

# Covid-19 Pandemic and Institutional Reconstruction Towards a New Normal Life

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## ABSTRACT

New norms and social institutions have emerged in connection with the Covid-19 pandemic and in many ways have replaced the previously considered good order. The foreign phrase which is currently a term has been agreed upon by all parties as an invitation and a word of hope - new normal. Through literature study, this article reviews the fact that there have been institutional changes in various aspects of life because of the pandemic faced by the community for more than a year. By conducting a study of the results of research and internal monitoring of the Covid-19 Task Force and supported by secondary data, this article discusses three levels of social interaction structure that are interconnected and influence each other. At first the pandemic brought shocks that caused negative effects on almost all aspects of life, but in the course of time the difficult conditions gave various optimism to rearrange existing institutions to be more relevant to the contemporary context full of change. Doubts, incoherence, and weak aspects of government institutions are the cause of the continued spread of the pandemic. The legitimacy of the policy is the key to stopping the pandemic as well as institutional restructuring.

Keywords: Covid-19; Institutional; Reconstruction; Health Protocol; New Normal.

## ABSTRAK

Norma dan lembaga-lembaga sosial baru muncul sehubungan dengan pandemic Covid-19 dan bahkan dalam banyak hal telah menggantikan tatanan yang sebelumnya dianggap baik. Frase asing yang saat ini menjadi istilah telah disepakati oleh semua pihak sebagai sebuah ajakan dan kata yang penuh harapan- new normal. Melalui studi kepustakaan, artikel ini mengulas fakta bahwa telah terjadi perubahan kelembagaan di berbagai aspek kehidupan sebagai akibat dari pandemi yang dihadapi oleh masyarakat selama lebih dari satu tahun. Dengan melakukan kajian terhadap hasil riset dan monitoring internal Satgas Covid-19 serta didukung dengan data sekunder, artikel ini membahas tiga level struktur interaksi sosial yang saling terhubung dan mempengaruhi satu sama lain. Pada awalnya pandemic membawa kegoncangan yang menyebabkan efek negatif pada hampir semua segi kehidupan, namun dalam perjalanan waktu kondisi yang serba susah memberikan berbagai optimisme untuk menata kelembagaan yang ada agar lebih relevan dengan konteks kekinian yang penuh dengan perubahan. Keragu-raguan, ketidakompakan dan lemahnya aspek kelembagaan pemerintah menjadi penyebab terus berlanjutnya penyebaran pandemic. Legitimasi dari kebijakan menjadi kunci penghentian pandemic sekaligus penataan kelembagaan.

Kata Kunci: Covid-19; Institutional; Reconstruction; Protokol Kesehatan; New Normal.

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## 1. Introduction

Covid-19 is a global pandemic that has shaken the social order in Indonesia and has also caused chaos in various parts of the world, both in terms of public health, economy, social, culture and various aspects of life (Gupta et al., 2021; Jewett et al., 2021). This pandemic that came to Indonesia can be seen from two dimensions of the phenomenon; horizontally and vertically. Horizontally, we can see various clusters of very wide distribution, starting from physical contact with foreign nationals, the return of someone from abroad, religious gatherings in places of worship, social relations in the inner family or extended family, even social interaction in public spaces. Ignorance of the dangers of Covid-19 and the culture of taking it lightly does not only happen to ordinary people, but also public figures and even state officers.

Although the state began to recognize positive cases on March 2, the indifferent attitudes and behavior of some residents were intertwined with the restlessness and fear of other people. The Health Protocol launched by the government covers three things: washing hands, wearing masks, and maintaining social distance, which was supported by thousands of government agencies, social institutions, and business organizations after the first month it was announced that it had implications for limiting people's mobility and interactions between individuals. Four months after the health protocol was enacted, a new reality emerged: "economic hardship". The failure of planned projects, the loss of various social-business events, the difficulty of making a living, and the increasing wave of layoffs. As revealed by the Confederation of Indonesian Trade Unions (KSPI) which estimates that as many as 50 thousand workers have been laid off since the beginning of 2021 (Nasional Kontan, 2021; Republika.co.id, 2021; Yahya, 2021) based on data from the Ministry of Manpower compiled from various provinces in Java and Bali, "... there are 24.66 percent of workers who have the potential to be laid off and 23.72 percent are laid off so that the total is almost 48 percent". Furthermore, Kompas 4 August 2021 reported that the Central Statistics Agency recorded the number of unemployed people reaching 8.75 million people in February 2021. In other words, the number increased by 1.82 million compared to the same period in 2020, which was 6.93 million people. Although the government had covered up the official number of workers who have lost their jobs due to the pandemic, factually in the reality showed that the number of disadvantaged groups was increasing. This of course raised social tension in the community, as can be seen from the complaints of hotel and restaurant entrepreneurs (Anwar, 2020) and the general public (Kompas.com, 2020). The government had succeeded in reducing this fidgetiness so that it did not become a turmoil, namely by disbursing various social assistance programs such as direct cash assistance and data allowances (internet quota) for students who were forced to study online. In addition, the creativity of the community that often appears in the midst of crisis conditions (Adnan, 2006) such as opening up new sources of income based on cottage industries, food and crafts have succeeded in becoming an alternative to the sources of income that have been lost due to the pandemic. This social capital had been proven to help reduce stress levels in society.

Meanwhile, from the vertical dimension, it can be seen in the order of state and community life which can be distinguished at the macro level, meso level and micro level which refers to the thinking of Victor Nee (2010). Based on the results of the internal research of the Covid-19 Task Force, the level of public awareness of the Health Protocol was answered by 60% of respondents, who stated that they were obedient to themselves as many as 30% and who did not care about 10%. Although the number of respondents who refused is quite small, it is equivalent to a population of 80 million people who have a large potential for a high number of transmission rates. There are several reasons why the level of concern for health protocols has not been maximized: policy discrepancies between the central government and local governments, especially in the first four months after the case broke out; often contradictory statements by officials; change of name/term; Big Scaled Social Restriction (PSBB), Extended PSBB, Transitional PSBB, Enforcement of Restrictions on Community Activities (PPKM), Micro PPKM, Emergency PPKM; confusion of other information, as well as the behavior and culture of the people who do not want to comply.

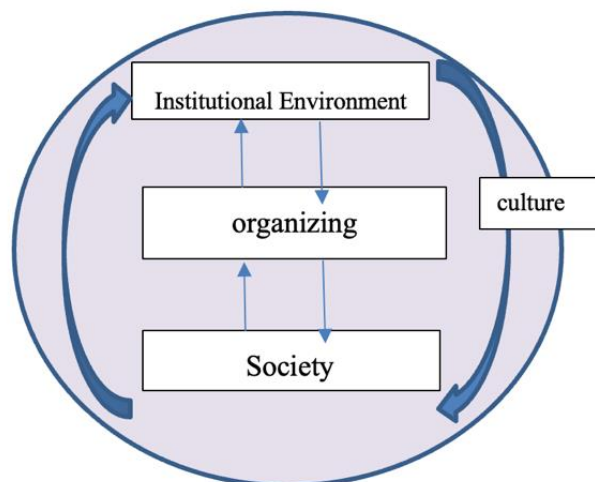
Various policies in efforts to handle the pandemic have a direct impact on the activities of Medium Small and Micro Enterprises (UMKM) which is the largest category of employment in the country, which is 60% in 2020. Meanwhile, 2018 data shows that micro business units in 2018 reached 63 million (98 percent of the total UMKM business units). The problem is complicated considering that the informal sector in Indonesia is a field of

work that relies on face-to-face activities. In terms of employment, the informal sector absorbs 70.49 million (55.72 percent), while the formal sector absorbs around 56.02 million workers (44.28 percent). So that the application of health protocols, especially limiting face-to-face activities, has hit UMKMs directly.

The inconsistency of policies has had a direct impact on the socio-economic conditions of the community. This is reflected in the increasing number of complaints from the public as appearing in the mass media and social media such as the raising of the white flag as a sign of asking for help in several places as well as the emergence of several actions against government policies, especially after the implementation of Micro PPKM. Even at the end of July 2021, Bloomberg stated that Indonesia was the worst of the 53 countries surveyed regarding the handling of the COVID-19 pandemic (Kompas.com, 2020). For two weeks the addition of confirmed patients per day was above 40,000 cases and for six days it was above 50,000. However, within three months later, the pandemic was successfully suppressed to below 500 cases per day with the presence of legitimate leadership in providing direction and understanding to the public.

## 2. Literature Review

The analytical framework used refers to the model developed by Victor Nee (2003, 2005) by distinguishing the problem on three levels: the macro level shown by the institutional environment as reflected in various public policies; the meso level which shows how existing organizations and institutions pass on public policies to the public and manage public responses that can be input for evaluation and improvement of public policies. At the micro level, it is shown by the response of the community personally or social groups to respond to policies and enforcement of rules by organizations and law enforcement agencies.



Source: adopted from (Brinton & Nee, 1999; Nee, 2010)

The three levels of interaction structure above are covered by the culture that develops in society. As Landes (in Hamid, 2018) says, culture has a huge influence on institutional governance and individual interactions at the micro level. This culture has a direct and indirect influence on public policy (Adnan, 2006) and efforts to stop the pandemic because the individuals involved cannot be avoided from the cultural aspects that develop in Indonesia. This can be seen from the stuttering of the state which only appeared to be present in the second week of March 2020, which is about two months after positive cases in Indonesia were revealed and it took several months before they could act objectively.

## 3. Method

This article is the result of a study of monitoring data and internal research from the Covid-19 Task Force. As well as other relevant data based on mass media reports, officials' statements in responding to the development of the spread of Covid-19 and efforts to contain the pandemic. Methodologically, this article can be categorized as a literature study in the form of meta research with some adjustments, especially by referring to data from the mass media and official publications from the government.

## 4. Result

At the beginning of 2020, when several ASEAN countries had acknowledged that there were citizens who were positive for Covid-19, following the recognition of several European countries, the Indonesian government confidently said that in Indonesia there were no cases of transmission of the Corona virus. Even government officers proudly argue that Indonesians have great "local wisdom"; diligently consuming herbs and cat rice (nasi kucing) and so on – while joking like associating Corona as an old car brand.

### 4.1. Arrogance and Stuttering

The confidence of executive and legislative officials was responded to by many community groups as an official statement. This is evidenced by the Government's policy of anticipating the Corona outbreak as a form of business opportunity that must be utilized. Namely, preparing incentives in the tourism sector which will be divided into several posts, namely a special budget for influencers, which is IDR 72 billion and incentives of IDR 298 billion for airlines, and IDR 98.5 for travel agencies to promote tourism activities. On the other hand, the fact - which was believed to be the truth at the time - about the "immunity" of the Indonesian people to Corona could be caused by the absence of the virus in the country. Or, it could also be based on a denial of the actual facts, or it could also be caused by the inability to identify what the Corona virus is like. However, after two Depok residents checked themselves into the hospital and tested positive, the people belief was finally spread that this case had entered Indonesia. After tracing the origin of the cause, the two patients stated that their Japanese colleague who met five days earlier had also been diagnosed with Covid-19 in Singapore two days earlier.

On Friday afternoon, March 13, Universitas Indonesia (UI) announced that it would immediately change all academic activities to Distance Learning starting March 18 in response to the death of two professors from UGM and UI due to Covid-19. The announcement resonated until it sparked the awareness of various parties that Covid-19 needed serious attention. On March 15, the Minister of Education and Culture issued a statement that as of March 19, students do not need to come to school or campus - learning is done from home. Although the Task Force's official report stated that the number of people who tested positive for Corona by the end of March had exceeded 1,000, the state's attitude to prioritize other affairs was still visible. For example, the desire to continue to prepare for the movement of the nation's capital which will cost around 500 trillion rupiah and continue the discussion of the controversial Law of Job Creation (RUU Cipta Kerja). Although, this news was later denied, the discordant tone from the palace and unnecessary disagreements regarding the handling of this pandemic outbreak showed that a state of panic was brewing. This indication began to be read when on March 3 the Secretary of the Directorate General of Disease Prevention and Control was inaugurated as Spokesperson for the Covid-19 Task Force to replace the role of the Minister of Health so far. Furthermore, on March 9, this spokesperson was appointed as Director General. Approaching April, the president finally issued a statement that slightly relieved the public, namely allocating a budget of 405 trillion rupiah for the Covid-19 response, which includes care and appreciation for medical personnel on the front lines as well as for social security nets.

### 4.2. Policy Dimension

In fact, the state's worry and concern for the dangers of a pandemic have been seen since early February 2020 when the Coordinating Minister for Human Development and Culture (Menko PMK) coordinate the evacuation of Indonesian citizens who live in Wuhan and then quarantine on the island of Natuna for 14 days. Although there had been resistance from local residents, the quarantine process was declared successful. This was followed by the quarantine of the crew of the World Dream and Diamond Princess ships on Sebaru Island. This quarantine process was also considered successful, and the Minister of Health even gave the title to ship crews who had escaped quarantine as Covid-19 immunity ambassadors. On March 11, the central government formed a Task Force for the Acceleration of Handling COVID-19 led by the chairman of the National Disaster Management Agency (BNPB) who immediately issued various protocols related to the prevention and control of the Covid-19 outbreak. After two weeks of Corona cases having surpassed one hundred and steadily increasing, the government also prepared an emergency hospital on Galang Island and turned the athlete's guesthouse into an

emergency COVID-19 hospital with a capacity to accommodate 2,458 patients. This anticipatory step immediately gave rise to a public perception that in our beloved country there would soon be a crowd of Covid-19 patients.

Nevertheless, it must be acknowledged that the regional government has initiated various policy initiatives to prevent the spread of Covid-19 and efforts to handle it. Pradana (2020) argued that local government and community organizations play an essential role in ensuring people's welfare during the COVID-19 pandemic. When the central government was still not fully aware of how to deal with the Covid-19 pandemic, the DKI Provincial Government proposed the conversion of Wisma Atlet into an emergency hospital as posted on its YouTube account on Friday, March 13, 2020. On that same day, the Governor of DKI called for "social distancing" as suggested by the WHO which was later changed to the term "physical distancing". However, several policies from the Governor of DKI such as going to impose a "lockdown" following the solutions of international institutions such as those imposed in Wuhan and several other cities in the world were rejected by the central government. Instead, the idea emerged from the central government to implement a civil emergency as a solution to the lockdown. Of course, this is opposed by various parties. Besides the militaristic approach and opening up opportunities for impunity, the concept has the basic assumption that "the people cannot be governed" and at the same time denies the many weaknesses in the state.

The formation of the Task Force was appreciated by many parties including the DPR, but there were members of the Council who commented that the policy was a bit late considering the scope of conceptual and technical work that had to be pursued by increasing positive cases. This is evident from the various reactions that preceded the policies of the central government. Some regions have even implemented their own regulations, such as the districts of Tegal, Tasikmalaya, East Kalimantan, and Papua. This condition was criticized by the former Minister of Health for the period 2004-2005 who said that in her era of dealing with bird flu, all actions were under the control of the center and no regions took their own policies. Until the third week of April, there were many confusing policies such as inconsistency in statements regarding whether or not residents were allowed to go home, whether online motorcycle taxis were allowed to carry passengers, and the uncertainty of limiting MRT and Busway operating hours in Jabodetabek. On the other hand, we have seen those efforts to reduce crowds and the need to maintain physical distance were implemented by releasing thirty thousand prisoners from prisons which in some cases became disturbing again.

The central government's concentration on the Corona outbreak is still not steady after a month after the first cases emerged, which was reflected in talks by high-ranking officials to continue with the plan to move the country's capital even though the budget was more than one-fifth of the state budget. On the other hand, the central government has not dared to provide concrete policies regarding how much funds will be allocated to overcome the pandemic that is in sight. In addition, the shortage of Personal Protective Equipment (ADP) which has claimed dozens of medical personnel including doctors who died has failed to be anticipated by the central government. Even in many cases the state failed to be present in the community, such as the funeral process for the bodies of Covid-19 patients who were rejected by residents. Nevertheless, the government's policy of providing hotels owned by the Provincial Government/Local Government and BUMN for medical officers and also volunteers who treat corona patients plus shuttle facilities is a solution that needs to be given a thumbs up.

Even after two months, the central government still seems "stuttering" here and there. For example, Presidential Decree 12 / 2020 dated April 13, 2020, which contains the determination of Covid19 as a national disaster which does not include UU 6/2018 concerning quarantine and infectious disease outbreaks in its considerations. Even though the emergence of local regulation (PSBB) for DKI Jakarta and other regions in Indonesia is a central government decision based on UU 6/2018. Previously, on April 1, a letter was also issued from the state palace bearing the logo of the Secretary of State addressed to sub-district heads throughout Indonesia from a Special Staff of the President regarding Cooperation as Village Volunteers Against COVID-19. The nuances of conflict of interest from the palace were also revealed in the appointment of another company owned by the Presidential Special Staff for a pre-employment fund of 5 trillion. In the second week of April 2020, the seriousness of the country against this global pandemic was seen with the president's statement to postpone the relocation of the capital after being urged by the DPR

and DPD and in the third week delaying the discussion of the Law of Job Creation (RUU Cipta Kerja).

From the policy aspect, it appears that the government's legitimacy is not strong enough in convincing the public to comply with the Health Protocol. This is influenced by several factors, for example, when the pandemic began in Wuhan and spread out to several countries in January-February 2020, several state officials, and members of the house of representatives issued various jokes about the Corona virus. Less of public confidence in the government's seriousness in overcoming the pandemic can be seen from the policy discrepancy between the local government and the central government in the first four months of the pandemic; alternation of terms; Big Scaled Social Restriction (PSBB), Extended PSBB, Transitional PSBB, Enforcement of Restrictions on Community Activities (PPKM), Micro PPKM, Emergency PPKM. Institutionally, the handling of pandemics is also unique; On March 13, 2020, based on Presidential Decree No. 7 of 2020, the Task Force for the Acceleration of Handling Corona Virus Disease 2019 was formed and is under and directly responsible to the President of Indonesia. This institution was dissolved on July 20, 2020, based on Presidential Decree No. 82 of 2020. The task of this institution was then transferred to the task force for handling COVID-19 at the Committee for Handling Coronavirus Disease 2019 and National Economic Recovery (abbreviated as KPCPEN) led by the coordinating minister for the Economy. This committee integrates the authority of the Task Force for the Acceleration of Handling Corona Virus Disease 2019 which previously served as the central agency in the authority to deal with the impact of COVID-19 into the authority of the new institution to accelerate economic recovery due to this pandemic. This means that the handling of the Covid-19 outbreak is a sub-section of the KPCPEN Institution.

With a spike in cases per day above 10,000 accompanied by the spread of the Delta variant in Indonesia since the first week to the second of June 2021, the government has forced to focus more on handling the pandemic, namely tightening regulations regarding population mobility amidst people's saturation in complying with health protocols. However, the various efforts made did not stop the increase in the number of active cases, even the appeals from the spokesperson for the Task Force and the Coordinator for the Enforcement of Community Activity Restrictions (PPKM) in Java-Bali, which was concurrently the Coordinating Minister for Maritime Affairs and Investment, did not succeed in stopping the increase in the number of active cases in the country. Until after the end of August 2021, the President took over command by appearing on television and issuing announcements and various appeals, in the next 2 weeks it began to show a decrease in cases and continued until mid-October 2021. The hope of creating a new normal life, namely the concern of individuals not to spread or be infected from the Covid-19 pandemic, shows a positive trend.

#### **4.3. Organizational and Institutional Level**

Within a week after the first case was revealed, nine doctors died and in the next 3 weeks sixty medical personnel including doctors, nurses/nurses took their last breaths due to being infected by their patients. The death of the frontline against Corona was caused by the incomplete Personal Protective Equipment (APD) in the hospital. The presidential instructions as well as the efforts made by the Task Force for field implementers to wear equipment according to the APD protocol have not been fully complied with. APD is still a scarce item for many hospitals. Ordinary people who feel vulnerable and need to protect themselves by wearing masks have difficulty getting their goods, and if any, the price has increased more than 3 times. The Task Force took an important step and strategy by bringing in APD from China and at the same time involving various industry parties to support its manufacture and procurement. Realizing the lack of capacity, the government has also involved many companies/institutions to be actively involved in overcoming the Corona virus outbreak. On March 13, the Minister of Health appointed Airlangga University to carry out laboratory examinations related to the Corona Virus with the Eijkman institution to support the Health Research and Development Agency (Balitbangkes) of the Ministry of Health (Kemenkes), followed by IPB and 10 provincial governments in the country. This condition reverses the position of pure research institutions which have been ignored to become very important institutions.

The concern and active participation of institutions in the country in an effort to prevent the spread of a pandemic can be seen from the actions taken by universities. On March 3,

the University of Indonesia issued the second revision of the Corona virus (covid-19) precautionary protocol which contains what academics can and cannot do and procedures for welcoming guests from abroad, including visiting professors. Distance Learning Activities were announced on March 13 to be implemented five days later accompanied by a policy of reducing the activities of structural officials and education staff on campus. A day later, on Saturday, March 14, ITB Chancellor also appealed to all lecturers to optimize various forms of distance learning methods and cancel several activities including the April 2020 graduation ceremony, Scientific Orations, Stadium Generale, National and International Conferences, workshops, seminars, visits, and other activities involving many participants until the end of April 2020. In fact, ITB is the first university in Indonesia to hold online graduations and issue diplomas with digital signatures – although previously there were still many state institutions that did not recognize the validity of digital signatures. On March 16, the UGM Chancellor imposed the COVID-19 Alert status through the "Circular on Preparedness and Prevention of the Spread of Covid-19 at UGM" following up on the "Chancellor's Circular on Guidelines for *Work from Home* at Universitas Gadjah Mada" the day before. On Sunday, March 15, the Chancellor of IPB also launched a video saying that "IPB is Partially closed down" and called for teaching and learning activities to be carried out by utilizing information technology. In just a matter of days, more than thirty universities in Indonesia have conducted distance learning (online). This means that in no more than two weeks, universities in Indonesia have implemented physical distancing with the concept of "*study and work from home*" involving nearly two million productive people.

On March 14, the Mayor of Depok pressed a Circular that closed schools in Depok and replaced it with learning activities at home from March 16 to 28, 2020. A day later, on March 15, the President appealed to schools to carry out teaching and learning activities from home, thousands of schools in the country immediately implemented learning at home. In other words, more than 40 million citizens immediately practice "physical distancing". In this case, educational institutions are one of the front lines in dealing with this disaster.

Even though it has been several months since the case has been running, the validity of the counting and summing up of cases related to Covid-19 is still not in synchronization with the numbers. There are differences in the number of positive people, people under surveillance, and the number of people who died between the central government, regional governments and foreign institutions. As the governor of West Java on March 30 and 31 2020 said that in Sukabumi there were 300 positive Corona people, but in the official report from the Task Force for all of Indonesia on those two days there were no more than 200 new cases. Even international institutions such as the London School of Hygiene & Tropical Medicine which stated that the number of positive Corona patients in Indonesia was more than 34,000 people at the end of March 2020 - far from the official government report which was still around 1,000 people. This fact shows that the problem of data collection in the country is very sad, even though the problem of accuracy of statistical data in the country has been realized by more than 30 years ago but still continues to occur.

The unpreparedness of the organizational level in dealing with this pandemic can also be seen from the delay in ensuring the availability of Personal Safety Equipment (APD) in all hospitals and can be used by medical personnel, especially nurses and doctors after a month after the first positive patient cases were revealed. As a result, hundreds of medical personnel were infected from patients to dozens died. The classic reasons that are not seriously resolved are budget constraints and also the complicated financial bureaucracy. Likewise, in handling the number of unserved patients going back and forth from one hospital to another without clarity on how they will be treated, it shows that health, especially in a disaster situation, is still not a priority of the relevant state institutions. Ventilators are a rare item because they have to be imported at a price of 500 million rupiah, even though at the end of April 2020 Pindad, in collaboration with UI and UGM stated that they were able to produce 200 units a month with a selling price of no more than 20 million rupiah. Even PTDI was able to do the same thing. This means that so far competent institutions in the country have been excluded from public policies which are suspected to be loaded with the interests of rent seekers.

On the other hand, although there are many industries that are concerned about preventing and controlling the outbreak, until mid-April 2020 there were also many business sectors that were more concerned with material benefits than following the government's call to maintain physical distance and implement work from home. This can be seen from the long queue of employees taking public transportation in the morning to the

office area and in the afternoon after working hours. There were even leasing companies that did not heed the president's statement to delay the credit installment bill for online motorcycle taxi drivers.

The management of Covid-19 patients has begun to be handled more systematically since July 2020 both in terms of the availability of isolation rooms, the number of hospitals that accommodate patients, medicines, and medical equipment to other related infrastructure. Although in the third and fourth weeks of January 2021 there was a spike in cases due to the many violations of the health protocol at the turn of the year, the number of active cases was successfully reduced on average every week because the existing institutional readiness was adequate. However, 2 weeks after the Eid homecoming season in mid-May 2021, the spread of the pandemic has become very extraordinary. In contrast to the year-end atmosphere, the mobility of people during the unavoidable holiday moment has caused an explosion after 3-6 weeks later, so that active cases in Indonesia had entered the top 5 in the world in more than two weeks. With the centralization of policies from the government, tightening social mobility, and taking over the command of handling the pandemic in the hands of the president in mid-August, the trend of the number of active cases decreased significantly. The legitimacy of the president as the head of the state removes various doubts from the statements of high-ranking officials who are suspected of being driven by various group interests. The government responded to this improved condition by issuing a policy of easing some restrictions on social mobility.

Figure 2. Covid-19 Trend



Source: Covid-19 Task Force

#### 4.4. Society's Response

At first, concerns about the dangers of Covid-19 infected the upper middle class compared to the general public. Not only having a relatively high probability because they often travel abroad, but also this social class has a higher chance of physical contact due to social-business relations with foreign nationals. Meanwhile, more from the lower middle class do not understand the dangers of the Corona Virus. Some even said, at the beginning of March 2020, "we are not afraid, because the infected are people who go abroad, while we don't go ... even dreaming to go by plane is difficult". While there are also those who say that "we have been living hard all this time, so why are we afraid?"

In many ways, the public's response to residents affected by the Corona virus can be said to be an expression of the strength of the life of the nation and state. Various social activities in the form of fundraising to help neighbors/relatives who were directly affected, providing food to medical personnel, distributing APD equipment assistance, doing mutual assistance in cleaning houses of worship and spraying disinfectants for the surrounding



environment, as well as social care in other forms. In fact, Meckelburg (2021) stated that the earliest response to the health, social and economic crisis related to Covid-19 actually came from the local community. Communities consisting of social groups organize themselves to limit so that no outsiders enter their territory by doing a lockdown, preparing personal protective equipment (APD), providing food for residents who are infected with the virus.

However, these positive attitudes and behaviors are then polluted by negative attitudes and actions; evicting tenants of rented houses when they are found to be working as nurses in hospitals, prohibiting burial of corpses infected with the Corona virus. As happened on March 31, 2021, in the Bituwa sub-district, the community refused to bury the dead by barricades on the road so that ambulances carrying bodies could not pass. This "excessive" attitude causes a sense of mutual distrust in the community towards the information received, including official government statements (Haryanto, 2021). Furthermore, the fear and unique behavior of the community causes fake news or filled with untruthful wordies (Hoax) to grow wildly. Ministry of Communication and Information data contains no less than 470 hoax contents in mid-April, ranging from jokes such as "be careful with XXX brand mobile phone users because China spreads viruses from its products"; mentioning someone has the corona virus to false information about the policies taken by the government. Furthermore, the spread of information that occurred in the community had created mass hysteria in buying goods, causing unrest (Arduyan et al., 2021).

Regarding the policy taken by the government by urging the public to wash their hands diligently, not to shake hands with physical contact, and to use masks in public transportation (which was later applied to activities outside the house) it was quite positively welcomed by the community. While the implementation of physical distancing restrictions for a month was still not effective. There are still many socio-cultural activities carried out by the community despite the prohibition; for example, wedding receptions, praying at the mosque, worship at church, gathering in crowded places such as fishing, markets or "hangout places". Even at the beginning the policy of "learning from home" was enjoyed by many families and their children to go on vacations such as to Puncak. Even after the National Police Chief's instructions were issued to take action against violators who did not keep their distance and limit social activities, it still happened. Even a police chief in West Jakarta held a luxurious wedding at one of the five-star hotels in Jakarta.

At the very least, violations occur due to misunderstanding of the prohibition and can also be caused by other factors. For people who live in densely populated areas, the prohibition of gathering in alleys or patrol posts becomes difficult to understand because their houses are also narrow. So that when all family members enter the house, physical distance becomes neglected and even creates an uncomfortable atmosphere especially if it is done all day. There are still thousands of people who live crowded in these narrow houses which actually adds to the suffering of life with the implementation of the social distancing policy. In several cases, we have seen a culture of underestimating the community, which is reflected in the actions of young people "harassing" the officers who give warnings when gathering in stalls or a group of big motorbike riders who break through "check points" in Jakarta's elite areas.

After the decline in the spike in cases in connection with the new year 2021, a new problem emerged in the community, known as pandemic fatigue, which is the antithesis of the new normal. Namely, the saturation of various prohibitions and restrictive rules regarding the implementation of the health protocol. Various complaints from parents who are bothered by online learning from home, children who cannot socialize outside the home, and the boredom of being constantly at home without any breaks for recreation become the accumulation of social psychological burdens at the individual, family, especially urban communities. Meanwhile, in rural areas where there are no more active cases of Covid-19, many have not obeyed the health protocol.

This stressful condition reached its peak in May 2021 when most people had the tradition of going home for Eid. Efforts to return home and gather with extended family defeat the government's prohibition and the guarding of security forces in limiting social mobility and implementing the health protocol. Not a few cars were found transporting goods like pick-ups and trucks used by residents to hide in an effort to go to their hometowns. Likewise, hundreds of prayer wheel motorbikes managed to break through the apparatus blockade by following alternative roads that were not guarded. Even though various prohibitions have been stated in the Minister of Transportation Regulation Number 13 of 2021 concerning Transportation Control During the Eid Al-Fitr 1442 H / 2021 In the

Context of Preventing the Spread of Covid-19 which contains types of vehicles that are prohibited from operating and which are still allowed during the Eid homecoming moment. Exceptions are only given to vehicles led by the RI state high institutions, operational service vehicles, service plates, Indonesian Army (TNI), National Police Force (Polri) and operational service vehicles for toll road officers, fire fighting vehicles, ambulances and hearses; freight car with no passengers." In addition, vehicles that are exempted from operational prohibitions are vehicles used for local health services such as pregnant women and their immediate family members who will accompany them.

## 5. Discussion

Institutions that have been received little notice because of far from short-term benefits for politico-economy adventurers deserve more attention, especially public health institutions related to pandemics that have no economic benefits. It is also appropriate for the state to pay attention to data accuracy by eliminating political interests who enjoy the chaos of numbers in the field. In addition, it is time for Pancasila morals not only to become the jargon of the elites, but also to be reflected in the institutional arrangements and policies taken. With the lessons that all Indonesians have learned over the past year, this is the right lesson for essential institutional improvements (Pradana et al., 2020). This pandemic also shows the importance of realigning cultural aspects that need to be developed and those that need to be abandoned in order to improve the progress and welfare of the nation (Humaedi et al., 2021). The most important thing is that officials from state institutions should be led by competent people, serious about the fields being handled by putting aside various group interests and dedicated to the progress of the nation.

The development of a culture in the community cannot be separated from the management of the bureaucracy and the behavior of the officials who run it (Jewett et al., 2021). Of course, most of us do not agree with the attitudes and behavior of citizens who abuse the apparatus in an effort to prevent the spread of the Corona Virus. However, there is something hidden behind the case, namely the attitude of "revenge against the state". So far, when dealing with government agencies; affairs with the district, the police station, licensing in an office, the tax office and so on are always asked for this letter and that (Gupta et al., 2021). When the state deals with the environment in matters of funerals, citizens also feel they have the right to ask for certificates regarding the bodies to be buried. Likewise, various prohibitions on maintaining social distance and not holding crowd activities that are violated by the community are a reciprocal influence on the behavior of the state apparatus. The disorganized residents are also influenced by the behavior of the apparatus so far, such as several high-ranking police officers who organize weddings violating the rules issued by the National Police Chief (Baum et al., 2020). Likewise, the inconsistency of state policies such as prohibiting citizens from countries infected with COVID-19 from entering the country but several officials looking for various reasons to allow foreign workers to enter will stimulate a "dishonest" culture to develop. Therefore, decisive action from state leaders against officials/apparatuses who violate the rules will have a significant influence on the development of community culture.

## 6. Conclusion

The phenomenon of the Covid-19 pandemic in the country reflects the positive and negative cultural dynamics of the Indonesian. On the one hand, it reflects the high level of social awareness and the strong spirit of "*gotong royong*" when most of the citizens experience difficulties as well as solidarity and social care among others who have succeeded in saving members of the community from destruction. On the other hand, this pandemic has brought back the negative side seen from the behavior of the community and government bureaucracy. The attitude and mentality of "taking it lightly" and "feeling the greatest" that is still developing in society also overshadows the governance of the bureaucracy and the state. The lack of concern for high-ranking officials to the risk of this pandemic by prioritizing economic-political interests. Likewise, several institutional blunders that injure good governance are unavoidably displayed by high-ranking state officials.

The presence of the president as the top leader of efforts to control the spread of Covid-19 has been the main key to success in reducing the number of active cases. The longstanding weakness of coordination and bureaucratization is evident in the handling of the Covid-19 pandemic. Therefore, to restructuring the institutional aspects, in addition to

fixing the institutions, the bureaucracy and administrative management must be filled by professionals who are far from the interests of the politico economy.

## 7. Conflict of interest

There is no conflict of interest from the author even though as a member of the Covid-19 Behavior Change Expert Team.

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