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STRENGTHENING GOVERNANCE CAPACITY  
AND PUBLIC ADMINISTRATION  
AMIDST PANDEMIC AND NEW NORMAL ERA

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INDONESIAN ASSOCIATION FOR PUBLIC ADMINISTRATION

in collaboration with



# PROCEEDINGS

## IAPA Annual Conference 2020

### *“Strengthening Governance Capacity and Public Administration Amidst Pandemic and New Normal Era”*

Kristian Widya Wicaksono  
Ahmad Syakrani Bunasim  
Rita Rahmawati, Afmi Apriliani  
I Putu Dharmanu Yudartha  
Badu Ahmad, Andi Ahmad  
Yani, Rakhmat  
Listyaningsih Dewi Pamungkas,  
Kismartini, Retno Sunu Astuti  
Alexius, Dadang Mashur, Dedi  
Kusuma Habibie  
Muhammad Khozin, Nur  
Faidati, Gerry Katon Mahendra  
Irwan Aribowo, Nadia Fajriani,  
Laily Rofi'ah, Agus Suryono,  
Khairul Muluk, Andy Fefta  
Wijaya  
Achmad Nur, Dwi Harsono  
Resa Vio Vani, Dedi Kusuma  
Habibie, Mayarni  
Simon Sumanjoyo Hutagalung,  
Eko Budi Sulistio  
Ike Wanusmawatie ,  
Mahandhika Hendy Firmanda,  
Rendra Eko Wismanu  
Jamaluddin Ahmad, Hardianti,  
Firmansya, Hariyanti Hamid,  
Erfina

Achmad Lutfi and Desy  
Hariyati  
Ahmad Sururi, Rostiena  
Pasciana  
Dwi Putranto Riau, Rukin  
Septiana Dwiputrianti  
Sajida, Ranjani  
Farida Nurani  
Erna Setijaningrum  
Dr. Andy Al Fatih, MPA  
Gos Ishak, Farah Margaretha  
Leon, and Bahtiar Usman  
Dini Turipanam Alamanda, Ikeu  
Kania, Rahyuniati Setiawan,  
Selvi Silfiani Rahayu  
Nur Faidati, Muhammad  
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Fathurrahman

**Indonesian Association for Public Administration**

**Yogyakarta, 11 November 2020**

# PROCEEDINGS

IAPA Annual Conference 2020

*“Strengthening Governance Capacity and Public Administration Amidst Pandemic and New Normal Era”*

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## **Sub-Theme: Public Administration and Digital Transformation**

### **The Resolution of Ojek Online Vs. Traditional Public Transportation Conflict**

**Ikeu Kania**

Faculty of Social and Political Sciences, Universitas Garut, Indonesia (email: ikeukania@fisip.uniga.ac.id)

**Dini Turipanam Alamanda**

Faculty of Economics, Universitas Garut (email: alamanda.dini.2017@gmail.com)

**Mila Karmila**

Faculty of Social and Political Sciences, Universitas Garut, Indonesia (email: milakarmila14@fisip.uniga.ac.id)

**Ahmad Kurniawan**

Faculty of Social and Political Sciences, Universitas Garut, Indonesia (email: ahmadkurniawann9@gmail.com)

#### **Abstract**

Nowadays, the demand for people mobility is getting higher. The breakthrough of online application-based transportation innovation such as Go-Jek combining transportation with communication technology through smartphone requires the people to decide which transportation is most compatible to their need. The presence of something innovative in many areas can get resistance, so can the presence of ojek online (online taxibike) in Garut Regency getting resistance from conventional transportation, particularly ojek pangkalan (base taxibike) and city public transportation (angkot) ending up with conflict. This research aims to provide an alternative solution by means of organizing conflict mapping, conflict resolution process, and conflict resolution. Research method employed was qualitative approach, while data was obtained through observation and interview with 8 informants. The result of research showed that factors becoming the main source of conflict are social factor related to the passenger preferring ojek online, ojek online picking up passenger in ojek pangkalan and city public transportation areas and economic factor including cheaper tariff of ojek online.

#### **Keywords:**

conflict resolution; conflict mapping; conflict resolution

#### **Introduction**

The presence of online application-based transportation, such as Go-Jek in Indonesia, makes people feeling that the children's need for mobility, in addition to using traditional vehicle, is very important. Since its inception, Go-Jek begins to market and advertise its service massively through television, mass, and printed media facilitating the people to know

information on this online application-based transportation. Online application-based transportation is transportation service accessible online through smartphone (Nandi 2019). The change of transportation model from conventional into application based-one is very popular within community and it is a form of social change occurring within community requiring facilitation in using transportation mode (Simarmata and Ikhsan 2017). The changes occurring within community are a normal phenomenon. The higher the community's demand for mobility, the more is the need for transportation vehicles that can provide mobility and movement from one place to another quickly.

Go-Jek is a new business operating in online transportation as the objective of service to people with new breakthrough (Waruwu 2017). This online application-based transportation innovation is supported with communication technology through smartphone. This online application-based transportation is the integration of ojek transportation service and communication technology aspects. Out of many online application-based transportations existing in Indonesia, Go-Jek is the one mostly used by people (community) (Silalahi, Handayani, and Munajat 2017)

However, this existence of ojek online like Go-Jek generates controversy within society. *Ojek online* is indicated to be the competitors to common conventional transportations existing such as city *angkot* and *ojek pangkalan (opang)*(Junior 2017)(Azzuhri et al. 2018)(Wijayanto et al. 2018). In its inception in 2017, *ojek online* was responded poorly by some parties. The declination was manifested into oral protest, massive strike, and anarchic protest, as indicated with the massive strike conducted by *angkot* performers and some of actions resulted in damage.

In Garut Regency, competition between ojek online and conventional ojek drivers is indeed inevitable, and mistreatment conducted by *ojek pangkalan* performer against ojek online driver resulted in some lesions on his face. Some conflicts have occurred between drivers of online transportation and those of conventional transportation. This conflict was triggered by the decreased income of *ojek pangkalan* and *angkot*. Online transportation drivers often feel threatened when entering into an area where there is *opang*. As a result, many Go-Jek drivers reluctantly use the company attribute as their identity because of their worry for the anarchic treatment against them.

Conflict of *ojek online* vs. *ojek pangkalan* and city transportation has not reached reconciliation de facto until today (Anwar 2017)(Arbi and Susilawati 2019). Although the conflicts of *ojek online* vs. *ojek pangkalan* and city transportation have been discussed in many areas in Indonesia, the conflict resulting from different place, with difference source occurring due to many different reasons. Conflict often occurs due to a statement and action made by a party triggering others' anger (Kabir 2015). The role of communication in conflict management process is often called the fraction of all organization regulations to manage conflict (Madalina 2016). Therefore, to deal with the conflict, conflict mapping is required. The conflict mapping is conducted to find out an overall representation of conflict occurring (Brown and Raymond 2014). Conflict mapping describes introduction concerning attitudes, behaviors, and situation developing in conflict dynamic (Abdalla 2017). Furthermore, (Abdalla 2017) represented a problem through seven elements of conflict: conflict source, issues, parties entering into conflict, other party's attitude, behavior or intervention, and final result.

An alternative innovative solution is still needed in Go-Jek conflict case in Indonesia (Wijaya, Setyowati, and Sudarmo 2018). Conflict resolution model in an organization contains two important dimensions (emotion and rationality): cooperative, how far one party intends to satisfy and to care about others and assertive, how far one party intends to satisfy or care about itself only (Liliweri 2009). Meanwhile,(Fisher 2008) defines conflict resolution as the attempt of dealing with the cause of conflict in order to establish new relation that can unite the competing groups.

In developing an interactive conflict resolution, (Fisher 2008) suggested the importance of engaging members of parties entering into conflict in analysis, dialogue, and problem solving. Mediation is a type of alternative confliction resolution used for a long time to resolve many types of conflict. Medation is a conflict manajemen process in which parties entering into conflict resolve their conflict through negotiation to achieve mutual agreement (Wirawan 2011).

Negotiation is also a conflict resolution strategy that can be applied more quickly than collaborative solution, in which the parties hand something over for the sake of approved solution (Kabir 2015).

The objective of research was to map the conflict of ojek online vs. Traditional Public Transportation occurring in Garut Regency and to give an alternative solution by means of organizing conflict mapping, conflict resolving process, and a resolution of conflict.

## Methods

This research employed a qualitative approach with ex-post fact method, revealing the facts concerning the conflict occurring in ojek online vs. traditional public transportation case. Furthermore, exploration was conducted using cross-sectional approach. Techniques of collecting data used were observation and interview. Observation was conducted using observation guide as the research instrument to draw conclusion about the meaning from respondents' point of view on occurrence, event, or process observed.

In-depth interview was conducted using interview guide with 8 informants selected and capable of providing data relevant to conflict mapping process, conflict resolving conflict, and resolution to conflict occurring in Garut Regency. The informants included representatives of Garut Regency Government (informant 1); *ojek pangkalan* driver (informant 2); *ojek online* driver (informant 3); chairperson of *ojek pangkalan* community (informant 4); chairperson of public transportation organization or Organda (informant 4); chairperson of *ojek online* community (informant 6); representative of Garut Resort Police (Polres Garut) (informant 7) and community using public transportation mode (informant 8).

## Result and Discussion

### Map of Conflict of Ojek Online vs. Traditional Public Transportation

Considering the result of interview with informants, conflict occurring due to the presence of ojek online in Garut Regency is presented in table 1.

**Table 1.**  
**Summary of Conflict Occurrence**

No	Date	Issue/Conflict	Parties involved
1	27-05-2018	An ojek online driver mistreated by ojek pangkalan driver Hundred Ojek Online drivers in Garut were angry and sweeping the conventional taxibike base	- Ojek Online (Ojol) Driver - Opang Driver - Police officer

2	23-06-2018	Ojek online's sweeping over some base taxibike points.	- Ojol Driver - Opang Driver
3	25-06-2018	Organisasi angkutan darat (Organda) Garut (Land Transportation Organization of Garut) threatened to conduct massive strike.	- Organda - Ojek online - Transportation Office - :Police Officer
4	28-08-2018	Conventional Transportation's Massive Strike Part 1	- Organda - Transportation Office
5	25-05-2019	Ojek online Driver was robbed.	- Ojek online Drivers - Ojek online users - Police officers
6	26-06-2019	Ojek Pangkalan driver hitting the Ojek Online Driver in Garut was arrested finally.	- Ojek Pangkalan - Ojek online - Police officers - Organda
7	26-06-2019	Conventional transportation's massive action Part 2	- Organda - Transportation Office

### Source of Conflict

Four issues putatively become the source of conflict: ojek online behavior, competition for passengers, infringement against area, and transportation business change. The competition for passenger issue is the most prominent one. The presence of ojek online is considered as rival in earning money by *ojek pangkalan* and city transportation. This competition results because the income of *ojek pangkalan* and city transportation decreases. Such the condition is confirmed by informant (1):

"....The source of conflict between *ojek online* and *ojek pangkalan* or city transportation is social factor. It includes their envy with *ojek online*, as the passengers prefer using *ojek online* service. Any transportation will face resistance anywhere, such as the presence public transportation facing *andong* driver's resistance in the past. Similarly, because *ojek online* is considered as an alternative facilitating transportation vehicle, *ojek pangkalan* drivers feel disturbed by reduced income...but we do not know what should we do but receiving and following the technology development..."

An informant (2) stated:

"....The presence of Go-Jek makes me feeling disturbed, my income decreasing, passenger preferring ojek online to *ojek pangkalan* or *public transportation*, because the cost of *ojek online* is cheaper. I want Go-Jek not coming into this base, because frankly we feel it as heavy rival. So, Go-Jek drivers should not pick up passenger haphazardly as it will irritate *ojek pangkalan* drivers...."

The source of conflict occurring is indeed unsurprising. (Tarigan 2012) stated that the behavior of not appreciating others results in anger and looses the relationship. Similarly, in relation to the reason of business competition, (Piezunka et al. 2018) stated that the difference between individuals in the terms of opinion, objective, desire, and stance concerning the object disputed. In social reality, there is no individual with shared character so that this different character contributes to the rise of social conflict. Actually, the infringement of area is not always committed deliberately by *ojek online* (Azzuhri et al. 2018) (Wijayanto et al. 2018), but also due to factor of ignorance that the area passed through belongs to red zone, as suggested by an informant (3):

“...I have just been *ojek online* driver, I has been informed about red zone where we may deliver but many not pick up passenger. But, there is also a new red zone I have just known when I was blocked by *opang* saying that this area has belonged to red zone...”

Conflict condition occurring between *ojol* and *opang* is also relevant to (Van Kleef et al. 2008) study finding that the interpersonal effect of anger in the conflict is due to the dependency on something, in this case *ojek* job, predisposition of information process performed, and justification of anger expression.

### **Conflictive issues**

The issues of online transportation conflict in Garut Regency are discussed below. Firstly, sweeping is committed by *ojek online* group against *ojek pangkalan*. The sweeping action committed by *ojek online* is untrue, because sweeping should be conducted by local law enforcers.

Another informant (4) said:

“...The biggest conflict occurs in Guntur Garut Terminal in the mid of 2018 not with fellow *ojek* (bikers) but with four-wheel vehicle drivers. Once upon a night, terminal base taxibikers (*ojek pangkalan terminal*) were on base point (*mangkal*), many passengers newly went down from bus. Because it was night, city public transportation (*angkot*) has no longer operated, usually they would automatically ride *ojek pangkalan* but in the presence of Go-Jek and Grab, they preferred riding Grab. It generated discontent among *ojek pangkalan* drivers, so that at that time commotion occurred and Grabs car parking in Simpang Lima were damaged due to *ojek pangkalan* drivers' attack. Since then, *ojek online* drivers were angry and conducted sweeping to find those *ojek pangkalan* drivers in taxibike bases ...”

Secondly, massive strike was performed by public transportation (angkot) performers. This condition occurred not only in Garut but also in Makassar (Anwar 2017) and almost in all other areas throughout Indonesia, in which public transportation is usually a dependable transportation mode to local people before the presence of *ojek online*.

An informant (5) explained:

“...As the administrators of Organda, we want some regulations clearly governing the presence of *ojek online* in Garut Regency, in order to keep the conventional public transportation such as city public transportation keeps surviving, despite the presence of *ojek online*. We will perform strike as the protest to the government, so that the government is expected to know that the presence of *ojek online* makes public transportation business performers and drivers restless...”

The form of violence is not only committed by *ojek online* group but also by *ojek pangkalan* group against *ojek online* drivers. This business ethic issue has ever resulted in uproar as it generates counter-reaction.

An informant (6):

“...as fellow taxibikers, we should maintain ethic and politeness to relieve this conflict. Just like the case occurring yesterday in Karangpawitan Sub District, in which an *ojek online* driver was stricken by *ojek pangkalan* drivers. It occurred because the *ojek online* drivers picked up passenger in the *ojek* base area and *ojek pangkalan* drivers knew it, so that it made them emotional and stroke the driver. It is because the *ojek online* driver has no politeness ethic and does not respect *ojek pangkalan*...”

As aforementioned in the source of conflict sub chapter, business ethic arises as the issue triggering conflict. Business seniority generates among *ojek pangkalan* drivers the feeling of wanting to be respected and appreciated by *ojek online* drivers. It is normal, as suggested by (Brouer et al. 2012), that business conflict can arise due to the problem of juniors' attitude to their seniors.

Thirdly, the next issue is promise denial. *Ojek pangkalan* drivers decide on which areas *ojek online* drivers cannot pick up passengers, or called red zone. The banners containing the prohibition of *ojek online* operation are posted in each of bases, not merely because of *ojek pangkalan* drivers' dislike with *ojek online* but also because of the promise denied by applicator management. It is confirmed by an informant (4) stating:

“...Central management gives quota for *ojek pangkalan* but it is misused by one of applicators. Eventually, *ojek pangkalan* was only given promise without realization. The applicator promised that it will facilitate *ojek pangkalan* drivers

to make account easily without Driving License (SIM), and Vehicle Number Identity Letter (STNK), but until today the promise has not been realized yet...”

Disappointment with the central applicator management leads to the establishment of red zone by *opang* drivers in some locations in Garut Regency. (Ganson 2014) stated that breaking business promise will potentially elicit conflict cost in the future.

Finally, the issue triggering conflict is *ojek online* tariff cheaper than *ojek pangkalan* and *city transportation*'s. It makes people as the consumers preferring using *ojek online* for short-distance trip, as suggested by an informant (8):

“...Yeah... when the destination is around the city, *ojek online* is preferable, as it is cheaper, provides many promotions, takes shorter time. But, if the destination is far or cross-sub district, city public transportation is cheaper, and *ojek pangkalan* must be more expensive. I use *ojek pangkalan* when there is no other choice, because the cost of *ojek pangkalan* is very expensive”.

*Ojek Pangkalan* performers expect that government will be able to develop regulation about *ojek online* tariff to prevent it from determining too low tariff. And it is indeed granted by central government, considering zonation. *Ojek online* tariff formerly cheap becomes very expensive as the effect of Minister of Transportation's Decree Number 12 of 2019 in which the tariff is adjusted with zonation system. In the presence of new regulation, minimum tariff of *ojek online* in Garut Regency increases from IDR 4,000 to IDR 9,000. An informant (8) commented later:

“..... However, since the tariff is increased, it burdens me, even the short distance takes IDR 9000 increasing from IDR 4,000 formerly, so I prefer riding city public transportation (*angkot*)”.

The increase in fact also affects the *ojek online* drivers' income, as suggested by an informant (3):

“...In the case of new tariff, the drivers of *ojek online* formerly face a problem related to the target to be achieved everyday. They should pick up at least 20 orders, but because the tariff increases, they find difficulty in finding order. But, the advantage is that picking up only 10 orders has given them IDR 100,000...”

Thus, there are six issues relevant to *ojek* conflict in Garut Regency: sweeping against *opang* by *ojek online*, massive strike performed by city public transportation, business ethic, promise denial by applicator management, red zone, and *ojek online* tariff.

### Those entering into conflict

Some parties are putatively engaged in conflict between *ojol* and *opang* in Garut Regency. Informant (3) stated that *ojek online* drivers, *ojek pangkalan* drivers, applicator management, and police are four (4) parties entering into conflict circle, as confirmed by one of informants:

“...those engaged in this conflict are *ojek online* and *ojek pangkalan* drivers, the applicator promising the account development instead worsens the problem as they do not realize the promise, and police officer as the mediator has taken no action.

Meanwhile, according to an informant (8), government enters into the conflict. He stated that:

“...the approach most potentially used to this *ojek online* and *ojek pangkalan* problem is social approach. It is here that the government contributes to dealing with the zonation issue, including village, kelurahan, or sub district government...”

An informant (6) then revealed the name *Organda* as the one necessarily involved in resolving *ojek* conflict in Garut:

“*Organda* has a power to make the driver of *ojek pangkalan* or public city transportation understanding it because they interact with each other frequently...”.

From the result of exploration, informants mentioned 6 parties involved in and contributing to the resolution of *ojek* conflict in Garut Regency: *ojek online* drivers, *ojek pangkalan* drivers, applicator management, police officer, local government, and *organda*.

### Attitude

Respect to fellows with same profession is very important, because conflict between *ojek online* and *ojek pangkalan* is often due to bad attitude. An informant (3) said:

“...One of factors causing conflict is *ojek online* drivers' attitude, i.e. picking up passenger prominently in front of *ojek pangkalan*, thereby irritating the *ojek pangkalan* drivers, just like the case occurring in Banyuresmi in which an *ojek online* driver was stricken by *ojek pangkalan* drivers...”

In addition another informant (2) said:

“...They (*ojek online* drivers) should appreciate, and respect *ojek pangkalan* drivers and as the ones with same profession they should understand that *ojek pangkalan* drivers also want to earn money. They are not like *ojek online* drivers who can get passanger anywhere...”

## Action

Measure or action taken to resolve the conflict occurring is to see the attitude of opponent (Alamanda and Prasetio 2014). The striking action generates *ojek* conflict in Garut Regency.

As suggested by an informant (3):

“.....One of factors causing conflict is *ojek* online drivers' attitude, i.e. picking up passenger in front of *ojek pangkalan*, thereby irritating the *ojek pangkalan* drivers, just like the case occurring in Banyuresmi in which an *ojek* online driver was stricken by *ojek pangkalan* drivers...”

Another action taken is demonstration or operational strike. Such action has ever been performed by *Organda* during the appearance of Trans Metro Transportation in Bandung City Bandung (Alamanda et al. 2010). Measure taken by *Organda* to resolve the conflict is to question the clarity of regulation or policy about *ojek online* in Garut Regency, as confirmed by an informant (5):

“....All city public transportation vehicles perform strike, we as the administrator of *organda* wants the clear regulation related to *ojek* online in Garut, to prevent the conventional public transportation such as *angkutan kota* (*angkot*) going bankrupt due to the presence of *ojek online*. It concerns people's primary (eating) need, because the *angkot* drivers' income comes from the passengers, when the *angkot* is full, it means that the money they get is reasonable. The presence of more *ojek online* drivers in Garut affects the *angkot* driver's fate because many passengers prefer using *ojek* online...”

The next measure is coordinative one taken by local government related to this conflict. Coordination between policy makers is a positive measure to resolve the conflict. Such action is also confirmed by informant (1):

“We have coordinated with Go-Jek (an online transportation application company) that will be studied by Transportation Office”

The measure taken by police as mediator of *ojek* online conflict in Garut Regency is to mediate those frequently entering into dispute. (Seo and Takashima 2017) stated that the role of mediator is very important in resolving horizontal conflict in social life. Police also contributes to impose sanction to the law breaker, including those entering into *ojek* online conflict in Garut regency. An informant (7) stated:

“...both *ojek online* and *ojek pangkalan* performers are requested to restrain themselves from acting brutally and conducting sweeping or other actions making the people restless, we can discuss it well in police office in kinship circumstance. We will take firm action against anyone breaking the law...”

## Intervention

Government has released a regulation about Ojol on March 11, 2018 in Minister of Transportation's Regulation Number 12 of 2019 about the Protection of Motorcycle User Safety used for Community Interest. Through this law, ojek online also have operational foundation.

Then, on May 2019, Minister of Transportation officially governs ojek online tariff as included in Minister of Transportation's Decree (Kemenhub) No.348 in 2019 about Guidelines for the Calculation of Application Motorcycle Use Service Cost used for Community Interest. This regulation is published to answer ojek online drivers' complaint often

This regulation is published to answer the ojek online drivers' complaint often demonstrated in their protest to require the developer application and the government to determine the rational tariff. In the regulation, three different tariff zonations are applied. Lower limit tariff of IDR 1,800 – 2,100/km, upper limit tariff of IDR 2,500-2600/km, and minimum service cost of IDR 7,000 – 10,000/4km are applied to three zonations.

The increase in ojek online tariff indeed relieves *Organda* and *ojek pangkalan's* anger. However, on the other hand it affects the community economy significantly. This tariff increase in long term can worsen the condition because people will likely switch to other transportation and leave ojek online. It also leads to ojek online partners' difficulty to get passenger in long term.

## Results

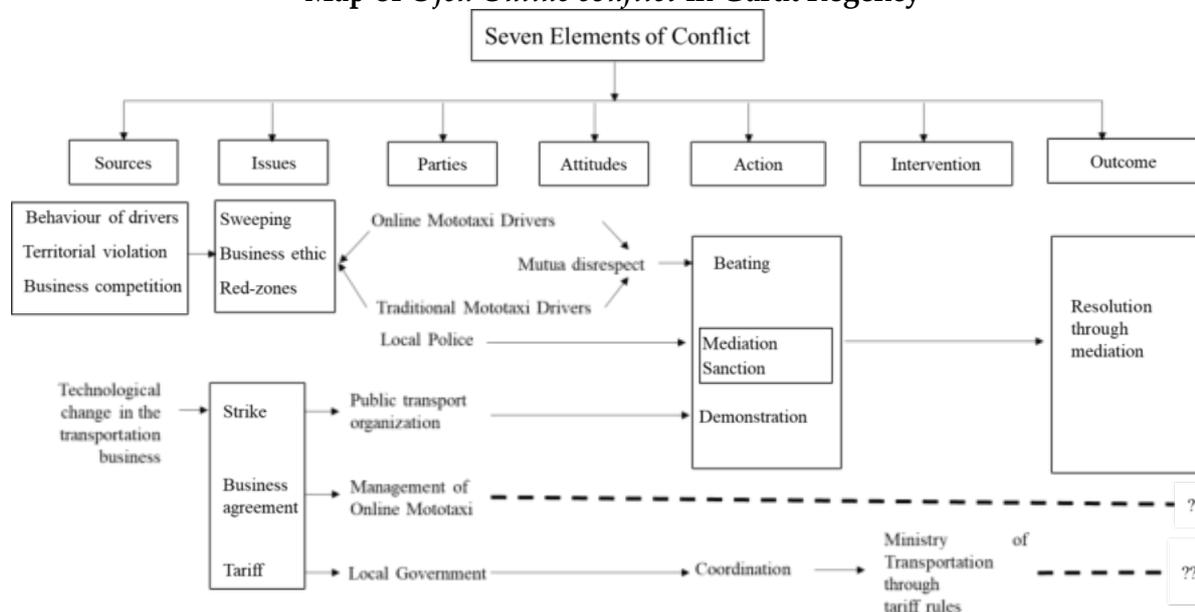
A Model of Conflict Resolution Process between ojek online and ojek pangkalan used here is the one suggested by (Liliweri 2009) in which there are two important dimensions in an organization (emotion and rationality): cooperative, how far one party intends to satisfy and to care about others and assertive, how far one party intends to satisfy or care about itself only and there are two possibilities occurring in this characteristics: declination and accomodation process. Furthermore, assertive dimension is how far one party intends to satisfy or care about itself only, and this attitude is manifested into competition and collaboration, and mediation called compromise in (Liliweri 2009) conflict resolution model. Compromise or mediation means that this conflict resolution is conducted by compromising or mediation. Those involved in mediation process are, among others, ojek online community

existing in Garut, Organda, *ojek pangkalan* community (*Ojek Pangkalan Terminal* or Terminal Base Taxibike), and police as mediator. The result of mediation performed is presented in table 2. The summary of conflict between *ojek online* and *ojek pangkalan* in Garut Regency is presented in Figure 2.

**Table 2.**  
**Result of Conflict Mediation between *Ojek Online* and *Ojek Pangkalan***

Those involved	Suggestion	Note
<i>Ojek online</i> Community	1. <i>Ojek online</i> is prohibited from operating or picking up passengers from Garut Terminal territorial area between Guntur Melati Street, Guntur Sari Street, and Merdeka Street. 2. <i>Ojek online</i> is prohibited from wearing attribute when coming into conflict-vulnerable area including Guntur Garut Terminal, Banyuresmi, Karangpawitan, and Margawati) 3. <i>Ojek Online</i> is prohibited from operating in the area aforementioned from 07.00 p.m.-05.00 a.m.	Approving
<i>Ojek pangkalan</i> community and Organda		Approving

**Figure 1.**  
**Map of *Ojek Online* conflict in Garut Regency**



## Conclusion

Conflict mapping represents a problem encountered by those entering into conflict. The mapping of conflict between *ojek online* and traditional public transportation in Garut Regency is made through seven element of conflict consisting of firstly conflict sources including *ojek online's* behavior, competition for passenger, infringement of area, and transportation business change. The second element is issues including sweeping performed by *ojek online* group against *ojek pangkalan*. The third element is parties entering into conflict consisting of *ojek online* and *ojek pangkalan* drivers, *organda* administrator, applicator management, and police. The fourth element is poor attitude/feeling or non-respect between *ojek online* and *ojek pangkalan* drivers. The fifth element is action, bad behavior or action such as striking (attack) committed by *ojek online* drivers against *ojek pangkalan* drivers. Then the action or measure taken by police officer is to impose sanction to the law breakers, including those engaged in *ojek online* conflict. The sixth element is others' intervention, in this case police as governmental institution in charge of safeguarding the community and maintaining their tranquility. Police, as mediator, imposes sanction to law breaker, including those engaged in *ojek online* conflict, and the seventh element is final outcome performed in compromise or mutual agreement, for example, *ojek online* is prohibited from operating or picking up passenger from Garut Terminal territorial area between Guntur Melati Street, Guntur Sari Street, and Merdeka Street and *ojek online* is prohibited from operating in the areas aforementioned from 07.00 p.m. to 05.00 a.m.

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