

Hegemony and authority in health: The World Health Organization in Indonesian online news coverage on the COVID-19 pandemic

Liesna Andriany^{1*}, Heni Subagiharti², Diah Syafitri Handayani³, and Annim Hasibuan⁴

¹Indonesian Language and Literature Education study Program, Universitas Islam Sumatera Utara, Jalan SM Raja Teladan Medan, Indonesia

²Departement of English Education, Universitas Asahan, Jalan Jend. Ahmad Yani. Kisaran, Indonesia

³Departement of English Education, Universitas Islam Labuhan Batu Sumatera Utara, Jalan H.M. Yunus No 09 Padang Bulan Rantau Prapat, Indonesia

⁴Japanese Language Study Program, Universitas Sumatera Utara, Jalan Universitas Medan, Indonesia

ABSTRACT

The idea of hegemony and authority in language practice does exist in the development of linguistics and critical discourse studies. It attracts great attention at any time, moreover during times of crisis, such as the COVID-19 Pandemic. This study uncovers the realization of the hegemony and authority of the World Health Organization (WHO) in the coverage of the COVID-19 Pandemic by online Indonesian media. More specifically, the focus is on the representation of the hegemony and authority of the WHO and their linguistic realization in Indonesian news discourse. The study used van Dijk's framework of Critical Discourse Studies to examine five news reports from five Indonesian media related to the WHO stance and standards in the handling of the COVID-19 Pandemic. The study employed van Dijk's macrostructure analysis to uncover the surface of the news, and Halliday's transitivity as the microstructure analysis. Overall, the study found that the online Indonesian media coverage of the COVID-19 Pandemic automatically reinforced and maintained the power and authority of the WHO. On the one hand, this fact is beneficial for the readers since they will receive coverage from reputable sources. On the other hand, there is a potential that the WHO's power and authority can be misused to enhance some parties' interests, for instance, in promoting one's vaccine brand.

Keywords: Critical Discourse Analysis; hegemony and authority; Systemic Functional Analysis; World Health Organization

First Received:

21 March 2023

Revised:

30 April 2023

Accepted:

8 May 2023

Final Proof Received:

27 May 2023

Published:

31 May 2023

How to cite (in APA style):

Andriany, L., Subagiharti, H., Handayani, D. S., & Hasibuan, A. (2023). Hegemony and authority in health: The World Health Organization in Indonesian online news coverage on the COVID-19 pandemic. *Indonesian Journal of Applied Linguistics*, 13(1), 72-83. <https://doi.org/10.17509/ijal.v13i1.58261>

INTRODUCTION

It is interesting that, among the diverse views on language, Chomsky et al. (2015), Van Dijk (2013), Fairclough (2013), and Widdowson (2021) have a high degree of similarity in formulating the correlation between the concept of hegemony and language realization. Some experts view hegemony

as the factor that creates domination in relations. The concept of domination is not necessarily through coercion or force but is also realized through the processes of consent and naturalization. Further, Chouliaraki and Fairclough (2021) even provide an explanation by examining the impact of hegemony in relations.

* Corresponding Author
Email: dr.liesna.andriany@gmail.com

The concept of hegemony and authority is never separated from the major development of critical discourse studies and linguistics in general. Van Dijk (1998) and Kelsey (2019) admit the influential role of media in creating or shifting people's consent. Fairclough (2013) highlighted the idea of hegemony to describe the practice. Chouliaraki and Fairclough (2010) attempted to articulate this concept by examining the impact of hegemony in relations. According to their view, hegemony creates domination in relations, not through coercion or force, but it succeeds through the process of naturalization and consent. At this point, language functions as a medium to preserve the domination that is called hegemony in today's term (Sabrina et al., 2021, p. 56; Zheni, 2020, p. 219).

In practice, current developments in discourse studies confirm some expositions related to the performance of hegemony and authority in the text (see Zhou & Qin, 2020). Lucero and Avelar (2023) studied the assumptions on racial identity in a critical professional development course and how it correlates to the white's hegemony. Previously, Mendes et al. (2022) revealed a framework to assess the institutionalization of nature using critical discourse analysis. It explains how authority may affect turn into hegemony in certain fields. Yan (2022), Ofori-Parku and Koomson (2023), and Smith (2023) also cover hegemonic discourse in their studies. They all show that the ideas about hegemony are still relevant in recent discourse study development.

Specifically, the development is still growing, including during the COVID-19 Pandemic. Some issues related to the pandemic have brought the discourse studies to take the related issues as the coverage. For instance, Katiambo and Ochoti (2022) observed a newspaper's coverage of government interventions during the Pandemic. They have lighted the discourse studies in terms of the way a government may affect news coverage. On the other hand, Yu (2022) tried to cover the resistance of the Chinese government to foreign hostility in the news during the COVID-19 crisis. The work has provided how a discourse was developed to counter the hegemony of foreign parties in a country.

The COVID-19 Pandemic has indeed changed many people's ways of life. The pandemic has also brought significant impacts on discourse studies (cf. Alkhresh, 2020; Joharry & Turiman, 2020), considering there are many parties around the world in the efforts to tackle the pandemic-related issues, either locally or globally. This study is intended to take a place in the broadening discourse by proposing an observation of the Pandemic development in its relation to the hegemony and authority of the most important party, the World Health Organization (WHO), in Indonesian local discourse.

This study was inspired by Yan's (2022) question: Mass media are expected to be independent and neutral. Thus, can they confront unequal circumstances or, instead, become a key participant in the inequality? The question is important because, essentially, it is the main issue in discourse studies. This study is generated from the premise that the WHO, as the 'highest' world authority in health, will be represented with hegemony in the news of the COVID-19 Pandemic. Therefore, there are two objectives of the study: (1) to describe the representation of the WHO as the health authority in the selected news reports and (2) to reveal the signification in terms of hegemony and authority.

This study was conducted based on theories of discourse and hegemony that are related to the authority of parties in discourse. Discourse is a part of knowledge and expressions of power relations that "systematically form the object of what they speak" (Foucault, 1977, p. 49). Based on this idea, some theorists have confirmed the ways and methods of studying and analyzing discourse. This study will base the idea of discourse on the Critical Discourse Analysis (CDA) tradition. In the CDA perspective, the idea of discourse is closely related to the realization of authority and hegemony as well as how is power exercised through language (Fairclough, 2001; Wodak, 2000).

Language, from the perspective of Fairclough (2001) and van Dijk (1998), is a tool. In this case, CDA views language as a tool to legitimize power; and the fruit of the legitimacy of the power is domination (van Dijk, 2014). Eternal dominance will lead to hegemony. At this point, there is an automation that continues to legalize parties who hold the power. In the context of media reporting, journalists have been automated to preserve hegemony, either consciously or subconsciously (van Dijk, 2014).

In the context of this study, Indonesian journalists may have automatically affirmed the WHO's hegemony as the holder of the health authority. On the other hand, there are concerns that the WHO was just doing its job of solving the global pandemic, so it needed to appear to be authoritative (cf. Gao & Zhang, 2021; Hafner & Sun, 2021). However, the task of CDA is to reveal social wrongs. Based on the CDA perspective, their news production will contain features affirming the WHO's hegemony (cf. Al Khazraji, 2018). Thus, the focus of the study is to reveal the features and to interpret them critically. Previously, there have been many discourse studies on the COVID-19 Pandemic and the WHO. For instance, Yu et al. (2021) conducted a comparison of news reports on the COVID-19 pandemic in China and the UK; and Risnawaty et al. (2022) on the texts of the World Health Organization's COVID-19 pandemic guidance. Many other perspectives also have been

used to analyze and interpret media coverage of the COVID-19 Pandemic and the WHO. This study tried to be different in placing the context of the study and the perspective. It focused on the WHO as the ‘highest authority in worldwide health management.’

METHOD

Data collection

In this study, five media reports published in Indonesia on January 2022 that discuss the COVID-19 pandemic were examined. The search was conducted in early 2022. It did not result in any newer articles, indicating that the Indonesians’ interest in this topic had somewhat declined. The news articles were traced using two procedures. Most were detected through a Google search using keyword combinations of *the WHO*, *COVID-19*,

vaccine, *pandemic*, *etc.* The results were purposively filtered manually to select only reports made by the five most notable media. They are Antara.com, CNBC Indonesia, Detik.com, Kompas.com, and Mediaindonesia.com.

Sampling

This study uses purposive sampling (Campbell et al., 2020; Gill, 2020). Purposive sampling in this study is based on the main characteristics of the population that has similarities (Bakkalbasioglu, 2020, p. 688). In other words, this study only used samples that fulfilled the criteria. The population of this study is all news texts that contain the WHO as a source of news or quotations in the news published in January 2022. In January 2022, the public focus has begun to decline; and nearly 60% of Indonesia’s population has received a vaccine.

Table 1

The Texts as the Data of Study

Num.	Media	Title	Date
1	Antara.com	<i>the WHO imbau penggunaan vaksin Pfizer untuk anak 5-11 tahun diperluas</i> [the WHO calls for the use of the Pfizer vaccine for children 5-11 years to be expanded]	Januari 22, 2022
2	CNBC Indonesia	<i>the WHO Beri Warning Covid Lagi, Ada Bahaya Varian Baru?</i> [the WHO Gives Another Covid Warning, Is There a Danger of a New Variant?]	January 26, 2022
3	Detik.com	<i>the WHO Ingatkan Terus-terusan Suntik Vaksin Booster Tidak Bisa Hentikan Pandemi</i> [the WHO Reminds Continuously Booster Vaccine Injections Cannot Stop the Pandemic]	January 7, 2022
4	Kompas.com	<i>Positivity Rate COVID-19 Indonesia Sudah Melebihi Standar the WHO</i> [Indonesia’s COVID-19 Positivity Rate Has Exceeded the WHO Standards]	January 31, 2022
5	Mediaindonesia.com	<i>Kemendes Terbitkan Sertifikat Vaksinasi Internasional sesuai Standar the WHO</i> [Ministry of Health Issues International Vaccination Certificates according to the WHO Standards]	January 28, 2022

The time span is chosen intentionally (purposively) because of the expectation of data validity. The five media are the most accessed media in Indonesia that month. The selected sample texts enable generalizations to meet the requirements of representation (Campbell et al., 2020, p. 653). The sample does not cover Indonesian smaller or local news outlets. Google search engines do not prompt them in the same way as more prominent outlets. Therefore, this study does not claim to be purely representative. However, what the data sample captures is massively accessed during the time span.

Procedure

Since this study focuses on the WHO entities, both in its capacity as an organization and individuals who represent it, all analysis spots are aimed at the WHO’s macro and micro roles. This study uses the framework of van Dijk for critical discourse analysis (van Dijk 1998; 2008; 2017). The principles and procedures for data analysis are determined by the

main objectives of the research, namely how News Outlets in Indonesia also confirm the WHO Hegemony and Authority. In line with the idea of Van Dijk, this study classifies the forms of expression as a feature of the nature of the language that can be observed, among others, in macrostructures, which use macro-rule concepts, and microstructures, which in its realization use systemic functional linguistics from Halliday and Matthijsen (2004), namely the analysis of transitivity and thematization/topicalization.

In the analyzes, simple quantitative procedures were also used to detect tendencies in texts. The results of calculations, which are certainly not the main findings, will then be interpreted by combining them with other relevant findings based on the principles of critical discourse analysis of the Van Dijk.

FINDINGS AND DISCUSSION

Table 2 provides a breakdown of the findings from this study on the five texts analyzed. The study found that the entire text comprised 45 sentences, with 36 of those being complex or compound sentences and the remaining nine being simple sentences. It's important to note that in this study, the term compound sentences is equivalent to the

term clause complex, which is a typical systemic functional linguistic terminology. Similarly, the term simple sentence is used simultaneously with Clause Simplex. These findings were determined using a systemic functional linguistic scheme from Halliday (2004) at the level of microstructure analysis.

Table 2
Number of Sentences in Texts

Text Code	Complex Sentence (Clause Complex)	Simple Sentence (Clause Simplex)	Total
#1	5	1	6
#2	9	2	11
#3	7	2	9
#4	8	3	11
#5	7	1	8

Data in the table above provides a general picture of other analysis results. Deeper text analysis in all sentences in all five texts is carried out in harmony with Van Dijk's (2017) text analysis framework. Macrostructure gives the meaning of the text that can be understood by examining the topic in the text in general. On the other hand, the microstructure describes the meaning of discourse that can be tested by analyzing each sentence in detail.

Macrostructure analysis with macro-rule elimination

Elaboration in this section will begin by presenting macro proposition (M-1) data directly related to the WHO representation in the news text. In other words, in line with the purpose of macro analysis to bring up global topics or themes (Van Dijk, 2009), the table below shows the number of macro propositions that place the WHO as a global theme or topic of news texts.

Table 3
M-1 findings with the WHO as a topic

Text Code	M-1	M-1 with the WHO as the Global Topic	
		Number	%
#1	6	3	50.00
#2	11	7	63.64
#3	9	6	66.67
#4	11	7	63.64
#5	8	5	62.50
TOTAL	45	28	62.22

From the data presented in the table above, it is clear that the position of the WHO as a global topic in the first-level macro proposition is very dominant. It is quantified as a global topic of 50% or more in almost all the texts. This suggests that the narrative of each text revolves around the actions or statements made by WHO concerning the pandemic. However, it is interesting to note that in some texts, WHO is not actually the main news source. This is evident from the data presented in texts #4 and #5.

In line with one of the research objectives to examine how the authoritative role of the WHO, macro proposition analysis at the first level is

carried out by applying macro rules to texts to uncover macro structures that contain these representations. Three macro rules are used in finding out the macrostructure of the text, namely deletion, generalization, and construction (Van Dijk 1988, p.10).

The Deletion Rule deletes micro propositions/details that are not relevant to the construction of the topic/theme of discourse or text coherence and the order of ideas. The idea shows how the WHO is represented. The following is one example of a macro proposition with the Deletion of the WHO as a global topic.

Example 1

Microproposition	: <i>Organisasi Kesehatan Dunia (the WHO) mengatakan varian virus</i> Organization Health World the WHO says variant virus
	<i>corona selanjutnya diprediksi akan lebih menular</i> corona next (is) predicted will more infectious
	<i>dibandingkan varian Omicron saat ini.</i> compared variant Omicrin time this
	[The World Health Organization (the WHO) says that the next variant of corona virus will be more infectious compared to Omicron now]
M-1	: <i>the WHO mengatakan varian corona berikutnya akan lebih menular.</i> the WHO says variant virus nect will more infectious.
	[the WHO says that next variant will be more infectious]
Text #2	

In example 1 above, M-1 is generated from the process of deletion with a Strong Deletion character because the information deleted to produce M-1 is information that is relevant to the event. Deletion is done purely without any other process in generating

process to M-1. The example has shown the importance of the WHO as a global topic, so Deletion still makes it exist. The opposite happens in Example 2 below.

Example 2

Microproposition	: <i>Menteri Koordinator Bidang Kemaritiman dan Investasi</i> minister coordinator field maritime and investment
	<i>Luhut Binsar Pandjaitan mengatakan, saat ini positivity rate</i> Luhut Binsar Pandjaitan say time this positivity rate
	<i>COVID-19 di Indonesia telah melebihi standar</i> COVID-19 in Indonesia has/have exceed standard
	<i>badan kesehatan dunia (the WHO) sebesar 5 persen.</i> Organization health world the WHO as big as 5 percent
	[Coordinating Minister for Maritime Affairs and Investment Luhut Binsar Pandjaitan said, currently the positivity rate of COVID-19 in Indonesia has exceeded 5 percent from the standards of world health agency (the WHO).]
M-1	: <i>the WHO mengatakan varian corona berikutnya akan lebih menular.</i> the WHO says variant virus nect will more infectious.
	[the WHO says that next variant will be more infectious]
Text #4	

In example 2, the WHO is a part of the deleted micro proposition because the topic in the sentence is the Coordinating Minister for Maritime Affairs and Investment. However, its position is classified as strong deletion because the WHO occupies an important function in the proposition. Despite the topic, context is important for interpreting a sentence (Cante, 2022, p. 2354). At this point, there is a difference in the role and function of the WHO in two kinds of propositions. In example 1, as the main topic in sentences, the WHO has authoritative functions as a body that deals with health problems. On the other hand, in example 2, the WHO is part of

the relevant proposition even though it is not the topic of the sentences. From the sentence structure, it appears that the WHO is 'borrowed' to legitimize the statements made by the representative of the Indonesian government.

General facts from the two examples above represent a general picture of the findings. The WHO, as the main party, is an important part of the narrative of each text. Thus, quantifying other parties that occupy only one-third of the global topic does not affect the WHO's position.

In this macro structure analysis, at least two points can be put forward. First, in macro

proposition analysis, a macrostructure can show the global text topic overall, which is actually, namely the WHO, marked by the dominant representation of the WHO as a global topic on almost all to reach 62.22% of the whole macro proposition. Examples 1 and 2 also prove this. Second, the narrative of events in all news texts starts from the idea of the WHO's authoritative role as world policymakers in the health sector. Example 2 Strengthening this idea, where an influential minister also borrowed the authoritative role of the WHO to strengthen the argument.

Analysis of macrostructure, overall, has provided an initial insight into the WHO hegemony in the health sector. The WHO is represented as an anchor in the narrative of events in news texts. Therefore, the analysis of the WHO representation in macrostructures can be said to achieve conclusions about the dominance of the WHO roles. The general meaning of the WHO representation in the analysis of macrostructure is in one word: dominant.

In this case, to further emphasize the analysis of macrostructure, the WHO representation cannot be said to be balanced or unbalanced with other parties involved in the storytelling. It cannot be said also that there are positive or negative images in the texts. Analysis of macrostructure can be limited to (1) the WHO authority dominance as a world body in the health sector; (2) the WHO representation buildings with in detail information as possible to provide the basics of justification for the WHO hegemony; (3) news outlets have tried to provide complete information through micro propositions that contain detailed facts; (4) the WHO is a general theme of storytelling with its dominance as a global topic; and (5) The narrative flow of events in the copy of the court decision follows the WHO authority in the health sector. Analysis of the Micro Text Structure can elaborate further on the WHO

representation in more detail and explore it at a more specific text level.

Microstructure analysis with Systemic-Functional Linguistics

Van Dijk (2009) argues that microstructure is the meaning of discourse that can be tested by analyzing complex sentences and using paraphrases. In this section, the WHO representation was examined through an explanation of the local meaning of the containment in the text through the choice of words, sentences, and language styles used by a text as a microstructure (cf. Van Dijk 2009, p. 84). Van Dijk (1998, 2009, & 2016) did not provide detailed guidelines on how the analysis of microstructures was carried out. What Van Dijk explained (2016) is that any analysis that can break down or explain the text at the micro level can be accepted within the framework of his analysis. To see the WHO representation in a microstructure, this study has completed two types of analysis to unravel the WHO roles in texts: Analysis of themes and transitivity.

Thematization/topicalization

In studying the position of the WHO from the perspective of theme analysis, this study moved from the idea of Halliday (1985). In other words, in this section, the WHO is the anchor or speed point. In addition, a given theme and topic has an important role as an element that starts information in all clauses (Van Dijk 2009, pp. 68-69). Theme structures of the WHO's authoritative role are the core of this study. Example 2 has shown that Text #4 supports the minister. It attempted to propose the idea about the high level of the COVID-19 infections on the readers through the process of thematization. He uses the expressions like *positivity rate* and the WHO to build the public consciousness that his statement was valid. A similar happens in the following example.

Example 3

Panel penasihat Organisasi Kesehatan Dunia (the WHO)

pada Jumat (21/1) mengimbau agar penggunaan dosis rendah vaksin COVID-19 Pfizer/BioNTech untuk anak berusia 5-11 tahun diperluas.

	TOPICAL		RHEME		
	THEME				
Panel	penasihat	Organisasi	Kesehatan	Dunia	(the WHO)
Panel	advisor	organization	health	world	the WHO
Pada	Jumat (21/1)	mengimbau	agar	penggunaan	
On	Friday (21/1)	appeal	so that	use	
dosis	rendah	vaksin	COVID-19	Pfizer/BioNTech	
dosage	low	vaccine	COVID-19	Pfizer/BioNTech	
untuk	anak	berusia	5-11	tahundiperluas.	
for	kids	age	5-11	years extend	

[The World Health Organization Advisory Panel (the WHO) on Friday (21/1) appealed to the use of low doses of the COVID-19 Pfizer/Biontech vaccine for children aged 5-11 years to be expanded.]

Text #1

The example above is a way of inauguration of the WHO authority in the narrative by expressing the idea of expanding the range of vaccines with a particular brand. theme "the WHO Panel Advisory" is put forward to confirm who puts the idea. This is a way to influence readers so that they subconsciously give recognition to the WHO authorities. Thus, the pillars of the WHO hegemony building also surfaced in Example 3. In this part of the text, corrupt things can infiltrate. For example,

readers can actually question the reliability of the vaccine brand called. This kind of idea has been reviewed at least in the analysis of thematization by Ahmed (2019).

In another example, as in Example 2, the narrative of sentences that use entities other than the WHO can actually be interpreted as an affirmation of the WHO authorities. For example, in the following example.

Example 4

Tedros berharap ketimpangan suplai ini tidak terulang lagi bila nanti vaksin COVID-19 generasi kedua sudah siap.

TOPICAL

RHEME

THEME

Tedros berharap ketimpangan suplai ini tidak terulang lagi bila nanti vaksin COVID-19 generasi kedua sudah siap.

[Tedros hopes that this supply inequality will not be repeated if later the second generation COVID-19 vaccine is ready.]

Text #3

In Example 4, Tedros is an individual representing the WHO institution. Borrowing the term in Pragmatics, when Tedros talks about the issue in the news, his role is an ‘animator,’ not personal. Critically, the news text tries to use two legitimacies in emphasizing the raised issue. First, there is the WHO’s authoritative role in commenting on the issue being raised in the text. Second, there is

a role in individual legitimacy through the figure of Tedros as a figure who occupies a strategic position in the WHO. In principle, the idea is in line with van Dijk’s (2009, p. 196) about textual legitimacy based on the status quo, considering that the readers have known about the WHO. To sum up, the following table shows the WHO’s position as the theme of sentences.

Table 4

The WHO as Theme in the Sentence

Text Code	Sentence	the WHO as theme Number	%
#1	6	3	50.00
#2	11	6	54.55
#3	9	5	55.56
#4	11	6	54.55
#5	8	4	50.00
TOTAL	45	25	55.56

Based on the table above, the appearance of the WHO as the topical theme in the text is significant. All texts have sentences with the WHO as themes. At first glance, this finding is in line with the results of the analysis of global topics on macrostructures. If you look closely, the narrative style of text-text generally puts forward the WHO as a topic in the active roles of participants. Examples 3 and 4 have implied this.

At this point, there are some implications that can be put forward regarding the WHO representation based on the perspective of the analysis of themes. First, the WHO is the main participant in the main global text and topic in the macrostructure of the text, the fact that its placement as a significant topical theme shows that the WHO is not just a complement to the text. In this case, news authors emphasize the WHO’s participation in narration to prioritize other aspects, for example, the actions of the Indonesian government, etc. This is an indication of the existence of other interests, which

affect the compiler of the text, to prioritize the details of events and the WHO as a narrative topic. Second, the fact that the WHO has a significant role in the text is the next evidence of the imbalance of the way the narrative of the event. As explained, the WHO is a global topic.

Transitivity

In this section, the WHO representation from the perspective of transitivity analysis is used to expose its depiction in the microelement of texts (cf. Abdullridah, 2022, p. 39). Referring to Halliday and Matthijsen (2004, p. 198), this section will examine the role of the WHO in the realization of experimental meanings through the process and circumstances which surround the WHO's role as a participant. This study found 21 material processes, six mental processes, two behavioral processes, 18 verbal processes, and seven relational processes. The study found the main active roles of the WHO as *Actor*, *Sayer*, *Sense*, *Carrier*, and *Token* (see

Table 5). In addition, the non-main roles of the WHO in various processes will also be slightly

reviewed as a comparison and addition to clarify its representation in microstructure analysis.

Table 5.
The WHO with Active Participant Roles

Text	the WHO Active Participant Roles										TOTAL ACTIVE ROLES
	Actor		Sayer		Senser		Carrier		Token		
	Num.	%	Num.	%	Num.	%	Num.	%	Num.	%	
#1	1	50	1	50	0	0	0	0	0	0	2
#2	1	25	1	25	1	25	1	25	0	0	4
#3	0	0	2	66.6	0	0	0	0	1	33.34	3
#4	1	100	0	0	0	0	0	0	0	0	1
#5	0	0	0	0	0	0	0	0	0	0	0
Amount	3	30	4	40	1	10	1	10	1	10	10

As shown by Table 5, this study has found that WHO participation as an *Actor* appeared three times. the WHO occupies three of the ten Active Roles. The number is certainly not too significant

compared to the number of the *Sayer*. However, the role of the *Actor* shows legitimacy to emphasize the WHO's authority in the health sector, as shown in the example below.

Example 5

<i>the WHO</i> <i>Actor</i>	<i>menetapkan</i> <i>Material Process</i>	<i>ambang batas minimal angka positivity rate</i> <i>Goal</i>	<i>kurang dari 5 persen.</i> <i>Circumstance (Manner)</i>
<i>the WHO</i> the WHO	<i>menetapkan</i> set	<i>ambang</i> minimum	<i>batas</i> level
<i>angka</i> number	<i>positivity rate</i> positivity rate	<i>kurang</i> less	<i>dari</i> than
			<i>5 persen.</i> 5 percent

[the WHO sets a minimum level of the positivity rate less than 5 percent.]

Text #4

In example 5, the position of the WHO as an *Actor* of process shows the tendency of the main role that is central to the narrative. The findings of the role of the WHO as an *Actor*, as well as how to place them in various sentences with process material, as shown by Example 5, strengthen the findings of representation in macrostructures. It is like a thematic analysis that reveals the ideational meaning. Thus, the WHO is the main participant in the text that builds the narrative of events. The findings of other roles in other processes strengthen the idea of the ideology of reporting that relies on legitimacy in the position of the WHO. For

example, the following excerpt displays the position of the WHO as the *Sayer* in the verbal process.

In the formation of the WHO role as *Sayer*, its capacity in the text is as the main participant in the verbal process (cf. Gerot & Wignell 1995, pp. 200-201). In this case, the WHO has the role of a news source who gives direct narratives in the flow of the news. In this capacity, it is very likely that the news text does not tell the real condition. To make it clear, there are other sources quoted by the news, for example, official statements in Indonesia that mention the role of the WHO in enhancing the power of the statement.

Example 6

<i>the WHO</i> <i>Sayer</i>	<i>menyatakan</i> <i>Verbal Process</i>	<i>- bahwa</i> <i>- that</i>	<i>pemberian booster</i> <i>Carrier</i>	<i>terus-menerus</i> <i>Circumstance: Manner</i>
<i>bukan</i> <i>Relational Process</i>	<i>Jawaban</i> <i>Attribute</i>	<i>untuk menghentikan pandemi</i> <i>Circumstance: extent</i>		
<i>the WHO</i> the WHO	<i>menyatakan</i> state	<i>bahwa</i> that	<i>pemberian</i> provision	<i>booster</i> booster
<i>terus-menerus</i> continuously	<i>bukan</i> not	<i>jawaban</i> answer	<i>untuk</i> to/for	<i>menghentikan</i> stop

pandemi.
pandemic

[the WHO states that the provision of booster is not an answer to stop the Pandemic]

Text #2

In Example 6 above, the first fragment of the clause containing the verbal process *menyatakan* ‘states,’ the WHO acts as a participant who is a speaker of a sentence clause that is projected afterwards, “*bahwa pemberian booster terus-menerus bukan jawaban untuk menghentikan pandemi*”. In the perspective of systemic functional linguistic, the sentence above is classified as a clause complex with two main information containing two types of processes: verbal and material. The sentence above is a sentence that is the background of the news process. It provides a projection for the next narrative. In example 6, a

direct quote of the verbal process projection where the WHO acts as Sayer is an effort of the news outlet to emphasize the basics that underlie the importance of the news. Sayer is a majority role of the WHO. The main participant from the verbal process, Sayer, is very significant in this study, compared to the main participants in other process, because the basic character in the news texts strongly emphasizes events on the problems of the WHO’s words quoted in the text.

In addition, in addition to the role of active participants, texts also quoted the role of the WHO as Circumstance. It can be seen in example 7 below.

Example 7

<u>Kementerian Kesehatan</u> <i>Actor</i>	<u>Mengeluarkan</u> <i>Material Process</i>	<u>sertifikat vaksinasi internasional</u> <i>Goal</i>		
<u>sesuai dengan standar Organisasi Kesehatan Dunia (the WHO).</u>				
<i>Circumstance (Manner)</i>				
<i>Kementerian</i> Ministry	<i>Kesehatan</i> Health	<i>mengeluarkan</i> Release	<i>sertifikat</i> Certificate	<i>vaksinasi</i> vaccination
<i>Internasional</i> International	<i>sesuai</i> according	<i>dengan</i> with	<i>standar</i> standard	<i>Organisasi</i> organization
<i>Kesehatan</i> Health	<i>Dunia</i> World	<i>(the WHO).</i> the WHO		
[The Ministry of Health issued an international vaccination certificate in accordance with World Health Organization (the WHO) standards.]				
				Text #5

Example 7 above shows how the WHO occupies the position of Circumstance with a material background. In this case, the Ministry of Health's policy is supplemented with the circumstance that contains the WHO's role. The narrative method that places justification on the circumstance makes the appearance of the WHO not too prominent. In sentences that do not place the WHO as the main participant, the WHO occupies more topical themes.

Representation of the WHO in Indonesian media coverage

This section is compiled to summarize the overall results of the analysis and provide a discussion of the Defendant's representation and review it based on a review of the concept of language as a social practice (Van Dijk 2014). Macro structures both at the first and second levels have shown that the WHO is positioned as the main actor in the narrative of events in the texts. Then it can be said that by macroanalysis, the WHO is placed by news outlets in a dominant role in the narration. In other words, the WHO is a kind of 'protagonist' in the narrative.

In detail, in the macrostructure, there is a significant tendency for strong and weak deletion in the M-1 process and the WHO representation with very detailed information. Possibly, this is an

attempt by news outlets to provide justification for the decisions handed down to the defendant. Ainsworth and Hardy (2004) once stated that the formation of the identity of a party in the narrative is an effort to a particular justification. In this macro structure, News Outlets also appear to have tried to provide complete information through micro propositions that contain detailed facts.

This detailed information is likely to be a general idea that failed to be formed because of the complexity of the sentence used in the narrative. This kind of phenomenon was also stated in the findings of Akinbinu and Olorunsogo (2020) in the context of legal discourse research. However, the phenomenon of the WHO as a general theme of storytelling with the dominant representation as a global topic is a finding that supports the initial premise of the idea of the WHO’s domination in the world of health. The findings that the macro plot tells the events in texts that follow the WHO action processes in handling the COVID-19 Pandemic is a reinforcement of Indonesian news outlets to participate in preserving the status quo position: the WHO as the sole worldwide health authority.

Furthermore, the analysis of microstructure in the thematization section shows that, in addition to occupying the main role of the story, the WHO also stands out as the topical theme in theme analysis.

This finding certainly supports the findings in macro analysis because, basically, the idea of themes of Halliday (1999) used in this study has a similar goal to the Macrostructure scheme from Van Dijk (1998), namely the idea of the topic. This proves that there is an interest in prioritizing the WHO in the narrative. News outlets, as the compiler of text, view the WHO as the most important aspect of compiling narration.

Transitivity analysis strengthens the results of the analysis of themes (see Zifana et al., 2021, p. 94). It shows the dominant amount of the WHO as Sayer through placement in the verbal process. The results of the transitivity analysis show that the WHO is one of the main participants in the text because the entire narrative of the event goes along with the ideas that come out of the WHO. The WHO, in this case, is the most important party in the discourse that is the source of narration. However, the dominant role of *Sayer* is clearly needed when news outlets need to provide justification. It is necessary to develop the possibility of stigma's ideas about the WHO authority, which developed into the hegemony.

Texts clearly follow the position of the WHO as a significant agent of the perpetrators in the narrative of the event. In other words, texts have recognized Authority in viewing the action and words of the WHO as something more important than the figure of Indonesian local authorities. The findings confirm that the compilers of the texts explain what happens by borrowing the authority with a specific purpose.

The first suspicion, news outlets tend to do this as justification. From the perspective of van Dijk (1998), the mental awareness of the writer that forms the text allows the reader to understand and understand events based on several parts of the text. The sentences in the text, besides emphasizing authority, also eventually led to a hegemonic entity (cf. Hasballah et al., 2022; van Dijk, 2014).

That, in cognition, is used to complete the process of delivering information in the environment around us (Van Dijk, 2009). Therefore, there are inputs that work actively in the construction of reality and guide the writers of texts about what must be understood, interpreted, and remembered by the reader. This understanding is not balanced and possibly counterproductive to social implications. Van Dijk (1998, p. 26) states that the meaning that is lived together and social power is produced through the practice of micro-vigilance. The tendency to take refuge behind the authoritative role of the WHO can hide the active or positive role of other parties. For example, in advice to expand the reach of vaccines with certain brands in text #1. There is a potential utilization of this situation by the vaccine provider and, at the same time, also suppressing promotions from other parties.

CONCLUSION

The findings in the analysis of macrostructure can be a prefix that answers the node of the first question. As stated in the previous section, the first-level macro structure shows the position of the WHO as the main actor in the narrative of the events in the news texts about the handling of the COVID-19 Pandemic. Therefore, in the macrostructure, the WHO is given a dominant role in the narrative of the news texts. The general meaning of the WHO representation based on macro analysis is in the word: dominant. Since the idea of CDA is to overcome domination in social construction (Zajda, 2022, p. 105), the WHO can easily drive social opinion through a discourse of the COVID-19 Pandemic.

Furthermore, in the microstructure, the WHO also stands out as the topical theme in the analysis of themes. In this case, there seems to be an interest in prioritizing the WHO, for example as an authority of shelter that can provide justification of ideas. This can be interpreted as the view of news outlets as the compiler of the text of the existence of authoritative aspects as the basis for the preparation of the text.

Factually, the dominant of the WHO Defendant as a Topical Theme is a reinforcement of the findings in the macrostructure analysis where the WHO is the global topic, the main role, and it is not just rheme, but it is the theme in the news narrative. This study sees a tendency for social class placement that is realized in the text with great prioritizing elements of the WHO in sentences as the main source of narration.

The results of the theme and rheme analysis are subsequently strengthened by the results of the transitivity analysis. As shown in the previous section, the WHO is more likely to be dominant as Sayer in Verbal Process. In this case, News Outlets use direct quote projections to provide justification for an aspect that is emphasized in the news. They also have consistency in the narrative of events that contain the words made by the WHO. In this section, there are imbalances that may be caused by the size of the role of certain entities, both organizations and individuals. However, examining this in-depth is not the goal of this study.

Because the main purpose of this study is limited to expressing the representation of the WHO, it can be concluded that there is an imbalance that is suspected as a result of the character of the WHO social structure. Second, the emergence of the WHO in the role of Sayer is a realization of news outlets' efforts in providing justification for the news aspects. They also seemed to be very maximizing the potential of the justification. In the end, to summarize all conclusions, the WHO is represented in the selected news reports as the highest health authority with the dominance of its hegemonic global role. Learning from the case proposed by Naidu et al. (2023), the health

management may also experience power abuse through the developing discourse. The WHO is very close to exposing its authority in social construction through news.

The weakness of such positioning can be debated. However, with a hegemonic role, it will be very difficult for observers to not suspect the possibility of abuse of power, access, and domination. Language features that appear, however, can only reveal the linguistic side, not the social reality. Therefore, future studies are expected to be able to elaborate more parts that are deeper than what is already in this study. Certainly, the WHO has the authority to take measures to solve the problem of the global pandemic. On the other hand, news must be balanced in a social context. This study is not intended to judge the WHO's authorities but to remind that news publications have criteria for portraying social actors.

REFERENCES

- Abrar-ul-Hassan, S. (2021). Linguistic capital in the university and the hegemony of English: Medieval origins and future directions. *Sage Open*, 11(2), 21582440211021842.
- Alkhresheh, M. M. (2020). Semiological discourse analysis of the editorial cartoons of international newspapers on COVID-19. *Indian Journal of Forensic Medicine & Toxicology*, 14(4), 6169-6179.
- Al Khazraji, N. H. F. (2018). Insights into CDA: socio-cognitive cultural approach. *International Journal of English Linguistics*, 8(2), 115.
- Ahmed, M. B. (2019). A critical discourse analysis of islamophobic discourse on selected American and British news websites. *Journal of the college of basic education*, 1(1 خاص عدد 1). بوقائع المؤتمر العلمي الدولي الاول لتقابة الاكاديميين العراقيين.
- Bakkalbasioglu, E. (2020). How to access elites when textbook methods fail: Challenges of purposive sampling and advantages of using interviewees as "fixers." *The Qualitative Report*, 25(3), 688-699.
- Campbell, S., Greenwood, M., Prior, S., Shearer, T., Walkem, K., Young, S., Bywaters, D., & Walker, K. (2020). Purposive sampling: complex or simple? Research case examples. *Journal of research in Nursing*, 25(8), 652-661.
- Cante, H. H. M. (2022). Semantic macrostructures: An analysis of violence in *Colombian Journalistic Discourse. resmilitaris*, 12(4), 2350-2362.
- Chomsky, N., Junkerman, J., & Masakazu, T. (2015). *Power and terror: Conflict, hegemony, and the rule of force*. Routledge.
- Chouliaraki, L., & Fairclough, N. (2021). *Discourse in late modernity: Rethinking critical discourse analysis*. Edinburgh university press.
- Chouliaraki, L., & Fairclough, N. (2010). Critical discourse analysis in organizational studies: Towards an integrationist methodology. *Journal of management studies*, 47(6), 1213-1218.
- Foucault, M. (1977). The political function of the intellectual. *Radical philosophy*, 17(13).
- Fairclough, N. (2001). The dialectics of discourse. *Textus*, 14(2), 231-242.
- Fairclough, N. (2013). *Critical discourse analysis: The critical study of language*. Routledge.
- Gao, J., & Zhang, P. (2021). China's public health policies in response to COVID-19: from an "authoritarian" perspective. *Frontiers in public health*, 9, 756677.
- Gill, S. L. (2020). Qualitative sampling methods. *Journal of Human Lactation*, 36(4), 579-581.
- Hafner, C. A., & Sun, T. (2021). The 'team of 5 million': The joint construction of leadership discourse during the COVID-19 pandemic in New Zealand. *Discourse, Context & Media*, 43, 100523.
- Joharry, S. A., & Turiman, S. (2020). Examining malaysian public letters to editor on COVID-19 pandemic: A corpus-assisted discourse analysis. *GEMA Online Journal of Language Studies*, 20(3).
- Lucero, A., & Avelar, J. (2023). 'It's probably still written by a white person': challenging assumptions about racial identity in a critical professional development course. *Critical Discourse Studies*, 1-17.
- Kelsey, D. (2019). News, discourse, and ideology. In *The handbook of journalism studies* (pp. 246-260). Routledge.
- Mendes, R., Fidélis, T., Roebling, P., Teles, F., & Farrelly, M. (2022). What is spatial planning saying? A conceptual and methodological framework to assess the institutionalization of nature using critical discourse analysis. *Critical Discourse Studies*, 1-19.
- Naidu, J., Paolucci, E. O., & Turin, T. C. (2023). A critical lens on health: Key principles of critical discourse analysis and its benefits to anti-racism in population public health research. *Societies*, 13(2), 42.
- Ofori-Parku, S. S., & Koomson, P. (2023). Corporate sustainability as a hegemonic discourse of globalization: The discourse-historical approach as a critical issues and stakeholder analysis tool. *Public Relations Review*, 49(1), 102275.
- Risnawaty, R., Sembiring, M., Fadilah, I., Subagiarti, H., & Hasibuan, A. (2022). Macrostructure analysis of Indonesian-translation and source texts of the World Health Organization's COVID-19 pandemic

- guidance. *Indonesian Journal of Applied Linguistics, 12(2)*, 533-544.
<https://doi.org/10.17509/ijal.v12i2.43858>
- Sabrina, A., Siregar, I., & Sosrohadi, S. (2021). Lingual dominance and symbolic power in the discourse of using the PeduliLindungi application as a digital payment tool. *International Journal of Linguistics Studies, 1(2)*, 52-59.
- Smith, C. (2023). Deconstructing innercircularism: A critical exploration of multimodal discourse in an English as a foreign language textbook. *Discourse: Studies in the Cultural Politics of Education, 44(1)*, 88-105.
- Katiambo, D., & Ochoti, F. (2022). Mediatized "Statist Neoliberalism" in Kenya during the time of COVID-19: The case of the standard. *Communicatio, 1*-23.
- Yu, H., Lu, H., & Hu, J. (2021). A corpus-based critical discourse analysis of news reports on the COVID-19 pandemic in China and the UK. *International Journal of English Linguistics, 11(2)*, 36-45.
- Yu, Y. (2022). Resisting foreign hostility in China's English-language news media during the COVID-19 crisis. *Asian Studies Review, 46(2)*, 254-271.
- Yan, J. (2022). Book review: Henry Silke, Fergal Quinn and Maria Rieder (eds), news discourse and power: Critical perspectives on journalism and inequality. *Discourse Studies, 24(6)*, 808-810.
- Van Dijk, T. A. (1998). Opinions and ideologies in the press. *Approaches to media discourse, 21(63)*.
- Van Dijk, T. A. (2009). News, discourse, and ideology. In K. Wahl-Jorgensen, & T. Hanitzsch (Eds.), *The handbook of journalism studies* (pp. 191-204). Routledge.
- Van Dijk, T. A. (2013). Ideology and discourse. *The Oxford handbook of political ideologies*, 175-196.
- Widdowson, H. (2021). English beyond the pale: The language of outsiders. *ELT Journal, 75(4)*, 492-501.
- Wodak, R. (2001). The discourse-historical approach. *Methods of critical discourse analysis, 1*, 63-94.
- Zajda, J. (2022). Discourses of globalisation and education reforms: overcoming discrimination. In *Discourses of Globalisation and Education Reforms: Overcoming Discrimination* (pp. 105-118). Springer International Publishing.
- Zheni, T. (2020). Speech acts and hegemony in discourse: Donald Trump's tweets on the US-Iranian nuclear crisis. *International Journal of Language and Literary Studies, 2(4)*, 215-235.
- Zhou, Z., & Qin, Q. (2020). Decoding China's natural gas development: A critical discourse analysis of the five-year plans. *Technological Forecasting and Social Change, 151*, 119798.
- Zifana, M., Lukmana, I., & Sudana, D. (2021). The portrayal of defamation case defendant in court verdict. *Indonesian Journal of Applied Linguistics, 11(1)*, 94-103.
<https://doi.org/10.17509/ijal.v11i1.34672>.