


Media Framing of Online Reporting: Budget Efficiency of the National Library of the Republic of Indonesia

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Article Info	ABSTRACT
Keywords: Framing Analysis; Online Media; Budget Efficiency; Pan and Kosicki	The budget efficiency policy is outlined in Presidential Instruction No. 1 of 2025 has generated diverse public reactions, including from the literacy and cultural sectors. The mass media play a crucial role in shaping public perceptions of this policy through the way news is constructed and presented. This study aims to analyze how Indonesian online media frames the issue of budget efficiency affecting the National Library of the Republic of Indonesia (Perpusnas RI). A qualitative approach was employed using the framing analysis model of Pan and Kosicki, which includes four dimensions: syntactic, script, thematic, and rhetorical structures. Three national online media outlets—Kompas.com, Liputan6.com, and Tempo.co—were selected as research objects to represent variations in media ideology and reporting style in Indonesia. The results reveal significant differences in framing among the three media. These differences in framing indicate that media coverage not only conveys information but also constructs social reality and public opinion in line with each outlet's editorial ideology. This study underscores the importance of media literacy, enabling the public to interpret news critically and avoid being confined to a single perspective.
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INTRODUCTION

Fiscal policy plays a crucial role in ensuring the efficient allocation of the state budget as a strategy for achieving inclusive and sustainable economic growth. In Indonesia, the State Budget (APBN) is the primary instrument for implementing fiscal policy, representing the government's priorities in addressing national development challenges. Budget efficiency policies are a frequently discussed topic in the community. In early 2025, the government issued Presidential Instruction No. 1 of 2025, mandating spending efficiency in the implementation of the State Budget (APBN) and Regional Budgets (APBD) to optimize the allocation of funds for national priority programs (Rizka Mumtaz et al., 2025). In the instruction, the President mandated all ministries, institutions, and regional governments to make substantial budget adjustments.

This policy is seen as a crucial step to ensure that every rupiah of the budget is used optimally to benefit the wider community, especially in the context of constantly changing global and domestic economic dynamics. Spending efficiency is crucial for maintaining

macroeconomic stability. Economic uncertainty requires the government to reallocate the budget to align with more pressing strategic development priorities. In this regard, drastic budget reviews and reductions, such as spending cuts on items deemed unproductive, are a necessary commitment to achieving optimal resource allocation (Budiman et al., 2025).

Efficiency is an important step to increase economic growth. In the context of the country, technical efficiency plays a crucial role because increasing efficiency in industrial sectors can drive national economic growth, strengthen international competitiveness, and optimize the use of limited resources to achieve sustainable development. The 2025 State Budget considers global economic factors because they will be a challenge to future economic performance. The acceleration of transformation needs to be increased through industrial revitalization including downstreaming and the green economy as well as strengthening fiscal and structural policies as a whole (Pramesti et al., 2025).

Budget efficiency is also a key factor in achieving quality and sustainable development. With proper budget management, development can be more effective, welfare can increase, and economic stability can be maintained. This measure involves budget cuts of Rp 306.69 trillion, consisting of Rp 256.1 trillion from ministry and agency spending and Rp 50.59 trillion from regional transfers. However, this policy has drawn both pros and cons within the community. Some support this measure as a form of efficiency and better financial management. On the other hand, many criticize it, fearing it will negatively impact public services and the performance of government institutions (Barus, Rsvbr, & Cindoswari, Ar, 2025).

The decision to implement efficiency measures at an institution like the National Library of the Republic of Indonesia (Perpusnas RI) not only has complex internal operational implications but also sparked broad and diverse public discourse. Perpusnas RI, as the vanguard in maintaining and developing literacy, a reading culture, and preserving the nation's intellectual heritage, plays a vital role in the national knowledge ecosystem. Its functions and mandate include collecting, processing, preserving, and disseminating information to support human resource development and the advancement of civilization. Perpusnas RI also plays a crucial role in providing equitable access to information for all levels of society, supporting research activities, and serving as a central repository for priceless collections of ancient manuscripts (Irhamni & Farhana, Vira, 2020). However, the implementation of efficiency measures in institutions engaged in literacy and culture, such as the National Library of the Republic of Indonesia, raises ethical and practical dilemmas.

This budget efficiency policy, which impacted the National Library of Indonesia, did not escape the attention of the mass media, particularly national online media. The power of media lies not only in its ability to disseminate information, but also in its capacity to select, highlight, and provide context to specific issues, thus indirectly guiding audiences in understanding the complexities of an event. In presenting news, the media is able to construct news content (reality) or constructed events (Dewi Katili & Yuniarti, 2011). Each media outlet inherently frames this issue with its own unique perspective and narrative, reflecting its editorial ideology, target audience, and even potential hidden agenda.

Online media as one of the main sources of public information has a significant role that can influence public opinion (Adiwibowo & Larasati, 2025). Media framing refers to how the media emphasizes or presents certain information to shape public understanding and judgments about policy issues. In the context of budget efficiency policies in Indonesia, many news stories present a variety of perspectives, ranging from support for government policies to criticism highlighting the negative impacts on public services.

Framing analysis of news coverage on budget efficiency is necessary to understand how online media present and frame this issue. By conducting an in-depth analysis of published articles and news stories, we can explore how the portrayals provided can influence how the public perceives the policy. Through this approach, the relevance of framing in media reporting becomes clear, especially in the context of the public, who tend to be at the forefront of understanding and evaluating government policies. In this study, the authors analyze news content using the Pan and Kosicki model, the most popular and widely used model in analyzing news content (Eriyanto, 2002). This model assumes that every news story has a frame that serves as a central organization of ideas. Therefore, each news story has its own frame for presenting the facts.

Based on this background, the author selected three online news media. The selection of these three online news media was based on several strategic considerations relevant to framing analysis, in order to obtain a comprehensive and representative picture of the construction of news reality in Indonesia. Kompas.com is one of the largest and oldest online media in Indonesia, known for its credible reputation, broad news coverage, and is often considered a benchmark for mainstream journalism. Meanwhile, Liputan6.com, representing a very popular online media with a wide audience, tends to have a lighter and faster news delivery style. Tempo.co is known for its in-depth investigative journalism, sharp analysis, and often critical of power. Despite their different approaches, these three media generally have good reputations and are considered credible by the majority of Indonesians. These media have a very broad audience reach and significant influence in shaping public opinion in Indonesia. Choosing media with large audiences ensures that the framing analysis conducted is relevant to the dominant public discourse. Therefore, the main problem formulation is how the three online media outlets—Liputan6.com, Kompas.com, and Tempo.co—frame the issue of the National Library of Indonesia's budget efficiency. This analysis will identify the differences in emphasis and construction of reality presented by each media outlet to readers, thus forming different perceptions of this policy.

Next, this study formulates a question regarding the comparative construction of reality between the three media outlets. Are there significant differences in how they present facts, select sources, and use specific rhetorical devices? By comparing these news frames, readers can understand how media ideology potentially influences how a public issue is presented to the wider public.

The primary objective of this study is to identify and describe how Liputan6.com, Kompas.com, and Tempo.co frame the issue of the National Library of Indonesia's budget efficiency. Through this analysis, readers can understand how each media outlet selects certain aspects of reality and highlights them in their news texts, thus forming a distinctive

discourse on this important public policy issue. This study also aims to compare the news frames used by the three media outlets. Through this comparison, readers can see differences or similarities in emphasis in reporting on the issue of the National Library of Indonesia's budget efficiency. The results of this comparison will demonstrate how different media outlets can present the same reality in widely varying ways to their respective audiences.

Literature Review

Framing analysis is an approach to analyzing news discourse, particularly regarding how public discourse on policy issues is constructed and negotiated (Hasanah et al., 2024). Zhongdang Pan and Gerald M. Kosicki define framing as the process of making a message more prominent by placing one piece of information above others so that the audience pays more attention to that message than others. The framing model developed by Zhongdang Pan and Gerald M. Kosicki is one of the most popular approaches in communication research. This model provides a set of structured analytical tools to identify how the media constructs an issue's frame. This framework can be used to systematically unpack the narrative and rhetorical structures used by journalists in news texts (Eriyanto, 2002)

Zhongdang Pan and Gerald M. Kosicki explain that there are two interrelated conceptions of framing. The first conception is related to psychology, where framing emphasizes how a person processes information internally. Framing in this conception is related to how a person constructs and digests information and is directed within a certain scheme. This conception heavily utilizes a person's cognitive processes, which are influenced by the placement of elements highlighted by the media, thus influencing that person's decisions in viewing a reality. The second conception is the sociological conception. This conception looks more at the social construction of an existing reality. Framing, in this view, pays attention to how a person clarifies, organizes, and interprets their experiences, which are used to understand themselves and the reality outside themselves. The function of framing here is certainly to create a reality that is easily understood because it is given a certain label.

Zhongdang Pan and Gerald M. Kosicki's framing analysis focuses on four studies, namely Syntax (how journalists organize facts), Script (the concept of journalists analyzing facts using 5w + 1h), Thematic (the concept of journalists writing facts), and Rhetoric (emphasizing facts) (Hasanah et al., 2024):

a) Syntactic Structure

Relates to how the text is structured and organized. This includes narrative sequence, use of active or passive voice, coherence between sections, and choice of language style. For example, placing the negative impacts of a policy at the beginning of a news story may syntactically convey different emphasis than if it were placed at the end.

b) Schematic Structure

Refers to the formal structure of the news story, such as the headline, lead, direct quotations, and source attribution. Choosing a dramatic headline or using quotes from specific sources can schematically frame the issue differently.

c) Thematic Structure

Refers to the theme or frame of reference used to interpret an issue. This is the core of framing, influencing how the audience categorizes and understands the issue. For example, whether the National Library's budget efficiency is framed as "state savings," "cultural sector sacrifices," or "bureaucratic adaptation challenges" is framed.

d) Rhetorical Structure

Involves the use of language style, metaphors, similes, analogies, and visual imagery to persuade or influence the reader's emotions. The choice of diction ("cutting" versus "adjusting"), the use of metaphor ("library as the heart of civilization"), or visual illustrations can rhetorically reinforce a particular framing.

Understanding media framing has become increasingly important in the digital age, where information is readily and abundantly available. Framing analysis can help uncover the power and interest dynamics that may influence how the media present information to the public (Haqqu & Paramita, 2024). The application of Pan and Kosicki's model allows researchers to systematically identify how each media outlet constructs its narrative about the budget efficiency of the National Library of Indonesia. Differences in syntactic, schematic, thematic, and rhetorical structures reflect differences in perspective, editorial ideology, and even agenda that each media outlet may have (Dewi Katili, K. R., & Yuniarti, T., 2011). Furthermore, differences in source selection also indicate how journalists focus on packaging the news for publication.

This literature review confirms that the issue of the National Library of Indonesia's budget efficiency is a multidimensional phenomenon involving fiscal policy, the vital role of libraries as literacy centers, and the opinion-forming power of the mass media. By analyzing media framing using Pan and Kosicki's model, this research will fill a gap in the literature, particularly regarding how online media in Indonesia construct the reality of issues impacting the literacy and cultural sectors..

METHOD

This research uses a qualitative approach with a framing analysis method to unravel the construction of reality in news stories. This approach was chosen because it allows for in-depth interpretation of the text, rather than simply calculating quantitative data. The goal is to understand how the media subtly shapes meaning and directs readers' perceptions regarding the issue of budget efficiency at the National Library of Indonesia. In this method, the researcher is the primary instrument analyzing and interpreting data in the form of news texts. The focus is on how words, sentences, and images are selected to highlight certain aspects. This qualitative analysis seeks to uncover the frame or framework underlying the presentation of the issue by each media outlet examined in this study. The framing analysis was applied systematically, using the Pan and Kosicki model as a guide. The researcher will dissect each news analysis unit based on four predetermined dimensions. This ensures that, despite its interpretive nature, the research remains methodologically clear, structured, and scientifically accountable to produce valid findings.

The data collection technique used in this research was online documentation. Primary data was collected by searching news archives on the official websites of Liputan6.com, Kompas.com, and Tempo.co. A thorough search was conducted using specific keywords such as "National Library budget," "National Library efficiency," and "budget cuts" to capture relevant news. Data collection was not random, but rather used a purposive sampling technique. Researchers selected the most representative and substantial news articles addressing the issue of the National Library's budget efficiency. Selection criteria included completeness of information related to the issue, clarity of sources cited, and relevance to the time period when the issue was a major public concern.

RESULTS AND DISCUSSION

In the long run, this difference in framing underscores the importance of media literacy for readers as consumers of information. When readers realize that every news story is a construct, they become more vigilant and less easily influenced by a single perspective. The ability to compare different news frames allows readers to form a more independent and comprehensive opinion on the issue.

Tabel 1. Media Framing of Online News: Budget Efficiency of the National Library of the Republic of Indonesia Kompas.com

Framing Components	Analysis	Example of Text in News
Syntax (Presentation Structure)	Budget reduction is not the subject of the main sentence.	"The National Library has decided to adjust its service hours....", "The National Library remains committed...."
Script (Narrative Flow)	The budget reduction directly resulted in a reduction in services without any negotiation and the National Library had to accept this decision.	"This reduction in operational service hours is an efficiency measure that takes into account budget constraints in 2025."
Thematic (Main Theme)	The main theme is the impact of budget cuts on the National Library's public services.	"National Library Opening Hours After Budget Cuts Will Take Effect From February 10, 2025"
Rhetoric (Language Strategy)	"Efficiency" is a word that has a positive and professional nuance. Framing the narrative "Forced vs Committed" to minimize the negative impact of the news.	"Efficiency must be implemented...", "The National Library remains committed..."

Source: Processed Researcher Data (2025)

A Kompas.com report titled "National Library to Close Early Due to Budget Cuts" on February 7, 2025, framed this issue as a complex policy dilemma. The problem was defined as a logical consequence of the need for overall state spending efficiency. The cause was not singled out, but rather the national economic conditions that forced the government to adjust budgets across various key sectors, including libraries.

A very clear and direct pattern stated that budget cuts were the sole cause of the reduction in public service hours. Structurally, the resulting script presented the National Library of Indonesia as the party that must accept the decision and make immediate adjustments. The main theme was "The National Library is a victim responsible for reducing services due to external factors." This news presented rhetoric that the National Library of Indonesia was the party making decisions and advising, not complaining. This framing implied that the National Library remained committed despite limitations.

In terms of moral evaluation, Kompas.com presented a more balanced assessment by presenting both sides of the story. Readers found quotes from the government framing this policy as a wise and responsible step. However, concerns from the National Library and academics regarding the negative impact on literacy programs were also given equal coverage by this media outlet.

Kompas.com's recommendations for handling the issue are not singular, but rather highlight the importance of finding a compromise solution. Readers will notice the emphasis on the need for dialogue between the government and the National Library to find the best solution. Furthermore, discussions about optimizing internal resources and seeking alternative funding are also raised as constructive solutions..

Tabel 2. Media Framing of Online News: Budget Efficiency of the National Library of the Republic of Indonesia Liputan6.com

Framing Components	Analysis	Example of Text in News
Syntax (Presentation Structure)	The news story begins with key information on the initial budget and efficiency. It then explains that public services are still running optimally. The sentences used are effective, simple, and easy to understand.	1. "This number has not been increased; we are ensuring there are no reductions." 2. "We are ensuring optimal service. The National Library remains open until 7:00 PM WIB and continues to operate on Saturdays and Sundays."
Script (Narrative Flow)	The narrative begins with budget efficiency for the National Library with the 2025 budget year, a meeting was held by the Indonesian House of Representatives Commission X at the	"For older manuscripts, we haven't been able to optimally carry out preservation and digitization due to budget constraints. However, that doesn't mean we haven't done it."

Framing Components	Analysis	Example of Text in News
	Indonesian House of Representatives Building to discuss budget cuts of up to 38.7% so that program adjustments are needed.	
Thematic (Main Theme)	The main theme is the challenge of efficient budgeting for the National Library to innovate in the preservation and digitization of ancient manuscripts. Another theme highlights the risk of losing thousands of manuscripts if they are not given adequate attention.	The importance of preserving cultural heritage amidst limited resources and a call for collaboration with various parties <ol style="list-style-type: none"> 1. "For ancient manuscripts, we are not yet able to carry out preservation and digitization..." 2. "The rest are at risk of damage due to Indonesia's tropical climate..." 3. "This community-based preservation means we share the responsibility..."
Rhetoric (Language Strategy)	The words and style of language chosen create a sense of urgency and expectation.	<ol style="list-style-type: none"> 1. "concern," "endangered," "shared responsibility," and "sense of belonging" 2. "This ancient manuscript unites the past, present, and future..."

Source: Processed Researcher Data (2025)

The report "How the National Library Preserves and Digitizes Ancient Manuscripts Amid Budgetary Constraints" by liputan6.com on April 24, 2025, was the same day as the House of Representatives Commission X Meeting. The chosen publication date demonstrates a swift response to a moment related to budget efficiency.

liputan6.com media framed this issue as an irony that threatens the future of the nation's literacy. The problem was defined as the neglect of the intelligence of future generations due to insensitive policies. The cause was clearly directed at the government, particularly the Ministry of Finance, which was deemed not to prioritize the education and culture sectors in preparing the current state budget.

The syntactic structure conveyed a critical impression while simultaneously arousing public concern by highlighting the issue of budget cuts impacting the preservation of ancient manuscripts. Quotes from the Director of the National Library and the Chair of Commission X were inserted to emphasize the perspective and credibility of the news. The script created a coherent and easily understandable narrative regarding the preservation of ancient manuscripts. The news coverage covers the steps taken by the National Library of

Indonesia in selecting priority manuscripts for preservation and digitization, the parties involved, such as the Director of the National Library of Indonesia, the government, and local communities, and the program being implemented immediately to select manuscripts based on their level of damage so they can be effectively preserved.

In its theme, this news report implicitly labels the National Library of Indonesia's budget efficiency policy as a step backward for efforts to educate the Indonesian people in the future. The blame is directed at the government, particularly the Ministry of Finance, which is considered not prioritizing the education and culture sectors in the current state budget.

The recommendations highlighted by Liputan6.com tend to be directed toward urging the government to review or revoke this policy. The emphasis on voices demanding a more appropriate budget allocation for the National Library of Indonesia is a solution offered to ensure the continuity of literacy programs and the preservation of Indonesia's knowledge assets.

Tabel 3. Media Framing of Online News: Budget Efficiency of the National Library of the Republic of Indonesia Tempo.co

Framing Components	Analysis	Example of Text in News
Syntax (Presentation Structure)	The external party (the government/Prabowo) is the subject that carries out an action. This structure establishes a causal relationship between the causes of Prabowo's policies. The National Library is not the subject that makes the decisions, but rather an object forced by circumstances.	"Budget efficiency policy....Prabowo Subianto" "The National Library was forced to close reading and lending services in its building on Sundays..."
Script (Narrative Flow)	Government policies have direct consequences for the National Library. And the existing script leaves no room for more complex negotiations.	Prabowo's Policy => Budget Cuts => National Library Closed on Sundays
Thematic (Main Theme)	Strengthen the headline by mentioning the national budget efficiency policy that impacts public services. The supporting theme is efforts to maintain the sustainability of library services despite reduced access time.	"The government's new fiscal policy..." "This adjustment to operating hours is a clear reflection of the budgetary pressures the National Library must address to maintain service continuity."
Rhetoric (Language Strategy)	Quotes are used to give a direct voice to the "victims." Contains counterbalance by showing	1. "We are forced to close the service...." 2. "The public can take

Framing Components	Analysis	Example of Text in News
	that the National Library is not simply remaining silent, but is working to find solutions.	advantage of....”.

Source: Processed Researcher Data (2025)

A Tempo.co article on February 7, 2025, titled "The National Library Now Closed on Sundays Due to Prabowo's Budget Efficiency Policy," produced an informative and concise article structured into paragraphs. The issue was framed as a symptom of broader government policy priorities. The problem was defined not simply as funding cuts, but as evidence of the state's neglect of human resource development. The cause was critically focused on governance, which was deemed to have failed to position the knowledge sector as the primary foundation of Indonesia's progress. Through an in-depth narrative, this efficiency decision was depicted as sacrificing the nation's intellectual assets for the sake of short-term savings.

Morally, the evaluation was very negative and tended to challenge the policy. Through the in-depth narrative, this efficiency decision was depicted as a reckless move that sacrificed the nation's intellectual assets for short-term savings. This policy was deemed unvisionary and severely detrimental to the state's long-term interests in improving the lives of the wider community. The recommendations for handling the problem highlighted by Tempo.co were more fundamental and structural. Readers found not only pressure to revoke the policy but also calls for reform of the state budget paradigm. The proposed solution is the need for the government to shift its perspective and make investment in the knowledge sector a top priority, not just a budget item that can easily be sacrificed.

The different news framings used by each media outlet directly impact how readers perceive the issue of budget efficiency at the National Library of Indonesia. This further implication is the formation of polarized public opinion. Readers exposed to a critical frame are more likely to join in demanding government accountability. Meanwhile, those who consume news with a neutral or pro-government frame may be more accepting. These differing perceptions can divide public opinion on public policies that should be evaluated objectively by all.

CONCLUSION

There are striking differences in how the three media outlets frame this issue. Liputan6.com and Tempo.co both position themselves critically towards the government. However, Liputan6.com focuses more on its dramatic impact as a threat to literacy, while Tempo.co frames it more fundamentally as a symptom of misplaced policy priorities and poor governance. On the other hand, Kompas.com takes a more balanced stance, framing the issue as a complex policy dilemma and presenting multiple perspectives. This comparison reveals a spectrum of news frames, from Kompas.com's neutral framing to Liputan6.com and Tempo.co's critical framing. The ideology and institutional position of the media significantly influence how reality is constructed, thus presenting different versions of the

story on the issue of the National Library's budget efficiency. Based on the analysis, the media frame the National Library's budget issue differently, in line with their respective positions and ideologies. From Kompas.com's neutral reporting to Liputan6.com and Tempo.co's critical reporting, news is a construction of reality that is heavily influenced by the media's editorial policies in presenting facts. These differing frames have direct implications for how readers perceive an issue, potentially creating polarized public opinion. Therefore, as readers, it's recommended not to rely solely on a single news source. By comparing coverage from various media outlets, readers can develop a more comprehensive understanding and avoid being easily swayed by a single perspective. For further research, it is recommended to examine framing in other public policy issues to enrich the body of media studies in Indonesia. For media practitioners, these findings should serve as a basis for reflection on the impact of news framing. Journalists are expected to present information in a more balanced manner and be aware of their role in shaping public perceptions of important issues.

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