

# Framing the Fact of Extraordinary Events

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# Framing the Fact of Extraordinary Events

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## Abstrak/Abstract

Fakta sa<sup>12</sup>at memprihatinkan tentang puluhan anak yang meninggal dunia akibat campak dan gizi buruk di Asmat, Papua disebut sebagai Kejadian Luar Biasa (KLB) oleh Kementerian Kesehatan Republik Indonesia. Hasil liputan bencana kesehatan tersebut menimbulkan keprihatinan mendalam bagi para pembaca harian Kompas selama beberapa hari. Respo<sup>24</sup>khalayak pun berdatangan dari berbagai kalangan yang ingin segera berpartisipasi menuntaskan permasalahan pelik di kawasan Timur Indonesia. Penelitian ini bertujuan untuk mengetahui bagaimana redaksi Kompas melakukan konstruksi atas realitas KLB sebagai fakta menyedihkan di Timur Indonesia. Dengan menggunakan teori konstruksi sosial media massa sebagai landasan pemikiran utama, penelitian ini juga menggunakan teori pengaturan agenda dan manajemen isu. Jenis penelitian adalah penelitian kualitatif dengan paradigma konstruktivisme. Dalam pandangan constructionist, harian Kompas dipandang sebagai agen konstruksi berita dan berita yang dimuat di Kompas merupakan<sup>5</sup> hasil konstruksi atas realitas. Metode penelitian yang digunakan berupa metode analisis framing dalam konsepsi Pan dan Kosicki (1993) yang mencakup empat struktur besar, yaitu: struktur sintaksis, struktur skrip, struktur tematik, dan struktur retorik. Hasil penelitian menunjukkan bahwa dalam membingkai fakta kejadian luar biasa, Kompas telah berupaya keras untuk mewujudkan jurnalisme berkualitas sehingga dapat menjadi faktor diferensiasi pemberitaan yang terpercaya dalam menghadapi tantangan bisnis media yang berkelanjutan.

The very apprehensive fact of disease outbreaks of measles and malnutrition which led to dozens of children die in Asmat, Papua is mentioned as the extraordinary events (KLB) by the Ministry of Health Republic of Indonesia. The reports from journalists about the health disaster in Asmat deep concerns for the readers of the daily Kompas for several days. This research aims to find out how framing the news conducted by editor Kompas which acts as a good watchdog in overseeing the health disaster management in Asmat. By using social construction<sup>17</sup> mass media theory as the main thought, this re-search also uses theory of agenda setting and issues management. This type of research is qualitative with constructivism paradigm and research method is text analysis. In constructionist view, daily Kompas is seen as the construction agent of the news and<sup>5</sup> the news published by Kompas is the result of construction of the reality. This study uses framing model analysis from Pan and Kosicki which includes four structures, namely: (1) Syntax, (2). Script, (3). Thematic, (4). Rhetorical. The results show that in framing the fact of extraordinary incident, Kompas already worked hard to gain qualified journalism so that can be a differentiation factor of trusted news in facing the challenge of sustainability mass media business.

## Kata kunci/Keywords:

*Kejadian luar biasa, konstruksi sosial, media massa, agenda setting, manajemen isu*

*Extraordinary incident, social construction, mass media, agenda setting, issues management*

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## Introduction

In the midst of incessant promotion of nature tourism destinations, cultural tourism and culinary tourism in the region of Papua which famously beautiful fascinate captivates domestic and international travellers, many people are so appalled and shocked when reading and watching the series sad news coverage surrounding the disease outbreaks of measles and malnutrition in Agats, district of Asmat, Papua. Various types of communication media, from print, electronic and digital, such as: Kompas, The Jakarta Post Newspaper, Sindo, Jawa Pos, Media Indonesia, Liputan6.com, Metrotvnews.com, Detik.com, and Tempo.co competed in presenting current information about serious problems on management of health disaster in

Papua. International media also covered news of health disaster, such as: Al Jazeera, BBC Indonesia, Reuters news agency, Voice of America (VOA), East Asia, and the Australian Broadcasting Corporation (ABC).

The function of the mass media as a watchdog of the various aspects of life in society has proven to be applied by many industries of mass media that put the interests of the community, besides the effort to get the advantage of getting the ads. The daily Kompas newspaper as one of the oldest in Indonesia has been up since June 28, 1965 in Jakarta as daily to the public. In doing the accurate news coverage activities, sharp and reliable, the Kompas uses the principle of precision journalism refers to scientific research methods, both quantitative research qualitative research or. No wonder then the Kompas is often awarded either at the international or national level.

On January 2018, the daily Kompas has presented a series of headlines about the health disaster in Asmat respectively with display pictures in large size, which means a deep concern of sad faces helpless children with measles and chronic malnutrition in Agats, Papua. At that time, outbreaks of measles and malnutrition are chronic rages on in the Asmat, Papua to claimed the lives of dozens of children. "The Ministry of Health sets the status of the extraordinary event (KLB) malnutrition in Asmat since January 9, 2018. As and Atat villages are the most highlighted because of their citizens become victims died many as 31 people." (see <https://investigasi.tempo.co/232/di-balik-gizi-buruk-asmat>).

A series of news about KLB measles and malnutrition in Papua could be an interesting and important study to be analyzed because any mass media have their own terms and policies within the construct of social issues what are the most appropriate and feasible for thinking and discussion materials in society so as to inspire many people to participate do complicated problem-solving in Asmat, Papua. In view of the constructionist, print media Kompas is seen as constructed agent messages or news. No news may be the mirror and the reflection of reality because of the news that is formed by editorial Kompas construction is the top reality exist.

In addition, the view of the constructionist also argues that the subjective nature of the news: opinion cannot be removed because when covered the news of KLB, reporters of Kompas viewed with its perspective and subjective considerations. The Kompas editorial team's ability in constructing the news in a serious and detailed as the fact that concern a lot of people that could be the result of thought and hard work of the reporters in the task of quality journalism to confront the challenge of the media business competition is increasingly fierce.

#### Formulation of The Problem

The results of the journalists' coverage are ex-

pected to be able to speak in a neutral and objective position for any coverage published. Kompas news coverage is written since January, 13, 2018 until January, 17, 2018 could be attracted the attention of many readers, especially those who are interested to know in depth and comprehensively about health conditions communities in the Asmat, Papua. Formulation of the problem in this research is: How can editorial Kompas do construction over the reality of the fact of extraordinary events (KLB) measles and malnutrition in Asmat, Papua with the use of methods of framing analysis from Pan and Kosicki?

#### Research Objective

Based on the formulation of the above problem, this research aims to find out how the editorial Kompas can do construction over the reality of the fact of extraordinary events (KLB) measles and malnutrition in Asmat, Papua with using the method of framing analysis from Pan and Kosicki which consists of four structures, namely: (1) Syntax, (2) Scripts, (3) Thematic, (4) Rhetorical.

#### Literature Review

Research about framing analysis is widely used in the research of mass media. For the field of print media, Peng and Tang (2010) attempts to examine a representative sample of newspapers in China, name: *People's Daily* as the national newspaper and one of the most circulated dailies in China and some local daily newspapers, such as: *Beijing Evening News*, *Xinmin Evening News*, *Guangzhou Daily*, *Chongqing Evening News*, and *Tonight News*. The results of their research conclude that on framing of health issues, most of the articles were neutral (75.4%), positive tone (18.3%), and negative tone (3%). Reporting of a disease or condition is likely to have a neutral tone. The health articles also have relatively adequate inclusion of contextual information, such as causes and prevention methods in the coverage of health problems. In addition, the research finds that causes and responsibility of prevention of health problems are more likely to be attributed to the individual than to the society in health reporting in China.

Basnyat and Lee (2014) seeks to understand how public health messages provided by the government in Singapore during an Influenza A (H1N1) pandemic were framed by the local news media in *The Strait Times*. The results of the research reveal that the news framing in Singapore is similar to the historical response of public health as national security and the news framing in Singapore illustrates the relations of health and political ideologies. Both the press release and the news stories framed this in two ways: first, as the responsibility of government for solving the problem, and secondly, by disseminating health information aimed at teaching the public how to behave responsibly, prevent risky behaviours and maintain hygiene.



Furthermore, Wilbur, Berzou and Meeds (2017) evaluate health-related messages in printed media about diabetes care in Qatar during Ramadhan. The research conducted at Qatar University and considered all Qatar national printed newspapers in circulation during Ramadhan 2012; four printed in Arabic, namely: *Al Watan*, *Al Raya*, *Al Sharq* & *Al Arab*, and three printed in English, namely: *Gulf Times*, *The Peninsula* & *Qatar Tribune*. In conclusion, diabetes patient self-care is an important factor in fasting safely, although for some high-risk patient groups, fasting should not be performed. A content analysis of Arabic and English newspapers in Qatar yielded very little coverage of diabetes pertaining to public education regarding disease management during Ramadhan. The opportunity exists to augment health messages in the print media for patients with diabetes in advance of and during Ramadhan.

From several examples of the research mentioned above, research on framing analysis has been conducted in various countries, such as China, Singapore and Qatar. There are various methods used in research on framing analysis, especially in making categories based on news content. In general, research on news of disease outbreaks is closely related to health education efforts to the public and social responsibility activities.

Some theories and concepts that are used in the formulation of research problem to interpret, are: Theory of Social Construction of Mass Media, Agenda Setting, and Management Issues. According to Bungin (2014), when the society increasingly modern, then the theory and approach of the social construction of reality over the results of thought of Berger and Luckmann, no longer able to answer the changing times. Through "Social Construction of Mass Media": Reality of television advertising in capitalist society, theory and social construction of reality approach from Berger and Luckmann have been revised by adding a variable or phenomenon of mass media be very substantial in process of externalization, subjectivation, and internalization.

According to Bungin (2014) as quoted by Santoso (2016), the task of editors of mass media is setting up social construction material of the mass media. There are three important things in preparation of social construction material, namely: (1). The Support of the mass media to capitalism, in a sense, mass media are used by the forces of capital to make the mass media as the engine of creation money to multiply capital. (2). Pseudo-partiality to the community, e.g. in the form of empathy, sympathy and some participation to the community, but ultimately also to "sell the news" and raise the rating for the interests of the capitalists. (3). Partiality to the public interest. The form of partisanship to public interest in the sense of the real is actually a vision of any mass media, but lately, that vision never

show his true identity, but the slogans on the vision remain sound.

The mass media is believed to have a strong effect in influencing one's mind in determining attitudes, actions and opinions. The mass media also has the ability to develop a wide range of issues to the public. In the research on the special functions of mass media, Cohen (in Morissan, 2014) argued the famous statement about agenda setting, that "mass media organizations are not telling us what to think or how we should feel about a story or issue, but are giving us certain stories or issues that people should think more about."

Understanding of the agenda setting becomes important in a study because when a media editorial team perform the process of making the news, there is going the process of agenda setting. Then, editorial team of the media doing the news framing with the right headlines, lead and the news caught the attention of the reader. Determination of focus of research in the field of the analysis of the framing was done because framing is usually formed to highlight certain aspects by choosing important and interesting facts to be known and observed by the community, especially some of the stakeholders. Furthermore, the effects of framing can usually create the opinion in a person who then could be public opinion.

Cohen says that the media might not manage to tell people what to think, but the media (newspapers) managed to inform his readers about what should be considered. There are two main concepts in agenda setting theory. *First*, agenda media, refer to the list of issues/events that are reported by the media. Agenda media is measured by calculating the frequency of news coverage of an issue and the importance of such issues in the media. Frequency and prominent issue were then sorted from the issues/events the most widely reported to at least reported. *Second*, public agenda, refer to the list of issues/events that exist in the public mind. The public agenda was measured by asking respondents to (e.g. through surveys or experimental methods), the issue of what they think is important. Answers of the respondents then sorted from the most important to least important (Eriyanto, 2018).

Besides the concept of media agenda and public agenda, in a wider scope, Rogers, Dearing, and Bregman (1993) add the concept of policy agenda in agenda setting theory. Policy agenda refers to the issues by the decision-makers believed to be very important and in need of serious attention. (Miller, 2005). To gain an understanding of the policy agenda, it should be noted the understanding what policy is. Generally, the understanding of the policy was the result of joint thinking of a decision making process that should be followed up with the implementation of a decision. When a policy is associated with the government then so is as a government policy.

Herabudin (2016) explained that the policy experts had the same deal, namely that government



policy is a product of the government (including government agencies) intended to provide directions and guidelines for performing an action or not to take action with regard to the process of organization of the government (in this case concerning the issues related to community/citizens). In addition, Abidin (2004) provide reviews of government policy on the meaning of usually non-specific and narrow, but spacious and located at a strategic level. Therefore, government policies serve as general guidelines for policies and specific decisions under it.

In facing the flood of information that flowing from various directions, the mass media editors need to do management issues. According to the opinion of Jaques (2008), management issues is the study in the field of public relations whose origins can be clearly traced. The Public Affairs Council of America, defines issues management as "the process organization can identify and evaluate social issues and issues of governance that can potentially affect the organization significantly. Those issues can then be made a priority for the organization to respond well." (Tymson, Lazar, & Lazar in Kriyantono, 2015).

### 23. search Methodology

This study used a qualitative research approach with the paradigm of constructivism. According to Jane Richie in Moleong (2006), the notion of qualitative research is an attempt to present the social world, and perspective in the world, in terms of concepts, behaviours, perceptions, and issues about human beings who researched. This research uses framing analysis methods that focus on the creation of the message of the text. Framing is mainly looked at how messages or events are constructed by the media. How the reporter constructs events and presented them to a wider audience of readers (Eriyanto, 2002).

For constructionist perspective, reality is subjective. The reality exists because it is a subjective concept presented by journalists. The reality was formed through a specific point of view of journalists. Here there is no reality is objective, because the reality was created through construction and specific view of journalists. In addition, Tony Bennett in Eriyanto (2002) explains that the media are seen as agents of social construction that defines reality. What is presented in the news and we read every day are a product of the formation of reality by the media. In view of the constructionist, values, ethics, or reporter's partisanship cannot be separated from the process of reporting and the reporting of an event.

According to constructionist paradigm, the news is like a drama. It is not portraying reality, but rather portraits from the fight between the various parties associated with the event. The news is not a representation of reality. The news we read is essentially the result of construction work of journalism, not a raw rule of journalism. All the construction process (starting from choosing facts, sources, usage of the word, picture to

editing) contribute to how the reality is present in front of the audiences (Eriyanto, 2011).

There are several models of framing analysis used to analyze research data, one of which is a model of Pan & Kosicki (1993) which describes that there are two conceptions of interrelated framing. *First*, in the conception of psychology that put more emphasis on how a person processes information in itself. Framing related to cognitive structures and processes, how does one cultivate a number of information and indicated in a particular scheme. *Framing is seen as the placement of information in a context that is unique or special and placing certain elements of an issue with the more prominent placement in the cognition of the person.* *Second*, the more sociological concept sees how social construction of reality. The frame is understood as the process of how one classifies, organizes, and interpret the social experience to understand himself and the reality outside himself. Frames serve to make a reality of being identified, understood, and it is understandable because it was labelled with a specific label (Eriyanto, 2002).

The framing model of Pan & Kosicki (1993) uses a framing device consisting of four large structures, namely : (1). Syntax, (2). Script, (3). Thematic, (4). Rhetorical. In general, the syntax in the news discourse refers to the arrangement of the news sections, such as: headline, lead, background information, sources, and closing in one unified text. Syntax elements give important clues about how the journalists interpret events and where will the news be taken. The general form of the structure of the script is the pattern of 5W + 1 H (Who, What, When, Where, Why and How). Though this pattern is not always can be found in each news category shown, this information is taken by journalists who are expected to be reported.

For the thematic structure, closely related to how the text it was written. There are several elements that can be observed from the thematic device, including coherence: the nexus or interlacing between words, sentences or propositions. There are several kinds of coherence. *First*, the coherency of cause and effect. One sentence or proposition is regarded as a result or cause of another proposition. This proposition is generally marked with the word "cause" or "because". *Second*, explanatory coherence. One sentence or proposition is seen as another explanatory sentence or proposition. Proposition of the descriptors is characterized by the use of the word "and" or "then". *Third*, differentiating coherence. The proposition or sentence one is seen opposite or opposed proposition or another sentence. The coherence of distinction is marked with the word "versus" or "while".

Rhetorical structure describing the style or choice of words selected by journalists to emphasize the meaning wanted to highlight. The choice of words used and shows a certain ideology. Besides passing words, the emphasis of the mes-



Table 1. The Analysis of Text News 13/01/2018

Framing : Health Disaster in Asmat	
Element :	Writing Strategy :
Syntax	24 children in the Asmat died of measles and malnutrition. The capacity of local governments should be strengthened, especially in terms of basic services, including health care.
Script	Kompas put the opinion of the parents of the victim, a description of the condition of RS Agats, 24 deaths and data from reports of religious figures in Asmat Agats RS and medical personnel in the early part of the news.
Thematic	(1) Explanation of The Minister of Health (Kemenkes) Nila Djuwita A.Moeloek that Papua's Special Autonomy already have so that the head of the local area are expected to move in advance. (2) Yanuar Nugroho, Deputy Presidential Chief of staff RI II confirms the opinion Kemenkes by suggesting that the capacity of the Governments of the region should be strengthened, especially to basic services; health and education.
Rhetorical	(1). One color photos the size of 23 x 23, 5 cm. (2). The image map of the District of Agats processed R & D Kompas/GRH prepared from BPS Asmat, 2017. (3). Additional articles about the "struggle of Antonio (boy age 1 year) for the sake of survival" on p. 21 along with color photos 12.2 x 18.2 cm. (4). The supplement link news in digital media : <a href="http://klik.kompas.id/penyakitpapua">klik.kompas.id/penyakitpapua</a> .

sage in the news can be done using the graphical elements, including the wearing of a caption, graphs, tables, photos and images to support the importance of a message. Graphic elements give the effect of cognitive controls of attention and intensive interest (Eriyanto, 2002).

There are several stages in framing analysis to be done, namely : (1). The author saw the news presented from the side of how journalist compiled a fact (syntax) and then separate the news based on the headline, lead, background information, and quotations source on the text of Kompas news. (2). The author saw elements of the script based on the completeness of the news item, consists of elements: What, Where, When, Who, Why, and How / 5W + 1H. (3). The author saw news based on a thematic structure that can be observed from how an event revealed or made by journalists. Then, the author analyzed the relationships between paragraphs that use a particular proposition so that it can identify what the theme emphasized on every news. (4). At the end, the author analyzed the rhetorical side of news text, looked at the details of the use of photos, infographics, and selection of words in the news.

The unit analysis of the research is the news text, photos, and infographic with theme of outbreaks of measles and malnutrition (as extraordinary events or KLB) on Kompas, January, 13-17, 2018 edition. The author chose the research period (January,13-17, 2019) because on that date Kompas made publication about KLB measles and malnutrition in Asmat, Papua as the intensive, in-depth, and complete articles. For five consecutive days, Kompas published news of KLB measles and malnutrition on the front page with a photo display in large sizes that are very eye-catching. In addition, there is additional in-

formation in the form of a special rubric and informative infographics in Asmat, Papua.

## Results

### Brief Profile of Kompas

Kompas is an Indonesian newspaper founded by P.K. Ojeng (RIP) and Jakob Oetama on June 28, 1965. Headquartered in Jakarta, Kompas published by PT Kompas Media Nusantara which is part of the business group Kompas Gramedia. Daily Kompas is known as a trusted source of information, accurate and in-depth work with the motto "The mandate of the people's conscience". In the search for the truth and accuracy of news, precision journalism becomes formula work for Kompas editorial team which refers to the methods of scientific research. Kompas argues that the substance should not be sacrificed to the sensation so that the media do not slip like the claim as the source of truth.

### Data Analysis

Primary data collection was done since January,13 until January, 17, 2018 with total of five news published on the cover of Kompas. With the method of analysis based on framing model of Pan and Kosicki, can be seen some detailed explanation through the following tables :

By analyzing of syntax, the headline of news *Health Disaster in Asmat* stressed the fact that the health conditions of the residents in Asmat have really very apprehensive due to the outbreak of epidemics of measles and malnutrition. In the news, it appears the limitations of local governments in providing health care services. Through the analysis of the script, Kompas described some opinions from the elderly victims about the limitations of medical facilities in the provincial hospital (RSUD) Agats that reinforced with religious leaders report data about 24 vic-

Table 2. The Analysis of Text News 14/01/2018

Framing: Again, Two Toddlers Died in Asmat	
Element :	Writing Strategy :
Syntax	Overall, until Saturday (13/01/18) as many as 26 toddlers died from measles and malnutrition developing in Asmat regency. Interview with team members of overcoming KLB about the children victims of the measles and malnutrition are not getting optimum health services is placed at the beginning of the news.
Script	The cost of transportation by boat motors so expensive for parents who drop off her daughter for immunized in clinics.
Thematic	(1) The prevention team KLB began to implement the grant of antibiotic and measles vaccine at around 200 children. (2). Minister of Health, Nila Moeloek has fielded a team to review the health disaster in Asmat. The central government has been working to assist health services in Papua through program Mandatory Work Doctor Specialist (WKDS) and Nusantara Sehat. (3). The Chairman of the House Commission IX, Dede Yusuf exposes reserved sectors related such as road infrastructure is also very supportive of the convenience of the public in accessing health services.
Rhetorical	(1). Two color photos size 16.5 x 23 cm and 11 x 13.5 cm described the situation of children against measles and polio vaccine recipients from the integrated team and a young very skinny victims of the disease outbreak are currently waiting for biscuits from integrated team.(2). The supplement link news on digital media: <a href="http://klik.kompas.id/imunagats">klik.kompas.id/imunagats</a> .

tims died from KLB. There is also an additional article entitled "Struggle Antonio (one-year-old boy) For The Sake Of Survival" on page 21 along with one colour photos that confirms the fact of how sad condition of childhood in Papua as health disaster victims in Asmat.

From analysis of thematic, Kompas compiled facts opinion Nila Djuwita A. Moeloek, The Health Minister of The Republic of Indonesia and Yanuar Nugroho, Deputy II Presidential Chief of Staff RI which affirm that Papua's special autonomy already have so that the head of the local area is expected to move in advance in providing health and education services. These thematic elements give a clue how reporters exposed the fact that central government had already delegated authority to deal with health disaster problems in Papua immediately to the authorities of the region. This impressive presence is less concerned about attitude of the central government against citizens who became victims of KLB in Asmat.

Furthermore, from analysis of rhetorical, seen a picture of young boy as victim of malnutrition in large sizes (23 x 23,5 cm) and supplements links news in digital form ([klik.kompas.id](http://klik.kompas.id)) emphasized the fact of precarious condition of the children in the Asmat soon got medical handling is really serious. There is also a picture of a map of the district of Agats in the land of Papua region along with infographic for readers Kompas that described how very poor health facilities in Asmat. Apparently, there is only one unit of the hospital, 1 maternity home unit, and 13 clinics unit to serve 90,316 inhabitants in Asmat district.

From analysis of syntax, the title of the news *Again, Two Toddlers Died in Asmat* reinforce the fact by parents who lost their children due to KLB. In the text of the news, Kompas interviewed a member of response team KLB measles and malnutrition on Three Island district, Salvatoria Refra who explained that during this time the sufferer of measles and malnutrition do not get optimal health care. From the analysis of the structure of the script, Kompas described the opinion of the head of Kampung Atat, named Markus Titur which confirmed that the cost of transportation by boat motors was expensive so one of the obstacles for parents to take their children for immunized in the health centre (puskesmas). Monitoring of Kompas directly in the village and Kampung Atat and Kampung As can be strengthened meaning of victim KLB which is increasing in number. There are about 200 children following treatment at the two village halls.

Through analysis of thematic, Kompas compiled facts in three themes, such as : *Firstly*, the disaster management team KLB began implementing anti-biotic and measles vaccine. *Second*, the central government is now acting seriously with lowering the team to review directly the location of a health disaster in Asmat. *Third*, expression of concern from Chairman of the Commission IX Parliament, Dede Yusuf who explained that the road infrastructure sector is very supportive of the convenience of the public in accessing health services.

From rhetorical analysis, the first photo emphasized the condition of children receiving measles and polio vaccines from the integrated team



Table 3. The Analysis of Text News 15/01/2018

Framing: 61 Children Died in Asmat	
Element :	Writing Strategy :
Syntax	The number of victims due to KLB measles and malnutrition in Papua increased. The central government and the local government need to coordinate to ensure the access of citizens health.
Script	Interview Asmat regency government who prepare mass immunization for all villages in the Asmat and describes the place of origin of the victims in several districts in Asmat was placed on the early part of the news.
Thematic	(1). President Joko Widodo expressed, although the terrain in Asmat very heavy, there is no reason for the central government and local government not to pay attention for the health and condition of its citizens. (2). Presidential staff for Papua, Lenis Kogoya reminded regent of Asmat should understand the conditions of the Asmat's regions in order to help the doctor can work more effectively and reduce cases of malnutrition and measles.
Rhetorical	(1). One color photos size 20.4 x 23 cm meaning sadness a grandmother looking at the corpse of her granddaughter in their home in Agats. (2). A special rubric <i>Health Disasters in Asmat</i> exposes desire an aunt who died of her niece because of malnutrition and inflammation of the lungs. She appealed with respect to the President Jokowi to help provide health workers in her community. In addition, it was revealed the fact that the lack of transportation and telecommunications became one of the main factors that cause KLB despite the delay in handling medical factors.

of response KLB measles and malnutrition, while the second photo shows the fact that Asmat people were so poor that children under five had very thin bodies suffering from malnutrition and need the extra food from the unified team.

From analysis of syntax, headlines *61 Children Died in Asmat* had been very clearly demonstrated the fact that from day to day growing diseases outbreak victims. In the text of the news, Kompas strengthened the fact about increasing number of victims of KLB by presenting the results of the interview with the head of public health section Asmat district, Steven Langi about data collection of four integrated teams in finding additional victims KLB who died in Fayit, Aswi and Three Island district

Through analysis of script, the Kompas describes interviews Asmat regency government in tackling the outbreak of measles and malnutrition by preparing mass immunization for all villages in the Asmat and describes the place of origin of the victims in several districts in Asmat. From analysis of thematic, Kompas outlining the facts of the results from the interview with President Jokowi which emphasized that although the condition of the terrain in the exceptional weight of the Asmat, but it does not as reason to let citizens and face many difficulties disease and malnutrition. In the interview with President Republic of Indonesia which is done after inaugurating at Gelora Bung Karno Stadium in Senayan, Jakarta, Kompas contained a quote from the President who gave the meaning as the highest leadership responsibility in Indonesia for the case of KLB measles and malnutrition in Asmat,

namely: "There will be prepared for an emergency hospital. We expect better and coordinated handling. Certainly, the best handling expected from the region because they are closer", he said.

In the rhetorical analysis on a special rubric *Health Disaster in Asmat*, Kompas seemed framing the fact of the family's request of the victims of KLB to the President Jokowi to help them by providing health workers in his community. On this third news frame looks the way of Kompas journalists wrote down the fact that were very balanced, i.e.; on the one side, President of the Republic of Indonesia has already asked the regional government to help prepare for emergency hospital and ask for Ministry of Health team come and send help back; on the other side, Marcela Asi, the families of victims of KLB, submit a request to President Jokowi for providing health workers in her community. The additional article in the special rubric of January 15, 2018 edition showed seriousness of reporters Kompas in reviewing comprehensively KLB measles and malnutrition that hit the Asmat from October, 2017 to January, 2018<sup>9</sup>

From analysis of syntax, the title of the news *Helps Flow to Asmat* reinforced the fact of the increase in the number of children dying due to KLB was truly in critical condition so that help needs to be brought from variety of directions. The lead contains information that the "number of children died of measles and malnutrition in Asmat, Papua became 63 people. From medical check up, nearly 90 per cent of pregnant women and breastfeeding mothers in conditions of malnutrition "gives the affirmation that the condi-



Table 4. The Analysis of Text News 16/01/2018

Framing : Help Flows to Asmat	
Element :	Writing Strategy :
Syntax	(1). The number of children died of measles and malnutrition in Asmat, Papua became 63 people. From a medical checkup, nearly 90% of pregnant women and nursing mothers in conditions of malnutrition. (2). The assistance from the various parties began flowing as early written on the news.
Script	Surabaya Mayor reminded the need fo helping together to those victims of KLB. Indonesia is not a poor country.
Thematic	(1). Ministry of Social's aid statement in the form of package of side dishes sent from Jakarta had come partly in Asmat. (2). Indonesian National Army (TNI) sent 53 personnel medical team who are members of the health workers of TNI KLB. (3). The description of body condition of some pregnant and breastfeeding mothers were very thin due to poor nutrition and irregular eating patterns.
Rhetorical	1. Two color photos sized 17 x 23 cm and 9 x 13.5 cm. describe the condition : (a). The atmosphere in community health centers (puskesmas) where a pregnant women was being weighed her weight. (b). The officer lowered several cardboard boxes containing help from various parties for KLB measles and malnutrition . 2. Infographic " Health Facilities in Asmat Regency " showed how the number of hospital, maternity homes, health centers, clinics, health aides, community health centers (Puskesmas), integrated service post (Posyandu), and village polyclinic (Polindes) as well as how many doctors, midwives, nurses, pharmacists and public health counseling. 3. Asmat district map with demographic data. 4. Info transportation to Asmat. 5. Supplement link news on digital media : <a href="http://klik.kompas.id/campakpapua">klik.kompas.id/campakpapua</a>

tion of the citizens of the Asmat malnutrition is not only experienced by toddlers, but by the pregnant and breastfeeding mothers also experienced health problems with malnutrition. In the text of the news, looks journalist Kompas said strengthening facts about aid flows from the various parties, such as: ministry of social, provincial health office of Papua, Surabaya city government, and Indonesian national army (TNI).

Through analysis of script, there are subtitles "Hand in Hand" which contains the results of the interview with Kompas, Mayor of Surabaya, Tri Rismaharini: "We should work together to help them. Indonesia is not a poor country," said Risma. That quote showed an invitation to Kompas readers to give a part of their money to be donated to the victims of KLB in Asmat.

From analysis of thematic, Kompas compiled facts about aid flows to Asmat in three themes, namely : (1). Ministry of Social's aid statement in the form of package of side dishes sent from Jakarta had come partly in Asmat. (2). Indonesian National Army (TNI) sent 53 personnel medical team who are members of the health workers of TNI KLB. (3). The description of body condition of some pregnant and breastfeeding mothers

were very thin due to poor nutrition and irregular eating patterns. The diversity themes are determined to understand the real conditions occurred in Papua.

From rhetorical analysis seemed serious attempt of Kompas journalists to provide an extra understanding about the handling of KLB in Asmat, by showing two photos about pregnant women sufferers of malnutrition and activities of the officers received assistance from the various parties; infographic about health facilities in Asmat; maps and demographic data Asmat Regency; Info transportation heading to the Asmat, and supplements links news on digital media: [klik.kompas.id/campakpapua](http://klik.kompas.id/campakpapua). All additional information is the work of Kompas journalists in exposing the facts of KLB in Asmat as the result of construction of the reality of the health disaster that hit Asmat.

From analysis of syntax, news headline *Humanitarian Mission Flows* confirmed that concrete reality that many parties were moved to provide assistance to the victims of KLB. While at the lead news strengthened the understanding that various parties, ranging from government institutions, military to private, carried out

Table 5. The Analysis of Text News 17/01/2018

<i>Framing : Humanitarian Mission Flows</i>	
Element :	Writing Strategy :
Syntax	(1). Various parties, ranging from government institutions, the military to the private sector, carried out humanitarian missions at Asmat. This concern is in efforts to resolve KLB measles and malnutrition. (2). The number of victims who died from measles and malnutrition in Asmat became 67 children since October 2017.
Script	Head of the Ministry of Health Communication and Service Bureau, Oscar Primadi, said that his side began to intervene in KLB measles and malnutrition in Asmat by sending 39 medical personnels in two stages since 16/01/18 and 23/01/18.
Thematic	(1). District government Asmat prepares ongoing assistance programs in villages that are still lagging behind in health services. (2). Kompas Humanitarian Fund donation collected from readers of Kompas was brought to Timika by Airfast Indonesia plane. (3). Papua province, including Asmat, actually has the opportunity to fix health problems through special autonomy fund facilities in Papua and West Papua.
Rhetorical	1. Color photographs sized 16 x 23 cm. described the humanitarian mission of Asmat Diocesan Officers who were dropping several boxes of food items for Asmat people by using a motorboat. 2. Special rubric "Asmat Lives in Limitations" on page 24. 3. The bar chart "Receipt of Special Autonomy Funds in Papua Province" Explained : Special Autonomy Fund 2018 (5.62 Trillion Rp.) was allocated for education and health financing ; Additional funds (2.4 trillion IDR) were used for infrastructure development. 4. Image map "The Highest and Lowest Autonomy Fund Recipient District in Papua 2016" explained : The highest recipient of funds is Puncak Jaya district (128,56 billion IDR) and the lowest is Supiori district (86.51 Billion Rp). (Sources 3 & 4: Kompas R & D / RTA are processed from the APBN-P and BPKAD Papua) 5. Supplement the news link on digital media: <a href="http://klik.kompas.id/kondisiasmat">klik.kompas.id/kondisiasmat</a> .

humanitarian mission in Asmat. This concern in efforts to completed KLB measles and malnutrition. The next sentence showed facts about the number of victims died of measles and malnutrition in Asmat became 67 children since October 2017.

In analyzing of script seemed the emphasis the meaning of humanitarian missions rolling in Asmat that described by the Head of Communication and Community Service of The Ministry of Health, Oscar Primadi said that his side began to intervene KLB measles and malnutrition in Asmat by sending 39 medical personnels in two stages since 16/01/18 and 23/01/18. There was also the reality of funding Kompas humanitarian collected from readers of Kompas carried to Timika by Airfast Indonesia plane. Through analysis of thematic, Kompas reporter published three

themes in the news text, namely : *First*, the government of Asmat regency prepared sustainable mentoring programs in villages that were still lags behind in health services. *Second*, the various parties run humanitarian missions in Asmat. *Third*, Asmat regency had opportunity to fix health problems through a special autonomy fund facility of Papua and West Papua.

From analysis of rhetorical looked the way of Kompas journalists emphasized the fact of humanitarian mission in Asmat took place by displaying color photos, special rubric, bar chart, map of Papua and supplements links news on digital media that all of which can add to the reader's Kompas in understanding the various aspects in depth that related to the cases of KLB in Asmat.



## Discussion

The various issues that are circulating in the community, the editor of the mass media are required to implement process of management issues to decide, choose, select and define the issues which are the most important and give a big impact to human survival. If an issue is already selected and agreed upon by the Kompas editorial team then issues the choice was made a priority by the Kompas to be used as the topic of news coverage. In this study, issues surrounding epidemics of measles and malnutrition that occurs in Asmat was the issue of Kompas editorial which is then covered, edited and loaded for days on the cover of Kompas, January 2018 edition.

From the camera shooting of the reliable journalist of Kompas, Wishnu Widiatoro, obtained a variety of recording events as a result of construction of media reality that proves that "the camera never lies" (Long and Wall, 2012). There were a few important facts were revealed from the series of news published Kompas since January, 13, 2018 to January, 17, 2018. *First*, the disease outbreak of measles and malnutrition in Asmat district was not the only tragedy that had ever occurred on Earth in Papua, in May - December 2017, there were 68 people who died from malnutrition and in November 2017 there are 41 babies died of malnutrition in Paniai regency. *Second*, the cause of mothers experiencing malnutrition was irregular eating patterns, never eating nutritious foods, and drink water that has not been cooked so vulnerable to be exposed to dysentery. Other than that, poor nutrition occurred over the lack of availability of staple foods. Thousands of sago trees cut down for to be planted with other plants, such as rice and palm oil. The public now can not longer cultivate and eat sago. Logging of forests caused people not to hunt deer because the deer disappeared from its habitat.

*Third*, one of the causes of malnutrition in Asmat is a poor environmental sanitation problem. Many residents who live in the home staging does not have a shelter feces. *Fourth*, the delay in handling medical that occurred in Asmat due to a shortage of health workers in Papua, both at the level of primary health care in health centres or referral at the hospital. The last few years, 10 specialists and 8 general practitioners left Asmat with reason that they wanted to be close to their family. *Fifth*, central government needs to accompany the local government in Papua since the area's status as a special autonomous region (Otsus) in 2003 because of the supervision of the use of funds of otsus not optimal. In addition, opportunities for fraud are open because the local government of Papua does not yet have good governance capabilities. The leaders of Papua is still positioning itself as a tribal chief who is not responsible for the prosper community.

*Sixth*, transportation problems, the government does not yet have the infrastructure of road in Asmat. Road construction in Asmat requires

a large cost because the area is dominated by swamps. If there is any transportation by boat or ship that connects the city of Agats with other areas, the required cost is so expensive. For example, to hire a speed boat (speedboat) containing six passengers of Agats with travel time of about three hours, charged 6 million rupiah. *Seventh*, the problem of poor telecommunications network could hamper communication process in Asmat.

Feel very apprehensive of seeing some pictures of child victims of KLB measles and malnutrition drooping helpless weak in an area not far from the location of the largest gold mines in the world. As the saying goes "like dead rats in a gold fields", this is the fact faced by this country over the health disaster in Papua that killed dozens of children. From the perspective of agenda-setting theory can be analyzed that Kompas editorial team first conducts issue management activities by the process of selecting which issues/events have the highest news value. Then, having selected the appropriate issues among so many of the issues that exist in society, and next proceed with the determination of agenda media to present various issues of choice to be the topic of the news to be covered by reporters. When the issue of the measles disease and malnutrition in the Asmat was selected as an interesting issue because it could provide benefits to the community's interests, then Kompas editorial team set the news around extraordinary events (KLB) measles and malnutrition as one part of media agenda that is published to the audience.

With the principle of thinking based on the agenda-setting that by showing off an issue, then the media can affect what issues are considered important by the public, then the important issue of KLB that was published in Kompas could be interesting talks in various groups. Vivian (2008) explains that "the effect of the news published in newspapers and magazines in general through opinion leaders". What is meant by understanding of opinion leader is the leader/decision makers in government agencies, non-governmental, religious figures, or community leaders. Through content analysis of the news from Kompas simply appears that media agenda could shape the public agenda for various groups in Indonesia who wanted to provide assistance to the victims of KLB measles and malnutrition, as the parties Ministry of Health, Ministry of Social, Mayor of Surabaya, Indonesian armed forces and humanitarian fund Kompas.

Not only influential in the formation of the public agenda, the agenda media Kompas can also inspire the establishment of policy agenda by the government of Indonesia, for example, the policy for the construction of road infrastructure in Papua or Trans Papua created by the President Joko Widodo over the period 2015-2019. In addition, there is also the formation of government policy in making short-term development plan and medium, ranging from infrastructure,

clean water, sanitation facilities, bridges, village road repairs, home improvement, and the construction of new settlements in Papua.

The realization of the results of the government policy that someday could be a deciding factor in the formation of the next media agenda by the editorial Kompas team if the realization of the policy raises an interesting and important issue or event to be published to the community.

#### **Cc18** **lusion**

Based on the results of framing analysis model of Pan and Kosicki (1993), concluded that Kompas framed the news of KLB measles and malnutrition in Asmat in the following way, namely : (1). From syntac structure, Kompas seemed to compile facts by displaying the continuous headline between a title and the next title as a series of serials, for example: Firstly, "Disaster Health in Asmat" as the title in the beginning, then proceed with the headlines that mentions the number of victims of KLB measles and malnutrition in Asmat, such as: "Again, Two Toddlers Died in Asmat" and "61 Children Died in Asmat". Later in the fourth day of research, there was the news title "Help Flows to Asmat" and "Humanitarian Mission Flows" (2). From script structure, journalist Kompas had dealt with facts about KLB measles and malnutrition in Asmat are neutral, objective, systematic, complete and meet the standards of news writing 5W + 1H. For example, in writing the facts about aid flows to Asmat, at the beginning of the article it was stated that the number of additional victims meant that they really needed a lot of help from various groups, ranging from social ministry, provincial health office of Papua, Surabaya city government and TNI. There was also an explanation of the results of Kompas monitoring which described the body condition of some pregnant and breastfeeding mothers were very thin due to poor nutrition and irregular eating patterns. This very sad condition illustrates the poverty experienced by the Asmat people in Papua.

(3). In terms of thematic structure, see the way of Kompas reporters writing the facts in a clear, complete and detailed from day to day. For example, when describing the facts about toddlers who experience malnutrition, Kompas described the reason for the slowness of medical treatment, transportation facilities that are very expensive, poor sanitation until the need for serious coordination between central government with local governments in tackling cases of measles disease and malnutrition in Asmat.

(4). From rhetorical structure, Kompas journalists emphasized the fact of KLB measles and malnutrition by giving supplements as a very informative piece of writing in the form of a special section with a title, for example: "Asmat Health Crisis" and "Disaster Health in Asmat". There was also an emphasis on facts that are written as additional information placed on a dozen Kompas

pages, such as news, entitled "Asmat Lives in Limitations" and "Antonio's Struggle for Survival". In addition, Kompas editorial team have also managed to show some colour photographs that reflected the suffering of the children victims of KLB and the grief of some parents in Asmat. Infographic display containing map, bar charts and circumference diagrams as the results of Research & Development of Kompas and some parties concerned also greatly help the reader in understanding the real conditions in Asmat, Papua.

As the print media industry which is able to survive more than 53 years, editor of Kompas required to be realistic in the face of the various interests in society. A series of news coverage surrounding KLB measles and malnutrition are loaded for days on the front page of Kompas could be a manifestation of Kompas alignment with the public interest in accordance with the motto of work spirit of Kompas as "Mandate The People's Conscience" based on the Pancasila Press should always emphasize the importance of harmony between the press and government (Jakob Oetama, 1987), but the fact of life in business print run could not avoid the real conditions that Kompas is also doing pseudo alignments to the community. It says artificial alignments because the form of empathy, sympathy and various forms of participation to the community to help the victims of KLB measles and malnutrition that was just one time is temporary only.

As the media business in general are always trying to fight the company's profit and also claimed to be able to "sell the news" and raise rating for capitalist interests. This reality pushed Kompas to be able to meet the demands of live media business in the middle of the fulfilment of the company's idealism. Kompas reporters are required to be more intelligent and innovative in producing news that could meet the needs of the information society. The results of framing analysis on Kompas has demonstrated the seriousness of Kompas editor in presenting balanced news, for example on the news on January 15, 2018, "61 Children Died In Asmat" and special rubrics about "Disaster Health In Asmat" showed the harmony of the desire for health services among the highest leader in Indonesia with the hope of one of Asmat residents to have adequate hospital facilities available immediately. The seriousness and accuracy of Kompas editorial in presenting thematic news of KLB measles and malnutrition in Asmat could be a manifestation of quality journalism that has been implemented by Kompas so that the editorial team is always ready to face challenges in business print media competition.

In addition, a selection of photo of boy with malnutrition being loaded on January, 13, 2018 edition could be "a news icon" that eye-catching as a symbol of KLB victim in Asmat which has claimed the lives of dozens of Asmat residents died since October 2017 until January 2018.





Source : Kompas/Wisnu Widianoro  
Figure 1. Barnabas Berpit, three-year-old boy victim of KLB measles and malnutrition in Asmat

The existence of the news icon turns easily found through access in digital media whose distribution is able to cross the boundaries of time and space, this is not impossible to make Kompas has quality and reliable news differentiation factors compared to other mass media.

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