

COMMUNICATIONS

MAPPING HOAXES DURING THE EARLY EMERGENCY PPKM POLICY IN INDONESIA

1* Lelita Azaria Rahmadiya, 2 Bono Setyo, 3 Siantari Rihartono

¹ Faculty of Communication and Information, Universitas Muhammadiyah Surakarta, Indonesia

^{2,3} Department of Communication Science, UIN Sunan Kalijaga, Indonesia

*lar342@ums.ac.id, bono.setyo@uin-suka.ac.id, siantari.rihartono@uin-suka.ac.id

ARTICLE INFO

Received on October 7, 2023

Received in revised from February 13, 2024

Accepted February 26, 2024

Published on July 31, 2024

Keywords: (3-5 words)

Covid-19

Digital Media

Hoax

Infodemic

How to cite this article: Rahmadiya, L.A., Setyo, B., Rihartono, S. (2024). Mapping Hoaxes During the Early Emergency PPKM Policy in Indonesia. *Communications 6 (2)*, 105-124



ABSTRACT

Information and communication technology advancements have provided convenience in handling Covid-19. However, this state has an unanticipated consequence, called the infodemic phenomenon. This phenomenon is caused by exposure of a large amount of information that allows true and false information to be accessed. It becomes a problem when these hoaxes become a reference for the public in handling Covid-19. This research aims to map the hoax themes and types that most frequently emerged during the emergency PPKM period and analyse the causes of hoaxes circulating massively during the pandemic. This research discusses the dynamics of hoaxes during the Initial Policy for the Covid-19 Emergency PPKM Outbreak. An online mix-method approach is used as a method to analyse this phenomenon. The data taken was hoaxes during July 1 – 12, 2021 in cekfakta.com website. The results of this research show that hoaxes are mostly spread via social media. The three themes most frequently found regarding the start of the emergency PPKM policy were politics, health and religion. The most common types of hoaxes are manipulated and fabricated content. The recommendation that can be given from the results of this research is to increase digital and information literacy in the community by taking a community culture approach that is appropriate to community conditions. From the perspective of Islamic studies, the nature of tabayyun – check and recheck is very relevant to be applied in preventing exposure to hoaxes.

ABSTRAK

Perkembangan teknologi informasi dan komunikasi memberikan kemudahan penanganan Covid-19. Namun, keadaan ini memberikan konsekuensi yang tidak terduga, yaitu fenomena infodemic. Fenomena ini terjadi karena terpaan sejumlah besar informasi yang memungkinkan dapat diaksesnya informasi yang benar dan salah. Situasi ini menjadi permasalahan ketika hoaks tersebut menjadi acuan masyarakat dalam penanganan Covid-19. Penelitian ini bertujuan untuk memetakan tema dan tipe hoax yang paling sering muncul pada masa awal PPKM Darurat, dan menganalisis penyebab hoax beredar secara masif pada masa pandemi. Penelitian ini membahas tentang dinamika hoax pada masa Kebijakan Awal Wabah PPKM Darurat Covid-19. Pendekatan mix-methode online digunakan sebagai metode untuk menganalisis fenomena ini. Data yang diambil merupakan data hoax pada tanggal 1 - 12 Juli 2021 di website cekfakta.com. Hasil penelitian ini menunjukkan hoax paling banyak disebarakan melalui media sosial. Tiga tema yang paling banyak ditemukan terkait dimulainya

kebijakan PPKM darurat adalah politik, kesehatan, dan agama. Tipe hoax yang paling banyak ditemukan adalah konten yang dimanipulasi dan dibuat-buat. Rekomendasi yang dapat diberikan dari hasil penelitian ini adalah meningkatkan literasi digital dan informasi di masyarakat dengan melakukan pendekatan budaya-masyarakat yang sesuai dengan kondisi masyarakat. Dari sudut pandang kajian Islam, sifat tabayyun, yaitu check dan re-check sangat relevan diterapkan dalam mencegah paparan hoax.

INTRODUCTION

History records that Covid-19 is not the first global outbreak in the world with a high fatality rate. The similar pandemic known as the Spanish flu struck Spain in 1918 and resulted in an estimated 500 million cases over the course of two years. (Agrawal et al., 2021; Barro et al., 2012). This is because the information media is not yet massive, so the dissemination of information is still very limited. Information and communication technology advancements have made managing COVID-19 easier.

On one hand, developments in communication and information technology provide a positive side for accelerating the dissemination of information during the pandemic. The impact is that public awareness increases so that early detection can be carried out. On the other hand, this easy access to information also has a dark side which allows a lot of wrong information to be easily spread and accessed by the public. This condition has had unexpected impacts, namely an infodemic that originates from hoaxes, misleading content and deliberately manipulative news.

An infodemic is a situation where an extraordinary amount of information exposed society so that it is difficult to differentiate between true and false information (Global Infectious Hazard Preparedness, 2021). The effect is that it leads to mishandling during the outbreak and increases the risk and extends the period of the outbreak. This phenomenon brings the Covid-19 outbreak not only about health risks, medical treatment, how to prevent the virus, and treatment. (Horváth, 2022). The new challenge brought by Covid-19 is to fight the information itself. On the one hand, information is important to inform the public about policies, treatment and general knowledge (Putri et al., 2022; Rahmadiva et al., 2023). but on the other hand, this unstoppable information situation called infodemic has become a boomerang in handling the Covid-19 itself (Chen et al., 2022; Patel et al., 2020).

The circulation of information during the Covid-19 outbreak has become a problem because there is a huge amount of information circulating and the public allows people to access false information (Cifuentes-Faura, 2020; Gisondi et al., 2022) which during a pandemic, might endangers human lives (Horváth, 2022). The access of misinformation resulted the Covid-19 outbreak mishandling (A. Ibrahim Almuttaqi, 2020) both individually and collectively as an organization. This happened because anyone can create and upload information related Covid-19 based on their own perspective (Aprilia, 2022).

The Delta variant of COVID-19 became the worst period of Covid-19 in Indonesia, shown by a very high fatality rate in cases (covid.go.id, 2021). Delta variant dominates the spread of the virus which WHO claims is more virulent with faster transmission (Alfin Heriagus, 2021). In early June, confirmed cases in Indonesia showed a significant increase in numbers until early July. The increasing in the number of victims rose to 34,133 (JHU, 2021). To deal with this, the government continues to update policies in accordance with developments in the situation. Indonesian government implemented an Emergency PPKM policy to prevent transmission of delta variants. Emergency PPKM is a policy taken by the Indonesian government in the limitation of community activities. Darurat means the emergency state, and Emergency PPKM means the Implementation of Restrictions on Emergency Community Activities in Java and Bali, Indonesia. This is a policy of the government in order to tackle the spread of the Covid-19 virus, which since June has faced a very significant increase (Kominfo, 2021).

In the early days of implementing the Emergency PPKM policy, the circulation of information related to this policy was massive. The massiveness and wide circulation of information has a great possibility of there being both true and false information (Muzykant et al., 2021). The policies issued by this government are not free from hoaxes (Rahmawati et al., 2021). Hoaxes

are not a new phenomenon (Rastogi & Bansal, 2023). Hoaxes have been part of the information exchange process for a long time (Egelhofer & Lecheler, 2019; Rastogi & Bansal, 2023). From the perspective of Islamic studies, the hoax phenomenon has actually existed for a long time based on Qur'an, since the first human Adam lived. Several verses in the Qur'an tell how the prophets were also faced with fake news or hoaxes. So that Allah SWT reminds humans in QS Hujurat: 6

يَا أَيُّهَا الَّذِينَ آمَنُوا إِن جَاءَكُمْ فَاسِقٌ بِنَبَأٍ فَتَبَيَّنُوا أَن تُصِيبُوا قَوْمًا بِجَهَالَةٍ فَتُصِحُّوا عَلَى مَا فَعَلْتُمْ لُدِيمِينَ

"O you who believe, if a wicked person comes to you with news (hoax), check it carefully (check and recheck) so that you do not afflict a people with misfortune without knowing the circumstances that caused it. You will regret what you did."

The question now is why lately hoaxes are increasingly widespread? What are the factors that cause hoaxes to develop? What hoax themes developed in the community during the beginning of this Emergency PPKM policy? These three things will be the subject of the study in this article.

CONCEPTUAL FRAMEWORK

Communication process grouped into two forms, which are face-to-face communication and Mediated communication (Pollmann et al., 2021). As information and communication technology develops, media has become a part of the communication process. The phenomenon of hoaxes or fake news can be seen from the perspective of Computer mediated communication (CMC) theory (Edy & Florina, 2021; Juditha, 2018). This becomes relevant because hoaxes are spread more massively through the media (Khan et al., 2022). CMC theory today places more emphasis on mediated communication, not on computer media (T. Carr, 2018; Thang & Trang, 2023). The media used in the communication process nowadays has developed not only limited to computers but also in the form of new media (Moffett et al., 2021).

False news is divided into three categories, namely misinformation, disinformation, and malinformation (Rastogi & Bansal, 2023). Hoax or Fake news is classified as malinformation because the false information is created intentionally to harm (Aïmeur et al., 2023). Fake information classified in seven types, which are misleading content, fabricated content,

imposter content, false context, false connection, manipulated content and satire (Muhvić & Rešetar Čulo, 2022; Wardle, 2017).

Many previous studies have discussed the rise of hoaxes or disinformation that occurred before and during the COVID-19 pandemic. Based on the Indonesian Research Indicator, hoaxes circulating in Indonesia experience ups and downs depending on the moment that occurs (Gatra.com, 2021). But when viewed from the total, hoaxes during a pandemic tend to increase (Utami, 2020). The types of hoaxes found are related to health issues, the spread of hoaxes, conspiracy theories, and information that tends to be provocative (Kunjana Rahardi, 2020; Muzykant et al., 2021; Rahayu & Sensusiyati, 2021; Zhang & Ghorbani, 2020). Most of false information during the Covid-19 pandemic related to health issues (Rahmawati et al., 2021). Hoaxes circulating massively during the pandemic have brought the “virus pandemic” into an “information pandemic” (infodemic) that is more dangerous than the virus itself (Ngadzimah & Fajarlie, 2020). Hoaxes become more dangerous because the practice of consuming information in digital media by digital natives tends to easily become a hoax. (Rahmawati et al., 2020). Hoax during this pandemic is becoming an increasingly urgent problem to be handled. Mapping the issue of hoaxes is an urgency for early hoax detection.

METHODOLOGY

This study uses mix-method as an approach to analyse the hoaxes phenomenon during Early Emergency PPKM in Indonesia. The quantitative method used to obtain initial data regarding the spread of hoaxes during Early Emergency PPKM in Indonesia. The online qualitative researched used to observe hoaxes that developed in the early days of the Emergency PPKM policy. Researchers make observations through the cekfakta.com website and hoax issues that are trending on Google searches each day. This research was conducted at the beginning of the establishment of the Emergency PPKM policy, on July 1st - 12th, 2021. This period was chosen with the consideration that at the beginning of July, the Emergency PPKM Level 4 policy was implemented. The analyse was conducted in 33 hoax contents which published on July 1st - 12th, 2021 in cekfakta.com, as bellow.

Table 1. Hoaxes

No.	Hoax Tittle	Date
1	Mahasiswa akan aksi besar besaran dan mengundang masyarakat untuk turun	1/7/2021

	aksi melawan kezoliman Tanggal 5 Juli 2021	
2	Insentif tenaga kesehatan selama pandemi covid-19 dihentikan pemerintah pusat	2/7/2021
3	Confidential Documents Reveal Modern sent mrna CORONAVIRUS Vaccine Candidate to University Research Weeks Before Emerge of Covid-19	2/7/2021
4	Lionel Messi memegang seragam PDI-P	2/7/2021
5	Ct value sebagai penentu kesembuhan pasien covid-19	2/7/2021
6	Masjid jayakarta kawasan pulogadung yg dekat PT kimia farma dibakar komunis	3/7/2021
7	Ketersediaan Ventilator Cukup Memadai dan Obat Ivermectin Sudah Akan Diproduksi Massal	4/7/2021
8	Praktis .. Bisa dicoba .. Pengganti Tabung Oksigen	4/7/2021
9	Solo batasi kegiatan sampe jam 8 malam kecuali semanggi, terserah!! Per 1 Juli 2021 Mengurus SIM dan SKCK Membutuhkan Sertifikat Vaksin Covid	4/7/2021
10		4/7/2021
11	Mantan bupati gresik meninggal dunia	4/7/2021
12	Perbanyak pergi ke mesjid" Emergency PPKM pemkab sukabumi	4/7/2021
13	Gereja Katedral Jakarta Dibuka untuk Ibadah Tatap Muka Saat PPKM Darurat Masjid ditutup sementara, katedral buka untuk ibadah minggu. Rezim kurang ajar"	4/7/2021
14		4/7/2021
15	Video wna masuk indonesia lewat bandara soetta saat ppkm darurat	5/7/2021
16	Pemberlakuan Emergency PPKM untuk Redam Demo Mahasiswa Virus Corona Sangat Ganas Dan Menakutkan, Tapi Anehnya yang Mati Semua Di Rumah Sakit	5/7/2021
17		5/7/2021
18	Presiden Biden Berlutut di Hadapan Presiden Israel dan Menyatakan Dukungan Penuh untuk Israel	6/7/2021
19	Beredar Lagi Hoaks Surat Seruan Anies Baswedan Penghentian sementara Hubungan Suami Istri	6/7/2021
20	Mari Saudara2 Muslimku Bantu Saudara kita Dengan Kirim Fotto ini Lewat Whatshaap"	6/7/2021
21	Kita ditipu 1 pun tak ada pake masker!!	7/7/2021
22	Pendaftaran dan Pengecekan Bansos PPKM Darurat	7/7/2021
23	Pasar kadangan ricuh	7/7/2021
24	Situs Subsidi Emergency PPKM Mengatasmakan Pembagian Bantuan Sosial Tunai oleh Kemensos	7/7/2021
25	Berita viral ~ viral!! Bikin warga ngamuk ngamuk hingga anies berakhir begini ~ berita terbaru	8/7/2021
26	SPBU Tutup Sementara dari 12 sampai 17 Juli 2021	9/7/2021
27	Emergency PPKM Upaya Pemerintah untuk Menggagalkan Perayaan Hari Raya Idul Adha	9/7/2021
28	Video mayat pasien covid-19 bisa bergerak?	10/7/2021
29	Air rebusan bawang putih dapat menyembuhkan covid	10/7/2021
30	Relawan siaga meluncurkan program pengisian oksigen gratis	10/7/2021
31	Hukuman mati bagi koruptor uang negara di Korea Utara. Di bawah ada kandang buaya	10/7/2021
32	Waduh! Sri mulyani bawa kabar tak sedap, masyarakat diminta jangan panik	12/7/2021
33	Emergency PPKM Diperpanjang hingga Tahun Baru	12/7/2021

Source: Primer Data, 2021

To prove the validity of the data, the researchers used source triangulation by confirming the news through the related online news media, mafindo.or.id, and IFCN (International Fact

Checking). Based on observations and data processing conducted from July 1st to 12th, 2021, the 33 hoaxes were found which were reported on the cekfakta.com website and confirmed by mafindo.or.id, and several online news portals such as kompas.com, liputan6.com, tempo.co, republika.co.id detik.com.

FINDINGS & DISCUSSION

Hoax became a problem that circulated in the community during the early implementation of the Emergency PPKM policy. Misleading news could bring the wrong perception to the audience and affect social stability. Media is an important aspect as a means of spreading hoaxes during the pandemic. Based on the hoaxes analysed, it was found that hoaxes were spread through three media, namely social media, chat-based media and online news media.

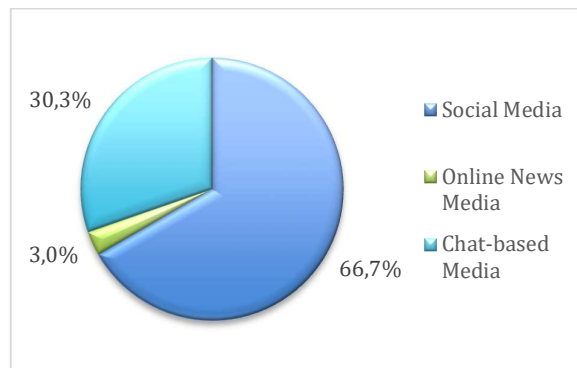


Figure 1: Media Used
Source: Primer Data, 2021

Figure 1 shows the percentage of hoaxes spread through each media. Social media is the media most widely used to spread hoaxes based on Figure 1. It was found that 66.7% hoaxes were spread from social media. Total 22 hoaxes were found to be sourced from social media. Social media allows users to interact in real time and reach wide audience (Parwani et al., 2019). Of the total hoaxes analysed, social media which was the source of their distribution consisted of: YouTube, Facebook, and twitter (X). Facebook is the social media most often mentioned as a source for hoaxes being spread. This is possible because Facebook in Indonesia has 140 million users in 2021 (Kemp, 2021). The large number of users and the ease of Facebook media in uploading information are factors that make it easier for hoaxes to circulate through this media.

Chat-based media occupies the second position with a total of 30.3%, namely 10 of the 33 hoaxes sourced from this media. Social media is different from chat-based media because it has different characteristics. Content and information on social media can reach a wide audience in a short time and can be accessed by everyone. The information can also be accessed anytime and anywhere (Alsalmi & Shehata, 2022). Chat-based media only allows information to be accessed by certain people who are specifically targeted. This information is not publicly accessible.

Apart from social media and chat-based media, hoaxes were also found to spread through a number of online news media. Online news media are news sites from official institutions that have been verified. This news site can be searched via search sites.

Social media is the most widely used source for the spread of hoaxes due to the lack of supervision or filtering of misleading content. The downside of social media is that the account owner can upload the desired content themselves. While online news portals have a low percentage as a source of hoaxes which is 3% because currently online news portals have been monitored by the International Fact Checking Network (IFCN), Cekfact.com, mafindo.or.id and Kominfo. The Minister of Communication and Informatics, Johnny G. Plate, also stated the same thing in his interview with Tempo News:

“Kominfo will continue to maintain and clean the digital space so that it can be used properly by the community. For the sake of recovery and success in dealing with Covid-19 19, let's fight it and don't believe in hoaxes and disinformation,” (Tempo interview Thursday, July 8, 2021)

Online news media currently has a scheme that is almost the same as conventional mass media. Reports uploaded through this media need to be approved by the editor and go through several fact-checking processes. In practice, if the uploaded news is found to contain misleading content, the authorities can take down the news. This is what distinguishes social media, chat-based media, and online news media. The number of verified online news media is no more than social media accounts. This makes it easier for related parties to monitor uploaded news. Meanwhile, social media and chat-based media still cannot be handled thoroughly.

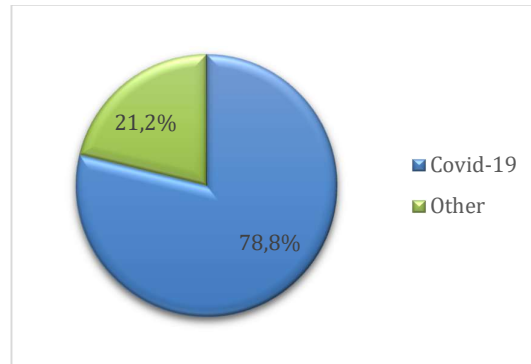


Figure 2: Related Hoax Topics
Source: Primer Data, 2021

Figure 2 shows related topics that became a hoax trend during the early PPKM Darurat. Topics related to Covid-19 dominated the mislead news during the period 1 to 12 July 2021. A total of 26 hoaxes related to the Covid-19 issue have been found, and 7 other hoaxes have topics other than Covid-19. From the total 26 hoaxes related Covid-19, researchers break down the topics, be more specific and classify hoax categories related to Covid-19 at the beginning of the PPKM Darurat. Of the 26 Covid-19 topics, researchers found 12 hoaxes related to PPKM Darurat.

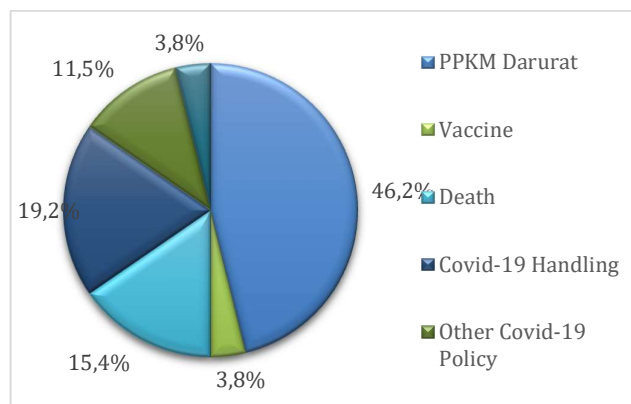


Figure 3: Covid-19 Hoax Topics
Source: Primer Data, 2021

Emergency PPKM became the topic that is used as the most hoax material for Covid-19 with a total 12 of 26 hoaxes. Emergency PPKM is currently a hot issue. There are many conflicts in the community who do not agree with this policy, and the existence of political interests (CNN, 2021) is also one of the reasons why this topic becomes an easy target for hoaxes.

Followed by 5 hoaxes of the Covid-19 handling, 4 for the death hoax, 3 for other Covid-19 policies, and 1 for both vaccine and resistance.

Hoax is misleading content, and packaged as if it is true. Hoaxes may come from irresponsible people driven by certain interests. In addition to having a certain interest in the spread of hoaxes, this can also be related to situations that are happening at a certain time, such as what problems are trending, or what issues are currently happening. The trending hoax topic is also closely related to the existing real time conditions (Gatra.com, 2021). It shows from several cases such as the presidential election (Syahputra, 2021), pandemic (Muzykant et al., 2021), to vaccination during the Covid-19 pandemic (Rahayu & Sensusiyati, 2021).

Real time conditions require someone to look for more related information, what problems are going on around them, and in what condition they are currently in. People are encouraged to seek this information. The Covid-19 pandemic is currently the hottest topic of discussion. So, it is very possible that the Covid-19 topic is the main ingredient for hoaxes that develop in the community. The number of hoax topics related to PPKM Darurat, which almost reaches half of the total, shows that the trending hoaxes topic is related to issues and conditions that are happening in real-time.

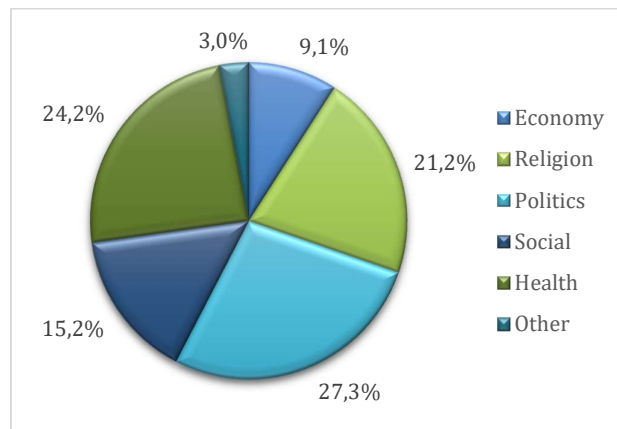


Figure 4. Hoax Themes
Source: Primer Data, 2021

In addition to the topic of hoaxes which are dominated by the issue of the Covid-19 Pandemic, researchers have also grouped hoax themes that develop in the community into 6, then sorted by the most common hoax themes encountered. The order of hoax themes is Politics, Health, Religion, Social, Economics, and Other. Political themes dominate with a total of 27.3%, of the 29 hoaxes found, 9 of them have a tendency towards Politics and Health themes. In second

place, a total of 8 hoaxes were found related to health themes. In third place, the Religion theme has a total of 7 hoaxes, followed by social themes 5, Economics 3, and another theme is 1 hoax.

Seeing that the number of hoaxes that are developing in the community is dominated by the topic of Covid-19, it is also related to the number of health, political, and religious hoax themes that have developed a lot. According to the Minister of Communication and Information, Johnny G. Plate, this hoax is still become the problem that needs to be solved not only by the government but also by the community.

Hoax Types Mapping

Based on the theme of hoaxes during the Covid-19 Emergency PPKM, hoaxes are grouped into several types. This type of grouping is grouped based on the purpose and level of danger of the hoax. Researchers used types of hoaxes initiated by Claire who grouped hoaxes into seven types. Of the seven types of hoaxes that exist, six types of hoaxes were analyzed.

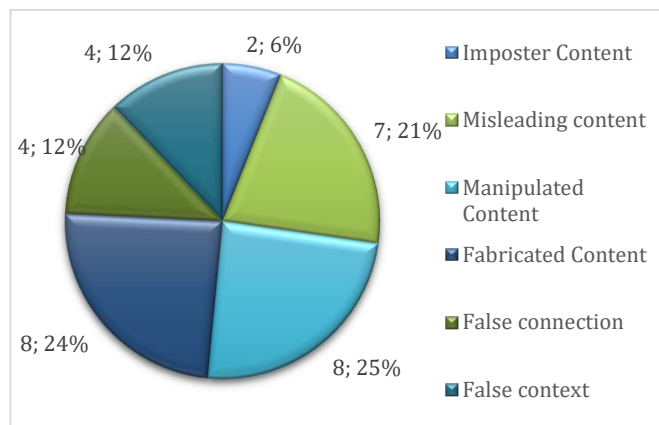


Figure 5. Hoax Types

Source: Primer Data, 2021

Claire groups these seven types of hoaxes into two levels based on the level of danger, namely Low Harm to High Harm. Manipulated content, fabricated content and misleading content have equally high percentages. Manipulated content and fabricated content are types of hoaxes that have a high level of danger. Fabricated content is a type of hoax that is completely deliberately false with the aim of influencing. Manipulated content is genuine or imaginary information manipulated to receive.

Based on the types of hoaxes found, there were several hoaxes that were sent repeatedly. Recycled hoaxes were discovered. That is, content that has previously been sent with a different narrative is then re-sent either with the same or different narrative. These recycled

hoaxes fall into several types of hoaxes, namely imposter content, misleading content, and fabricated content.



Figure 6. (a) Sample of Manipulated Content; (b) Sample of Recycled Hoax

Source: cekfakta.com, 2021

Figure 6. shows the sample of manipulated content (a), and fabricated content (b) of hoax. It can be seen from the Figure 6. (a), where there is deliberate intention to change the content of the information. The original poster informed that there were restrictions on community activities. Posters that misrepresented information were edited to call for more people going to mosques. In the context of the pandemic, the government's regulations are to limit crowds, one of which is reducing crowds at mosques. This hoax content was deliberately created to endanger the public by encouraging crowds. Figure 6. (b) Judging from the type of hoax, it is fabricated content. This information was deliberately created with the aim of influencing and deceiving the public. Apart from that, this hoax is a recycled hoax. It can be seen in Figure 6(b). This hoax was sent in 2019 and was sent again in 2021 with similar content. Based on the hoaxes analysed, many recycling hoaxes were found, most of which were spread via WhatsApp Group. The topics raised are also varied, some are related to the number of Covid-19 patients, financial assistance, or misinformation related to government regulations. This recycling hoax could have the same content as Figure 6(b). or with the same content but different context.

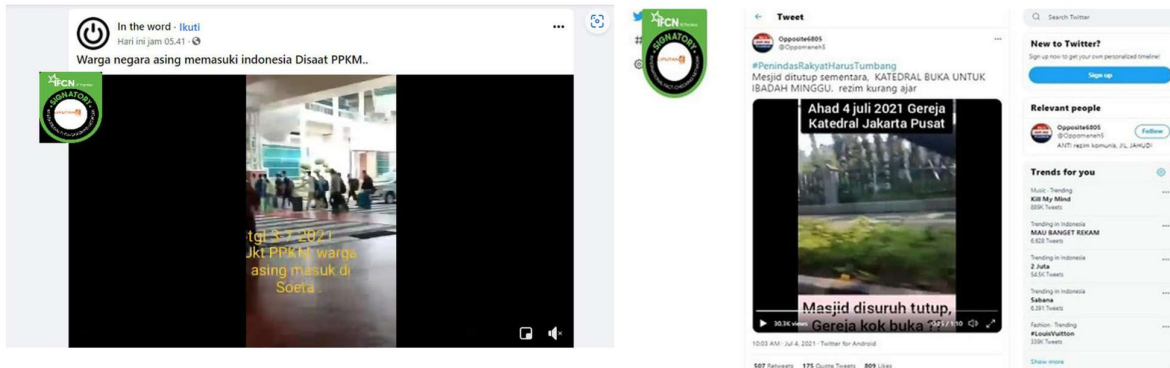


Figure 7. Manipulated Content

Source: cekfakta.com, 2021

Figure 7. shows recycling hoaxes by changing the context of the hoax. The video shown does not match the narrative presented. Judging from the aspect of the type of hoax, it is classified as manipulated content. Both hoaxes show a video accompanied by a narrative related to the video. This kind of hoax deliberately changes the context of the narrative so that it does not match reality. The narrative conveyed is not the same as when the video was taken. Both hoaxes show a video followed by a narrative related to the video. This kind of hoax deliberately changes the context of the narrative so that it does not match reality. The narrative conveyed is not the same as when the video was taken.

Why are hoaxes easy to develop?

The massive dissemination of hoaxes is influenced by at least three factors.

The first factor that causes hoaxes to spread quickly is the culture of the community. Based on Daniel Learner's study, most grassroots communities in Indonesia are still classified as traditional communities. The hoax phenomenon grew in part due to the collective actions of the community. Today's environment makes it easy to believe someone's story without check and recheck the validity of the information. Gossip culture is usually the easiest way out of any situation. The norms of our culture frequently push us to talk about irrelevant subjects, bad things that have happened to other people, or even personal issues. A culture of backbiting, slander, and *namimah* (conflict trigger) has grown up in the neighbourhood. Hoaxes are particularly simple to propagate in a public culture that enjoys sensational information and encourages word-of-mouth discussion of it.

Second is the low media literacy in Indonesia. Previous research found that digital media literacy in Indonesia still become a problem (Susilo et al., 2020). Not all people are digitally literate, especially in grassroots communities who are more easily exposed to hoaxes. Digital

media literacy is very crucial because this ability is the filter for people to use social media as passive and active users. Active users are users who actively use social media to create content, whether sharing personal or general information and events. Active users are also classified as users who upload information on social media. Digital literacy is important here because it can provide sufficient insight to use social media tools wisely and positively.

Meanwhile, passive users are users who use social media to access information. Lack of digital literacy for passive users will result in an inability to select and sort right and wrong information. These passive users can become active users if they share the information they get. So that everyone currently has a function as a gatekeeper for circulating information. Today's social media allows someone to be both a recipient and a creator of information. Lack of digital literacy provides opportunities for someone to intentionally or unintentionally help spread fake news or hoaxes.

Lastly, the development of Information and Communication Technology (ICT) which is not accompanied by community digital literacy. Ease of access to ICT, which is not accompanied by digital literacy, allows people to be exposed to hoaxes or become actors who spread hoaxes. This may occur due to people's ignorance in using social media, and people's inability to classify true and false information.

ICT today no longer has a sole function as a communication medium but has also become part of a lifestyle. It has become common for social media to be used as a tool to convey ideas, various events and moments. The specific function of social media is also allowing its user to create and own any kind of content without interference from outside parties. Users of social media have unrestricted access to edit, add, and change text, photos, videos, graphics, and other types of information. If this function is not balanced with digital literacy, it will provide space for people who don't know to unconsciously help spread hoaxes. The misused of this function is dangerous because all information disseminated via social media can be easily accessed by a wide audience. This aspect may also contribute to the spread of the fake news or hoaxes.

Hoax Themes

Talk about hoaxes cannot be separated from the presence of hate speech, provocative issues, negative opinion, and manipulation (Budihardjo et al., 2020). Usually, the purpose of hoax is to create some sort of sensation. That's why hoax titles and narratives are usually bombastic and not structured. Through the data analysed, the hoaxes found use confrontational

narratives and are counter to the ongoing situation or policy. Several issues or themes of hoaxes were found during the early Emergency PPKM, including: politics, health, religion, social, and economy. Among these issues, the themes of politics, health, and religion are the three main themes that are widely used as material for hoax. These three hoax themes are vulnerable to Indonesia's stability.

Why so? Politics as it is known is always related to power and power for humans has always been ambition and material to be contested. It is not uncommon for power struggles to end in conflict and even chaos. Moreover, the political condition in Indonesia after the 2019 presidential election, which still leaves disappointment for the Prabowo-Sandi pair, who lost narrowly with 44.5% vote (Syahputra, 2021). to the elected president and vice president Jokowi-Ma'ruf. Although the Jokowi-Ma'ruf camp as the winner has tried to hold a reconciliation by inviting Prabowo and Sandi into his cabinet, the disappointment of Prabowo-Sandi supporters continues. This is one of the reasons why Indonesian politics is currently facing many contradictions. This disappointment then has an impact on their distrust, giving rise to hoaxes.

The health theme is also becoming a strategic issue, because Indonesia is currently faced with an explosion in the number of victims exposed to Covid-19 for the second time with the condition of many fallen medical personnel, facilities and health centres that do not meet the requirements, and other related problems (Gianie, 2021). Health is one of the basic pillars of state stability. The country's economy will be able to run well if the people are healthy.

This health-related issue cannot be separated from political interference so that it becomes an easy target for discussion. As previously explained, hoaxes are closely related to issues that are developing in society. Health is currently one of the most urgent things, and is the main topic, especially regarding the Covid-19 pandemic. The hoaxes that arose regarding health issues discussed some of the Emergency PPKM policies which of course were related to political interests. There are also hoaxes related to the handling of Covid-19 which is detrimental to the community.

Issues related to religion are also a strategic matter to be discussed. Especially in Indonesia, which is currently dominated by the Muslim community, the pros and cons that occur internally can be brought to the surface and can result in social and political conditions. Although now the religious violence that undermined the transition to democratic reform has receded, the Muslim community has been polarized into reactionary and progressive camps with

increasingly antagonistic views of Islam's position in society. Religion is one of the issues that is very vulnerable and prone to causing extreme different perceptions (Franklin, 2017).

While religion is something that is sensitive and resistant if it is contradicted. There are many examples of cases in Indonesia where conflicts have their origin in religion and have fatal consequences, such as the Muslim-Christian religious conflict in Ambon, Inter-religious conflict in Aceh, Poso conflict, Tanjung-Balai Conflict, etc. The condition of the government being hesitant to be dominated by the Indonesian political elite failed to take a clear stance, this led to a growing intolerance towards other religions as minorities. This narrow view is still often found by people in Indonesia who use religion as a horse's glasses. This is why religious conflict is still a serious matter and becomes an easy target for irresponsible people to use this theme as a hoax.

CONCLUSION

There were three big themes that became hoaxes in the early days of the Emergency PPKM Policy, namely Politics, Health and Religion. These three themes are the main issues of hoaxes that are developing because they are in accordance with the conditions and phenomena that are currently occurring. Social media is one of the main reasons for the development of hoaxes. The weakness of social media is that it allows users to upload and access any information and the large number of users becomes difficult to handle. Of all the types of hoaxes found, there are recycled hoaxes that are deliberately created with the aim of influencing and causing harm.

Recommendations that can be given through this research are two ways that can be done as a preventive measure and to detect hoaxes in new media. First, carry out information and digital literacy to be wise in using the media. This literacy requires cooperation from all levels, including government, private sector and society itself so that they can sort and choose information that is good and healthy for consumption. Second, develop an attitude of tabayyun (clarification), as taught by Islam. Tabayyun means seeking clarity on something until the situation is true.

LIMITATION AND STUDY FORWARD

This article is limited to mapping PPKM Emergency Policy hoaxes in cekfakta.com and trending hoaxes on Google searches on July 1st - 12th, 2021. Research related to broader hoax mapping with big data and social media literacy in Indonesia is recommended.

ACKNOWLEDGEMENT

The authors would like to thank Communication International Conference by Indonesia Communication Scholars Association 2022 who has facilitated call for papers, so this article has been presented and selected for publication in a journal.

REFERENCES

- A. Ibrahim Almuttaqi. (2020). Kekacauan Respons terhadap COVID-19 di Indonesia. *The Habibie Center Insights*, 1(13), 1–7.
- Abidin, C., & Digital Lab. (2020). *Social Media Penetration in Indonesia [Research]*. Digital Business Lab. <https://digital-business-lab.com/2020/11/2-social-media-penetration-in-indonesia-research/>
- Agrawal, A., Gindodiya, A., Deo, K., Kashikar, S., Fulzele, P., & Khatib, N. (2021). A Comparative Analysis of the Spanish Flu 1918 and COVID-19 Pandemics. *The Open Public Health Journal*, 14(1), 128–134.
- Aïmeur, E., Amri, S., & Brassard, G. (2023). Fake news, disinformation and misinformation in social media: a review. *Social Network Analysis and Mining*, 13(1).
- Alfin Heriagus. (2021). *Covid-19 Varian Delta dan Penularannya*. <https://www.ui.ac.id/Category/Berita/>. <https://www.ui.ac.id/covid-19-varian-delta-dan-penularannya/>
- Alsalmi, J. M., & Shehata, A. M. K. (2022). Official Uses of Social Media. In *Mass Communications and the Influence of Information During Times of Crises* (pp. 123–140). IGI GLOBAL.
- Aprilia, M. P. (2022). Para ibu blogger bercerita tentang covid-19: narasi ketahanan keluarga di blog pengasuhan. *Communications*, 4(2), 207–221.
- Barro, R. J., Jose, F., & Ursua, J. W. (2012). The Coronavirus and the Great Influenza Pandemic: Lessons from the “Spanish Flu” for the Coronavirus’s Potential Effects on Mortality and Economic Activity. *NBER Working Paper*, 26866.
- Budihardjo, B., Winarno, W., Zuhri, M., Malihah, N., Syaifuddin, H., & Cahyono, G. (2020). Hoax and Hate Speech: Social Media and the Rise of Tribal Nationalism in 2019 Indonesia Presidential Election. *EAI*.
- Chen, X., Lee, W., & Lin, F. (2022). Infodemic, Institutional Trust, and COVID-19 Vaccine

- Hesitancy: A Cross-National Survey. *International Journal of Environmental Research and Public Health*, 19(13).
- Cifuentes-Faura, J. (2020). COVID-19 and infodemics: How to solve this problem. *International Journal of Media and Information Literacy*, 5(2), 145–152.
- CNN. (2021, July 12). Deret Amarah dan Amuk Warga ke Aparat Imbas PPKM Darurat. *CNN Indonesia*. retrieved from <https://www.cnnindonesia.com/nasional/20210712065119-20-666257/deret-amarah-dan-amuk-warga-ke-aparat-imb-ppkm-darurat>
- Edy, S., & Florina, I. D. (2021). Analisis Sebaran Hoaks Pada Facebook Perihal Info Seputar Covid-19. *Jurnal Signal*, 9(2), 344.
- Egelhofer, J. L., & Lecheler, S. (2019). Fake news as a two-dimensional phenomenon: a framework and research agenda. *Annals of the International Communication Association*, 43(2), 97–116.
- Franklin, N. (2017). Islam in Indonesia: the contest for society, ideas and values. *Asian Studies Review*, 41(4), 685–687.
- Fuch, C. (2021). Social media: a critical introduction. In *Information, Communication & Society* (Vol. 18, Issue 12). Sage publications.
- Gatra.com. (2021). *Informasi Hoaks Meningkat di Masa Pandemi*. <https://www.gatra.com/detail/news/525280/milenial/informasi-hoaks-meningkat-di-masa-pandemi>
- Gianie. (2021). *Nasib Tenaga Kesehatan di Ujung Tanduk*. <https://www.kompas.id/baca/riset/2021/07/09/nasib-tenaga-kesehatan-di-ujung-tanduk>
- Gisondi, M. A., Barber, R., Faust, J. S., Raja, A., Strehlow, M. C., Westafer, L. M., & Gottlieb, M. (2022). A Deadly Infodemic: Social Media and the Power of COVID-19 Misinformation. *Journal of Medical Internet Research*, 24(2).
- Global Infectious Hazard Preparedness. (2021). An overview of infodemic management during COVID-19. *Who, May*, 52. retrieved from https://www.who.int/health-topics/infodemic#tab=tab_1
- Horváth, D. (2022). Pandemic and Infodemic – Which One Is More Dangerous? *Acta Universitatis Sapientiae, Communicatio*, 9(1), 125–139.
- JHU, C. (2021). *COVID-19 Data Repository*. GitHub USA.
- Juditha, C. (2018). Interaksi Komunikasi Hoax di Media Sosial Serta Antisipasinya. *Journal Pekommas*, 3(1), 31–34.
- Kemp, S. (2021). *Digital 2021: Indonesia*. <https://datareportal.com/reports/digital-2021-indonesia>
- Khan, A., Brohman, K., & Addas, S. (2022). The anatomy of ‘fake news’: Studying false messages as digital objects. *Journal of Information Technology*, 37(2), 122–143.
- Kominfo. (2021). Mulai 3 Juli, Pemerintah Berlakukan PPKM Darurat di Jawa-Bali. *Kominfo*. retrieved from <https://www.kominfo.go.id/content/detail/35388/mulai-3-juli-pemerintah-berlakukan-ppkm-darurat-di-jawa-bali/0/berita#:~:text=Jakarta%2C%20Kominfo%20-Pemerintah%20memutuskan%20untuk%20di%20Pulau%20Jawa%20dan%20Bali>
- Kunjana Rahardi, R. (2020). Building Critical Awareness of Corona Virus-Related News: Cyber-Pragmatic Study of COVID-19 Hoaxes on Social Media. *International Journal of*

Advanced Science and Technology, 29(6), 5398–5409.

Miller, J. W. (2016). *World's Most Literate Nations*. Central Connecticut State University. <https://www.ccsu.edu/wmln/rank.html>

Moffett, J. W., Folse, J. A. G., & Palmatier, R. W. (2021). A theory of multiformat communication: mechanisms, dynamics, and strategies. *Journal of the Academy of Marketing Science*, 49(3), 441–461.

Muhvić, D., & Rešetar Čulo, I. (2022). “Fake news” in times of crisis in the context of Article 10 of the European Convention on Human Rights. *Zbornik Pravnog Fakulteta Sveučilišta u Rijeci*, 43(1), 189–207.

Muzykant, V. L., Muqsith, M. A., Pratomo, R. R., & Barabash, V. (2021). Fake News on COVID-19 in Indonesia. In *Pandemic Communication and Resilience. Risk, Systems and Decisions* (pp. 363–378). Springer.

Ngadzimah, A. N., & Fajarlie, N. I. (2020). *Infodemi : Gagalnya Komunikasi di Masa Pandemi*. 2(2), 274–279.

Parwani, P., Choi, A. D., Lopez-Mattei, J., Raza, S., Chen, T., Narang, A., Michos, E. D., Erwin, J. P., Mamas, M. A., & Gulati, M. (2019). Understanding Social Media. In *Journal of the American College of Cardiology* (Vol. 73, Issue 9).

Patel, M., Kute, V., & Agarwal, S. (2020). “Infodemic” of COVID 19: More pandemic than the virus. *Indian Journal of Nephrology*, 30(3), 188–191.

Pollmann, M. M. H., Norman, T. J., & Crockett, E. E. (2021). A daily-diary study on the effects of face-to-face communication, texting, and their interplay on understanding and relationship satisfaction. *Computers in Human Behavior Reports*, 3.

Putri, K. Y., Fathurahman, H., Riady, Y., Andriani, Y., & Hanifah, H. (2022). Literasi Komunikasi Kesehatan Masyarakat Indonesia terhadap Sikap Penanganan Kesehatan Keluarga. *Jurnal Communications*, 4(1), 114–134.

Rahayu, R. N., & Sensusiyati. (2021). Vaksin covid 19 di indonesia : analisis berita hoax. *Intelektiva : Jurnal Ekonomi, Sosial & Humaniora Vaksin*, 2(07), 39–49.

Rahmadiva, L. A., Alia, R. B., & Ruslanjari, D. (2023). Upaya Pemerintah Melawan Infodemic dengan Membangun Informasi Akurat. *Jurnal Ilmu Komunikasi*, 21 (2), 241–258.

Rahmawati, D., Lumakto, G., & Danial Kesa, D. (2020). Generasi Digital Natives dalam Praktik Konsumsi Berita di Lingkungan Digital. *Communications*, 2(2), 74–98.

Rahmawati, D., Mulyana, D., Lumakto, G., Viendyasari, M., & Anindhita, W. (2021). Mapping Disinformation During the Covid-19 in Indonesia: Qualitative Content Analysis. *Jurnal ASPIKOM*, 6(2), 222.

Rastogi, S., & Bansal, D. (2023). A review on fake news detection 3T's: typology, time of detection, taxonomies. *International Journal of Information Security*, 22(1), 177–212.

Susilo, M. E., Afifi, S., & Yustitia, S. (2020). *Hoax as a Reflection on the Low Digital Literacy in Indonesia*. 165–174.

Syahputra, I. (2021). The Rise of Political Hatred in Twitter Conversations of Indonesian Netizens. *Jurnal Komunikasi Ikatan Sarjana Komunikasi Indonesia*, 6(1), 22–31.

T. Carr, C. (2018). CMC Is Dead, Long Live CMC!: Situating Computer-Mediated Communication Scholarship Beyond the Digital Age. *Journal of Computer-Mediated*

Communication, 14.

Thang, P. C., & Trang, T. T. N. (2023). Online Newspaper Development within the Internet of Things Environment: The Role of Computer-Mediated Communication. *Internet of Things, Part F1443*, 39–54.

Utami, I. S. (2020). *Meningkatnya Kasus Hoaks Di Masa Pandemi COVID-19*. Lppm.Unpam.Ac.Id. <https://lppm.unpam.ac.id/2020/11/03/meningkatnya-kasus-hoaks-di-masa-pandemi-covid-19/>

Wardle, C. (2017). *Fake news. It's complicated*. First Draft. <https://firstdraftnews.org/articles/fake-news-complicated/>

Zhang, X., & Ghorbani, A. A. (2020). An overview of online fake news: Characterization, detection, and discussion. *Information Processing and Management*, 57(2).