Indonesian Government Narrative in Media Writing on Stunting: A Discourse Analysis Approach

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Abstract:

The case of stunting in Indonesia is one of the priority issues that has received great attention from the government in order to realize a golden generation in the future. The purpose of this study is to analyze the role of government in overcoming stunting, based on Fairclough's three-dimensional framework (1989). The method used in this study is a qualitative method. The data in this study is the news entitled *Atasi Stunting, Bapanas dan ID FOOD Bantu Pangan 1,4 Juta Keluarga* (Overcome Stunting, Bapanas and ID FOOD Feeding for 1.4 Million Families) published on March 16, 2024 by KOMPAS.com. This study used Fairgclough's three-dimensional framework to analyze data; text or description, discursive practice or Interpretation, social practice or explanation. This study indicated that the author's way; the author's way of conveying the news is vocabulary, language style, and sentence structure. The author of the news article conveys his writing as a form of support for the government's policy without any criticism or critical views on the policies made by the government. In the news article, the author conveys his news with the meaning of persuasion and power.

Keywords: Critical Discourse Analysis; Stunting; Online News; Media Bias; Government Framing

Abstrak:

Kasus stunting di Indonesia menjadi salah satu kasus yang mendapatkan perhatian besar dari pemerintah dalam rangka menciptakan generasi emas di masa depan. Tujuan penelitian ini adalah untuk menganalisis peran pemerintah dalam mengatasi stunting, berdasarkan kerangka tiga dimensi Fairclough (1989). Metode yang digunakan dalam penelitian ini adalah metode kualitatif. Data yang digunakan dalam penelitian ini adalah berita yang berjudul *Atasi Stunting, Bapanas dan ID FOOD Bantu Pangan 1,4 Juta Keluarga* yang terbit pada tanggal 16 Maret 2024 oleh KOMPAS.com. Penelitian ini menggunakan kerangka tiga dimensi Fairclough untuk menganalisis data; teks atau deskripsi, praktik diskursif atau interpretasi, praktik sosial atau eksplanasi. Hasil penelitian ini menunjukkan bahwa cara penulis; cara penyampaian penulis dalam menulis berita tersebut adalah kosakata, gaya bahasa, dan struktur kalimat. Penulis artikel berita tersebut menyampaikan tulisannya sebagai bentuk dukungan penulis dalam kebijakan pemerintah tanpa adanya kritik dan pandangan kritis tentang kebijakan yang dibuat oleh pemerintah. Dalam artikel berita tersebut penulis menyampaikan beritanya dengan makna persuasi dan kekuasaan.

Kata kunci: Critical Discourse Analysis; Stunting; Berita Online; Bias Media; Framing Pemerintah

INTRODUCTION

Towards the golden generation, Indonesia is now focusing on the development of infants and children, especially in the issue of stunting. Stunting is a growth and development disorder in children caused by poor nutrition, recurrent infections, and inadequate psychosocial stimulation (WHO, 2015). One of the impacts of stunting is a decrease in cognitive, motor, and speech development, so early detection of short stature in children needs to be intervened as soon as possible (Qoyyimah et al., 2020). In Indonesia, stunting cases are still a pressing health problem. The government is optimistic that it can achieve the target of reducing the stunting rate by 14 percent by 2024 (Kemenko PMK, 2023). According to the survey results from the Ministry of Health, stunting in Indonesia has decreased from 24.4% in 2021 to 21.6% in 2022 (BRIN, 2023). The prevalence of stunting is a major problem as it poses a threat to long-term national well-being and resilience (Azizah, 2023).

Understanding these conditions, representation in the media is very important. The media has an important role in shaping public perception and influencing health policy by framing issues and conveying certain narratives. Online news portals such as Kompas.com are often the main source of information for the public on health issues in Indonesia. However, the frequency and depth of coverage is limited, and health and economic perspectives are dominant (Ibrahim et al., 2023). This may influence how the public understands and responds to the issue, by directing attention to individual behavior rather than to public policy and necessary government intervention.

While the media's role in shaping public is significant, there is a lack of comprehensive analysis on how stunting is portrayed in online news. Existing research has not adequately explored the representation of stunting in media, even though understanding media portrayal is crusial for revealing the biases and discourses that shape public perception. Ideological biases in reporting can influence public health policy in ways that do not align with the actual situation. By examining the language and narratives used in media discourse on stunting, we can gain clearer insight into how health policies may be influenced and how more objective and accurate information can be presented to the public.

Previous critical discourse analysis research in Indonesia has been conducted by Anwar et al., (2020), Sartika (2021), Pratiwi (2021), Wigati et al., (2023), and Ramadilla

et al., (2024). Anwar et al., (2020) discover and know the role of CDA in hidden ideologies in media discourse studies with economic, political, and social contexts. Sartika (2021) uses Norman Fairclough's three-dimensional CDA aims to describe the macro, micro, mezzo, and level of social, political, and cultural situations through linguistic aspects. Pratiwi (2021) uses CDA and Teun A. Van Dijk's model of words, cohesion, and coherence, as well as grammatical elements contained in the kompas.com article entitled "Profile of Valentino Rossi, the First Moto GP Racer to be Positive for Covid-19". Wigati et al., (2023) use Fairclough's analysis that highlights CNN Indonesia's role in shaping discourse through specific language elements and media dominance, emphasizing current social events and contributing to discourse analysis knowledge and education. Ramadilla et al., (2024) use Teun A. van Dijk's CDA framework to analyze how The Jakarta Post's article on Indonesia's World Cup bid uses language to shape national identity, mobilize public support, and reflect power relations, ideology, and societal values. The difference in this study is that it discusses health.

This study aims to conduct a critical discourse analysis of news about stunting on KOMPAS.com using Fairclough's three-dimensional model, focusing on how the issue is presented in online news. Previous studies tend to focus on media representation in general, but there are still few that examine how the media portrays the role of the government in handling stunting. Therefore, this research gap is the lack of in-depth exploration of how the mainstream media presents the government's role in the issue of stunting, even though the media has an important role in shaping public perceptions. To answer this gap, this research seeks to answer the following questions: How does Kompas.com represent the government's role in handling stunting in Indonesia? Thus, this research not only offers a new perspective in understanding media representation but also fills a void in critical discourse studies in Indonesia.

LITERATURE REVIEW

Critical Discourse Analysis (CDA) Theory and Approach

Critical Discourse Analysis (CDA) is an interdisciplinary approach that analyzes the dialectical relationship between discourse and social processes and focuses on identifying and addressing social injustices through systematic text analysis (Fairclough, 2010). CDA

aims to critically analyze social inequality, domination, and power that are revealed and shaped through the use of language in discourse (Gilbert & Ruth, 2003).

In contrast, other paradigms in discourse analysis and linguistics focus on texts, both oral and written, as objects of research, however, CL and CDA are not limited to focusing on texts, oral or written, as objects of investigation (Ruth & Meyer, 2001). Fairclough stated that CDA looks at the relationship between language and ideology or language and power. Over time, the concept has evolved to look at conflicts of gender, generation, ethnicity, disability, and conflicts between classes (Santosa, 2016).

Fairclough's Theory

Norman Fairclough developed a three-dimensional framework for Critical Discourse Analysis (CDA). This framework provides an understanding of how social structures shape discourse practices. The three dimensions according to Fairclough (1989):

Text (Description)

This section analyzes the text's formal properties, including vocabulary, semantics, cohesion, and grammar. It examines how language structures are used to convey meaning.

Discursive Practice (Interpretation)

This analysis focuses on the production, distribution, and consumption processes that involve studying text production issues, its target audience, and how the audience interprets the text. Discourse practices include encoding ideas and ideologies during text production and decoding these meanings by audiences during interpretation.

Social Practice (Explanation)

This analysis examines the broader social and cultural structures that can influence discourse practices. It involves analyzing how discourse operates in society and how it relates to power dynamics and social structures. Social practice look at how discourse is part of larger social and cultural frameworks, which are shaped by these contexts.

RESEARCH METHODS

This research used the qualitative method of Fairclough's three-dimensional theory in Critical Discourse Analysis (CDA), which focused on analyzing how language is constructed and influenced by power, ideology, and social context. The author in the study collects data with a sample of topics covering government policies then the author analyzes the article using the three-dimensional fairchlough, first analysis at the word level, second

analysis of discursive practices that occur in the text, and third analysis of the level of norms in social practice.

The data source in this study was taken from an article on Kompas.com entitled *Atasi Stunting, Bapanas dan ID FOOD Bantu Pangan 1,4 Juta Keluarga* published on March 16, 2024.

FINDINGS AND DISCUSSION

Text (Description)

Vocabulary

Data 1:

> *Badan Pangan Nasional/National Food Agency (NFA) bersama BUMN Holding Pangan ID FOOD memberikan bantuan pangan penanganan stunting tahun 2024, melalui penyaluran Cadangan Pangan Pemerintah (CPP).* (The National Food Agency (NFA) together with the Food Holding SOE ID FOOD provided food assistance to overcome stunting in 2024, through the distribution of Government Food Reserves (CPP)).

The word *memberikan bantuan* (provide assistance) reflects a positive framing of the government's proactive role in reducing stunting cases even though the article appears neutral.

Data 2:

> "Program untuk menekan angka stunting dan mengurangi tingkat rawan pangan dan gizi di Indonesia tersebut akan disalurkan kepada 1.446.089 Keluarga Risiko Stunting (KRS) di tujuh provinsi di seluruh Indonesia." (The program to reduce stunting rates and reduce the level of food and nutrition insecurity in Indonesia will be distributed to 1,446,089 Stunting Risk Families (KRS) in seven provinces throughout Indonesia).

The words *menekankan* (emphasize) and *mengurangi* (reduce) reflect a positive framing of the government in the problem of stunting.

Rhetorica Devices

Data 3:

> "Hal ini tentunya tidak terlepas dari upaya untuk mewujudkan individu yang sehat aktif dan produktif," (This is certainly inseparable from efforts to realize healthy active and productive individuals)

The language style contained in the sentence is persuasive describing a solution to overcome stunting, which is in line with the government's long-term target to improve the quality of society. This gives the impression that the policy has a broad and sustainable

impact. by the author including a description of the message, it can influence the reader that the government has a positive image without critical arguments or alternative views.

Structure Sentence

Data 4:

> *Sebagai informasi, penyaluran perdana dimulai di Jawa Barat.* (For information, the first distribution began in West Java).

The article contains an informal and informative structure. The sentence structure is found at the beginning of the paraghraph which makes it easier for the reader to understand the article and reinforces the purpose of the information and the author's efforts to promote government policies.

Discursive Practice (Interpretation)

Production text

Data 5:

> KOMPAS.com - *Badan Pangan Nasional/National Food Agency (NFA) bersama BUMN Holding Pangan ID FOOD memberikan bantuan pangan penanganan stunting tahun 2024, melalui penyaluran Cadangan Pangan Pemerintah (CPP).* (KOMPAS.com - The National Food Agency (NFA) together with the SOE Food Holding ID FOOD provided food assistance to overcome stunting in 2024, through the distribution of Government Food Reserves (CPP)).

This article is produced by KOMPAS.com, a media that is considered trusted in Indonesia, and is objective.

Circulation and reception of texts

Data 6:

> *Atasi Stunting, Bapanas dan ID FOOD Bantu Pangan 1,4 Juta Keluarga* (Overcoming stunting, Bapanas, and ID FOOD help feed 1.4 million families)

This article is aimed at the general public who are concerned about social and health issues, especially in the case of stunting. By discussing the role of the government, this article is expected to be accepted by people who support government initiatives. It can be said that the government plays a role in handling stunting.

Intertextuality

Data 7:

> *"Sebelumnya, di tahun 2023 kami sudah menyalurkan bantuan pangan tersebut sebanyak dua tahap," ujar Frans, dalam pernyataan resmi.* ("Previously, in 2023 we had distributed the food aid in two stages," Frans said in an official statement.)

This article refers to the previous government program in 2023. This can strengthen the message that stunting is a long-term problem that the government is currently focusing on.

Social Practice (Explanation)

Social context and politic

Data 8:

> *"……………… kita berharap akan membawa manfaat besar bagi semua pihak khususnya masyarakat tertarget penurunan stunting,"* (We hope it will bring great benefits to all parties, especially the targeted communities to reduce stunting)

Stunting is a social and health problem in Indonesia, it is the main focus of government programs. This context is important because food policy in the context of solving social problems in a large scope can affect millions of family lives. This article shows that the government is the main actor in dealing with stunting. Meanwhile, there is no room for the efforts of the government programs that are quite effective.

Power and ideology

Data 9:

> *Badan Pangan Nasional/National Food Agency (NFA) bersama BUMN Holding Pangan ID FOOD memberikan bantuan pangan penanganan stunting tahun 2024, melalui penyaluran Cadangan Pangan Pemerintah (CPP).* (The National Food Agency (NFA) together with the Food Holding SOE ID FOOD provided food assistance to overcome stunting in 2024, through the distribution of Government Food Reserves (CPP)).

This article can strengthen the ideology that the government is the helper in stunting cases. Through this article, the discourse created is that the government plays a major role in efforts to handle stunting cases, while the role of the community is underrepresented.

Economic and social impact

Data 10:

> *Bantuan ini memiliki dua aspek yang penting dalam upaya membangun ekosistem pangan nasional. "Bantuan pangan telur ayam dan daging ayam ini bukan hanya bertujuan untuk memenuhi kebutuhan pangan dan gizi masyarakat dan mengupayakan penurunan stunting, tapi juga di aspek hulu, produk pangan para peternak dapat terserap oleh pasar dengan harga yang baik," ujar Arief.* (This assistance has two important aspects in an effort to build a national food ecosystem. "This food assistance for chicken eggs and chicken meat not only aims to meet the food and nutritional needs of the community and strive to reduce stunting, but also in the upstream aspect, the farmers' food products can be absorbed by the market at a good price," said Arief).

This policy aims to reduce the prevalence of stunting and to support local farmers. In this program policy, it can have a significant economic impact on local breeders. Because the farmer's economy is positively affected by this program. This can create social and economic relationships between people. In this case the news writer describes the news as having a positive impact on farmers without any critical views on the program being implemented by the government. The implications of these findings suggest that the media has an important role in shaping public perceptions about who is responsible for stunting in the community. News coverage that focuses on the role of government can divert important contributions from non-government. This can influence the public's view that health solutions must come from the government, even though the role of the community is also important in overcoming stunting.

Findings from the analysis of news articles on KOMPAS.com are that the role of the government in overcoming stunting is very dominant in the news. The term "role of government" appears consistently in a context that emphasizes that the government is the main actor responsible for policies to handle stunting. The author describes the government as an active policy maker, while non-governmental institutions or community initiatives tend not to discuss it.

This finding shows a tendency for the media to focus the narrative on government policies and present programs carried out by the government as the main solution. This can be seen in news that explicitly mentions the role of the government in "ensuring that Indonesian children grow up healthy through stunting prevention programs."

In a policy context, these findings suggest that the media has the potential to strengthen government authority that may encourage top-down policies without

considering a more participatory approach. This is important for policymakers to note so that they can open up more space for collaboration with non-government in addressing stunting.

The findings of this study are in line with previous studies on CDA, namely those that analyze in the form of media, namely Anwar et al., (2020), Sartika (2021), Pratiwi (2021), Wigati et al., (2023), and Ramadilla et al., (2024). Anwar et al.'s (2020) research highlights the role of CDA, Sartika (2021) highlight the depiction of social situations in linguistic aspects, Pratiwi (2021) highlights grammatical elements in Valentino Rosi, and Ramadilla et al., (2024) highlights The Jakarta Post article about Indonesia's World Cup bid using language to shape national identity, mobilize public support, and reflect power relations, ideology, and community values.

However, in the case of the KOMPAS.com article that highlights the Health sector, there are very few. This shows that the media tends to minimize the role of non-government which can strengthen the assumption that the solution must come from the state.

RECOMMENDATIONS FOR FURTHER RESEARCH

Further research should expand the scope of media analyzed to obtain a more complete picture of various media depicting the role of government and non-government in the issue of stunting. In addition, further research can focus on the role of non-governmental organizations and local communities in media narratives related to public health issues. By expanding the actors analyzed, research will be better able to describe a more interesting and balanced representation.

CONCLUSION

In the article entitled Overcoming Stunting, Bapanas and ID FOOD Help Food for 1.4 Million Families produced by KOMPAS.co, the news is neutral. It is said to be neutral because the author conveys the news without any arguments and opposition to the program carried out by the government and conveys the news in a positive manner. This can influence the public's perspective in seeing the government's situation in handling stunting cases. In its article, KOMPAS.com presents the government as the main actor in handling stunting cases, playing an active role and giving the impression of policy

continuity in programs that have been running since the previous year and until now the government still makes stunting a top priority.

Through the choice of words providing assistance, emphasizing and reducing in the article, it builds a positive image of the government. The use of formal and informative language styles can strengthen the role of the government in the narrative. In addition, in the dimension of discursive practice, production and reception of texts show that large media such as Kompas.com tend to provide pro-government narratives which then influence the way the public understands the problem of stunting.

In the context of social practice, this article confirms the existing power relations, where the government is positioned as the main solution to social problems, without giving space to non-government parties.

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