

Framing Analysis of The Announcement of Membership Mandatory Requirements of Social Security Agency to Obtain Public Services in Indonesia

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Abstrak

Badan Penyelenggara Jaminan Sosial (BPJS) merupakan program yang bertanggung jawab langsung kepada Presiden. BPJS Kesehatan mempunyai tugas menyelenggarakan Jaminan Kesehatan Nasional (JKN) bagi masyarakat Indonesia. Dua media online terpilih memiliki konstruksi pemberitaan yang berbeda untuk kebijakan ini, yaitu Kontan dan CNBC Indonesia. Berdasarkan latar belakang permasalahan tersebut, muncul pertanyaan tentang bagaimana media, Kontan dan CNBC Indonesia, membingkai pemberitaan mengenai polis kepesertaan asuransi kesehatan sebagai syarat untuk memperoleh pelayanan publik dalam pemberitaan di kedua media tersebut melalui struktur analisis framing Robert Entman. Pendekatan yang digunakan adalah kualitatif dengan paradigma konstruktivis. Metode analisis yang digunakan adalah framing Robert Entman dengan empat dimensi framing. Hasil analisis menunjukkan bahwa Kontan dan CNBC Indonesia melakukan framing yang berbeda dalam pemberitaan polis kepesertaan jaminan kesehatan, dimana Kontan lebih fokus melaporkan hal-hal lain selain kebijakan tersebut berdasarkan perspektif masyarakat, sedangkan CNBC Indonesia hanya berfokus pada pelaporan kesehatan polis asuransi sebagai informasi umum dan dasar untuk berbagi dengan masyarakat umum.

Kata Kunci: BPJS, Media Online, Pelayanan Publik

Abstract

The Social Security Administration Agency (BPJS) is a programme that is directly responsible for the President. Health BPJS has the task of administering the National Health Insurance (JKN) for the Indonesian people. The two selected online media have different news constructions for this policy, namely Kontan and CNBC Indonesia. Based on the background of this problem, the question arises about how the media, Kontan and CNBC Indonesia, frame news regarding health insurance membership policies as a condition for obtaining public services in reporting in these two media through Robert Entman's framing analysis structure. The approach used is a qualitative one with a constructivist paradigm. The analytical method used is Robert Entman's framing with four framing dimensions. The results of the analysis show that Kontan and CNBC Indonesia carry out different framing in reporting on the health insurance membership policy, where Kontan focuses more on reporting other things apart from these policies based on a community perspective, while CNBC Indonesia only focuses on reporting health insurance policies as general information and the basis for sharing with the general public.

Keywords: BPJS, Online Media, Public Services



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INTRODUCTION

Specifically answerable to the President is a programmer called the Social Security Administration Agency (BPJS). The National Health Insurance (JKN) for the citizens of

Indonesia is administered through health insurance. President Susilo Bambang Yudhoyono launched the National Health Insurance Programmer (JKN) on December 31, 2013. The first day of 2014 saw the launch of Health Services. Currently, one of the requirements for the community to obtain public services is the Health and Social Security Administration Agency (BPJS) programmer. The media has covered this health insurance policy in great detail. The community weighed the advantages and cons of this. From the top to the bottom, everyone is interested in this issue. As it is known, health insurance is the right of the people to get health service facilities from the government. But for people who have a low economy, this certainly feels like a burden to them. What's more, the prolonged COVID-19 pandemic has made many people experience difficulties in the economic field, even though many government programmes have been implemented with the aim of easing the burden on the people's economy (Sobur, 2022).

This policy is against the law and the rules. Public services, as defined by Law No. 25 of 2009, are actions taken to satisfy the service requirements of each individual and society through the provision of commodities, services, and administrative services by public service providers. Every state administrative institution, corporation, independent organisation created based on a law to provide public services, and other laws created only for public service operations are considered public service delivery organisations (Sofian, 2021). The health insurance membership criteria as access to public services cannot be implemented in order to raise the health insurance membership requirements as mentioned in Presidential Instruction No. 1 of 2022 for optimising the implementation of the National Health Insurance Programme. This is because each service has defined service requirements as the legal basis for its implementation. Because they must consider the demands of the community and its environmental circumstances as service users when formulating and establishing a standard for service requirements, the health insurance membership criteria also cannot be implemented right away. Furthermore, in order to ensure that the conditions and service standards imposed by service providers are not onerous for service users, service providers must consult with the community and other relevant parties when creating and establishing service standards. This is an example of how participatory principles are being used to the delivery of public services (Eriyanto, 2011).

By forcing health insurance membership to be a requirement, it in no way reflects a public service that is faster, easier, and cheaper. If the health insurance membership requirements are enforced in several lines of public service, then there is a fear of differences in treatment in public service. People who do not have health insurance will not be served by the organisers. Although the prerequisites demanded have no connection to the services being accessed, such as the service for enrolling the transfer of land rights due to a sale and purchase, which necessitates a photocopy of the health insurance Participant Card at the Land Office, Some public services that necessitate BPJS membership requirements are organizing land sales, Hajj and Umrah pilgrimages, applying for People's Business Credit (KUR), obtaining driving licenses (SIM), vehicle registration certificates (STNK), and police record certificates (SKCK), administrative applications to the Ministry of Law and Human Rights, registration of prospective migrant workers, applications for business licenses, and formal or informal education services. In other words, it will be challenging for students to obtain educational services if they do not participate in health insurance (Moleong, 2015). The Republic of Indonesia's 1945 Constitution provides a legal framework that guarantees everyone the right to an education. If there are situations that are not related to services, they should not become a barrier to educating the life of the Nation. The goal of the State is to educate the life of the

Nation through school benches or educational services. Many people know that in the Health care system, there are still many things that are not going well. This, of course, raises many pros and cons in society (Mulyadi, 2020).

The Presidential Instruction (Inpres) Number 1 of 2022 addressing the optimisation of the National Health Insurance (JKN) is covered by a number of media outlets, who regularly provide information or news about its policies. Thirty ministries and organisations have been ordered by the government to take part in this optimisation endeavour. The content and meaning of the news that is transmitted by the two online media are extremely different, despite the fact that the theme of the news coverage in the two media is the same. In reporting on Kontan.co.id online media, it does not only focus on news on the conditions for participating in health insurance to get public services, but for these provisions to be followed by the community, they must be accompanied by improved services from BPJS Health so that people are eligible to follow this policy (Palupi, 2020). In contrast to the online media, CNBC Indonesia focuses its news only on the mandatory health insurance requirements for public services without discussing whether or not the health insurance membership requirements are appropriate to follow. This makes each media outlet different in guiding public opinion through the news it issues. Online media Kontan.co.id and CNBC Indonesia have different interests in reporting on mandatory health insurance requirements; these media have the same news topic with different meanings. The online media Kontan.co.id and CNBC Indonesia both issue a lot of news topics, ranging from news about politics, the economy, health, entertainment, and others, so that the sources from the two media can be trusted by the public and have a large number of readers (Littlejohn, 2009).

The media frame existing news by choosing a point of view, determining news sources, identifying actors, and determining the existence of an event. As evident by the way the media emphasizes particular parts of events and reality, language is the primary tool for conceptualizing and describing reality such that it has specific values that are simple to comprehend and interpret. Researchers will use Entman's model framing theory. This theory looks at how an approach to reality is formed and constructed by the media. The process of constructing reality makes it easier for audiences to remember aspects that are exaggeratedly presented by the media. The media presents a reality that highlights certain aspects and exaggerates a reality or event. Framing is the perspective used by journalists in choosing events and writing news. In the framing approach, there are two aspects (Wiryanto, 2009). First, there are two options when picking reality: what is selected and what is rejected in an event. Second, in writing facts, an event will be displayed with words, sentences, and pictures. The selected facts will be emphasized through the use of headlines, labels, and the repetition of striking words or images. This Entman framing model has a process of selecting issues and emphasizing a certain aspect of the issue or reality. Framing is used by a medium by selecting certain issues and setting aside others. By utilizing different discourse techniques including headlines, repetition, specific labels, images, and more, this framing model also highlights particular parts of a problem. Providing definitions, explanations, judgements, and suggestions in a discourse to highlight the framework of thinking about an issue is essentially what the Entman notion of framing means.

RESEARCH METHOD

Constructivism is the research paradigm employed. This idea holds that reality must first be filtered through it in order to look as it does. In this paradigm, reality doesn't just show itself as it is; we have to first filter how people perceive things. This study is descriptive in character and employs a qualitative methodology. By utilizing various natural methods of data collection

techniques, qualitative research aims to understand events experienced by research subjects holistically through verbal descriptions or in the form of words and language in a context, especially in natural contexts. using documentation and text analysis. This study employs data analysis methods based on Robert N. Entman's framing analysis approach, which is built on four analytical principles: characterize issues, identify causes, reach moral conclusions, and offer treatments.

RESULT AND DISCUSSION

The most basic and general difference that is stated in general in the two media reports is the discussion of each news item from each media. Giving meaning to what is observed and interpreted by individuals produces reality. Kontan and CNBC Indonesia have a different structure in this scenario. According to how the media perceives and interprets a reality that is then produced, that's how it happens. The first is in the Kontan media, where news about health insurance membership is constructed into another issue that is not too focused on the policy. Whereas CNBC constructs news regarding health insurance membership as a condition for obtaining public services in the new policy as news that focuses on this policy. The researcher took each of the two reports when the policy was not yet in effect or was still being initiated, as well as the news when the policy was officially enforced, namely the February and March editions. The researcher believes that the selection of the four news stories is able to represent all news related to the topic discussed, namely the new policy contained in the presidential instruction regarding health insurance membership as a condition for obtaining public services.

This means that people who are not yet officially members of the health insurance system will receive sanctions or deficiencies, namely not being able to use or enjoy public service facilities in Indonesia. The difference found is in the first news story from each media outlet. Kontan reported on health insurance with the title "Health Guarantee Requirements to Get Public Services Must Be Followed by Service Improvements" while CNBC chose news with the title "Now, Health Insurance Becomes a Condition for Buying and Selling Land, Driving Licence, Up to Hajj". From the two news stories, it appears that each media outlet wants to construct things that lead to different frames regarding the same news topic.

Based on the headline, Kontan wants to report on the issue of the health insurance membership policy to lead to other topics that still have relevance to the main topic. The primary subject is the new policy the president established through Presidential Instruction No. 1 of 2022 regarding JKN optimization, which is a follow-up to the mandatory and reciprocal JKN programmer mandate contained in Law (UU) on the National Social Security System (SJSN), BPJS Law, and PP No. 86 of 2013. While the focus of the news is how the community should obtain good public facilities and services because of the health insurance membership. Kontan reported that with the existence of a policy that obliges the public to become members of the health insurance to obtain public services, it must also coincide with improving the quality of public services in Indonesia, this requires health insurance as a requirement in order to receive them. Cash presents the problem as a means of government criticism because it is the government that provides the health insurance services that are to be provided to public facilities. This complaint is based on real-world experiences with the effectiveness and standard of health insurance. Additionally, Kontan said that there are still numerous issues with making having health insurance a requirement for receiving public services, with medical facilities being one of them.

In this news, Kontan used a quote from the Advocacy Coordinator of the Social Security Organizing Agency (BPJS), Watch Timboel Siregar, as the source of the information conveyed in

the news. The news content defines the problem according to Robert Entman's framing, namely the enactment of a health insurance membership policy as a condition for obtaining public services, which must be followed by an increase in public services and health facilities that the community gets. The facilities obtained are not necessarily appropriate and do not help the community. So as to provide an explanation regarding the way out or settlement, namely, the government must ensure that the community gets adequate health facilities and good public services because they have become members of the health insurance and meet the requirements to get public services in accordance with the newly established government policy.

Meanwhile, the first news article written by CNBC to be compared with Kontan's news with the title "Now health insurance is a condition for buying and selling land, driving licences, and going on pilgrimage" only focuses on what public services are intended for this policy. CNBC constructs the topic of health insurance membership as news that tends to fully support the policy. CNBC also compiled the news supported by data supporting the policy, such as the percentage of Indonesia's population registered as health insurance members, Indonesia's target in 2024, which wants 98% of Indonesia's population to become health insurance members, and others. These data constitute sufficient information to support the government's policy regardless of the pros and cons of the new policy at the time of its formation. Unlike Kontan, which highlighted public service facilities where quality had to be improved for the community as a form of criticism of the government, CNBC only focused on the angle of reporting on this policy. In terms of language, the writing of news elements and sources is written in a coherent and complete manner, but only explains which public services require health insurance membership as a condition for obtaining them.

In the frame analysis of the results of the second report from the two media, Kontan again wrote news about health insurance membership as a condition for constructing other issues that have relevance to it. This time, Kontan highlighted the first day of the implementation of the new policy, where the focus of the news was Jokowi's orders, which began to issue the policy to various government instruments, from ministries to regional heads. Kontan highlighted this news as the need for the time needed for this new policy to be fully implemented at various levels of government. Various public services have started to enforce the policy, but because the policy had just been formalized at that time, Kontan highlighted that the policy still had to be socialized to many government agencies. Cash Back highlights other things besides the substance of the policy itself, but there is still the relevance of hats in it. This shows Kontan's tendency to criticize the government, saying that the new policy will take time to be effective in all regions. This is the main problem issue of the second news article written by Kontan.

Meanwhile, CNBC's second story is still focused on the policy itself. This time with the title "The Facts of RI's Public Service Only for Health Guarantee Participants as of March 1". The focus of this news is to emphasize the new policy and discuss the possibilities that exist after the policy is implemented effectively. CNBC's main focus is to describe the course of the policy and rebut the statement that participants without health insurance will not get public services. CNBC tries to illustrate that the new policy is already in effect, but if there are still people who are not members of health insurance, they will still get public services with the terms and conditions that apply.

Entman perceives ideas at the level of Entman's framing dimensions. Framing techniques refer to how the media presents and emphasizes a text. Two substantial measures, the selection of issues and highlighting or focusing on certain aspects of reality, are part of Entman's framing. The media have always had a tendency to highlight certain components of their strategic

dialogue while undercutting others. In order for the news to be meaningful and remembered by the audience, a special dimension of news construction is created by the media using the selected characteristics. In terms of the problem selection dimension, Kontan and CNBC have different opinions on how to frame a story about health insurance membership requirements as a prerequisite for receiving public services. With his face, Cash argued that policies that are thought to make it more difficult for some people to use public services must also be supported by an improvement in the quality and scope of the government's public services. Kontan focuses more on discussing matters that are relevant to the policy issue, regardless of the substance of the new policy. Meanwhile, the issue selection dimension applied by CNBC in reporting on similar topics is to focus on using faces in the form of the substance of the policy itself. CNBC only focuses on reporting the policy itself in substance, both by discussing facts, the reasons for issuing the policy, and other general information related to the new regulations set by the president. In the next dimension of highlighting aspects, Kontan and CNBC highlight quite different aspects. Cash tends to highlight aspects outside the policy itself, such as looking at the health insurance policy from the point of view of the Indonesian people who implement it.

According to Kontan, achieving high-quality public services for the community is contingent upon the adoption of regulations governing those who have health insurance. Apart from that, other news also highlighted other perspectives, namely that policies had to be made evenly throughout all regions because these policies were relatively new at the time. Meanwhile, the prominence of aspects carried out by CNBC comes from leaning on the government by indirectly supporting the new policy. This can be seen in terms of the discussion of news made by CNBC, for example, by presenting facts about new policies as basic information to the public. Here, CNBC performs its function as a mass media that provides the information needed by the public, in which case the public needs more information about policies related to health insurance membership to obtain public services in Indonesia. Whereas Kontan also carries out its function as a mass media to channel public concerns about information, in this case, people are worried that the facilities they get are still lacking in the government, so they should fix the public services provided.

CONCLUSION

From the results of data findings and research analysis, it shows that there are differences in the news frames carried out by Kontan and CNBC in constructing the policy news that was officially enforced. The different frames presented by Kontan and CNBC show how the media sees, defines, and interprets reality, where there are several factors that influence the policies of each media. Through these aspects, Kontan sees the problem of the president's new policy as a form of criticism of the government and positioning itself as a society where people demand that the quality of public services be improved in line with the new obligations contained in the health insurance policy. Meanwhile, CNBC sees that the stipulated policy is information that must be disseminated to the wider community and performs its function as a mass media provider of information. Therefore, CNBC only focuses its news frame on the substance of the policy itself and does not provide news on other related matters. CNBC continuously provides basic and general information to the public as a form of support for this policy. Thus, broadly speaking, reporting from the two online media has different frames and constructions in viewing, defining, by analyzing the headline, news content, and narrative transmitted policies connected to health insurance participation as a requirement for getting public services in Indonesia.

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