National Media Framing of Indonesia's Accession to the Board of Peace

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Abstract

This study examines how Indonesian national media framed Indonesia's decision to join the Board of Peace (BoP) as a novel diplomatic avenue related to the Gaza issue, and why these interpretations are consequential for domestic foreign-policy communication. Using a qualitative-descriptive design, the study analyzed news texts with NVivo matrix coding queries to map evaluative orientations in coverage (positive, neutral, negative) and to trace how media narratives construct the meaning, legitimacy, and risks of the policy. The findings reveal clear cross-outlet differences. Kompas predominantly adopts a positive orientation, framing the government's move as "advocacy from within" and reaffirming continuity with Indonesia's pro-Palestinian stance. Tempo tends to be moderate and largely neutral, emphasizing careful, informative reporting on the BoP's prospects and institutional ramifications. The Jakarta Post presents a more balanced yet tension-filled pattern, juxtaposing narratives of potential influence with concerns over normative risks. Overall, the results indicate that BoP membership is not treated merely as a diplomatic event but becomes an arena of contested interpretation in the domestic public sphere. This study is urgent because such framing differences can legitimize, neutralize, or problematize the same policy move, shaping public acceptance and producing legitimacy pressures and normative constraints that condition how the policy is defended, adjusted, and sustained domestically.

INTRODUCTION

In today's international political landscape, the focus on peace and post-conflict stabilization has become increasingly important, compelling nations to articulate their diplomatic positions within multilateral forums. In this context, foreign policy serves not merely as an administrative choice but also as a significant aspect of national policy, specifically, how a nation's actions are perceived in relation to its identity, legitimacy, and the articulation of national interests within the public domain. The interpretive policy approach highlights that policy exists through the language and practices that give it meaning. Consequently, policy analysis must explore how a policy measure is justified, debated, and integrated into public understanding. This framework aligns with the notion that critical interpretive analysis can illuminate how policy acquires social significance through the interplay of language, emotion, and context (Durnová 2022).

The National media plays a crucial role in helping the public understand national policy. It highlights elements of policy reality, organizes the relationships between causes and effects, provides assessments, and guides readers toward specific recommendations and expected results. The media, through its interpretive role, goes beyond simply reporting policy decisions; it actively shapes the public's understanding of their significance. The idea of framing illustrates how the media structures and conveys reality, making a policy seem urgent, rational, and worthy of support, or alternatively, controversial and problematic. This perspective offers valuable insight into the process (Entman 2007). As a result, foreign policy, which encompasses Indonesia's participation in multilateral forums, extends beyond the state's mere actions on the global stage. It also involves how these actions are framed, understood, and validated within domestic public discourse.

In this context, Indonesia's signing of the Board of Peace Charter on January 22, 2026, stands out as a significant national policy event. This development is particularly noteworthy given that the narrative surrounding post-war stabilization and reconstruction played a vital role in the news coverage at the time (Antara News 2026). Rather than treating the policy as an outcome of textual sources, this study examines how national media construct and contest its meaning and legitimacy in domestic discourse. This policy shift is intricately linked to Indonesia's global reputation and foreign policy direction, which is frequently defined by the tenets of active and free diplomacy, multilateral cooperation, and a dedication to resolving conflicts peacefully (Susilawati, Yusuf, and Rachman 2024). However, the significance of this initiative is not inherently static. While it can be viewed as an expression of moral duty and diplomatic initiative, highlighting Indonesia's active participation in fostering global peace, it is also subject to debate regarding the consistency of its policies, the pursuit of national interests, or wider geopolitical considerations. In this context, the media serves

as an essential platform for creating, sharing, and discussing various narratives and interpretations.

Several studies on Indonesian foreign policy reporting, especially those based on Entman's model, demonstrate that news media influence public perceptions of diplomatic decisions by emphasizing specific elements, creating cause-and-effect links, and assessing the legitimacy of policies. Fadillah et al. (2022) illustrate how Kompas, Tempo, and The Jakarta Post frame US-China tensions, emphasizing Indonesia's neutral stance and linking policy changes to great power rivalry. Annisarahma and Assegaf (2024) highlight differences in how the Israel-Palestine conflict is framed in media coverage, focusing on moral judgments and suggested solutions. These findings highlight the importance of framing in understanding foreign policy within domestic discussions. However, there is still a lack of studies examining how Indonesia's decision to join the Board of Peace was portrayed by the national media. This article employs VOSviewer-based bibliometric mapping as a literature-positioning tool to situate the research gap, not as the primary dataset for the media framing analysis; the primary empirical material consists of national media texts. The mapping results show several key thematic clusters in studies of Indonesia's foreign policy framing, but explicit mentions of the "Board of Peace" are limited. This highlights the need to explore how this policy's meaning is shaped in national media discourse (see Figure 1).
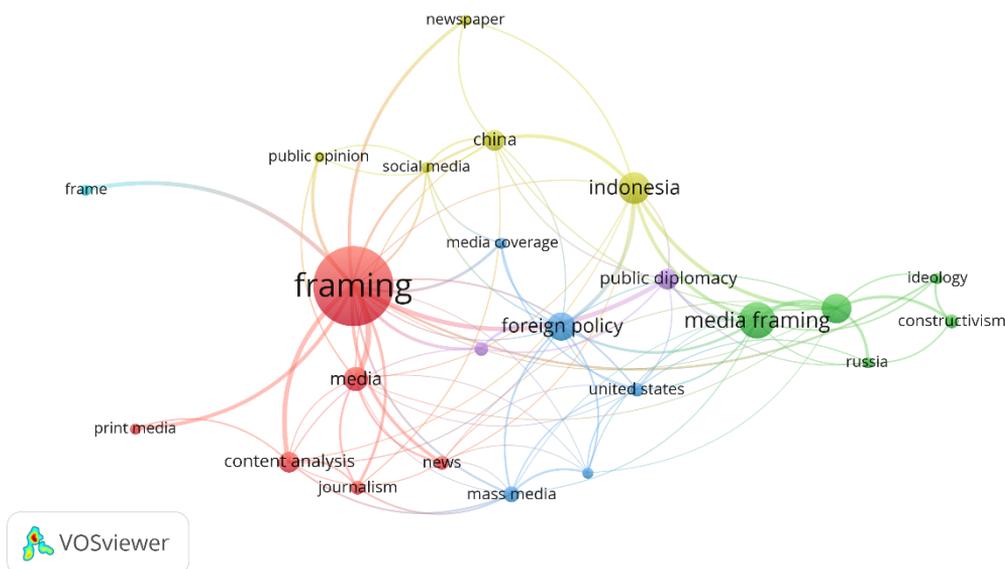

Figure 1. VOSviewer Bibliometric Map: Media Framing and Indonesian Foreign Policy

Based on this gap, this study focuses on the construction of the meaning of Indonesia's policy to join the Board of Peace as represented in the national media. The research question is: "How does the Indonesian national media frame Indonesia's decision to join the Board of Peace?" To answer this question, the main analysis relies on media texts as primary data, namely 75 news articles from Kompas, Tempo, and The Jakarta Post, which were coded qualitatively using NVivo 15 to identify framing patterns and evaluative tendencies in reporting (positive, neutral, and negative) as dimensions of assessment in framing, rather than as automatic sentiment measurement. In the meantime, pertinent literature and conceptual frameworks serve as secondary data to inform the analysis categories and enhance the rigor of interpretation. This study seeks to illuminate how legitimacy, rationalization, and policy implications are shaped within media narratives. It also aims to highlight the differing portrayals of Indonesia as a peace actor in the context of national policy discussions within mainstream media.

METHODOLOGY

This study uses a descriptive qualitative approach combined with Entman's framing discourse analysis to describe how the media frames Indonesia's decision to join the Board of Peace (Entman 2007), This is also linked to the categories of positive, negative, and neutral sentiments, analyzed using the NVivo 15 Plus application. In the first stage, the author searched for a corpus of news articles from Kompas, Tempo, and The Jakarta Post, collecting 25 articles from each publication. All articles were imported into Nvivo 15 Plus, and a coding scheme was developed that explicitly linked the four dimensions of Entman's framing model with the categories of positive, negative, and neutral sentiment. In the next stage, statements that highlighted BOP as a historic opportunity were placed in a combination of positive frames and sentiments, while statements that highlighted the risk of co-optation or were related to institutional design were coded as negative sentiments, and descriptive explanations without explicit assessments were coded as neutral. This coding was carried out using the NVivo application, so that each piece of text could be tracked in terms of framing dimensions and positive-negative-neutral categories, which were then processed using a feature-matrix coding model to map patterns of differences in framing and tone in media coverage. In the final stage, the researchers qualitatively reviewed these patterns to interpret the political and normative implications of the combination of framing and sentiment, ensuring that the results were not based solely on positive, negative, and neutral categories, but also on discourse analysis consistent with the theoretical framework and research questions.

RESULT AND DISCUSSION

National media framing related to Indonesia joining the Board of Peace (BOP)

This segment of the results highlights Indonesia's choice to join the Board of Peace (BoP) as a significant national policy issue worthy of examination. Its significance extends beyond formal decisions, encompassing how they are interpreted, evaluated, and validated in the public domain. In this context, the framing analysis does not aim to assert that media coverage was the direct factor influencing the BoP decision. This research aims to explore how the national media has shaped, supported, or challenged the understanding and legitimacy of the decision. It does so by emphasizing various issues, examining cause-and-effect relationships, and providing evaluative assessments. The national media serves as a platform for expressing and debating diverse opinions, shaping, how policies are interpreted. By comparing different media outlets, we can observe how the BoP is discussed and assessed, which is important for understanding the dynamics of policy communication and the public's acceptance of Indonesia's diplomatic actions.

The findings from NVivo 15 coding using matrix coding queries reveal notable variations in evaluative tendencies (negative, neutral, positive) across the three media outlets analyzed. In The Jakarta Post, positive coverage is the largest category at 45.69%, followed by neutral at 28.15% and negative at 26.16%. Word-frequency results further highlight recurring terms such as "peace," "Prabowo," "Indonesia," and "Trump," alongside references to institutional entities like "council" and conflict-related contexts such as "Gaza." Taken together, these patterns suggest that The Jakarta Post foregrounds diplomatic themes, prominent political figures, and institutional references in its reporting on Indonesia's decision to join the Board of Peace (BoP).

Figure 2. World Cloud from The Jakarta Post

This pattern contrasts with Tempo, which shows the highest neutral evaluative tendency at 48.37%, followed by positive at 30.65% and negative at 20.98%. This indicates a reporting style that is more focused on being informative and explanatory than on being judgmental. In Tempo (refer to Figure 3), the prominence of terms such as "peace," "Indonesia," "world," "Gaza," "Palestine," along with mentions of entities like 'America' and "Prabowo," suggests an emphasis on foreign policy narratives and Indonesia's role in the conflict. This observation aligns with the prevailing neutral evaluative tendency reflected in the matrix.

Figure 3. World Cloud from Tempo
Source: News from Tempo processed using the NVivo application

The compass shows a dominant positive evaluative tendency of 63.15%, followed by a negative tendency of 21.86% and a neutral tendency of 14.99%. The word cloud highlights a number of frequently appearing terms such as "peace," "Indonesia," "Prabowo," and "Trump," accompanied by contextual terms such as "Gaza," "Palestine," "global," "president," and institutional references such as "council," "support," "board," and "international countries." Descriptively, this combination of terms shows that Kompas's reporting emphasizes the theme of peace, Indonesia's position in global conflict issues, and the dimensions of international actors and institutions in its coverage of Indonesia's decision to join the BoP.

Figure 4. Word Cloud from Kompas
Source: News from Kompas processed using the NVivo application

The establishment of the Board of Peace (BoP) as a new international body to oversee post-conflict transition, stabilization, and reconstruction in Gaza marks the emergence of an increasingly fragmented peace governance architecture outside the conventional UN framework. The BoP emerged as a component of the Comprehensive Plan to End the Gaza Conflict, known as the 20-Point Roadmap. This initiative received backing from the UN Security Council via Resolution 2803 in 2025, thereby establishing a formal connection with existing multilateral mechanisms while also maintaining its distinct presence alongside them (Southey 2025). The official mandate of the BoP includes overseeing the implementation of the ceasefire, maintaining security and stability, and ensuring that the reconstruction and restoration of civil governance in Gaza are carried out in accordancewith international law. This configuration transforms the BoP into more than a mere consultative forum; it establishes it as a new institution wielding considerable authority during the post-war phase in one of the critical regions affected by the ongoing crisis in the contemporary Middle East.

The BoP was established under the leadership of US President Donald Trump, who positioned the Chair—currently occupied by him—as the focal point for decision-making. This includes overseeing the agenda, creating subsidiary bodies, and defining the executive board's mandate. The membership of the BoP includes countries personally invited by the Chair and represented at the level of heads of state or government. This underscores its character as a distinguished group of nations with a

unique responsibility towards Gaza (Sidlo 2026). Analysis of the policy indicates that the BoP charter prohibits reservations, meaning that participation is a binary choice for member states, with no partial opt-out option (Southey 2025). Conversely, the framework of Resolution 2803 connects the BoP to the establishment of the National Committee for the Administration of Gaza (NCAG) and grants the authority to deploy an International Stabilization Force, thereby broadening the political and security implications of state participation in this matter.

Several observers of international relations perceive the Board of Peace (BoP) as a multilateral tool; however, it may inadvertently establish a parallel structure that centralizes authority in a single dominant actor, thereby undermining the legitimacy of the UN-centered multilateral framework (Carol 2026). The European Union Institute for Security Studies notes that the BoP, rather than serving solely to implement UN Security Council resolutions, may risk becoming an alternative to the UN's role altogether. Another article in Just International situates the BoP within the context of trusteeship politics in Gaza, emphasizing enduring tensions between sovereignty and external management, humanitarian aid and justice, short-term stabilization and the right to self-determination. In terms of practical policy, several analysts caution that the BoP risks turning into a multi-billion-dollar reconstruction effort that may falter without strong political backing, local agreement, and guaranteed humanitarian access.

In a global governance landscape increasingly marked by complexity and institutional overlap, the Indonesian government chose to join the Board of Peace (BoP) and framed the decision as an affirmation of its long-term commitment to peace in Palestine (Eilstrup-Sangiovanni and Westerwinter 2022). In a recent statement, Foreign Minister Sugiono highlighted that President Prabowo's signing of the BoP Charter in Davos is seen as a continuation of ongoing conversations among various nations, especially those with significant Muslim populations, aimed at seeking a more holistic approach to addressing the Gaza crisis (Setkab 2026). This narrative also frames the BoP as a means to encourage greater operational engagement by the international community, particularly in post-conflict stabilization and rehabilitation efforts, aligning with contemporary trends in cross-sectoral governance through the humanitarian-development-peace nexus (Baroncelli 2024). Indonesia's decision can be seen as a way of shaping its foreign policy: connecting new institutional arrangements with the country's foundational principles, especially anti-colonialism and humanitarian justice outlined in the Preamble to the 1945 Constitution, to enhance the legitimacy and coherence of Indonesia's stance on the Palestinian issue.

The government provided a clearer explanation of how the BoP mandate aligns with Indonesia's interests. The official statement describes the BoP as an international mechanism that plays a crucial role in overseeing the post-conflict transition phase. This includes monitoring the civil administration process, ensuring security stabilization, coordinating the reconstruction of Gaza, and the broader restoration of

civil governance (UK Parliament 2026). The statement from the State Secretariat highlights that the creation of the BoP is meant to monitor the transition, stabilization, and reconstruction efforts in accordance with international legal standards. Furthermore, Indonesia's involvement focuses on ensuring these efforts align with the two-state solution (UN Security Council 2025). In this context, President Prabowo described the BoP as a "historic opportunity" for peace in Gaza and emphasized Indonesia's willingness to actively engage in the forum. Consequently, the story put forth by the government, which can subsequently be echoed or discussed by the national media, frames Indonesia's involvement as a demonstration of the agency of a middle power state aiming to shape the course of post-conflict governance in a way that is viewed as more equitable for Palestine (Süsler and Alden 2025).

This analysis draws upon the study's primary empirical material: 75 national media texts coded in NVivo 15. The data address the research question by revealing consistent framing patterns: the media characterizes the BoP as an alternative diplomatic forum (issue definition), links its emergence to UN Security Council stalemate and geopolitical fragmentation (causal interpretation), evaluates the BoP through the lenses of soft power and humanitarian justice (moral evaluation/legitimacy), and frames expected roles such as ceasefire diplomacy and humanitarian aid corridors (treatment recommendation). These patterns, identified through coding and cross-outlet comparison, constitute the empirical basis for explaining how Indonesian national media frame Indonesia's decision to participate in the BoP.

Nonetheless, several global policy commentaries provide a useful backdrop for understanding why certain aspects of the BoP may become salient in public debate. For example, analyses note concerns about the concentration of authority in the Chair's agenda-setting and decision-making role (Sidlo 2026), as well as potential financial and security commitments associated with participation, including the prospect of an International Stabilization Force (Carol 2026). Other commentaries question the operational clarity of Washington's BoP vision for Gaza, casting doubt on implementation and reconstruction outcomes. In this study, such concerns are not treated as determinants of Indonesia's policy choice; rather, they help contextualize the kinds of reputational, legitimacy, and risk considerations that may be emphasized or downplayed across Indonesian media frames when narrating Indonesia's decision to join the BoP.

In this context, Indonesia's participation in the BoP can be seen to further adapt its foreign policy. It reflects an effort to broaden diplomatic avenues and tools via new institutional frameworks, all while maintaining its longstanding objectives concerning Palestine t reflects an effort to broaden diplomatic avenues and tools through new institutional frameworks, while maintaining its longstanding objectives regarding

Palestine (Wikman 2024). The government clearly connects Indonesia's involvement in the BoP with the goal of supporting the ongoing transition in Gaza towards a two-state solution and the acknowledgment of Palestinian sovereignty. This forum is intended to serve as a platform for advocacy and oversight of implementation, rather than a mere redefinition of principles. Nonetheless, several analysts point out that the BoP draft, which consolidates power in the Chair and establishes a parallel structure, may undermine multilateral legitimacy. This situation introduces a level of normative ambiguity that can be interpreted as echoing the principles of trusteeship or transitional governance, lacking a solid foundation in Palestinian representation. In this situation, Indonesia's choice highlights the ongoing struggle between the necessity of participating in decision-making to secure access and influence and the potential danger of being absorbed into a governance framework that conflicts with Indonesia's foreign policy identity, which prioritizes anti-colonialism and the right to self-determination. This tension underscores the significance of examining Indonesia's accession to the BoP within the National Media Framing study. It provides an opportunity to evaluate whether the media reinforces the rationale of "advocacy from within" or brings to light the issues surrounding the legitimacy and normative compatibility of this new institutional setup.

On the other hand, critical discussions surrounding trusteeship and intervention in Gaza highlight that stabilization strategies lacking political legitimacy and local backing may exacerbate governance issues rather than address them. Viewed from this angle, the BoP may reflect external management approaches in conflict areas—especially if the processes of post-war reconstruction and political restructuring occur without genuine involvement of Palestinian voices. In Indonesia, where foreign policy is publicly centered on self-determination and adherence to international law, these concerns highlight a potential conflict of principles. This tension can be mitigated if the Balance of Power is approached in a manner that emphasizes local political legitimacy and representation. This study explores the tension as a lens to analyze whether Indonesian media narratives prioritize concerns of legitimacy and representation, or if they highlight a "advocacy from within" rationale. This approach sheds light on how Indonesia's BoP decision is presented within the domestic public sphere.

Currently, the understanding of Indonesia's role in the BoP largely relies on official government statements, mainstream media narratives, and brief policy analyses. However, there is a noticeable absence of in-depth studies that specifically examine the BoP as a case study. Previous studies have primarily addressed Indonesia's diplomatic approach to Gaza in broad terms, lacking a direct connection to the new institutional framework introduced by the BoP (Sellita 2026). Conversely, discussions in international literature on the BoP often focus on institutional design and its effects on global governance, while overlooking the unique dynamics of Global South nations such us Indonesia within this framework (Setiawati 2024). This gap highlights the need

for research that connects Indonesia's entry into the BoP with discussions of middle powers, the dynamics of international institutions, and ongoing debates over trusteeship and sovereignty.

A detailed analysis of Indonesia's accession to the BoP enables for an evaluation of how Indonesia balances its normative pro-Palestinian identity with its practical institutional involvement in a progressively fragmented international landscape. Indonesia's involvement can be seen as a strategic effort by a middle power to broaden its policy options within a competitive new forum, rather than merely adhering to the preferences of more powerful nations. Simultaneously, this kind of engagement poses reputational and normative challenges, especially if the BoP is perceived as failing to fulfill its responsibilities regarding civilian protection, fair reconstruction, and the Palestinian right to self-determination. The tension between potential influence and normative vulnerability is evident in the patterns of media evaluation across different outlets, as reflected in the coding results: Kompas exhibits the highest positive orientation at 63.15%, while Tempo maintains a neutral stance at 48.37%. The Jakarta Post presents a more balanced distribution, with 45.69% positive, 28.15% neutral, and 26.16% negative orientation. When considered collectively, these variations indicate that Indonesia's BoP membership is portrayed in media discourse not simply as a diplomatic occurrence, but as a space for constructing meaning. Different outlets emphasize various factors, such as access and influence, in contrast to legitimacy and risk, thereby shaping public understanding and perceived legitimacy of the policy within domestic discussions.

CONCLUSION

This study examines how the Indonesian national media framed Indonesia's decision to join the Board of Peace (BoP) and how this framing shaped the domestic meaning of this diplomatic move. By combining Entman's framing model with qualitative coding in NVivo, this research design enables a systematic analysis of how problem formulation, causal attributes, oral assessments, and policy recommendations are positioned in relation to the BoP accession decision across various media outlets. In other words, this method helps translate a broad corpus of texts into interpretable patterns of emphasis and omission, revealing when the BoP is narrated as an opportunity, questioned as a risk, or deliberately left in a zone of ambiguity. Through this process, the conclusion that the media does not merely reflect policy but also plays an active role in building policy legitimacy can be traced back to the stages of analysis undertaken, rather than simply emerging as an intuitive leap.

Based on these patterns, this interpretive framing approach leads to one substantive conclusion: Indonesia's accession to the BoP is communicated domestically not as a single, stable foreign policy line. Rather, it is framed as an arena for ongoing

negotiation between pragmatic diplomatic opportunities and normative vulnerabilities. Among the three media outlets, the combination of framing and evaluative tendencies shows that Indonesia can simultaneously appear as a consistent defender of Palestine, a calculating institutional actor, and a country whose credibility depends on the extent to which the protection of civilians, fair reconstruction, and respect for Palestine's right to self-determination are perceived to be genuinely prioritized in the BoP architecture. When placed within the literature on foreign policy and complex peace governance, these findings suggest that media framing becomes a crucial arena where trade-offs between "internal" influence and the risk of co-optation are made visible, debated, or obscured. This study not only presents an empirical description of media narratives about the BoP but also offers a methodological pattern for examining how foreign policy decisions are stabilized or destabilized discursively in the national public sphere.

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