidance to all state civil apparatuses and also the TNI and Polri to carry out the public information function on the programs and policies that have been implemented by the government.

More specifically, the SIMAN Team has the following functions:

- a. Coordination and synchronization in terms of monitoring information on social media related to the administration of government at the central and regional levels;
- b. Determination of the agenda setting for information to be disseminated through social media accounts of the state apparatus in ministries, government agencies, and regional governments;
- c. Providing recommendations and technical consultations on content production and counter narrative in the state apparatus social media accounts in ministries, government agencies, and local governments;
- d. Increasing synergy, collaboration, and cooperation between the state apparatus social media accounts, as well as other public accounts to maintain a strong, positive and healthy national social media ecosystem;
- e. The implementation of other functions that are relevant to the efforts to build synergy of the state apparatus social media accounts in order to create a strong, positive and healthy national social media ecosystem.

As a realization of the implementation of SIMAN, there were currently 34 Whatsapp groups consisting of 2,387 active users. Within the group, the central SIMAN team provides creative content creation support and share releases from each ministry and agency. The team also provided infographics and graphic videos so that ASNs belonging to the group could easily disseminate it to the public. In addition, the SIMAN Team is obliged to respond to negative information, disseminate positive content, and build synergy with all ministry and agency personnel so that information services on social media are carried out properly.

In the view of researchers, the implementation of the SIMAN program is a good step for the government in improving the function of government public relations. There are two benefits that can be obtained from this program.

1. Internal aspects

SIMAN can strengthen the capacity of the state civil apparatus in utilizing various information that is spread on social media. Various exercises and capacity building carried out within the framework of SIMAN, will encourage internal ASN to be smarter in filtering information. That way ASN will be more immune to hoaks and fake news so that it will encourage the birth of a strong government.

2. External aspects

As an effort to prevent the spread of hoaks and fake news, SIMAN does not only function as a mouthpiece for the government in informing ongoing programs and activities. This activity can also be used to treat diversity in order to foster a sense of love for the motherland and Unity in Diversity and avoid divisions caused by matters relating to racial differences in ethnic groups.

In the midst of efforts to strengthen the role of ASN in counteracting hoaks and fake news that had been conceived through SIMAN, there are several notes that need to be considered in the future. The notes are as follows:

There needs to be a mutual understanding about the purpose of SIMAN so that the synergy between ministries and institutions can run more optimally. The purpose of holding SIMAN is to communicate the achievements and performance of each ministry and agency.

SIMAN needs to prioritize the provision of information needed by the public not only related to the agenda of activities but regarding the programs and policies implemented by the government so that it closes the space for the distortion of information.

There needs to be an effort to build awareness from the State Civil Apparatus that they are part of the government so that they must be actively involved in spreading information and not be involved in being part of the group of people who contribute to spreading hoaks and fake news.

There is a need for sustainable planning so that the implementation of SIMAN can be done continuously from year to year.

In terms of implementing public policies in the face of the spread of hoaks and fake news, it is necessary to build perceptions among stakeholders. The understanding that is built is that the phenomenon being faced is a problem that interferes with government affairs and national issues. After the mutual agreement was discussed, the level of urgency of the hoax problem was faced so that it was necessary to limit the problem so that the policies that would be produced could be more targeted. While the third thing that needs to be done is to mobilize support so that the importance of building synergy between ASNs is included in the government's main agenda.

Conclusions

The increasing circulation of hoaks on social media in the last 2 years cannot be separated from the still weak role of government public relations carried out by the government. Publications by the government are still limited and more focused on information about the ceremonial activities of ministries and institutions so that there is not much exposure to the substance of the programs being carried out. As a result, people are more easily exposed to hoaks and it is difficult to clarify and verify hoax information that is circulating. Therefore, the government needs to increase synergy in the utilization and processing of information on social media to counter various false news about government. Revitalizing the implementation and implementation of SIMAN can be one solution to strengthen ASN's capacity building in processing information to counter the circulation of hoaks and fake news.

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