



Portrayal Of The Bengkulu City Government In News Coverage Of The Relocation Of Street Vendors On Betvnews.com

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Abstract. This study examines how BETVNews.com represents the image of the Bengkulu City Government in its coverage of the street vendor management policy at Pasar Minggu from January to June 2025. The study employs a descriptive qualitative approach within a constructivist paradigm. Eight news articles were selected purposively and analyzed using Robert N. Entman's framing model, consisting of problem definition, causal interpretation, moral evaluation, and treatment recommendation. The findings reveal two competing frames: public order and legal enforcement as the dominant frame, and traders' economic survival as the counter-frame. The government is predominantly represented as firm, organized, persuasive, and legitimate in restoring the functions of public space. Nevertheless, a critical image emerges when reports foreground limited relocation capacity, declining income, and conflict during enforcement. The government's image is therefore ambivalent but asymmetrically positive because official perspectives more frequently structure headlines, leads, causal explanations, and policy solutions. Policy success is also largely measured through visible spatial order, while traders' post-relocation welfare receives limited evaluation.

Keywords: *Framing; Government Image; Public Policy; Street Vendors; Online News.*

INTRODUCTION

Street vendor management policies constitute an arena of public communication in which the interests of government, users of public space, and informal economic groups intersect. The government seeks to maintain order, cleanliness, and the proper functions of roads and sidewalks, whereas traders depend on locations with high customer traffic to sustain their income. These competing interests make street vendor management not merely an administrative matter, but also a communicative event contested through the media.

In Bengkulu City, the management of street vendors in the Pasar Minggu area has become a recurring issue. Trading activities on road shoulders and sidewalks are considered to disrupt traffic flow and the functions of public space. The Bengkulu City Government has consequently issued appeals, conducted enforcement and patrols, and relocated traders to official market areas. However, some traders have rejected relocation because the provided spaces are considered too small, unable to accommodate all traders, lacking customers, and likely to reduce their income. The return of traders after repeated enforcement indicates that the issue remains unresolved at both the social and policy levels.

As a local online news outlet, BETVNews.com reported this sequence of events intensively. Between January and June 2025, it published reports on traders returning to the

roadside, resistance to relocation, post-enforcement market conditions, local revenue targets, the government's persuasive approach, enforcement-related conflict, and plans for further action. This reporting intensity positions BETVNews.com as an important information source that helps shape public understanding of the policy and the performance of the Bengkulu City Government.

News does not simply transfer facts into the public sphere. Media institutions select events and sources, assign information to particular textual positions, and employ words that guide readers' interpretations (Baran, 2021). In reports on Pasar Minggu, terms such as "unruly," "defiant," "determined," "firm," "persuasive," and "humane" carry evaluations of both traders and the government. These choices may construct the government as an orderly and responsible institution or, conversely, as a legalistic institution that is insufficiently responsive to small-scale economic actors.

Previous studies demonstrate that media frames can generate different images of government. Fauziati (2021) found that issue selection and news structure shape evaluations of government competence. Sucipta and Kurniawan (2021) identified contrasting media frames in reporting public policy. Hidayatullah et al. (2022) similarly found that coverage of government policy can move between support and criticism depending on its emphasis on budget, implementation, and program effectiveness. Meanwhile, Triamanda et al. (2023) showed that communities affected by policy do not always receive adequate space in news coverage.

These studies predominantly examine national media and policies implemented by central or provincial governments. Research on how local media construct the image of a city government through policies regulating the informal sector remains limited. Local media are geographically and socially close to policy actors and therefore may serve both as a space for government legitimation and as a channel for affected communities. This gap provides the basis for examining BETVNews.com as a local outlet reporting the management of traders at Pasar Minggu.

The urgency of this study lies in the need to assess whether public policy reporting represents the issue proportionately or predominantly reproduces the government's definition of the problem. Such an assessment is important because media-constructed government images can influence policy legitimacy, while labels applied to traders may obscure the economic roots of resistance to relocation. A critical analysis is therefore required to distinguish visual improvements in urban order from the policy's social and economic effectiveness.

Accordingly, this study asks: How does BETVNews.com frame and represent the image of the Bengkulu City Government in its coverage of the street vendor management policy at Pasar Minggu from January to June 2025? The study aims to identify problem definitions, causal interpretations, moral evaluations, and treatment recommendations within the news texts and to explain their implications for the image of the Bengkulu City Government.

LITERATURE REVIEW

Framing as Media Construction

Framing is the process through which media select particular aspects of reality and make them more salient so that they acquire stronger meaning within a text. Salience may be produced through headlines, leads, source selection, repetition, data presentation, and lexical choices. Consequently, a single event may generate different meanings when reported through different perspectives, sources, and information structures.

In this study, framing is used to understand how BETVNews.com organizes the reality of the street vendor management policy. The analysis does not seek to determine whether a report is simply true or false, but instead identifies which aspects are selected, emphasized, reduced,

or omitted. This approach enables a systematic explanation of the media's tendency to construct the image of the Bengkulu City Government.

Robert N. Entman's Framing Model

Entman (1993) divides framing into four elements. First, define problems concerns how the media classify an event as a particular type of problem. Second, diagnose causes identifies the actors or conditions considered responsible for the problem. Third, make moral judgement provides a moral evaluation that justifies or questions particular actions. Fourth, treatment recommendation presents the solution considered most appropriate in light of the problem definition and causal interpretation.

These four elements are interconnected. When traders' activities are defined as violations of public space and their noncompliance is identified as the cause, enforcement appears to be a logical solution. Conversely, when the issue is defined as a threat to livelihoods, dialogue and improvements to the relocation site become more plausible solutions. Entman's model was selected because it connects news structure with the formation of evaluations of government.

Government Image in News Coverage

Government image refers to cognitive and evaluative representations of the competence, integrity, concern, and capacity of public institutions in implementing policy. In news coverage, image is not formed solely through explicit statements that a government is good or bad. It is also constructed by positioning officials as primary sources, associating their actions with the public interest, emphasizing policy achievements, and reducing information about adverse consequences.

Fauziati (2021) demonstrates that online media can construct government images through differences in issue focus and performance evaluation. Aini and Hariyanto (2024) likewise show that government public communication may be framed either supportively or critically according to media agendas and selection practices. Accordingly, this study treats the image of the Bengkulu City Government as a textual representation produced by BETVNews.com, rather than as a direct measure of the perceptions of all residents.

Public Policy Communication

Public policy communication is the process of conveying policy objectives, legal foundations, mechanisms, and consequences to relevant stakeholders. Its effectiveness depends not only on the clarity of government messages, but also on the availability of channels for response, transparency of information, and the government's ability to explain the relationship between public interests and the burdens imposed on target groups.

In the context of street vendor management, policy communication should explain the rationale for regulation, the feasibility and capacity of relocation sites, costs, transition periods, and evaluation mechanisms. Sucipta and Kurniawan (2021) show that media may support or challenge a policy depending on how its objectives and implementation are communicated. This study therefore examines whether coverage emphasizes only compliance with regulations or also presents the policy's consequences for traders.

Online Media and Local Journalism

Online media are characterized by rapid publication, continuous updates, intertextual connections, and broad distribution. These features allow media to follow policy developments over time, but they can also encourage episodic reporting because each government action is

produced as a separate event. When continuity is not made explicit, readers receive fragments of events without a comprehensive evaluation of policy effectiveness.

Local media occupy an important position because of their proximity to regional governments and affected communities. Such proximity can strengthen watchdog journalism, but it may also increase dependence on official sources. Hidayatullah et al. (2022) and Triamanda et al. (2023) emphasize that differences in source selection and theme produce reporting that either supports or opposes policy. In this study, headlines, leads, sources, and information sequence are used to assess the distribution of definitional authority between the government and traders.

METHODS

This study employs a descriptive qualitative approach within a constructivist paradigm. The qualitative approach was selected because the analysis focuses on meaning, salience, and relationships among textual elements rather than measuring media effects on audiences. The constructivist paradigm regards news as the outcome of media selection and organization of reality. This design is appropriate for explaining the construction of the Bengkulu City Government's image in BETVNews.com coverage (Fadli, 2021).

The research object is news coverage of the street vendor management policy at Pasar Minggu, while the unit of analysis consists of news texts published by BETVNews.com between January and June 2025. Data were selected through purposive sampling using the following criteria: publication within the study period; discussion of management, enforcement, relocation, or policy impacts on Pasar Minggu traders; inclusion of actions or statements by the Bengkulu City Government; and full-text accessibility. Eight news articles met these criteria.

Primary data comprised the headlines, leads, news bodies, source quotations, lexical choices, and closing sections of the eight articles. Secondary data included scholarly publications on framing, government image, policy communication, and online media. Data were collected through documentation. Each article was archived, coded B1–B8, and recorded by date, event focus, quoted actor, quotation position, and evaluative terminology. Interviews were not conducted because the analysis focused on representations contained in the texts.

Data were analyzed using Robert N. Entman's framing model, which comprises define problems, diagnose causes, make moral judgement, and treatment recommendation. The analysis involved four stages. First, each article was read in full and relevant textual units were identified. Second, these units were classified according to Entman's four elements. Third, patterns across the articles were compared to identify dominant and counter-frames, temporal changes, and source distribution. Fourth, the implications of these patterns for the image of the Bengkulu City Government were interpreted.

Trustworthiness was maintained through persistent reading, repeated comparison between coding results and the original texts, and cross-article examination. The analysis also considered cases that did not follow the dominant pattern, particularly reports that gave traders a primary position. This step prevented the conclusions from being based exclusively on reports that reinforced the government's image. The results are presented through matrices and interpretive descriptions that connect news structure with the representation of government image.

RESULTS

The analysis reveals two competing frames: public order and legal enforcement as the dominant frame, and traders' economic survival as the counter-frame. Table 1 summarizes the characteristics of each news article.

Table 1. Framing Tendencies in Eight BETVNews.com Articles

Code/Date	News Focus	Dominant Frame	Government Image
B1 11-01-2025	Traders resume selling after enforcement	Trader noncompliance and ineffective enforcement	Firm but ineffective
B2 14-01-2025	Traders reject relocation to the official area	Relocation conflicts with space constraints and customer access	Offers a solution but is insufficiently responsive
B3 18-01-2025	Road conditions after enforcement	Spatial order as evidence of policy success	Serious, firm, and law-based
B4 23-01-2025	Market revenue target of IDR 2.5 billion	Management formalization and levy optimization	Managerial and fiscally oriented
B5 12-03-2025	Persuasive approach during Ramadan	Rule enforcement with consideration for traders' conditions	Legalistic yet humane
B6 08-04-2025	Cross-agency enforcement plan	Management as a planned and coordinated agenda	Procedural, organized, and humane
B7 26-05-2025	Relocation resistance and enforcement conflict	Relocation threatens income and cannot accommodate all traders	Coercive and insufficiently responsive
B8 19-06-2025	Plan to enforce against traders labelled 'stubborn'	Firmness as a response to repeated violations	Firm and order-oriented

Source: Research data processed by the authors, 2026

Problem Definition (*Define Problems*)

BETVNews.com most frequently defines the Pasar Minggu issue as a disruption of public-space order. Trading on sidewalks and road shoulders is associated with congestion, inconvenience to road users, and the improper use of public space. This definition is evident in B1, B3, B5, B6, and B8, where the government's administrative interests provide the starting point for explaining the events.

B3 specifically presents a road cleared of traders as evidence of successful enforcement. Policy success is thus measured through visible change: the road appears more orderly and trading no longer occurs in prohibited spaces. However, the final section reports that one trader had to move to an area near a cemetery. This finding reveals a difference between spatial order and the social-economic resolution of the problem.

B2 and B7 introduce a counter-definition. Both reports frame resistance to relocation as a question of policy feasibility rather than merely a violation. Limited space and capacity, low customer traffic, parking costs, and declining income become the central issues. This shift occurs because traders occupy dominant positions in the headline and lead. Therefore, the actor granted authority at the beginning of a report determines whether management is understood as an order problem or a livelihood problem.

Causal Interpretation (*Diagnose Causes*)

The most prominent cause is trader noncompliance. Traders are portrayed as returning to the roadside despite appeals, warnings, relocation measures, and enforcement. Terms such as “unruly,” “defiant,” “determined,” and “stubborn” transform economic conduct into a category of moral deviance. Resistance to relocation is consequently more readily understood as individual disobedience than as a response to shortcomings in policy design.

In B5, customers who continue buying from roadside traders are also positioned as factors sustaining the violation. This frame extends responsibility from traders to the public. Structural causes nevertheless appear in B2 and B7: an imbalance between the number of traders and available spaces, limited customer traffic and access, and additional costs for consumers. Traders’ accounts of having previously sold inside the market but experiencing declining income provide textual evidence that their resistance has an economic basis.

B4 reveals a fiscal factor that is not strongly emphasized in other enforcement reports. Traders operating outside the official market are associated with the failure to meet market revenue targets. Thus, the policy is directed not only toward public order, but also toward trade formalization and levy optimization. However, fiscal interests and the economic impact on traders are presented in separate articles. This fragmentation limits readers’ ability to see the full distribution of interests and costs within the policy.

Moral Evaluation (*Make Moral Judgement*)

The government is evaluated through the terms “firm,” “serious,” “persuasive,” “humane,” and “coordinated.” The legal basis of the policy and the objective of restoring road functions are used to justify government action. Firmness is therefore constructed not as coercion, but as institutional responsibility for public order and comfort.

B5 and B6 expand the government’s image by emphasizing persuasion and humanitarian considerations. Written warnings and the postponement of harsher measures during Ramadan support the construction of a humane image. However, this humanism remains procedural because it primarily refers to the manner of enforcement. The reports do not treat income security, relocation capacity, and site feasibility as substantive measures of a humane approach.

A different moral evaluation emerges in B7. Conflict during the confiscation of goods, limited relocation capacity, and traders’ experiences of financial loss construct the government as insufficiently responsive. The absence of a government response in the text means that the traders’ definition is not corrected by an institutional source. Government image therefore changes according to which source is granted a dominant textual position.

Treatment Recommendation (*Treatment Recommendation*)

The most frequently proposed solutions are enforcement, relocation to official areas, patrols, written warnings, and sanctions. These recommendations are consistent with defining the issue as a violation of public space. Once noncompliance is established as the cause, surveillance and law enforcement appear to be the most rational solutions.

Coverage of the persuasive approach is not accompanied by detailed explanations of trader participation. Dialogue, capacity mapping, customer-flow assessment, transition periods, promotion of the new site, and income monitoring are not presented as primary elements of the solution. Market infrastructure improvement is mentioned in B4, but it is not concretely connected to the reasons traders reject relocation.

Accordingly, treatment recommendations remain administratively and spatially oriented. The problem is considered resolved once traders leave prohibited areas. The absence of post-relocation evaluation means that policy success is not assessed through traders’ capacity to

sustain their businesses. The counter-frames in B2 and B7 imply the need for participatory solutions, yet such recommendations are not operationally formulated in the coverage.

Temporal Patterns and the Representation of Government Image

Temporally, the coverage moves from enforcement and resistance in January, to a persuasive approach in March–April, relocation conflict in May, and renewed firmness in June. The sequence displays a recurring pattern: traders are removed, the area becomes orderly, traders return, the government issues warnings, resistance occurs, and further enforcement is planned. This pattern indicates an implementation gap, but each episode is more often presented as an independent event.

Of the eight articles, three rely predominantly on government sources without traders' responses, two privilege traders' perspectives, and three include both parties. Numerical source balance, however, does not necessarily mean equal definitional authority. In mixed-source reports, the government's perspective more often occupies the headline or opening section, while traders' explanations appear later in the text.

Across the corpus, the image of the Bengkulu City Government is ambivalent but asymmetrical. A positive image gains structural advantage because the government is positioned as the actor defining the problem and determining the solution. It is represented as firm, serious, organized, and persuasive. A negative image emerges episodically when economic consequences and enforcement conflict become central, constructing the government as coercive, legalistic, and insufficiently responsive.

Table 2. Synthesis of Robert N. Entman's Framing Model

Framing Element	Dominant Construction	Implications for Government Image
Define problems	Dominant: violations of public order and public-space functions. Counter-frame: threats to business survival.	Government as the guardian of order; insufficiently responsive under the counter-frame.
Diagnose causes	Dominant: trader noncompliance and customer support. Structural: limited space, low traffic, and insufficient capacity.	Government gains legitimacy when responsibility is assigned to traders.
Make moral judgement	Firmness, legality, seriousness, persuasion, and humanism contrasted with the labels unruly, defiant, and stubborn.	Positive image predominates; a coercive image emerges in conflict reporting.
Treatment recommendation	Enforcement, relocation, patrols, warnings, and sanctions; participatory solutions remain underdeveloped.	Government as the principal authority determining policy solutions.

Source: Research data processed by the authors, 2026

DISCUSSION

The findings show that the image of the Bengkulu City Government is constructed primarily through the frames of public order and legality. These frames obtain a dominant position because they appear in headlines, leads, legal justifications, and treatment recommendations. From Entman's (1993) perspective, such salience increases the likelihood

that readers will understand government action as a legitimate and necessary response to protect the public interest.

Government image is produced not only through explicitly positive words, but also through the logical relationships constructed in the reports. When traders are identified as the cause of congestion and disorder, enforcement emerges as a solution that is difficult to contest. This structure positions the government as the problem solver and traders as the source of the problem. The finding supports Fauziati's (2021) conclusion that government image results from media selection and evaluation rather than automatically inhering in government action.

Lexical labels applied to traders perform a delegitimizing function. The terms "unruly," "defiant," "determined," and "stubborn" move the issue from policy design to the individual character of traders. Such language reduces the space available for readers to interpret resistance as a survival strategy. Critically, these labels produce a moral opposition between an orderly government and deviant traders, while site capacity, customer access, and income are relegated to secondary explanations.

Nevertheless, BETVNews.com does not entirely close the space for criticism. B2 and B7 demonstrate that when traders occupy the headline and lead, the policy can be assessed through its consequences for livelihoods. This finding is consistent with Aini and Hariyanto (2024), who show that media may generate both supportive and critical frames of government within the same issue. Yet the critical frame remains episodic and does not displace the dominance of institutional definitions across the corpus.

The hierarchy of sources is therefore central to image construction. The presence of government and trader voices in the same report does not ensure balance when officials define the problem in the opening section and traders only respond later. Triamanda et al. (2023) found that policy-affected communities may lose authority to define reality when their perspectives are not adequately represented. In this study, trader voices are present, but they more frequently function as reactions to an agenda already established by government sources.

The government's humane image must also be distinguished at procedural and substantive levels. Written warnings, appeals, and the postponement of forceful action constitute procedural humanism because they concern how enforcement is implemented. Substantive humanism requires attention to site capacity, customer access, costs, income changes, and trader participation. When these aspects are not treated as primary indicators, the term "humane" functions more strongly as communicative legitimation than as evidence that traders' economic burdens have been resolved.

Recurring enforcement illustrates the distinction between administrative outputs and policy outcomes. A cleared road is an immediately visible output, whereas traders' ability to sustain their income is a social outcome that requires monitoring. B3 treats spatial order as evidence of success while simultaneously reporting that a trader moved to a less viable location. The problem may therefore disappear from a highly visible space without actually being resolved.

The local-revenue report shows that management is also associated with trade formalization and levy administration. In B4, the government is represented as managerial because it seeks to increase revenue while improving market services. A fiscal orientation is not inherently negative, but it should be openly connected to the consequences borne by traders. Separating fiscal coverage from conflict coverage prevents the public from receiving an integrated account of the policy's benefits, costs, and distribution of risk.

Hidayatullah et al. (2022) show that media positions toward policy may differ when attention shifts among budget, implementation, and program effectiveness. A similar tendency appears in this study. When coverage emphasizes implementation and order, the government image becomes positive. When it emphasizes economic impact and conflict, the image

becomes more critical. These differences arise not only from changes in government action, but also from changes in the policy dimensions selected by the media.

Overall, BETVNews.com constructs an ambivalent yet predominantly legitimating government image. The outlet provides space for traders' objections, but its news structure more frequently grants the government authority to define the problem and determine the solution. This study contributes the argument that a local government's media image is constructed through a struggle between the logic of spatial order and the logic of livelihood. The struggle is unequal because order is easily visualized as an achievement, while economic losses require sustained follow-up reporting that the outlet does not consistently provide.

CONCLUSION

The analysis of eight BETVNews.com articles demonstrates that the Bengkulu City Government's image is constructed through two frames: public order and legal enforcement as the dominant frame, and traders' economic survival as a counter-frame. Under *define problems*, traders' activities are primarily defined as disruptions to public-space functions. Under *diagnose causes*, responsibility is predominantly assigned to trader noncompliance, although structural causes include limited space, low customer traffic, and the risk of declining income.

Under *make moral judgement*, the government is represented as firm, serious, lawful, persuasive, and humane, while traders are occasionally assigned negative labels. Under *treatment recommendation*, solutions are dominated by enforcement, relocation, patrols, warnings, and sanctions. Participatory solutions, site feasibility, and income evaluation do not receive equivalent emphasis.

The Bengkulu City Government's image is ambivalent but asymmetrical and predominantly positive. A positive image gains an advantage because official perspectives more frequently structure headlines, leads, causal explanations, and solutions. A negative image emerges when reports focus on conflict and economic consequences. Policy success is also evaluated more frequently through visible spatial order, while traders' welfare after relocation is not consistently examined.

Recommendations

BETVNews.com should strengthen substantive balance by proportionately positioning government officials, traders, market managers, residents, and academics. Evaluative labels such as "unruly" and "stubborn" should be avoided unless they constitute direct quotations. The outlet should also publish follow-up reports on relocation capacity, income changes, and traders' conditions after relocation.

The Bengkulu City Government should complement enforcement with trader mapping, feasibility assessment of relocation sites, customer-access measures, transition periods, promotion of the new area, and income evaluation. Persuasive and humane approaches should be substantively implemented through participatory dialogue and grievance mechanisms that allow traders to contribute to policy formulation and evaluation.

Future research may compare BETVNews.com with other local news outlets and extend the observation period to assess framing consistency. Reception analysis or interviews with journalists, government officials, and traders may also explain the relationship among news production, government communication strategies, and public reception.

LIMITATION

This study is limited to eight BETVNews.com news texts published between January and June 2025. Its textual focus does not directly explain editorial processes, media organizational interests, government communication strategies, or audience reception. Because the study

examines only one news outlet, its findings cannot be generalized to all media coverage in Bengkulu City. These limitations do not reduce the validity of the textual findings, but they restrict the conclusions to the representations constructed by BETVNews.com within the selected corpus and period.

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