



A Qualitative Study of Online Media Narratives on The Primary Service Integration Program in Indonesia in 2024

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Article Info	Abstrak
Article History: Submitted 19-12-2025 Revised 19-12-2025 Accepted 22-12-2025	Saat ini terdapat regulasi baru dalam mendekatkan layanan kesehatan kepada masyarakat yaitu Integrasi Layanan Primer (ILP) yang merupakan salah satu bagian penting dalam transformasi sistem kesehatan di layanan primer yang dicanangkan oleh Kementerian Kesehatan. Penelitian ini merupakan penelitian kualitatif terhadap konten portal berita online yang bertujuan untuk menjelaskan kebijakan ILP di Indonesia. Sampel penelitian ini adalah berita media daring nasional tentang kebijakan ILP yang terbit pada bulan Januari - Juni 2024. Peneliti menggunakan kata kunci "ILP" dan melakukan pencarian pada dua (2) portal berita daring. Software MAXQDA juga digunakan sebagai alat analisis data dalam penelitian ini. Fitur yang digunakan antara lain Word Cloud dan word frequency untuk memahami konsep utama. Hasil penelitian menunjukkan bahwa ada 4 topik dominan dalam liputan media online terkenal di Indonesia terkait dengan kebijakan ILP di Indonesia. Topik mengenai harapan terkait ILP merupakan topik paling dominan sebanyak 12 kutipan (44%).
Kata Kunci: Kualitatif, Media Daring, ILP	
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Abstract

There is a new regulation in bringing health services closer to the community, namely Primary Service Integration (ILP), which is an important part of the transformation of the health system in primary care initiated by the Ministry of Health. This study was a qualitative study of online news portal content that aims to explain ILP policy in Indonesia. The research sample consists of national online media news about ILP policy published between January and June 2024. The researcher used the keyword 'ILP' and searched two online news portals. MAXQDA software was also used as a data analysis tool in this study. Features used included Word Cloud and word frequency to understand the main concepts. The results showed that there were four dominant topics in the coverage of well-known online media in Indonesia related to ILP policy in Indonesia. The topic of expectations related to ILP was the most dominant topic with 12 quotes.

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INTRODUCTION

The Indonesian government has embarked on a significant transformation of its primary healthcare system aimed at strengthening the overall health infrastructure and improving service delivery to its citizens. This transformation encompasses comprehensive strategies including public health education, primary and secondary prevention initiatives, and the enhancement of capacity and capabilities across primary healthcare facilities nationwide. At the heart of this transformation lies the Primary Service Integration Program (Integrasi Layanan Primer/ILP), a pioneering initiative designed to fundamentally reshape how primary healthcare services are organized, coordinated, and delivered to Indonesian communities.

Formalized through Indonesian Minister of Health Decree No. 2015 of 2023, the Primary Service Integration Program represents a strategic approach to organizing and coordinating various primary health services with a focus on meeting comprehensive health needs based on the life cycle of individuals, families, and communities. This integration framework encompasses all stages of human development—from fetal health through childhood, adolescence, adulthood, to elderly care—and involves a coordinated network of healthcare facilities including community health centers (Puskesmas), auxiliary community health centers (Pustu), and integrated health posts (Posyandu). The policy framework is further supported by Law Number 17 of

2023 concerning Health, which provides the legal foundation for this transformative approach, with Minister of Health Decree No. 2015 of 2023 offering technical guidance specifically focused on promotive and preventive services within the primary care network (Minarti Maria, D Febriana, A Adinata, A Riskika, S Mardiana Alviana, F Harun, B Laili, N Sulistijono, 2024)

While the technical and administrative frameworks of the ILP policy are essential, the success of such comprehensive health system transformation extends beyond structural implementation. Effective communication strategies that ensure public understanding, acceptance, and engagement are equally critical to policy success. In contemporary Indonesian society, where internet penetration continues to expand and digital platforms increasingly shape public discourse, online media has emerged as a powerful force in influencing policy perception and public opinion. National online news portals, in particular, serve as primary information sources about health policies for diverse audiences including the general public, healthcare professionals, policymakers, and other stakeholders.

Media narratives function as crucial intermediaries between policymakers and the public, translating complex policy frameworks into accessible information while simultaneously reflecting and shaping stakeholder perceptions. The manner in which online media presents, frames, and discusses health policies can significantly influence public trust in healthcare institutions, affect stakeholder attitudes toward policy

initiatives, and ultimately impact policy adoption and implementation outcomes. Given the comprehensive nature of the ILP policy and its potential to fundamentally reshape primary healthcare delivery in Indonesia, understanding how online media narrates and frames this policy becomes essential for multiple stakeholders.

This study aims to explore and analyze the online media narratives surrounding the Primary Service Integration Program in Indonesia throughout 2024, the inaugural year of its implementation. By examining how national news portals present, frame, and discuss the ILP policy, this research seeks to identify dominant narrative themes, understand how policy complexities are communicated to public audiences, uncover potential areas of emphasis or omission in media coverage, and assess the overall tone and framing approaches employed by online media outlets. The findings of this qualitative study will provide valuable insights for policymakers, healthcare administrators, and communication specialists seeking to optimize policy communication strategies, address potential concerns or misconceptions, and enhance public engagement with primary healthcare transformation initiatives. Understanding these media narratives is not merely an academic exercise but a practical necessity for ensuring that transformative health policies like the ILP achieve their intended impact in improving healthcare access and quality for Indonesian communities.

METHOD

This study used a qualitative analysis approach to online news portal content that aims to explain the ILP policy in Indonesia. The sample of this study is national online media news about the ILP policy published between January – June 2024. The researcher used the keyword "ILP" or “Integrasi Layanan Primer” and searched two (2) online news portals that were considered credible and active in reporting on the ILP policy in Indonesia, namely Detik.com, and TribunNews.com. The news found was then used as an object of analysis to answer research questions. MAXQDA software was also used as a data analysis tool in this study. The features used include Word Cloud and word frequency to understand the main concept. The results obtained were then discussed and used as a basis for answering research questions and producing concepts reinforced by the latest journals related to ILP.

RESULT AND DISCUSSION

The characteristics of online news portal can be seen at the table 1 below.

Table 1. Characteristics of Online News Portal

Category	N	Percentage (%)
News Platform		
Detik.com	1	16.7
	5	83.3
TribunNews.com		
Title Length		
< 10 words	2	33.3
≥ 10 words	4	66,7
Page Count		

1 page	1	16.7
2-3 pages	5	83.3

Table 1 shows the characteristics of online news portal. It can be seen that there were total 6 articles in 2 platforms. The most article is in TribunNews as the news platform with 5 articles (83.3%) and the least article is in Detik.com as the news platform with only 1 article (16.7%). The most title length was ≥ 10 words with 4 articles (66.7%) and the least title length was < 10 words with 2 articles (33.3%). The most page count is 2-3 page with 5 articles (83.3%) and the least page count is 1 page with only 1 article (16.7%).

The results of the study show that there are 10 important keywords related to "ILP Policy in Indonesia" found on national online media portals in Indonesia. The description of these keywords is illustrated in Figure 1.



Figure 1. Keyword Cloud on National Online Media

The distribution of the top 10 keywords related to "ILP Policy in Indonesia" on national online media portals is presented in Table 2 below.

Table 2. Top Keyword Percentage On National Online Media

Word	Word Length	Frequency	Percentage
kesehatan	18	63	3.94
ILP	3	40	2.50
Puskesmas	18	31	1.94
Masyarakat	10	28	1.75
Pelayanan	9	25	1.56
Layanan	7	17	1.06

Posyandu	8	15	0.94
Integrasi	9	13	0.81
Program	7	11	0.69
Primer	6	10	0.63

Based on Figure 1 and Table 2, it is known that the word "kesehatan" is the most frequently mentioned word, with a count of 63 repetitions and the least mentioned word, with a count of 10 repetitions were the word "primer".

Based on the results of research on 2 (two) national online news portals, namely Detik.com and TribunNews.com, the dominant topics or concepts relevant to the "ILP Policy in Indonesia" are presented in the following image.

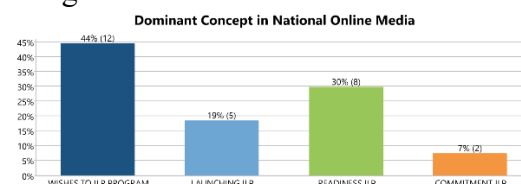


Figure 2. Dominant Concept in National Online Media

Based on figure 2, it shows that dominant concepts in national online media were wishes to ILP Program with 12 quotes (44%) and the least dominant concepts in national online media was commitment ILP with 2 quotes (7%).

Primary service integration (ILP) is an integral part of health transformation. The ILP concept focuses on three things, namely the life cycle as the focus of service integration, the expansion of health services through networks down to the sub-district and village levels, and strengthening local monitoring through health situation dashboard monitoring. The ILP targets pregnant women, women in labour, postpartum women, infants and pre-school children, school-age children and adolescents, adults and the elderly. The delivery units expected to provide primary services at the sub-district level are community health centres

(puskesmas), at the village level are health posts (pustu) and at the neighbourhood level are integrated health service posts (posyandu)(Lismayanti, L Kusumaningsih, I Sulistyani Junalia, E Handayani, S Sulidah Kurnia & Setyarini, 2025). ILP aims to bring healthcare services closer to the community through a more comprehensive and integrated approach(Wahyudi & Puspita, 2025).

Based on national online news portals, we categorized the dominant topics or concept relevant to the “ILP policy in Indonesia” are listed below:

1. Wishes to ILP Program

This research shows that dominant topics in national online media were wishes to ILP Program with 12 quotes (44%).

“...berharap dengan ILP dapat meningkatkan pelayanan masyarakat ...”
(DetikNews, Maret 2024)

“...berharap pelaksanaan ILP di Kulon progo berjalan sesuai harapan”
(TribunNews, Juni 2024)

“...berharap ILP dapat menjadi motor penggerak untuk posyandu di Kabupaten Mempawah”
(TribunNews, Juni 2024)

The dominance of "wishes" or aspirational statements (44%) as the primary narrative theme is particularly noteworthy. Quotes that contributed to wishes ILP program reflect a future-oriented, optimistic framing that emphasizes potential benefits rather than

concrete outcomes or evidence-based results. excessive reliance on aspirational rhetoric without substantive discussion of implementation challenges, resource requirements, or evidence of effectiveness may create unrealistic expectations and potentially undermine policy credibility when implementation difficulties arise (Stone, 2022).

This aspirational framing aligns with what (Entman, 2006) described as "promotional framing" in policy communication, where media coverage emphasizes the promised benefits of policies while minimizing discussion of potential challenges, costs, or trade-offs. While such framing may be appropriate during policy launch phases to build momentum and stakeholder buy-in, (Scheufelle, DA Tewksbury, 2007) argued that balanced coverage that addresses both opportunities and challenges is more likely to foster informed public discourse and realistic expectations.

2. Readiness of ILP Program

This research shows that readiness of ILP program were 8 quotes (30%).

“Kota Tidore Kepulauan tahun ini ILP akan mulai diterapkan ke tiga puskesmas, yaitu Puskesmas Ome, Puskesmas Soasio dan Puskesmas Galala”
(DetikNews, Maret 2024)

“...paling lambat enam kabupaten kota tersebut sudah melaksanakan integrasi layanan kesehatan primer” (TribunNews, Mei 2024)

“Sebanyak 21 Puskesmas di Kulon Progo kini menjadi percontohan dari program ILP ini..” (TribunNews, Juni 2024)

The second most prominent theme, "readiness of ILP program" (30%), focused on the operational aspects of policy implementation, including which health centers would participate and timelines for rollout. This coverage of implementation readiness is consistent with identified as a critical phase in policy adoption, where attention shifts from policy formulation to practical implementation concerns (Greer, 2016). The media's attention to specific health centers (Puskesmas Ome, Puskesmas Soasio, Puskesmas Galala) and pilot sites (21 Puskesmas in Kulon Progo) demonstrates an attempt to make the policy concrete and tangible for local communities. This is in line with a research conducted in Jakarta showed that fewer than half (47.4%) of the Puskesmas demonstrated readiness for ILP implementation. Significant deficiencies were identified in input domains, notably human resources and infrastructure, alongside

weaknesses in policy process components. While output indicators like service coverage and patient safety showed relative strength, disparities in access and quality persisted (Dhynianti et al., 2025).

However, the narrative focus on where and when the program would be implemented appears to lack deeper examination of implementation capacity, resource availability, healthcare workforce readiness, and potential barriers to successful integration. Successful health policy implementation requires not only administrative planning but also attention to health system capacity, provider training, community engagement, and mechanisms for addressing implementation challenges. The relative absence of these critical dimensions in media narratives suggests a gap in policy communication that could affect stakeholder preparedness and public understanding of implementation complexities (Gilson & Raphaely, 2008)

3. Launching of ILP Program

This research shows that launching ILP program were 5 quotes (19%)

“...Peluncuran ini ditandai dengan pemukulan gong oleh Pejabat Bupati Nagekeo, Raimundus Nggajo ...” (TribunNews, April 2024)

“...Peluncurannya berlangsung di Puskesmas Temon I” (TribunNews, Juni 2024)

The "launching of ILP program" theme (19%) focused primarily on ceremonial events marking the official start of the program, such as gong-striking ceremonies by local officials. While such ceremonial coverage serves important symbolic functions in signaling government commitment and marking policy milestones, that excessive focus on ceremonial events can result in "event-driven" rather than "issue-driven" media coverage, where substantive policy analysis is displaced by coverage of official ceremonies and speeches (Dorfman & Krasnow, 2014).

This pattern of ceremonial coverage reflects the termed "indexing," whereby media coverage tends to reflect official government perspectives and emphasizes official events rather than independent investigation of policy substance, stakeholder perspectives, or potential implementation challenges. For complex health system transformations like the ILP, deeper analytical coverage examining policy rationale, evidence base, implementation strategies, and stakeholder experiences would provide more valuable information to diverse audiences (Bennett, 2010).

4. Commitment of ILP Program
This research shows that the least topic were commitment of ILP program were 2 quotes (7%)

“Pelaksanaan ILP menjadi sebuah komitmen bagi pemerintah untuk memberikan pelayanan terbaik bagi masyarakat ” (TribunNews, Mei 2024)

Notably, "commitment to ILP program" represented the smallest proportion of narrative themes (7%), with only two quotes addressing government commitment to service quality. This limited emphasis on sustained institutional commitment is concerning. Policy sustainability requires not only initial political support but also ongoing institutional commitment, resource allocation, and accountability mechanisms. The sparse media attention to commitment and accountability may reflect either limited government communication about long-term support for the program or insufficient media inquiry into these critical sustainability factors (Beland, 2009).

The media narratives analyzed in this study show some alignment with these policy objectives, particularly in their attention to community health centers and integrated service delivery. However, several critical policy dimensions appear underemphasized or absent from media coverage. Specifically, the life-cycle approach—encompassing prenatal care, child

health, adolescent health, adult health, and elderly care—receives limited explicit attention in the analyzed articles. The specific target populations (pregnant women, children, adolescents, adults, elderly) and the tailored services for each life stage, which are central to the ILP concept, are not prominently featured in media narratives.

This omission is concerning because monitoring and evaluation mechanisms are essential for tracking implementation progress, identifying challenges, and ensuring accountability in health system transformations. Effective primary healthcare systems require robust information systems and monitoring mechanisms to ensure continuous quality improvement and responsive service delivery (Kruk et al., 2018).

The emphasis in media narratives on bringing services "closer to communities" It does align with the ILP's geographic expansion objectives, but the coverage appears to lack detail about how integration will function in practice, what specific services will be coordinated, and how the system will ensure continuity of care across different facilities and life stages.

CONCLUSION

This research has found the dominant topics in ILP policy coverage in Indonesia. The online media include Detik.com, and TribunNews.com. The dominant topics that emerged include wishes to ILP Program, readiness of ILP program, launching of ILP program and commitment of ILP program.

The prevalence of expectation-focused coverage suggests that during this period, online media positioned the ILP policy primarily through a lens of

anticipated outcomes and future possibilities rather than concrete implementation details or critical assessment. This finding indicates that public discourse, as mediated through these portals, was largely forward-looking and potentially optimistic about the policy's potential impact on primary service delivery in Indonesia.

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