

Framing Analysis of Priority Policy for PPPK 3T Teachers to Become Civil Servants in Indonesian Online Media (Study on CNN Indonesia, ANTARA and Okezone Online Media)

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ABSTRACT

Online media plays a strategic role in shaping public interpretation of policies through different framing practices in each media. This study aims to analyze how CNN Indonesia, ANTARA, and Okezone frame the news regarding the priority policy of appointing Government Employees with Employment Agreements (PPPK) teachers in the frontier, outermost, and disadvantaged (3T) regions to become Civil Servants (PNS) and identify differences in the construction of meaning produced by each media. This study uses a qualitative approach with Robert N. Entman's framing analysis method through four analysis tools, namely define problems, diagnose causes, make moral judgment and treatment recommendation. The research data is in the form of three news articles published on August 20, 2026 by CNN Indonesia, ANTARA, and Okezone, which were collected through documentation techniques and analyzed interpretively. The results of the study show that CNN Indonesia builds institution-centered framing by placing Commission X of the House of Representatives as the main source of policy legitimacy. ANTARA develops governance-centered framing through an emphasis on the government's responsibility in realizing equitable distribution of education in the 3T region. Meanwhile, Okezone presents human-centered framing by focusing the narrative on the expectations and opportunities of PPPK teachers as policy beneficiaries. This study confirms that framing differences not only affect the way the public understands affirmative policy, but also represent the symbolic relationship between central and peripheral regions in the discourse of educational justice in Indonesia, thus enriching the study of digital journalism, public policy communication, and intercultural communication.

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Introduction

Online media has become the main space for the public to obtain information about public policies because of its characteristics that are fast, easily accessible and able to expand the reach of information distribution through various digital platforms. The development of the digital media ecosystem has not only changed the way information is produced and consumed, but has also affected how social reality is constructed through news (Peranginangin et al., 2025). Based on the context of mass communication, news is not understood as an objective representation of an event, but as the result of the process of selection, emphasis and elaboration of meaning carried out by the media (Sitorus et al., 2026). Therefore, the same event can be displayed with different emphasis according to the way the media frames an issue.

One example of a case is the phenomenon seen in the news regarding the proposal of Commission X of the House of Representatives of the Republic of Indonesia that teachers of Government Employees with Employment Agreements (PPPK) who serve in the frontier, outermost and disadvantaged areas (3T) be prioritized to become Civil Servants (PNS). This issue has received wide attention because it is related to the equal distribution of education, appreciation for teacher service, and affirmative policies for educators working in areas with limited geographical challenges, infrastructure, and access to public services. In the developing news, Commission X of the House of Representatives considers that teachers who have served in the 3T area deserve priority in the policy of appointment to become civil servants as a form of appreciation for their contribution to the development of national education (THD/Dal, 2026). The issue then became the news agenda of various national online media with different points of view.

These differences show that the media does not just convey information about policies, but shapes public interpretation through the choice of sources, diction, highlighting certain aspects and the preparation of news flows. For example, CNN Indonesia highlighted the political push from Commission X of the House of Representatives regarding the importance of affirmative policies for teachers in the 3T region, while ANTARA emphasized the urgency of equitable distribution of national education and the geographical challenges faced by educators in the area. On the other hand, other media tend to frame this issue as a form of appreciation for teacher service or as part of the government's strategy to strengthen education services in remote areas. These variations show that the construction of reality in online media is not singular, but is influenced by the framing process carried out by each media.

Thus, the difference in emphasis between media on the same issue shows that public policy is not present in the public sphere as a fixed meaning, but as the result of journalistic construction that can shape the way the public understands the actors, interests and goals of a policy. In the context of the proposed priority for the appointment of PPPK teachers in the 3T area to become civil servants, the variation in framing is important to study because it has the potential to affect public perception of the legitimacy of affirmative policies, the urgency of equitable distribution of education, and the relationship between the state and educators in peripheral areas. Therefore, framing analysis is a relevant approach to identify how policy meanings are constructed through language choices, narrative structures and the prominence of certain aspects in online media reporting.

Based on a journalistic perspective, framing is an important mechanism that determines how an issue is perceived by the public. The selection of certain aspects as the focus of news can affect the way the public understands who is positioned as a victim, the cause of the problem and the party who offers solutions (Yahya, 2025). On the issue of PPPK teachers in the 3T region, media framing has the potential to shape perceptions about the meaning of justice in education policy, the state's position on educators and the

representation of the 3T region in the national development discourse. Thus, news about the policy does not only function as a conveyor of information, but as an arena for the production of meaning that influences public opinion.

Research on media framing on education policy issues has developed in recent years. Various studies show that the media has a tendency to build certain narratives when reporting on public policies, such as the implementation of the Independent Curriculum, school zoning system and educator recruitment policies (Khoirunnisa et al., 2026). These studies show that the media often highlights policy conflicts, the interests of political actors or the impact of implementation on society as a strategy in building news appeal. However, most of the studies still focus on education policy in general and have not specifically examined how online media frames affirmative policies for PPPK teachers serving in the 3T area.

In addition, previous studies tend to place the media as a channel for conveying information about education policies, while the process of forming meaning through the practice of framing between media still receives relatively limited attention. In fact, the issue of appointing PPPK teachers in the 3T area to become civil servants is an affirmative policy that involves political, social and equitable development dimensions so as to allow the emergence of different news constructions in each media. These limitations indicate the need to examine how online media not only represents policy, but shapes public interpretations of the value of justice and the priority of education development through framing practices.

On the other hand, studies on 3T areas are generally more carried out from the perspective of public policy, government administration or equitable development. In fact, in the context of communication, the 3T area is a space full of social and cultural meanings that are constructed through the practice of media representation. The way the media portrays teachers in the 3T region can reinforce their image as a symbol of devotion, an agent of development or even as a group in need of state intervention. This condition confirms the existence of a research gap, namely the absence of a study that comparatively analyzes how CNN Indonesia, ANTARA and Okezone build a meaningful construction of the priority policy of appointing PPPK teachers in the 3T area to become civil servants through Robert N. Entman's framing device. The novelty of this research lies in the analysis of the differences in framing strategies between media in representing affirmative policies as a discourse on educational justice in Indonesia. Thus, this study provides novelty by focusing attention on the representation of affirmative policies in online media reporting as a form of reality construction regarding educational justice in Indonesia.

In public policy research, Entman's framing device allows researchers to reveal how the media determines aspects that are considered important, actors who gain legitimacy and solutions that are promoted to the public, so that the analysis does not stop at the content of the news, but explains the mechanism of forming the meaning of policy through journalistic practice. This research uses Framing Theory developed by Robert N. Entman as the main theoretical foundation. According to Entman (1993), framing is a process of selecting certain aspects of reality which are then highlighted in the communication text so as to form the definition of the problem, identification of causes, moral assessments and recommendations for solutions. Four Entman framing devices, such as *define problems*, *diagnose causes*, *make moral judgment*, and *treatment recommendations* to be a relevant analytical instrument to identify how each media builds a narrative about the priority policies of PPPK teachers in the 3T region to become civil servants (Anggoro et al., 2025).

As a reinforcement of the analysis, this study also uses the Agenda Setting Theory proposed by McCombs and Shaw (1972). This theory explains that the media has the ability to influence public attention through the intensity and prominence of an issue in the news

(Rohman & Riswandari, 2025). Based on the context of this study, the high exposure to the proposal of Commission X of the House of Representatives in various online media shows that the issue of PPPK teachers in the 3T region has been successfully placed as a public agenda that has received wide attention. The combination of framing theory and agenda setting allows this study not only to identify how the media frames these policies, but also to understand how the process of highlighting issues contributes to the formation of public perceptions of fairness in education policies as well.

Based on this description, this study aims to analyze how Indonesian online media frames the priority policy of PPPK teachers in the 3T region to become civil servants through news published in the period of the emergence of the issue. This research also aims to identify differences in framing constructions between media and explain their implications for the formation of meaning regarding the fairness of education policies in Indonesia. The results of the research are expected to enrich the study of communication, especially in the field of digital journalism and public policy communication, as well as contribute to understanding the role of the media in shaping the discourse on affirmation for teachers in the frontier, outermost, and disadvantaged areas.

Method

This study uses a qualitative approach with Robert N. Entman's framing analysis method to examine the construction of meaning in the news regarding the priority policies of Government Employees with Work Agreements (PPPK) in the frontier, outermost and disadvantaged areas (3T) to become Civil Servants (PNS) in Indonesian online media. The research data is in the form of secondary data obtained from news articles published by national online media, such as CNN Indonesia, ANTARA and Okezone media which reported on the issue in the period of August 20-21, 2026. Data collection is carried out through documentation techniques by identifying, archiving and selecting relevant news based on the similarity of issues and publication periods. The data was then processed using framing analysis through four Entman analysis tools, namely *Define problems* (definition of the problem), *Diagnosis of causes* (identify the cause), *make moral judgment* (moral judgment) and *Treatment Recommendation* (resolution recommendations), thus allowing the comparison of framing patterns between media (Azzahra et al., 2025). Conclusions are drawn interpretively through the synthesis of the results of the analysis of each media to identify the tendency of news construction in representing affirmative policies for PPPK teachers in the 3T region as part of the discourse of justice in education policy in Indonesia.

Results and Discussion

This research departs from the phenomenon of news regarding the proposal of Commission X of the House of Representatives of the Republic of Indonesia that PPPK teachers who serve in the frontier, outermost and disadvantaged areas (3T) be prioritized to become civil servants. The issue has become a public concern because it concerns affirmative policies in equal distribution of education, but it was reported with different emphasis by CNN Indonesia, ANTARA and Okezone. These differences are understood as a form of media reality construction that is analyzed using *Robert N. Entman's Framing Theory*. Through four framing tools, namely: *define problems*, *diagnose causes*, *make moral judgment* and *treatment recommendation*, this study identifies how each media builds meaning regarding the priority policy of PPPK teachers in the 3T region to become civil servants. The results of the analysis were then compared to find the framing tendencies of

each media and explain its implications for the fair representation of education policies in Indonesian online media reporting.

The findings of this research need to be placed in the understanding that framing is not just a difference in news writing styles, but a process of selection and highlighting certain aspects of reality that allows the media to define a problem, identify causes, build moral judgments and offer solutions (Entman, 1993). The development of framing studies, this process is also understood as part of the relationship between the production of media messages and the formation of audience meaning. (Scheufele, 1999). Thus, the difference in construction between CNN Indonesia, ANTARA and Okezone in this study not only shows editorial variations, but also shows how one policy issue can gain a different meaning orientation when placed in a different news framework.

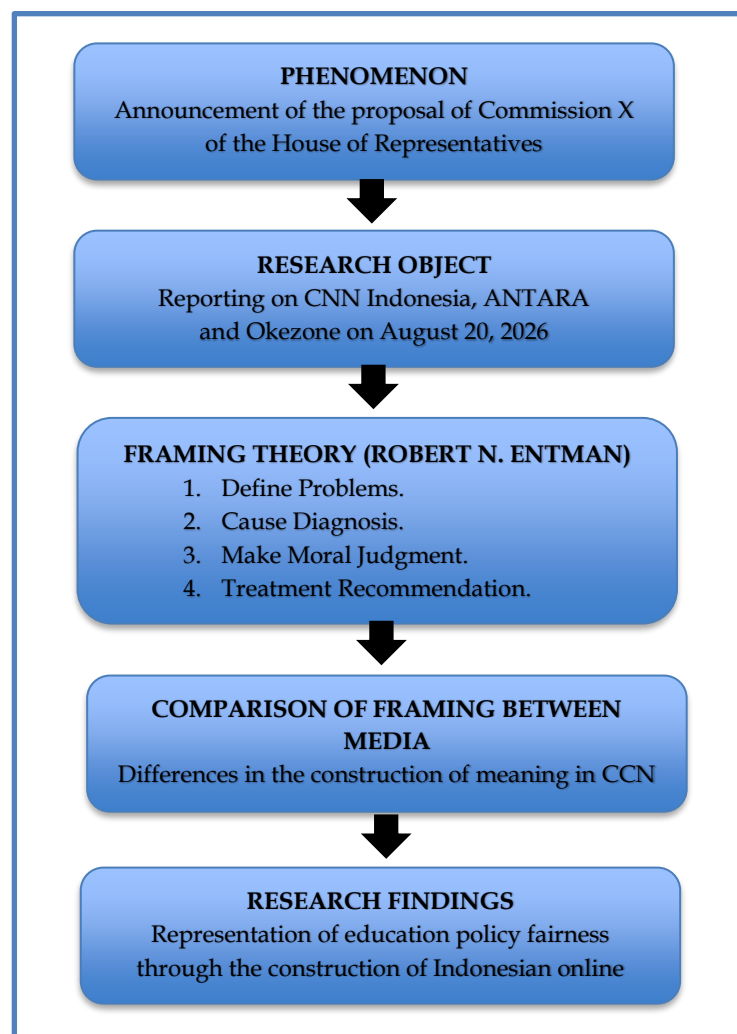


Fig.1. Research Thinking Framework

Framing CNN Indonesia: Affirmative Policy Construction through Institutional Authority

CNN Indonesia's report with the title 'Commission X of the House of Representatives Asks for the Selection of PPPK to Become Priority Civil Servants in the 3T Region' published on August 20, 2026 shows the framing tendency that places legislative institutions as the main entrance in understanding the issue of priority policy for PPPK teachers in the frontier, outermost and disadvantaged (3T) regions (THD/Dal, 2026). The election of Commission X of the House of Representatives as the main subject in the title has consequences for the construction of reality built by the media. From the beginning, readers

are directed to understand the issue not primarily from the experience of teachers as policy target groups, but from the perspective of political actors who have the authority to articulate the interests of education. The phrase 'Commission X of the House of Representatives requests' contains a strong institutional marker because it places the legislature as an actor who has the capacity to propose, encourage and influence policy direction. The findings are in line with the framing character that places the selection and prominence of actors as an important part of the construction of media reality. Entman (1993) explains that framing works through the selection of aspects of reality that are considered relevant in order to display them more prominently. Based on the context of public policy reporting, the prominence of institutional actors can direct the public's attention to certain sources of authority when understanding a problem (Entman, 1993). This is also in line with the study (Chong & Druckman, 2007) which shows that the way actors and issues are presented through a particular frame can affect how the public interprets an issue. Thus, the dominance of Commission X of the House of Representatives in CNN Indonesia's reporting cannot be understood only as a choice of news sources, but as a framing strategy that gives a stronger epistemic position to institutional actors in defining policy. In the journalistic context, the selection of actors is related to the value of news in the form of *Prominence* and *Power*, namely the tendency of the media to pay more attention to figures or institutions that have a strategic position in public life (Mubaraq, 2019). The framing analysis through four Entman analysis tools, which is as follows:

First, when reviewed using a device *Define problems* Robert N. Entman (1993), CNN Indonesia's online media framed the issue as a need to give priority to PPPK teachers who have served in the 3T area in the process of becoming civil servant status. The problem constructed is not solely about the employment status of teachers, but about the incompatibility between the conditions of service in the 3T area and the applicable personnel policy mechanism. With this construction, PPPK teachers are not placed as parties who experience personal failure, but as a group that faces structural problems. This choice is important because it shows a shift in the locus of the problem from the individual to the system. When problems are placed on the policy structure, the logical consequence in the form of a solution must also be placed at the structural level. The construction shows the character of policy news that is oriented towards *Policy problem*. The media does not make the personal experience of teachers the center of the problem, but places the selection mechanism and affirmative policies as problems that need attention. Based on a journalistic perspective, this strategy strengthens the informative and institutional dimension of news because readers get an idea of who the actors are driving policy change and what the substance of the demands are conveyed. However, at the same time, the choice causes the empirical experience of teachers in the 3T region to become less visible as the main source of reality formation. Teachers are present mainly as policy objects that need to be affirmed. The construction shows that *Define problems* It is not just to identify factual problems, but to determine the interpretive framework that readers use to understand an event. These findings are consistent with the conception from Entman (1993) that the definition of the problem is one of the main functions of framing because it determines the aspect of reality that is treated as a problem and other aspects that are outside the focus of the news (Entman, 1993).

Second, Devices *Diagnosis of causes*, the construction of CNN Indonesia directs the cause of the problem to the lack of optimal policy mechanisms that give priority to PPPK teachers in the 3T area. Thus, the root of the problem is not directed to the individual capacity of teachers and the social conditions of the community in the 3T area, but to how the state designs the mechanism for the selection and appointment of educators. This kind

of framing has important consequences in the formation of public opinion. If the problem is understood as a structural problem, then the government and policy-making institutions become the actors responsible for solving it. This stage looks at how framing functions as a mechanism of attribution of responsibility. In framing studies, causal attribution has consequences for the way the audience understands responsibility for a problem. Entman (1993) places causal identification as one of the central functions of framing because the media not only reports that a problem occurs, but can also direct attention to certain actors or structures as the source of the problem (Entman, 1993). Chong and Druckman (2007) also show that framing works through the emphasis on certain aspects of the issue so that the interpretation of policy choices can be directed to the evaluation of specific actors and alternative solutions (Chong & Druckman, 2007). In this study, CNN Indonesia's tendency to focus on policy mechanisms strengthens the construction that structural change is the main need. Entman explains that framing not only defines the problem, but also helps determine who or what is positioned as the cause of the problem (Lia & Hilmiyah, 2026). CNN Indonesia implicitly directs responsibility to the national policy structure. Consequently, the issue of PPPK 3T is understood as part of the problem of education and personnel governance, not as a problem that can be solved through individual efforts. This construction is increasingly important when viewed from the perspective of public policy communication. The media serves as a space for articulating interests between state institutions and society (Setiawan, 2023). The statement of Commission X of the House of Representatives reported by CNN Indonesia not only serves as information, but also as a form of political communication that seeks to build support for affirmative policies. When the media places such statements at the center of the news, they simultaneously provide space for political actors to define the problem and offer directions for its solution.

Third, the moral judgment tool, CNN Indonesia builds an assessment that teacher service in the 3T area has social value that deserves state awards. This devotion is the basis for moral legitimacy for giving priority. Teachers who work in areas with geographical limitations and access to public services are positioned as groups that have contributed to the equitable distribution of education. Thus, affirmative policies gain legitimacy not solely for administrative reasons, but because there is an argument for distributive justice in them. Based on this context, justice is not represented as identical treatment for all teachers, but as treatment that considers different conditions and burdens of service. Teachers in the 3T area are positioned to have different working conditions from teachers in areas that have better access to infrastructure. Therefore, giving priority can be understood as a form of *affirmative policy* to reduce inequality. The framing shows how the media can turn technical issues of personnel into moral issues regarding the appreciation of service. This finding shows the relevance of the concept of *make moral judgment* in Entman's model. Moral judgment in framing does not always have to be present in the form of explicit evaluative statements, but can be constructed through the way the media relates an issue to a specific value, such as justice, devotion, and appreciation. By placing teacher service in the 3T area as the basis for affirmative policy legitimacy, CNN Indonesia builds a relationship between unequal working conditions and moral justification for different policy treatments. The perspective of intercultural communication gives an additional dimension to the findings. The 3T region is not just an administrative category, but a social space that has a diversity of culture, geography, language and community life patterns. When the media portrays the 3T region as an area that needs affirmation, the media is actually carrying out a process of representation of groups and regions that are outside the center of power. Teachers are a symbol of connection between the state and the people in the region. However, if representation is only built through the votes of the central institution, there is a possibility

that the identity of the 3T community is defined more by outsiders than by the represented group itself.

Fourth, the treatment recommendation *tool*, CNN Indonesia directs solutions to give priority in the civil servant selection process for PPPK teachers in the 3T area. The state is positioned as a key actor that has the ability to improve inequality through policy change. Thus, the overall construction of CNN Indonesia can be understood as *institution-centered framing*, which is a framing pattern that places state institutions as a source of legitimacy, problem definition and policy solution. The framing shows the characteristics of policy journalism that emphasizes *elite sources* as well. The use of institutional actors gives legitimacy to information, but can result in limited perspectives if the votes of the target group do not get a balanced proportion. Based on the context of digital journalism, this condition is important because the media has a relatively wide space to present various perspectives through links, multimedia, comments and alternative sources. Therefore, the construction of CNN Indonesia shows that the speed and actuality of news are not always synonymous with a diversity of perspectives.

Based on this analysis, CNN Indonesia's online media established the reality that the problem of PPPK 3T teachers is a policy issue that requires state intervention. The House of Representatives is present as an initiating actor, the government as a party with the potential to follow up, while 3T teachers are a group that benefits from the policy. The relational structure forms a communication hierarchy that places the central institution as the producer of meaning and the 3T teacher as the recipient of the policy. The findings show that CNN Indonesia's framing is not only related to personnel issues, but also represents how the relationship between the state, teachers and peripheral regions is constructed in the digital public space.

Framing ANTARA: Education Justice through Government Responsibility

ANTARA through a news article titled 'Members of the House of Representatives Ask the Government to Prioritize PPPK Teachers in the 3T Region to Become Civil Servants' shows a relatively different framing construction from CNN Indonesia. This difference is especially seen in the title structure which places 'members of the House of Representatives' as actors who carry out communicative actions and 'government' as the party to which the request is intended (Rizaldi, 2026). This structure results in a more explicit relationship between the legislature as an articulator of aspirations and the government as the holder of policy implementation authority. Thus, the issue of PPPK 3T teachers is not only constructed as a political issue, but also as a matter of governance and equitable distribution of education services. The construction shows that framing can result in different issues orientation even if the media reports the same event. Scheufele (1999) explained that the media frame is formed through the process of message production that involves certain choices and emphasises, so that differences in the configuration of actors in the news can result in different interpretations of the issue (Scheufele, 1999). In this context, ANTARA does not stop at the prominence of the DPR's proposal, but connects it with the government as an actor with implementing authority. The findings show a tendency *governance-centered framing* which shifts the focus from just a political statement to the issue of institutional responsibility. Adapa framing analysis through four Entman analysis tools, which is as follows:

First, the *definition of problems*, ANTARA defines problems as the need to pay special attention to PPPK teachers in the 3T area. The use of the term 'prioritizing' shows that the main problem is not placed on the existence of PPPK teachers themselves, but on the need to place them in a special position in personnel policy. Thus, the problem is constructed as

a problem of inequality of treatment that requires affirmative policies. The framing shows that ANTARA has developed a meaning that is closer to the concept of equity. The 3T region is understood as a context that has geographical and development barriers that cause the distribution of educators cannot be treated with the same logic as other regions. Therefore, priority policies are understood as instruments to create substantive equality. Substantive equality is different from formal equality. Formal equality means that all teachers gain opportunities through the same mechanisms, while substantive equality takes into account unequal conditions among community groups. In this context, PPPK 3T teachers are placed as a group that needs affirmative treatment because of the characteristics of the region where they serve. This kind of framing makes the issue of staffing part of the discourse of social justice in education.

Second, Devices Diagnosis of causes, ANTARA constructs the cause of the problem through the limitations of policies that have not fully responded to the conditions of the 3T region. The government gained a central position because it was the party that had the authority to translate political proposals into public policy. Unlike CNN Indonesia's stronger framing of legislative institutions, ANTARA builds a communication relationship between the legislature and the executive. This position shows a relatively administrative and informative journalistic character. ANTARA not only informs the encouragement of the DPR, but conceptually connects it with the government's responsibility. Thus, news serves as a mediation space for policy communication. The aspirations of the House of Representatives are transferred to the public space through the media, then the government is positioned as the party that is expected to respond. Based on the perspective of public policy communication, the mechanism shows that there is a *Policy Communication Chain*, which is the process when policy ideas are put forward by political actors, reported by the media, gain public attention and potentially get a response from government institutions (Amelia & Hidayat, 2026). The media is an intermediary that connects policy actors with the community.

Third, device make moral judgment., ANTARA builds moral legitimacy through teacher service in the 3T area. Teachers are positioned as educators who are willing to work in geographical conditions and infrastructure that are not always ideal. This devotion then becomes a moral reason why the group deserves to receive policy affirmations. Something that can make it interesting in the news is that the morality built by ANTARA is more collective than individual. Teachers are not solely positioned as individuals who need to improve their employment status, but as part of the national education system that carries out public service functions. Thus, the appointment as a civil servant acquires a meaning as a form of institutional appreciation for the contribution of teachers in the development of education. Based on the perspective of intercultural communication, it enriches this interpretation. The 3T region is often in the context of a society that has different cultural and geographical characteristics from the central region. Teachers who serve in the region not only carry out pedagogical functions, but also interact with local communities that have certain value systems, languages, customs and social structures. When their devotion is represented as the basis for affirmative policy, the media is actually constructing teachers as the liaison agents between the national education system and local diversity. However, there is ambivalence in this representation. On the other hand, 3T teachers gain a positive image as a dedicated group, so that construction that continuously presents 3T as a disadvantaged area has the potential to maintain stereotypes about peripheral areas as spaces of lack. Thus, even affirmative framing can produce representational consequences that need to be considered. The findings show that affirmative framing can have dual consequences in media representation. On the one hand, the prominence of geographical

conditions and the limitations of the 3T region increases the visibility of groups that were previously outside the center of policy attention. On the other hand, the repeated prominence of the characteristic of 'left behind' can form a meaning that places peripheral regions primarily within the framework of deprivation. Based on the framing perspective, this condition shows that the selection of aspects of reality always has consequences for other aspects that become less visible (Entman, 1993). Thus, the media's partiality towards the policy target group does not automatically result in a representation that is completely free from stereotypical constructions. The 3T region can gain visibility, but that visibility risks being built through a narrative of scarcity and lagging.

Fourth, Devices Treatment Recommendation, BETWEEN directs settlement to the government through priority policies for PPPK 3T teachers to become civil servants. The government is positioned as an actor who has the responsibility to translate affirmation ideas into concrete policies. The solution is not placed in individual teachers, but in the governance structure. The pattern results in what can be called *Governance Centered Framing* Where the framing is an educational issue read through the perspective of governance, who is responsible, who has the authority and what policies must be done. This character is consistent with the function of the media as a source of public information that helps the public understand the decision-making process (Firmansyah, 2026). When compared to CNN Indonesia, ANTARA shows a stronger orientation on the relationship between government actors, where CNN Indonesia emphasizes on 'Commission X of the DPR' as the proposing actor, while ANTARA displays the relationship between 'members of the House of Representatives and the government'. This difference suggests that framing can arise through actor configuration, not just through topic selection.

Based on this analysis, the online media ANTARA framed the priority policy of PPPK 3T teachers as a matter of equity and state responsibility. Teachers are represented as public service agents who have the value of service, while the government is positioned as an actor responsible for realizing policy justice. Based on a journalistic perspective, this pattern results in relatively *policy-oriented* and *public-service oriented news*. While from the perspective of intercultural communication, the framing shows how the media constructs relations between the state and community groups in peripheral areas through the narrative of equitable distribution of education.

Framing Okezone: Teachers' Expectations and the Humanization of Public Policy

Okezone online media presents a different construction through the title 'PPPK Teachers Have the Opportunity to Be Appointed as Civil Servants, DPR Encourages 3T Regions to Be a Priority' (Satrio, 2026). Comparison between CNN Indonesia and ANTARA, Okezone puts PPPK teachers as the main subject from the beginning of the title. The use of the word 'opportunity' is an important element in shaping the orientation of the news. The word does not just convey administrative possibilities, but produces nuances of optimism and hope. Readers are first introduced to the potential benefits of the policy for teachers before being directed to the role of the House of Representatives as a driving actor. Based on Entman's framing perspective, the choice shows that the process *selection and salience* work at a very early level. The media chooses facts about 'opportunities' as the most prominent aspect, while the political process is placed as the next piece of information. Thus, Okezone builds a reality construct that is more oriented towards policy consequences for humans. This tendency shows that framing is not always centered on political actors or state institutions, but can be built through policy consequences for individuals. Within the framework of Entman (1993), the selection of highlighted aspects determines which parts of reality acquire higher salience in the text (Entman, 1993). In the online media Okezone,

the word 'opportunity' and the placement of teachers as the main subject make individual consequences a more prominent aspect than the underlying political mechanism. The pattern shows that the orientation *human-centered* It is the result of the selection process and salience to the aspect of policy benefits for the target group. The framing analysis through four Entman analysis tools, which is as follows:

First, the definition problems tool, Okezone's online media does not dominantly define problems as the failure of the selection mechanism or weak governance. On the contrary, problems are constructed through opportunities that have not been realized. This shift results in a more positive framing where PPPK teachers are not positioned primarily as a group that experiences injustice, but as a group that is on a policy momentum that has the potential to provide a change in status. Such constructions have consequences for the emotional response of the reader. Based on digital journalistic practices, information directly related to the future of work, social status and well-being of a particular group has a psychological proximity to the audience. The use of the word 'opportunity' can increase *reader engagement* because it offers the possibility of positive change.

Second, the diagnostic causes device, Okezone attributes the emergence of opportunities to the DPR's encouragement for the 3T region to be prioritized. Thus, the House of Representatives remains an important actor, but its position has changed. The House of Representatives is no longer the center of meaning as reported by CNN Indonesia, but an actor who opens or encourages the formation of opportunities for teachers. This cause-and-effect construction makes the relationship between policy and individual benefits easier to understand. The DPR's encouragement to prioritize 3T areas that have opportunities for PPPK teachers to become civil servants. This kind of structure is a form of journalistic simplification that allows complex policy issues to be translated into a flow that is easy for readers to understand.

Third, Devices make moral judgment., Okezone builds an assessment that PPPK teachers in the 3T area deserve recognition for their service, but when compared to ANTARA which connects service with equal distribution of education, Okezone is stronger in connecting it with individual expectations. Teachers are figures who have a direct interest in policy. This construction results in the humanization of public policy. Policy no longer appears as an administrative document or institutional decision, but as something that affects the future of the individual. Based on the journalistic context, humanization is an important strategy to bring policy issues closer to the lives of readers. Based on the perspective of intercultural communication, this humanization has interesting implications. PPPK 3T teachers are not solely represented as 'educators in disadvantaged areas', but as individuals who have hopes, aspirations and the possibility of gaining recognition. This representation has the potential to reduce the symbolic distance between the people in the center and the people in the peripheral areas. However, there are other issues that need to be considered. The use of the word 'opportunity' has a modal meaning, i.e. policy cannot be understood as a final decision. Therefore, journalistically, there is a difference between proposals, policy impulses and government decisions. These findings show the importance of paying attention to linguistic elements in framing analysis. Matthes (2009), through a systematic review of framing research in communication journals, shows that one of the problems in framing research is the tendency of analysis to stop at general descriptions without clear operationalization (Matthes, 2009). In this study, the word 'opportunity' is an important linguistic indicator because it contains possible modalities and at the same time limits the level of certainty of information. Thus, the analysis of word choice allows the study to identify how framing works at the micro level of the text, not just at the level of

the theme of the news. When news uses the construct of opportunity, the media needs to ensure that readers do not interpret political proposals as policy certainties. This is where the principle of journalistic accuracy becomes important.

Fourth, Elements Treatment Recommendation, Okezone's solution leads to the realization of opportunities for PPPK teachers to become civil servants by giving priority to the 3T region. The solution is more concrete at the level of individual benefits. If CNN directs solutions to selection mechanisms and ANTARA to government responsibility, Okezone directs attention to the expected outcomes of target groups. This pattern results in human-centered framing, which is a framing that places humans at the center of policy meaning. (Sari & Sumartono, 2026). Based on the context of digital journalism, this pattern has relevance to the character of online media that requires informative titles while having an appeal to readers. Optimistic diction choices can improve readability while building emotional closeness to the audience. Based on the point of view of intercultural communication, Okezone's framing also shows how the media can be a space for social identity negotiation. Teachers who work in the 3T area are no longer only positioned as representatives of regional limitations, but as individuals who have contributions and are entitled to recognition. Thus, the media has the potential to build an alternative identity regarding 3T teachers as development actors. Nevertheless, the representation of the 3T region still needs to be read critically. When the status of civil servants is used as the main form of appreciation for teachers, there is a possibility that the success and recognition of teachers are measured mainly through administrative status. On the other hand, the contribution of teachers in the 3T society also has a broader social and cultural dimension, including the ability to build relationships with local communities, adapt communication practices and carry out educational functions in the context of cultural diversity.

Based on this analysis, Okezone does not just frame the policy as a change in employment status, but as a narrative about expectations, rewards and social recognition for teachers. This framing shows how digital journalism can transform structural policy issues into a more personal narrative that is closer to the reader. In addition, overall Okezone builds policy reality through human-centered journalism orientation. Teachers are the center of the narrative, the House of Representatives is the driving force and affirmative policies are positioned as opportunities to gain recognition. Based on the perspective of intercultural communication, this construction provides greater space for the identity of teachers as social agents, although the representation of the 3T community as a whole is still within the policy framework determined by central actors.

Comparison of Framing Between Media: Differentiation of Meaning Construction in Reporting Priority Policies of PPPK Teachers in Region 3T

Table 1. Comparison Table of Framing Between Online Media in Indonesia.

No.	Framing Aspect	CNN Indonesia	BETWEEN	Okezone
1.	News Orientation	Centered on institutions (Commission X of the House of Representatives).	It is centered on government governance.	Centered on the experience of PPK teachers.
2.	Main Actors	Commission X of the House of Representatives as the initiator of the proposal.	The House of Representatives and the government as policy actors,	PPPK teachers as the main target group.

3.	Lexical Choice	Ask	Asking the government to prioritize.	Opportunity.
4.	Legitimacy of the Issue	Legislative authority is a source of legitimacy.	Legislative-executive relations build policy legitimacy.	The impact of the policy on teachers is a source of legitimacy.
5.	Define Problems	Policy inequality that has not been affirmed for 3T teachers.	Inequality in the equitable distribution of national education.	The opportunity to appoint teachers to civil servants has not been realized.
6.	Diagnosis Causes	The national selection mechanism has not accommodated the 3T affirmation.	The government has not responded optimally to the inequality of peripheral areas.	The DPR's encouragement opens up opportunities to change the status of teachers.
7.	Make Moral Judgment	Emphasizing distributive justice for teachers in special areas.	Emphasizing the country's responsibility in the equitable distribution of education.	Emphasizing appreciation for teachers' devotion as individuals.
8.	Treatment Recommendation	Changes in the selection mechanism to give priority to 3T teachers.	Formulation of affirmative policies by the government.	Realization of opportunities for the appointment of PPPK teachers to become civil servants.
9.	3T Regional Representation	Areas that need state policy intervention.	Areas that require equitable distribution of education development.	A context that gives birth to teacher figures that deserve to be appreciated.
10.	Framing Typology	<i>Institution – centered framing.</i>	<i>Government – centered framing.</i>	Human – Centered Framing.

The results of the analysis of CNN Indonesia, ANTARA and Okezone news shows that the three media construct different meanings to the proposed priority policy of Government Employees with Employment Agreements (PPPK) in the frontier, outermost and disadvantaged areas (3T) to become Civil Servants (PNS). Although all media raised the same event in a close span of time, each presented a different narrative orientation through the selection of the main actors, strategies for the use of journalistic language, attribution of the causes of the problem, and how to represent the 3T area as a social space in education policy discourse. The findings show that online media news does not stop at the informative function, but acts as an arena for reality construction that affects the way the public understands the fairness of education policies. These differences reinforce the view that framing is a process of constructing meaning that allows the media to organize facts into a specific interpretive framework. Entman (1993) asserts that frames work through selection and salience, while Scheufele (1999) views framing as a process that involves the formation of frames in media production and its influence on audience interpretation (Entman, 1993), (Scheufele, 1999). Therefore, comparisons between media are important because they can show that differences in frames do not always come from

differences in reported facts, but from the way the media chooses actors, defines problems, attributes causes, builds moral judgments, and directs solutions.

The most fundamental difference appears in the way each media builds legitimacy on the issues it reports. CNN Indonesia media makes Commission X of the House of Representatives the main entry point in the narrative through the use of the phrase 'Commission X of the House of Representatives Asks' in the news headline. The structure places the legislature as the source of authority that defines the issue from the beginning, so that the reader is directed to understand the issue through the perspective of political actors who have a strategic position in the policy process. On the contrary, ANTARA builds legitimacy through the relationship between members of the House of Representatives and the government, so that attention is not only directed to the party who submits the proposal, but also to the institution that has the authority to realize the policy. Meanwhile, Okezone shifted the orientation of the news by placing PPPK teachers as the main subject through the phrase 'PPPK Teachers Have the Opportunity to Be Appointed as Civil Servants'. This shift shows that the legitimacy of the issue is built through policy consequences for the target group, not solely through the authority of state institutions. These differences in construction are increasingly seen in the use of lexical choices which are the starting door to the formation of meaning. CNN Indonesia uses the verb 'minta', which represents political action in the form of encouragement for policy change. ANTARA expands this relationship through the phrase 'asking the government to prioritize', thus presenting an overview of the process of institutional communication between the legislature and the executive. On the other hand, Okezone uses the word 'opportunity', which semantically presents a modality of possibility while building a sense of optimism about the future of PPPK teachers. The difference in the use of one keyword shows that framing works from the micro level of journalistic language. Before the reader enters the content of the news, the orientation of meaning has been formed through the choice of diction that determines which aspects are considered most important in the overall narrative. Based on a journalistic perspective, this phenomenon shows how the practice of lexical framing is an important strategy in digital news production. Word choice does not only function as a linguistic element, but also as a device that determines the direction of the reader's attention (salience). Based on the context of online media that relies on the speed of information consumption, titles are the first element that mediates the relationship between the media and the audience. Therefore, the variation in diction used by the three media results in different interpretation orientations to the same policy issue. These findings reinforce the view that framing can work at the micro level through word choice and language structure. Entman (1993) places salience as an important mechanism in framing, which is when certain aspects are made more prominent so that they receive greater attention in the interpretation process (Entman, 1993). Thus, the differences between the words 'ask', 'prioritise', and 'have a chance' cannot be seen as mere stylistic variations. All three result in different emphasis on the position of actors, policy processes and possible benefits for target groups. These findings also reinforce the importance of textual analysis in framing research because the construction of meaning can be formed even before the reader enters the overall content of the news.

Furthermore, the next difference can be seen in the way the media defines problems. CNN Indonesia constructed the problem as an inequality in the policy mechanism that has not given special affirmation to PPPK teachers in the 3T region. This focus places the problem at the structural level so that the solution is understood to come from a change in the policy system. ANTARA expands the definition of the problem to the issue of national education equity. In this construction, PPPK teachers in the 3T region are positioned as part

of the distribution of public services that are not yet fully equal. On the contrary, Okezone defines the problem as the existence of unrealized opportunities for PPPK teachers to obtain civil servant status. This shift results in a more positive news orientation because attention is directed to the potential for status change rather than to system inequality alone. The difference in the definition of the problem shows that an event can be constructed through a different interpretive framework without changing the basic facts reported. CNN Indonesia directs readers to see the issue as a policy governance issue, ANTARA places it in the framework of equitable distribution of education development, while Okezone builds a narrative that is closer to the individual experiences of teachers. Thus, the framing process not only determines what is considered to be an issue, but also determines the horizon of meaning available to the audience in understanding public policy.

In the aspect of diagnose causes, the three media show a variety of causal attribution that further emphasizes the difference in news orientation. CNN Indonesia linked the problem to a selection mechanism that has not paid special attention to the 3T area, so that the responsibility is directed to the national policy structure. ANTARA attributes the cause of the problem to the need for government response to inequality in education development in peripheral areas. In this construction, the government is positioned as the actor responsible for translating political aspirations into public policy. Different from the two media, Okezone linked the emergence of opportunities for PPPK teachers to become civil servants with the encouragement of the House of Representatives as a trigger for the formation of these opportunities. This simpler cause-and-effect structure makes it easier for readers to connect political dynamics with the benefits that teachers have the potential to receive. These differences in attribution show that the media not only identifies the source of the problem, but distributes responsibility to different actors. CNN Indonesia places the state as the person in charge of system change, ANTARA directs attention to the government as the policy implementer, while Okezone positions the political process as a momentum that opens up opportunities for target groups. These variations show how framing functions as a mechanism of attribution of responsibility that shapes public perception of who has the authority to solve problems.

Differences in orientation are also seen in the formation of moral legitimacy (*make moral judgment*). The three media both recognize the dedication of teachers in the 3T region as a value worthy of an award, but each articulates it through a different moral framework. CNN Indonesia builds legitimacy through the concept of distributive justice, which is the need to treat groups with different working conditions. ANTARA develops a more collective morality by placing teachers as part of the public service system that supports the equitable distribution of national education. On the contrary, Okezone builds moral legitimacy through a more personal approach by presenting teachers as individuals who have hopes and the right to receive recognition for their service. These variations show that moral values in news are not universal, but are produced through narrative strategies chosen by the media. CNN Indonesia places morality at the institutional level, ANTARA at the level of state responsibility, while Okezone at the level of individual experience. Thus, the award for PPPK teachers in the 3T region acquires different meanings according to the editorial orientation of each media.

The difference in framing is even stronger when viewed from the settlement recommendations (*treatment recommendation*) built by each media. CNN Indonesia emphasized changes in the selection mechanism to give priority to PPPK teachers in the 3T region. ANTARA directs solutions to the government through the formulation of affirmative policies as part of equal distribution of education. Okezone directs attention to

the realization of appointment opportunities to become civil servants as the expected results of teachers. Although the three media lead to the same goal, which is to provide affirmation for 3T teachers, the orientation of the completion shows considerable differences significant between system change, governance and individual benefits. When read as a whole through the four Entman devices, the differences show that the frames of each medium are constructed relatively consistently from the problem definition stage to the resolution recommendation. This pattern is important because framing does not work through a single element of the text separately, but rather through the interconnectedness between problem definition, causal attribution, moral judgment, and resolution recommendations (Entman, 1993). Thus, the typology *institution-centered framing*, *governance-centered framing*, and *Human-centered Framing* The findings in this study are not only based on the choice of titles, but are the result of the interconnectedness pattern of the four framing devices in the overall news text.

These findings become even more interesting when read through the perspective of intercultural communication. The 3T region in the three news reports is not only present as a geographical category, but as a symbolic construction that shows the relationship between the center and the peripheral. CNN Indonesia represents the 3T region as a space that requires state intervention through affirmative policies. ANTARA constructs it as an area that requires equitable distribution of education development. Meanwhile, Okezone presents the 3T area as a context that gives birth to teacher figures who deserve recognition for their service. However, there is a relatively consistent pattern of representation in the three media. The identity of the 3T region is still more built through the perspective of central actors, both the House of Representatives and the government, than through the voices of the local community or teachers as the main narrator. In other words, the visibility of the 3T area in the national public space is still ongoing through a representation mechanism from the center to the regions. Based on the perspective of intercultural communication, this kind of pattern shows that the media still reproduces the symbolic relationship between the center as a policy producer and peripheral regions as an object of development affirmation.

Based on the analysis that has been carried out, this study identifies three different framing typologies in online media reporting on the priority policy of PPPK teachers in the 3T region to become civil servants. CNN Indonesia shows the tendency of institution-centered framing, which is a construction that places state institutions as the main source of policy legitimacy. ANTARA develops governance-centered framing, which is news that interprets issues through the perspective of governance and state responsibility. Meanwhile, Okezone presents human-centered framing, which is a news orientation that puts teachers' experiences and expectations as the center of the narrative. These three typologies show that the difference in framing does not solely lie in the variation in news content, but in the way the media distributes attention to actors, language, moral values, and policy decision-making direction. Based on the context of digital journalism, these findings show that online media has a strategic role in shaping the meaning of public policy through different narrative strategies. Meanwhile, from the perspective of intercultural communication, this study emphasizes that the news about PPPK teachers in the 3T region is a space for negotiation of meaning between institutional interests, educational justice discourse and representation of peripheral communities in the discourse of national development. Thus, the construction of meaning produced by the three media not only affects the way the public understands affirmative policies, but also shapes the way the

public interprets the relationship between the state, teachers, and the 3T region as part of Indonesia's diverse social reality.

The findings extend the application of framing studies in the context of education policy reporting by showing that framing differences can arise through different orientations of legitimacy: institutional authority, governance responsibilities and policy consequences for individuals. These findings are in line with the framing literature that places the process of selection and prominence as the main mechanism in the formation of media meaning, while also demonstrating the importance of linking textual analysis to the institutional and social context in which an issue is constructed (Chong & Druckman, 2007). This study thus not only identifies differences in news coverage, but also shows how the intermedia framing strategy results in a different configuration of meanings for affirmative policies for PPPK teachers in the 3T area.

Conclusion

This study shows that the news regarding the priority policy of appointing Government Employees with Employment Agreements (PPPK) in the frontier, outermost and disadvantaged (3T) regions to become Civil Servants (PNS) is constructed differently by the online media CNN Indonesia, ANTARA and Okezone through Robert N. Entman's four framing devices, namely *define problems*, *diagnose causes*, *make moral judgment* and *treatment recommendation*. Although the three media reported the same event, the differences in the selection of actors, the emphasis on the issue, the use of language and the direction of the settlement resulted in different constructions of meaning.

CNN Indonesia media builds *institution-centered framing* by placing Commission X of the House of Representatives as the main source of legitimacy and interpreting the problem as a structural issue that requires state intervention. Meanwhile, ANTARA media develops *governance-centered framing* by emphasizing the relationship between the House of Representatives and the government and placing affirmative policies as part of the government's responsibility in realizing equitable distribution of education in the 3T area. Meanwhile, Okezone presents *human-centered framing* by placing PPPK teachers as the main subject and highlighting opportunities, expectations and policy benefits for individuals. Thus, the main difference between the three media lies in the orientation of legitimacy that is built, namely CNN Indonesia is oriented towards institutional authority, ANTARA is oriented towards governance and government responsibility, while Okezone is on the consequences and experiences of the target group.

The findings of the study also show that the 3T region is more represented through the perspective of central actors than the voices of teachers and local communities. This condition shows that media framing not only shapes the meaning of affirmative policies, but also represents a symbolic relationship between the center and peripheral regions in the discourse of educational justice as well. Theoretically, this study strengthens the relevance of Robert N. Entman's Framing Theory in identifying differences in the construction of meaning in public policy reporting on digital media and enriching the study of digital journalism and public policy communication regarding the representation of educational justice in Indonesia.

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