
Framing Analysis of the Kompas' COVID-19 Coverage: January 2020 Edition

Analisis Framing Pemberitaan COVID-19 pada Koran Kompas: Edisi Januari 2020

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Abstract

The advent of health risk situation brings about several challenges to be addressed, e.g., risk preparedness and clear information to reduce uncertainties. At the end of 2019, the world was once again confronted with a health-threatening situation: the emergence of the novel coronavirus. Media can construct health risk information through narratives or stories they provide. Nevertheless, not every pandemic represented was equal. The media could build risk perception about global or local outbreaks. In light of that, this article aims to describe how the media in Indonesia framed the novel coronavirus disease issue (COVID-19) before the pandemic. This article utilized the framing analysis method, literature review, and was guided by health and risk communication framework. This article provided contextual novelty by presenting the analysis of Indonesian newspaper coverage concerning health and risk communication. The research suggested that media play an important role in shaping public perception about health and risk by employing four frame functions: problem definition, causal interpretation, moral evaluation, and treatment recommendation.

Keywords: COVID-19; health communication; health and risk communication; media framing

Abstrak

Kemunculan situasi yang memiliki risiko kesehatan membawa tantangan yang harus ditangani, seperti kesiapan menghadapi risiko dan memberikan informasi yang jelas untuk mengurangi ketidakpastian. Pada akhir tahun 2019, dunia kembali menghadapi situasi sulit dengan kemunculan wabah virus korona jenis baru. Media memiliki kemampuan untuk mengonstruksi informasi risiko kesehatan melalui narasi atau cerita yang ditampilkan. Walaupun demikian, tidak semua representasi pandemi bersifat setara. Media mampu membangun persepsi risiko terkait wabah yang terjadi secara lokal maupun global. Artikel ini bertujuan untuk mendeskripsikan bagaimana media di Indonesia membingkai isu penyakit dari virus korona jenis baru (COVID-19) sebelum dinyatakan sebagai pandemi. Artikel ini menggunakan analisis framing, tinjauan pustaka. Artikel ini juga menghadirkan kebaruan kontekstual dengan menganalisis pemberitaan salah satu surat kabar di Indonesia terkait komunikasi kesehatan dan risiko. Hasil menunjukkan bahwa media memiliki peran penting dalam membentuk persepsi publik terhadap risiko kesehatan dengan menggunakan fungsi frame: definisi masalah, interpretasi kausal, evaluasi moral dan rekomendasi.

Kata Kunci: COVID-19; framing media; komunikasi kesehatan; komunikasi kesehatan dan risiko

Introduction

Conveying information about health risk is not unchallenging. In a risky situation, uncertainty and speculation are overwhelming. Health information can be convoluted because the facts are not only dynamics due to the always increasing information accumulation but also not thoroughly accessible. Delivery of information regarding risk is expected to be fair. However, in interpersonal terms, differences in perception may hold between the patients and the health professional during health discussions (Berry, 2007, p. 67), while health information is also needed by society in a broader context, e.g., to guide their health behavior during an outbreak, epidemic, or pandemic, which is more global.

At the end of 2019, the world was once again faced with a health risk. The New York Times reported a new disease similar to pneumonia (Wee & Wang, 2020). Later, it was found that the disease was caused by the novel coronavirus, which now is widely called COVID-19. The development of the coverage accelerated rapidly, considering that in 2002 and 2003, there was a similar outbreak called SARS. Similarly, the case multiplies remarkably, impelling the World Health Organization (WHO) to declare the condition as public health emergency of international concern (BBC, 2020) and as a pandemic after the virus had spread to 123 countries (CNN Indonesia, 2020; Putri, 2020). The development of the status showed a dynamic side of the development of information regarding health risk or difficult situations.

Pieri (2019) reported that global pandemic like Ebola from 2014 to 2015 challenged the UK mass media because not all pandemic was deemed equal by the media. Through the studies to the coverage of Ebola on the UK national newspapers, it was found that the framing of western media towards the infection risk played a crucial role in shaping the audiences' perception towards the crisis, such as whether it should be deemed local epidemic or global pandemic (Pieri, 2019). The research showed the framing development constructed by the western media with the background of policies executed by the UK government.

Furthermore, Kott and Limaye (2016) demonstrated that media framing could guide the audiences to interpret risk with a different means, contrary to the communicators' intention, like the Centers for Disease Control and Prevention (CDC). The research showed the communicational differences between CDC and primetime show in the dominant theme and authoritative voice (Kott & Limaye, 2016). The literature review from Klemm, Das, and Hartmann showed that a combination of the reports of H1N1 and emphasis on the threat of H1N1 might have contributed to dramatization (Klemm et al., 2016).

The previous research has shown that the role of traditional media, such as the newspaper, is still relevant and fundamental. Consequently, their roles need to be examined more in-depth to understand how the reproduction of issues affects the understanding of risk in public debate, policies, means to respond, and steps to make a priority (Pieri, 2019). Because of that, the present research tried to present the context of mass media, mainly Indonesian newspapers, when they cover cases in the situation in which the information is dynamic and not thoroughly explored in the previous studies.

The media has a vital position in the process of conveying information to the public. The media can raise people's awareness of health problems and even supporting policies relating to health (Berry, 2007, p. 104). The journalism process occurring on the media constructs how information about health is presented to the public (Stryker,

2010, p. 2096). Reportage regarding health behavior results in gradual effect. For example, the frame used by the media can produce a different persuasive effect (Stryker, 2010, p. 2098). This is the reason the media coverage regarding coronavirus as dynamic information can construct people's understanding of health risk. This research considers the media as a vital component in health risk communication. Although some previous research showed that social media's role in raising people's awareness has become more significant, the newspaper is still influential in affecting public policy debates (Pieri, 2019).

However, although the media are vital, the media have positive and negative consequences. On the one hand, the media can raise people's awareness regarding health issues. On the other hand, the media is also problematic when presenting inaccurate, biased, incomplete information (Berry, 2007, p. 104). This usually happens due to the nature of journalism work that is based on timeliness and punctuality and the tendency of the media to ignore the contextual factors in health news (Stryker, 2010, p. 2097). Based on the researcher's preliminary observation to print media such as Kompas, concern towards the issue in question was started on the fourth week of January 2020, although the outbreak had started at the end of 2019.

Against the background, the research focuses on Indonesian print media, especially the Kompas newspaper. The research attempts to answer a question regarding how did Kompas newspaper frame health and risk information regarding the novel coronavirus before declared as a pandemic? The research focuses on the coverage or reporting of coronavirus issues in Kompas newspaper in January 2020 when the news regarding this virus began to be widespread and reported by Indonesian print media. In January 2020 edition, the novel corona virus' disease had not been named COVID-19, and yet not declared as a pandemic.

Health communication is a phenomenon that can be analyzed interdisciplinary. As a subset of communication, health communication is concerned about how human roles and communication are mediated in health treatment and promotion. Health communication is an essential element in the treatment and prevention process through symbolic exchange that is related to health of a person, organization, and the public (Littlejohn et al., 2017). Health communication is the process of arranging and delivering health information between individuals, social actors, and social institutions (Viswanath, 2010, p. 2073). Health communication is also used to forewarn the public related to dangerous health risks and recommend the method to address the situations (Littlejohn & Foss, 2009, p. 464). Littlejohn & Foss (2009) divided health communication to be four related parts, namely delivery of healthcare, promotion of health, health and risk communication, and e-health. Health and risk communication consider the demands of communication in identifying the potential of the epidemic, preparing the public to face health risks and guiding response during the crisis (Littlejohn & Foss, 2009).

Risk can be defined as the possibility of future events that are typically negative as an effect of particular actions or events (Berry, 2007). The media can be a communication medium of risk (Viswanath, 2010, p. 2079). Risk communication aims to increase risk perception and is highly related to uncertain situations. The perception of risk varies between general audiences and health workers (Berry, 2007). Besides, the effect of a message about risk also varies. For example, the media may dramatize health information (Klemm et al., 2016). In a study of persuasive messages conducted by Gumelar (2018), health risk tends to affect environmentally-friendly behavior rather

than the message of environmental risk. The risk communication explains the risk determinant, probability, and consequence (Viswanath, 2010). In risk communication, there are trust determination models and negative dominance models that explain positive and negative information processing when dealing with risk. The mass would tend not to believe in information from authority when they feel disturbed (Kott & Limaye, 2016; Littlejohn & Foss, 2009).

The role of media in communicating risk health information is seen from the previous cases, like avian influenza (Viswanath, 2010). The media is in the dynamic informational environment during an outbreak (Kott & Limaye, 2016). In this context, the media has an informative function, mainly because the routine use of media provides information regarding the development or risk factor of a particular disease (Viswanath, 2010, p. 2080). Stryker (in Donsbach, 2010) showed that journalism practice could construct how the media present health information. The media can construct reality, such as on reportage of war or conflict (Santosa, 2017). Typically, the journalists select acceptable sources based on their credibility or accountability, such as health journals and press releases (Stryker, 2010, p. 2096).

Frame in health coverage showed diversity and prevalence. Dan and Raupp (2018) explained that although the type of frame in the media is often differentiated by generic/procedural and issue-specific/substantive, and, again, by the function of the frame (Entman, 1993), those two are easily overlapped, especially in health news. Through a systematic review, 15 types of frames were identified in health news. Those are: consequence, health severity, human interest, economic consequence, attribution of responsibility, action, thematic, episodic, medical, uncertainty, alarmist, reassurance, gain, loss, the frame of conflict (Dan & Raupp, 2018)

Investigating further on health cases, Gadekar, Krishnatray and Ang (2014) showed that an Indian newspapers frame the issues of H1N1 with 6 types of frames (Gadekar et al., 2014). Another context is newspaper and television coverage in 2009 regarding H1N1 issues. The research found that the media coverage is intensive and alarmist, especially at the first stage or alarm stage and the third stage or crisis stage, as identified in the research (Vasterman & Ruigrok, 2013). Furthermore, South Korean newspapers frame avian influenza cases with attribution of responsibility by tending to blame on the government (Choi & McKeever, 2019).

Method

The research analyzed the text investigated by using framing analysis that is formulated by Entman. A text at least has one of four functions of the frame, namely define problems, diagnose causes, moral evaluation, and suggest remedies (Entman, 1993). Framing also emphasized two aspects, namely issues selection and salience. Framing analysis was picked because the researcher was trying to analyze the frame used and story established by the newspaper during reporting the novel coronavirus before the pandemic status had been declared. The data was collected from the part of Kompas newspaper that discusses the novel coronavirus. The text found was analyzed with functions of the frame that is formulated by Entman and other previous studies. The examples of the analyzed data will be presented in the form of tables of samples of January 2020 edition.

A qualitative method relies on data in the form of text and figures (Creswell, 2014). The unit analysis was news that contains discussion regarding novel coronavirus and health risks carried by the virus. The text was obtained from one of the most

prominent newspapers in Indonesia, Kompas. Kompas was opted because of its range of coverage and reputation in Indonesia. The period which was determined was January 2020. Based on preliminary observation, the concern about the issue had started in January. Therefore, the time matched the context of the research. The research analyzes how the media reported health risk information in the context of dynamic information. Firstly, the literature review was conducted to analyze how the media frame risk information in the past. It is followed by framing analysis to analyze how the Indonesian media, specifically Kompas newspaper, frame issues concerning health risk while analyzing how information concerning the novel coronavirus of COVID-19 changes.

Results and Discussion

The News of Corona Issue in the Kompas Newspaper for January 2020 Period

After explaining the research method above, this section will explain the analysis result toward the Kompas newspaper in January 2020. The following picture shows the number of news of the novel coronavirus in January 2020. In this month, the novel coronavirus and the disease, COVID-19, had not been named by WHO.

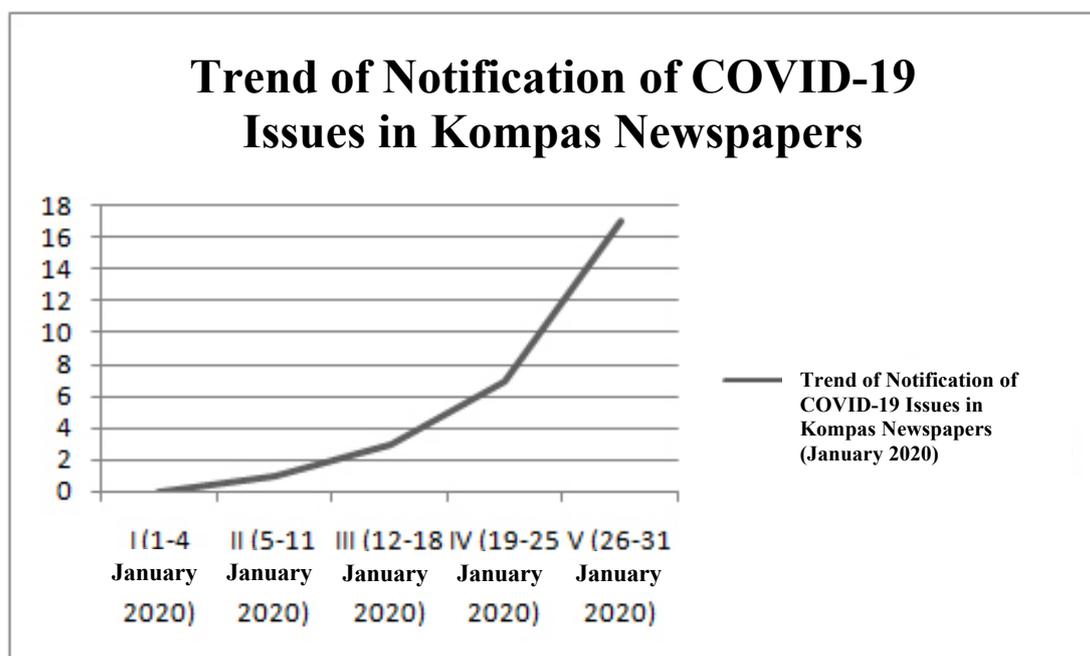


Figure 1. The news of Corona issue in January 2020

Based on the data, the researcher classified the news periods into 5 categories, which are based on the number of weekends in January 2020. The graph above shows the media's attention toward the novel coronavirus issue began in the second week of January 2020 (January 5-11 2020), particularly on January 10, 2020. Based on the data processing, the number of the Kompas newspaper news on this issue escalated significantly, hitting the peak in the fifth week (January 26-31 2020). Furthermore, there was no news of this coronavirus issue on January 1-9, 2020, which is questionable because this pandemic has appeared since last December 2019.

In January 2020, the observed news about novel coronavirus issues accounted for approximately 1 to 4 news per day. The increase in the news from time to time showed that this issue is salient. The media covered this issue more frequently and placed it in a

more strategic position, such as on the first page, international rubric, and science rubric. This issue was seen for the first time on the first page on January 22, 2020. It can be seen that there the media tried to construct this pandemic as a substantial issue to be publicly reflected.

The researcher used an analysis tool of Entman framing to analyze how the Kompas newspaper frames the pandemic issue as a health risk. The frame constructed by Kompas can be seen from four functions of the frame, namely, define problems, diagnose causes, moral evaluation, and suggest remedies (Entman, 1993).

First to the Third Period: A Pandemic as a Regional Crisis

This period was identified because it was the origin of the novel coronavirus' news. At this time, the virus and disease had not officially been named by WHO. The Kompas newspaper wrote the news by using the term 'novel coronavirus'. In this period, this virus was also reported as phenomena that occurred in certain regions like China, South Korea, Hong Kong, Taiwan, and Japan.

Table 1. Framing Analysis of the News Samples in the First to the Second Period, source: Data processed by the researcher (2020)

	(1) The Outbreak of Novel Coronavirus (January 10, 2020)	(2) Japan Reported A Type of Novel Coronavirus (January 17, 2020)
Define Problem	The outbreak of pneumonia cases in Wuhan, China and some other countries like South Korea, Hong Kong, and Taiwan triggered fear toward a new epidemic after SARS	The Government of Japan announced that a man was infected by the type of novel coronavirus after came back from China
Diagnose Cause	The case was caused by a type of novel coronavirus with unknown medicines and vaccines	After coming back from China on January 6, 2020, the man was treated in a hospital on January 10, 2020
Moral Evaluation	The public worried that the SARS epidemic would restrike	The man recovered and returned home
Suggest Remedies	More comprehensive information was needed to know precisely the type of virus that had infected dozens of people in Wuhan. The steps of disinfection, supervision, and prevention had been prepared	Many Asia countries decided prevention actions, including Indonesia. The Minister of Health of Indonesia Republic had installed thermal imaging to detect body temperature in airports and harbors. The authority would interview and checked up the passengers particularly from China and Hong Kong with a temperature of 38° C

Initially, the Kompas newspaper framed the outbreak of novel coronavirus as a regional crisis. In the first-third period (January 1-18 2020), the Kompas newspaper discussed the outbreak of novel coronavirus that occurred in Wuhan, China, and some other countries like Hong Kong, Taiwan, South Korea, and Japan. In this period, the news could be considered rare because Kompas newspaper only published four reports, which consisted of information about the number of victims, symptoms, and case development in some countries outside China.

These reports were published in the international rubric, which implies the regional aspect of this outbreak. However, this condition raised questions because the outbreak had spread out to the neighboring countries without much information was

known. Moreover, in this period, the word choice in the news associated this outbreak with a mystery like "belum diketahui" (It has not been known), "khawatir" (worry), "belum jelas" (it has not been obvious) or "memicu ketakutan" (triggering a fear). The interviewees in the news were dominated by the leader of health officials like the World Health Organization (WHO).

The table presents some examples of articles that have been analyzed with the framing analysis tool. The first news frame showed the existence of the pneumonia cases, which had not been recognized. The Kompas newspaper reported that the outbreak of pneumonia cases in Wuhan, China, caused new worries concerning another outbreak after SARS. The Kompas newspaper described this virus as a virus that could create a fever symptom and respiratory infection on humans. This phenomenon was caused by the emergence of the novel coronavirus whose medicines and vaccines had not been discovered. The newspaper also published information about another similar virus, which used to be epidemics, such as SARS and MERS. The newspaper began to show the moral considerations by issuing worries about the potential reoccurrence of the SARS epidemic. The newspaper presented an interviewee that explained that more comprehensive information would be needed in the future. Supervision and prevention regulations were also implemented for transportation, like buses and planes. Based on this analysis, the newspaper brought the readers into a narrative that the unknown solution of the outbreak and the implemented anticipatory efforts. This condition led the readers into an uncertainty frame than can be associated with the function of Entman's moral evaluation (Dan and Raupp, 2018).

The frame on the second news presents the case development outside China. The newspaper published information about a victim of the novel coronavirus in Japan. This happened because the victim traveled to China. This victim was then returned home after his condition was recovered. Some countries in Asia decided preventive actions, including Indonesia, which installed body temperature detectors in airports. Through this narrative, the newspaper guided the readers' understanding of the spread of a virus due to traveling abroad. It is a frame of attribution of responsibility, which is related to Entman's causal interpretation/diagnosis cause function (Dan and Raupp, 2018).

The Fourth and Fifth Period: A Threat to Indonesia

The frame identified in this period is the pandemic as a threat to Indonesia (January 19-31, 2020). The most visible change from the previous period was the change in the number of reporting issues and the location of the news covered. In this period, the number of news about the novel coronavirus could reach 4 articles per day. If, in the previous period, the outbreak was framed as a phenomenon that happened in China and neighboring countries, but in this period, the news began to construct that the spread of the cases was increasingly widespread (January 20, 2020). The information about the virus was still associated with the word "misterius" (mysterious). The countries' vigilance had also increased, including Indonesia. In this period, the news discussed the government's efforts in facing potential cases in Indonesia. The news also presented how the Indonesian government had changed its policies concerning Indonesian citizens residing in China.

The news in this period began to inform the risk of the virus spread to Indonesia through 19 regions that have direct transportation access from and to China. In this period, the rubrics of science, environment, and health began to report the novel coronavirus (January 23, 2020). In the articles, some war metaphors were used, such as

"menangkalnya" (prevent it), or "garis pertahanan" (line of defense) to stress the urgency of the issue. The news on this period also informs previous outbreak cases like MERS, SARS, and avian influenza. The position of the Ministry of Health, as a health official, was increasingly asserted by the publication of articles concerning the government's preparedness, the prevention methods, and the symptoms of the virus (January 26, 2020).

Table 2. Framing Analysis on the News Samples in the Fourth to the Fifth Period, source: Data processed by the researcher (2020)

	(1) Virus Spread Anticipation (January 22, 2020)	(2) Alert Referral Hospital (January 23, 2020)
Define Problem	The government of Indonesia restricted the supervision of the spread of the novel coronavirus from Wuhan, China	One hundred referral hospitals were prepared to anticipate the transmission of the novel coronavirus from Wuhan. The task of referral hospitals is to provide facilities and human resources.
Diagnose Cause	The supervision was conducted due to the transmission indication between human	Direct access from or to China
Moral Evaluation	WHO had not provided clinical guidance to handle the patients of Corona. WHO had not released the travel limitation or prohibition to China	Indonesia had been already prepared to anticipate the novel coronavirus transmission because the hospitals had been facilitated with the infrastructures to medicate the patients' infected virus
Suggest Remedies	The Indonesia Government set up strategies to anticipate the spread of novel coronavirus.	The supervision of high-risk regions would be escalated

Table 2 shows the news that was produced in this period. The first frame shows that the media attempted to frame the Indonesian government's efforts in anticipating the spread of novel coronavirus. In this news, the media still associated this virus with its territorial origin in Wuhan, China. The updated data on the number of victims were informed. In this period, the news identified the indication of the virus transmission between humans. In this part, the media directed the readers to an understanding that the virus had still not been clearly known, but it comes from a similar family with other viruses like MERS and SARS. The media also published its moral evaluations toward the absence of clinical guidelines to handle the patients of the novel coronavirus or travel restrictions to China. The media also report the plans of the Indonesia government to anticipate the spread of the virus through the Ministry of Health.

In the second frame, the media informed the readiness of Indonesian hospitals. One hundred referral hospitals were prepared to anticipate the transmission of the novel coronavirus. The media seemed to pay attention to the problem of direct transportation access from or to China (attribution responsibility). In this article, the government was constructed as an institution that was ready to anticipate the novel coronavirus' transmission. This government's readiness was shown by the information about the medication infrastructures, the testing laboratories, the big hall of environmental engineering, the disease control, and the health offices. The attention and supervision of 19 high-risk regions would be strengthened.

Table 3. Framing Analysis of the News Samples in the Fourth to Fifth Period, source: Data processed by the researcher (2020)

	(3) Early Detection on Coronavirus (January 27, 2020)	(4) The spread of Trigger Evacuation (January 27, 2020)
Define Problem	The Coronavirus anticipation had just entered to Indonesia	The plague of novel coronavirus caused hope by the presence of evacuation
Diagnose Cause	The transmission happens between human, including a patient who does not have clinical symptoms	There was a plan of evacuation from many countries toward its citizens residing in Wuhan (Japan, United States of America, France, and Sri Lanka).
Moral Evaluation	The Coronavirus anticipation in Indonesia by screening at the entrance gate of the country was not enough. It required surveillance, early detection, and also vigilance	The situation in Wuhan was like a ghost town, tense and worrying.
Suggest Remedies	Education regarding the disease symptoms was necessary, particularly to the citizens who had just arrived from a country that had Coronavirus cases	Hopefully, the government of Indonesia could evacuate its citizens as had been practiced by the United States of America. Taiwan also prohibited travel activities.

In table 3, the third frame shows the urgency of early detection and supervision regarding novel coronavirus. The media put concern on the problems of Indonesia's anticipation of this virus because of the information about a region in Indonesia that had already had patients suspected coronavirus. The media also published information about virus transmission between humans. Traveling to Wuhan, China, was also deemed as the risk factor for the spread of the virus. The anticipation of the coronavirus in Indonesia by just screening at the entrance gates of the country was considered insufficient. Therefore, education on the disease symptoms, particularly for citizens who traveled to a country that had corona infection cases were necessary. The dominant voice in this news is the health officials like the Ministry of Health of Indonesia.

The frame used in the fourth news shows the hopes of Indonesian citizens in China to be evacuated. There was a moral evaluation function on the frame used by the media, e.g., the information about the condition in Wuhan that was portrayed by the media as "menegangkan" (tense) and "mengkawatirkan" (worrying). In this news, the voices of the Indonesian citizens trapped in China got attention. This is because countries like the United States of America, Japan, France, And Sri Lanka, were planning to evacuate their citizens. This news had not shown the Indonesia government's plans to evacuate its citizens from China. Besides, this news also presented information about vaccine development.

The Health and Risk Coverage of Corona Issues on the Kompas Newspaper in January 2020 Period

In risk communication, the position of media is to deliver dynamic information. The paucity of news of Corona issues in the first-third period (January 1-18, 2020) espoused an opinion that not all issues are equal. In Pieri's research (2019) about the news of Ebola, not all pandemic gain equal attention from media in the West, which is

seen from the paucity of the news in the first period of the case. As stated by Berry (2007), risk information is full of speculation and dynamics. The analysis shows that fact develops gradually. In the first-third period, the infection, which was initially named as "mysterious" was then regularly framed as a phenomenon that required anticipation in the fourth-fifth period. Vasterman and Ruigrok (2013) argued in their research that, as regards its potential risk, uncertainty was overwhelmed in the first week of the pandemic.

The Kompas newspaper also portrayed some limitations in health communication. Littlejohn and Foss (2009) explained that health communication sees the roles of humans, media, or mediated communication in the promotion of public health. In addition, health communication can also be employed to forewarn the public about health danger or risk (Littlejohn & Foss, 2009, p. 464). The Kompas newspaper implemented health communication by informing the risk of virus spread, the efforts of prevention, and the ways to avoid it. Furthermore, Kompas built the government readiness narrative in facing the novel coronavirus. This newspaper also provided a medium for health officials to express their perspective on this issue.

Kompas framed health and risk information concerning novel coronavirus (COVID-19) by applying four functions of Entman's frame, namely define problems, diagnose causes, suggest remedies, and moral evaluation. In the first-third period, aside from the Entman's frame function, other frames, namely, consequences, health severity, attribution of responsibility, action, and uncertainty, are identified. According to Dan dan Raupp (2018), the frame which is identified is related to the functions of Entman's frame. When applying the function of define problems, there was a consequence frame that explained the risk impact of the novel coronavirus on human life (social/individual) and what phenomena had occurred. Besides that, health severity was shown by the information about risk comparison on the previous health phenomena or the number of incidents that happened. Regarding the function of diagnosing causes, there was a frame of attribution of responsibility that blamed for the virus (first news sample) or individual activity, such as travel abroad (second news sample). In the function of moral evaluation, the visible frame was a frame of uncertainty. This is because the aspects reported (the novel coronavirus) were still not comprehensively understood. Furthermore, an action frame also emerged to encourage the Indonesian government to decide prevention moves.

In the fourth-fifth period, when the news about this issue began to arise, the frames occurred were consequences, health severity, action, attribution of responsibility, uncertainty, medical, and human interest. In the function of moral evaluation, Dan and Raupp (2018) conceptualize the frame of uncertainty as a condition in which its risk has not been definitely known. In this period, there was an emphasis on the government's preparation in anticipating the novel coronavirus. It is related to the boundary of risk that has an uncertainty dimension. It can be seen from the function of the frame function of 'suggest remedies' in the Kompas newspaper that expected the government's policies concerning the novel coronavirus, such as supervision, anticipation, and evacuation. Albeit realizing that preventions are needed, Kompas did not appear to use an explosive frame when reporting on this issue. This is different from the context of the research result of Vasterman and Ruigrok (2013) that showed the existence of alarming inclination in the first week when reporting the H1N1 epidemic.

However, some things can be inferred. Firstly, word selection is necessary to communicate with the public at risk. Research has shown that media that reported a

health threat with emotional language can aggravate public risk perception (Klemm et al., 2016). A biased media, on the one hand, in reporting the outbreak without enclosing information about its preventions, can create fear on the risk mentioned (Klemm et al., 2016). The use of metaphors should also be considered. Generally, a metaphor is the use of other terms to comprehend and experience something (Lakoff and Johnsen, 2003). A war metaphor, which is explained by Lakoff and Johnsen (2003), is frequently found in daily life and media. Risk perception is a notable element to make risk and health communication successful. According to the risk perception model, numerous elements influence how the public responds to health risk. Some of the elements are controllability, familiarity, uncertainty, and trust (Littlejohn and Foss, 2009).

Second, the framing constructed by the newspaper in the news of the corona issue is identical to what is called an outbreak narrative. An outbreak narrative is an outbreak construction as a thing that comes from "outside" (Pieri, 2009). Dry and Leach (in Pieri, 2019) explained that an outbreak narrative is marked by disease construction as a dynamic phenomenon that can emerge and spread fast.

Conclusion

An outbreak, epidemic, and pandemic is a collection of issues of health risk that trigger media reportage. Through the analysis in this research, it has been shown that at first, Indonesian media such as Kompas newspaper framed the novel coronavirus as a regional event. In the first stage of the outbreak, the media had not comprehended the issue completely regarding the issue. Gradually, the frame was altered to a threat for public health and a risk essential to be anticipated. In the January 2020 edition, Kompas framed the issues with four functions of frame formulated by Entman, namely problem definition, causal interpretation, moral evaluation, and treatment recommendation. In the first to the third period, the types of frames that emerge were consequences, health severity, attribution of responsibility, action, and uncertainty. Entman's functions of frame also emerged in the fourth and the fifth period. Additionally, other frames that appeared were consequences, health severity, action, attribution of responsibility, uncertainty, medical, and human interest. Health and risk communication are useful to prepare the public in dealing with risk and guide response during the health crisis (Littlejohn & Foss, 2009, p. 467). It also showed the dynamic characteristic of risk information (Berry, 2007). The present research has described how a newspaper in Indonesia frames health cases in the context of dynamic information.

The research, however, faces some limitations. Firstly, although the research aims to produce a focused result, an analysis of one media in Indonesia showed a limited picture regarding the possibility of a diverse frame conducted by other media in Indonesia during the first stage of the outbreak of the novel coronavirus in January 2020. Secondly, the period investigated was January 2020, the time before the COVID-19 declared as a pandemic. Future research is expected to extend the range to not only the coverage in the pre-crisis phase but also to the crisis phase. This research, however, has shown how the media constructed health and risk information, which is essential to be sources of information and risk mitigation. Future research should be able to see how other media institutions frame the same case. In addition, by the increase of access to information through the internet, the analysis can also be conducted on online media or the sentiment of the public on social media.

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