

## ORIGINAL ARTICLE

# The evolution of sharing economy policies in Indonesia transportation sector from the perspective of Narrative Policy Framework

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## ABSTRACT

Online transportation is a new type of service equipped with an internet network, and its presence in Indonesia is considered a service that disrupts the transportation sector. The government is faced with a complex policy problem to regulate online transportation. This article aims to reveal the role of policy actors in the media regarding policy issues and online transportation policy solutions. This article used qualitative analysis and the NPF policy narrative framework approach. This study found that licensing issues and Permenhub were problems that the DIY and Riau governments shared. More specific problems in Riau Province are related to violence issues, and that in DIY are related to congestion problems. The policy solution recommended by policy actors to the media is to make regional level regulations that technically regulate online transportation according to the area conditions.

## KEYWORDS

*Narrative Policy Framework; public policy; transportation online*

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## 1. Introduction

Motor vehicles are increasing from year to year due to rapid population growth and the need for transportation equipment to support the mobility of the Indonesian population. The high mobility of society today requires transportation facilities. Public transportation users will need private transportation facilities to get to public transportation. This change in transportation patterns will change the lifestyle or lifestyle of urban people who want their mobility to move more quickly and efficiently with transportation facilities that can meet the community's needs, primarily individuals.

The national transportation system needs to continue to be organized and perfected with quality human resources to realize the reliability and integration of inter- and intra-mode transportation services. There are still many cases that find that public transportation provided by the government

cannot answer public concerns. The public transportation system is not yet fully available to the general public. This concern is related to the problem of tariffs and the constant growth of mass transportation infrastructure, which does not meet the actual transportation needs of the community (Aminah, 2018). The high mobility of the community is not supported by a well-integrated transportation network system, causing urban transportation problems. Due to the unintegrated public transport network, people who have a high level of mobility need a longer travel time. Until then, online application-based transportation emerged as a solution that could serve the community directly.

Online-based transportation services for consumers look like a response to the current high mobility of society. Even transportation companies that were previously not online are now trying hard to provide their services online. However, this online-based mode of transportation is not without its drawbacks. Conflicts with traditional transportation companies are evidence of problematic online transportation options. However, the government was confused when drafting these online transportation service rules.

On the one hand, online-based transportation services are as much needed by the community, but on the other hand, it is often a source of conflict. Simultaneously, the extensive settings are not yet accessible. The policy regarding online transportation facilities has been changed several times since its inception. Local governments have responded to the emergence of these services in various ways, including adopting and accepting laws from the center. Some city governments make local regulations that are more technical or systematic.

The purpose of this article is to analyze the differences in the responses of each local government to online transportation, then to explore the policy narratives expressed by the policy actors of each city of Riau and DIY (Daerah Istimewa Yogyakarta). They analyze the history in the media in influencing the government in the policy formulation process. The areas studied were Riau and DIY Provinces.

## **2. Literature review**

### **2.1. Sharing economy sector transportation online**

The sharing economy grew significantly in this decade (2007–2009), as the platform provides a new means of income by leasing existing assets. Online platforms offer flexible work opportunities (Marshall, 2015). Platform sharing has increased both in the service industry and globally. Sharing platforms worth more than 1 billion dollars jumped from 2010 to 2015 (Owyang and Cases, 2016). The article of Owyang (2016) states that the sharing economy is a robust framework for resource access, sharing, and growth; nearly 280 companies are still relatively new. Some of these companies are related to services for corporations & organizations, food, goods, health, logistics, mobility services, loan, vehicle sharing, health & beauty, and job vacancies.

Online transportation services reduce the need for private vehicles, reduce congestion, increase trip sharing, and reduce global warming (Cohen and Kietzmann, 2014). Some previous studies, such as that of Li et al. (2016), found that the inclusion of Uber into urban areas significantly reduces traffic congestion. Subsequent research has shown that car sharing reduces the overall number of cars on the road and greenhouse gas emissions (Martin and Shaheen, 2016; Nijland and van

Meerkerk, 2017). Fraiberger and Sundararajan (2017) showed that rent displaces ownership and lowers the price of used goods, which primarily benefits below-average income users who provide most of the rental supply.

Another phenomenon regarding online transportation explains that traditional taxi associations in various cities globally reject online transportation companies. Taxi unions argue that online transportation does not yet have regulations on public safety. Online transportation is a new competition that threatens the taxi industry. The adverse effect of online transportation is that taxi use fell 65% from January 2012 to July 2013 in San Francisco alone (Bond, 2014).

The popularity of online transportation raises several regulatory problems in the transportation sector, including taxation issues, competition with the taxi industry, workers' rights, accountability, and competition/complementary with existing public transportation services (Dudley et al., 2017; Flores and Rayle, 2017; Harding et al., 2016). Most US cities find that online transportation companies developed in the last decade, such as Uber and Lyft, have violated existing laws (Flores and Rayle, 2017). The literature includes an analysis of online transportation company arrangements as well as arrangements for drivers (Beer et al., 2017), followed by literature on online transportation safety and convenience regulations such as permits and tax revisions (Tirachini and del Río, 2019; Zha et al., 2016).

The analysis becomes much more complex if the competition is between online and conventional transportation services. Harding et al. (2016) showed that online transportation arrangements are not under previous transportation regulations. Dudley (2018) focused on Uber in London, showing that online transportation poses a new problem in the regulatory sector and employment. Online transportation arrangements in San Francisco affected by online transportation companies and drivers lobbying city government policymakers. This pattern was implemented successfully by San Francisco, which online transportation companies in other cities then imitated. Subsequent research also discusses San Francisco, Mexico City, and Paris (Goletz and Bahamonde-Birke, 2021).

## **2.2. Narrative Policy Framework**

Narrative Policy Framework (NPF) is a framework that views public policy as a narrative, in which actors use various persuasive strategies, such as narrating public policy issues, to obtain the desired results. In online transportation policy problems, certain actors carry out a narrative strategy on social media to attract public sympathy for the policy problems they are facing. By using a narrative approach in the media, policy actors will find it easier to show the reality of complete information to the public. As stated by Shanahan, Jones, McBeth, et al. (2018), it is essential for policy actors to understand the function of policy narratives that can influence the public policy formulation process.

This paper will answer the question of how the Policy Narrative Framework (Jones, 2014; Jones and McBeth, 2010; Pierce et al., 2014; Shanahan, Jones, and McBeth, 2018) can help understand the online transport policy process dynamics as a contribution to research on online transport policy narratives. The Policy Narrative Framework (NPF) provides a systematic framework for developing empirically tested hypotheses (Jones and McBeth, 2010), and has a consistent structure that can be determined experimentally using various coding, experimental, and discourse analysis approaches (Gray and Jones, 2016; Jones et al., 2014).

Empirical research using the NPF has found evidence to support the hypothesis that narratives can influence people's attitudes about policy issues (Jones and McBeth, 2010). Furthermore, it can also see the reaction of each actor playing his role (McMorris et al., 2018). Each actor shows his character in their narratives in the media (Shanahan, Jones, and McBeth, 2018).

The policy narrative framework classifies the parts in narrative preparation called narrative components (Shanahan, Jones, and McBeth, 2018). The narrative components include characters, setting, plot, and moral of the story, which can be generalized in narrative form. Then the additional components presented by Smith-Walter et al. (2016) and Weible et al. (2016) are evidence and impact components. The focus in the online transportation policy narrative will see the online transportation problem narrated by each actor with interest in varying storylines.

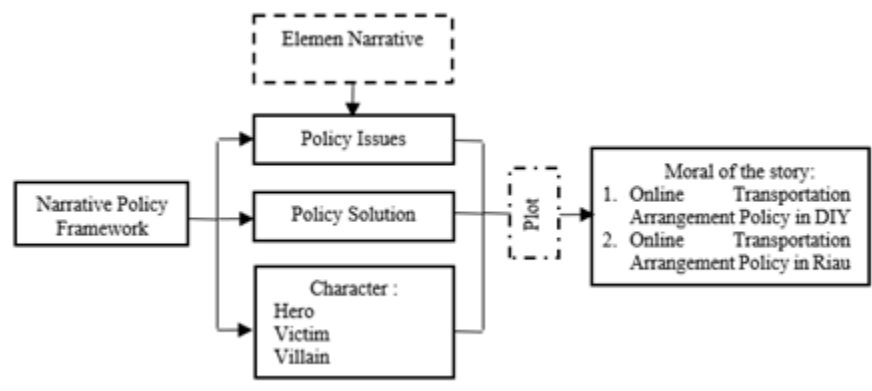
Research on the policy narrative framework analysis descriptively will find strategies such as narratives in the media, the opportunity to invite the public to be sympathetic to a policy issue (Shanahan et al., 2013). Political actors play the policy narrative strategy to attract a sympathetic audience about the activities they are carrying out, the narrative built by the chord contains meaning about cost efficiency, policy benefits, and related to humanity (Crow and Lawlor, 2016; Gupta, Ripberger, and Wehde, 2018; Shanahan et al., 2013).

According to the Narrative Policy Framework (NPF), narratives are necessary for policy change (Jones et al., 2014; Shanahan, McBeth, and Hathaway, 2011). NPF combines elements of narrative form and narrative content: record consists of setting, storyline, characters, and story morals, while range includes belief systems and narrative techniques (Shanahan, Jones, McBeth, et al., 2018). This study uses a narrative definition, which requires character and policy choices (Shanahan et al., 2013). Narrative Policy, using the NPF conceptual framework including: setting, character, scenario, and moral of the story (Gupta, Ripberger, and Wehde, 2018; Jones and Radaelli, 2015). NPF approach is translatable that if public opinion supports a group, the group will try to use that support to advance the group's interests (Jones and Jenkins-Smith, 2009). A group can use a policy agenda through a strategic approach in collaboration with government structures to achieve group benefits (Jones and McBeth, 2010).

The NPF uses conflict as a technique to leverage narratives for cost savings and facilitate the implementation of policies proposed by regulators (Gupta, Ripberger, and Collins, 2014; McBeth, Shanahan, et al., 2007). Critical points to understand how NPF works are that all texts describing policy problems can code as a set. All texts identified as individuals or groups causing problems can code as villains, all readers describing the impact of policy problems in code as victims (individuals or organizations), all texts describing principles in code as a solution to a policy problem (Jones et al., 2014; Shanahan, Jones, McBeth, et al., 2018).

### **2.3. Online transportation policy narrative framework**

To analyze the policy narrative of the entry of online transportation network companies, the right approach to choose is the Narrative Policy Framework, using the NPF conceptual framework including: policy issues, characters, plot and story morals/policy solutions (Gupta, Ripberger, and Wehde, 2018; Jones and Radaelli, 2015). Using narrative elements can explain the role of policy narratives developed by policy actors related to online transportation policy issues. Along with the history of policy problems, it is accompanied too by policy solutions presented by policy actors.



**Figure 1.** Online transportation policy narrative framework.

Policy narratives in online media can influence the government in designing online transportation policies. As stated by Jones and Jenkins-Smith (2009), if public opinion supports a group, it tries to use that support to advance its interests.

This article presents a specific framework for analyzing online transport policy narratives using a self-policing narrative framework (Crow and Lawlor, 2016), which can be seen in **Figure 1**.

The picture above explains that to analyze online transportation policy narratives, it is necessary to first define the online transportation problems in online media. Secondly, attention should be paid to the policy solutions offered by policy actors when telling their problems. Thirdly, it describes characters that depict heroes, villains, and victims. Actors who contribute to policy solutions in the online transport policy debate are given the role of heroes. The story identifies the villain or bullies' character as a source of transportation difficulties. The victim's character is marked by a narrative influenced by a disturbing type of online transportation. The three elements in question are packaged in a story that produces the Riau and DIY Provincial Governments as policy findings to overcome online transportation policy problems.

### 3. Methods and data collection

This study used qualitative analysis and used Nvivo 12 Plus software to support qualitative analysis by presenting Crosstab analysis and Visualization. Using Nvivo with five stages includes data collection in data capture, import, coding, classification, and visual presentation after processing the data to serve as supporting data in qualitative analysis.

Sources of data in this study came from report documents, news about online transportation issues and policies, analyzing media content, using keywords online transportation problems. **Table 1** shows online news media that can refer to as sources of information in this study.

Tribunpekanbaru.com media and Tribunjogja.com media are representatives of reputable national media. Furthermore, Goriau.com and Krjogja.com are representatives of reputable local media. The data was collected from two provincial-level regions in Indonesia: Riau Province and the Province of the Special Region of Yogyakarta (DIY). These two regions have a high level of online transportation problems compared to other regions in Indonesia. This study limits the number of online news media to four to be used as data sources, and coded data from 2015 to 2020 by adjusting the availability of existing information.

**Table 1.** List media

No.	Region	Online news media	URL
1	Riau	Tribunpekanbaru.com	<a href="https://pekanbaru.tribunnews.com/">https://pekanbaru.tribunnews.com/</a>
		Goriau.com	<a href="https://www.goriau.com/home.html">https://www.goriau.com/home.html</a>
2	DIY	Tribunjogja.com	<a href="https://jogja.tribunnews.com/">https://jogja.tribunnews.com/</a>
		Krjogja.com	<a href="https://www.krjogja.com/">https://www.krjogja.com/</a>

The qualitative data in this study was text-based, so the data used came from data coded from the text. Then, the code is a tag or label that provides descriptive or inferential information compiled during the research. The code referred was a snippet of words, phrases, sentences, or entire paragraphs. The words or phrases are combined to describe the relationship between them. As for the guidelines for using qualitative NPF research, the authors quote from Gray and Jones (2016); there are four steps of qualitative NPF research. First, in the qualitative NPF, the authors can identify policy problems. The policy area in this research is the policy for online transportation network companies. Second, collecting data by coding. Third, analyzing the data in this study. The authors present elements of narrative policy (setting, characters, plot, and story morals).

## **4. Results and discussion**

### **4.1. The issue of online transportation policy in the media**

The policy problem seen in this study is the narrative put forward by actors who talk about online transportation problems in policy formulation for online transportation. The narrative in question is the problem of online transportation policy, such as the criticism narrated by policy actors in the media in government policy. This article selects data specifically for the narrative of online transportation policy issues. In this way, it eases to find policy issues circulating in the media.

Indonesia's online transportation policy is influenced by policy actors who report online transportation problems in the media. The narratives of policy actors related to online transportation problems become policy narratives that influence the government's policy formulation process. The online transportation policy narrative is notified by government actors such as the Department of Transportation, the National Police, and the Senator. As explained by Shanahan et al. (2013) that in general, policy narratives are created when discussing policy issues. Problem identification can make it easier to determine the policy solution be interesting. Stone (2011) argued that when policy problems are defined, it is necessary to observe "how definitions can indicate interested parties, and how different definitions can change the relationship between power". So, referring to the definition, it is necessary to pay attention to how the problem is defined, who defines it, and when it is essential to consider.

The focus of online transportation policy issues reported in the media shows the many problems narrated by policy actors. Identifying a policy problem can be done by systematically looking at the circulating narrative, making it easy to measure how actors assess and expect a policy (Stephan, 2020). The media can make finding policy solutions regarding online transportation policy problems easier.

Policy problems that develop in the media can make it easier to identify policy solutions, so that policy alternatives will be easier to obtain (Crow and Lawlor, 2016). The problem of online transportation by policy actors narrated in the media can make it easier to find policy solutions in regulating online transportation. Problems that arise from online transportation are licensing problems, regulatory problems, and congestion problems.

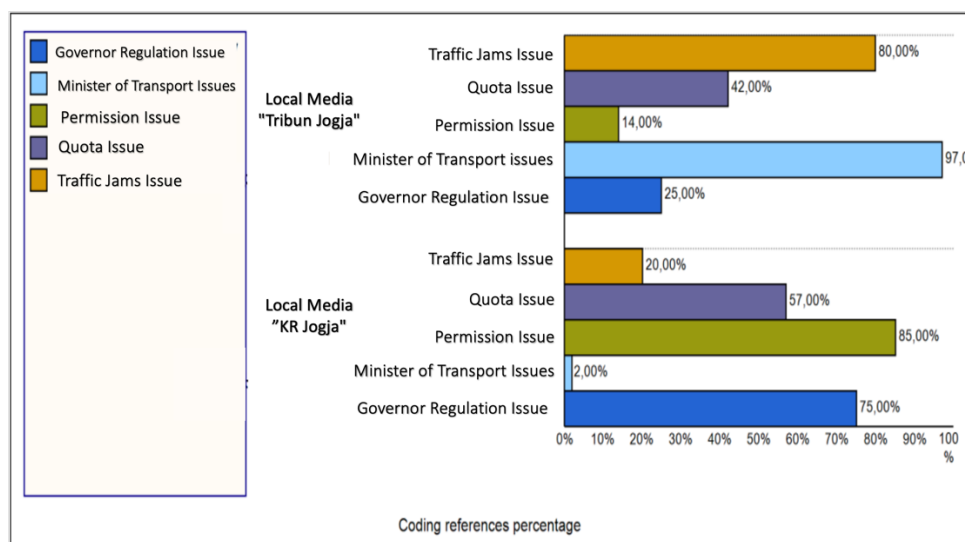
The problem of online transportation policy in the Special Province of Yogyakarta has grown in the media. Various narratives develop by policy actors in the local media of the Special Region of Yogyakarta. In **Figure 2**, it displays several policy issues narrated by policy actors to local media in DIY.

Figure 2 shows several online transportation policy problems in DIY. There are five types of online transportation problems: congestion problems, Pergub 108 in 2017, problems with governors 32 in 2017, ratio problems, and licensing problems. Data obtained from the media Trtibunjogja.com shows that the most narrated problem is the issue of the Minister of Transportation Regulation No. 108 of 2017 at 96%. Then, the congestion problem is 80%, the problem of implementing the governor's regulation No. 32 of 2017 is 25%, the quota issue is 42%, and the permission issue is 14%. The most often mentioned subject in the Tribunjogja.com media was implementing Minister of Transportation Regulation No. 108 of 2017.

Furthermore, the picture above also shows that the most dominant policy problem narrated on the Krjogja.com media is the issue of licensing by 85%, the problem of the governor of Indonesia 32 of 2017 is 75%, the ratio problem is 57%, traffic jams issue is 20%, and the implementation problem of the Minister of Transportation No. 108 of 2017 is 2%. Licensing issues are the most dominantly narrated by policy actors on Krjogja.com media.

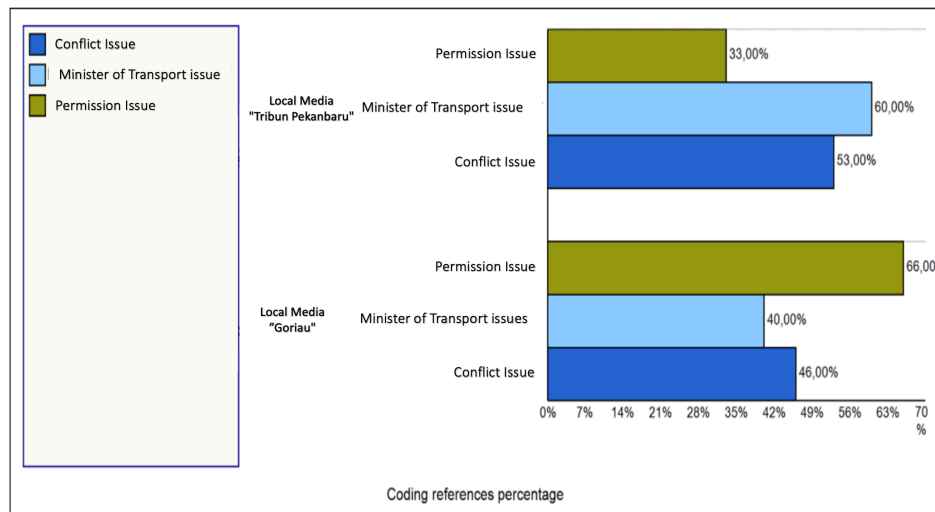
The problem of online transportation policy in Riau Province has grown in the local media. The actor includes the content in **Figure 3**, narrating several online transportation policy problems.

Figure 3 shows that several online transportation problems have occurred in Riau, in online



Source: Processed results of Nvivo 12 Plus, 2021.

**Figure 2.** Narrative of online transportation problems in DIY.



Source: Results of Nvivo 12 Plus data processing.

**Figure 3.** Narrative of online transportation problems in online media.

media. The three problems of online transportation in Riau include: problems implementing Permenhub 108 of 2017, licensing issues, and conflict problems. Data obtained from the media *Tribunpekanbaru.com* shows that the sequence of online transportation problems narrated by the actor is the first problem regarding implementing the Minister of Transportation Regulation No. 108 of 2017 with a percentage of 60%. The second problem is related to clashes with 53.57%, and the third problem is licensing with 33.33%. Furthermore, the narration of online transportation problems on *Goraiu.com* media with the highest percentage is licensing issues with a percentage of 66.67%, clashes 46.43%, problems implementing the Minister of Transportation Regulation No. 108 of 2017 with a percentage of 40%. Thus, the data shows that licensing issues are the most narrated on the *Goraiu.com* media.

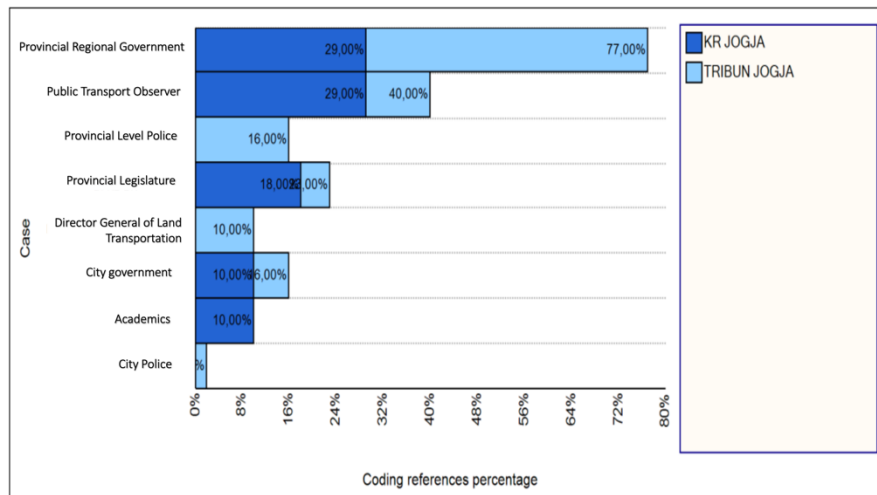
Licensing issues are the first problems that arise from online transportation. The rejection of the presence of online transportation occurs in DIY and Riau by conventional transportation drivers because online transportation does not yet have a permit in its implementation. The next crucial problem is the rejection of government regulations that cannot regulate online transportation.

#### 4.2. Actors narrating online transportation policies

The character element is part of the policy narrative essay that is important to discuss in narrative research. The characters referred to in the NPF are heroes, villains, and victims (Crow and Lawlor, 2016). Policy narratives can show the study's heroes, victims, and villains to attract readers' interest. If a reader knows each character's role in the narrative, the reader will find that the narrative becomes more persuasive (Jones et al., 2014). In the focus of online transportation problems, each character can see the solution to online transportation problems.

The hero characters in this study to people or institutions that provide solutions to online transportation problems. As for problem-solving, strategies such as those presented in resolving online transportation difficulties or actors who manage conflict problems directly emerging from transportation problems can. Furthermore, the hero character aims to give directions or ideas for solving problems or providing solutions to policy problems.





Source: Nvivo 12 Plus data processing results, 2021.

**Figure 4.** Hero characters in online transportation problems at DIY.

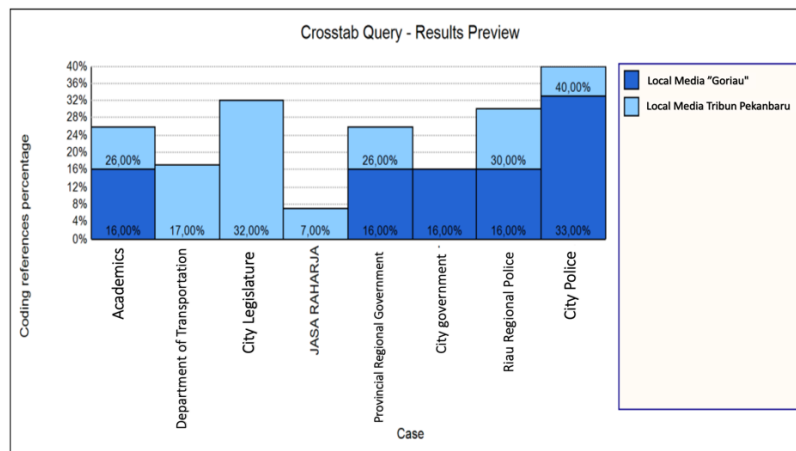
The hero characters referred to in the online transportation problem in the Special Region of Yogyakarta are the DIY Regional Police, DIY Regional Police, DIY DPRD, Governor, City Transportation Service, DIY Transportation Service, Transportation Observer, and Academics. These actors in the narrative in the media show that they are heroes in online transportation problems.

**Figure 4** shows that heroes in online transportation problems are people or institutions who play a role in overcoming online transportation problems. The heroes in question consist of the Provincial Government (DIY Transportation Service, Governor) with a percentage of 43%, the Transportation Observer Program of the Economic and Financial Development Institute (INDEF) (16.3%), DIY Regional Police (11.85%), DIY DPRD (8.89%), Director-General of Transportation (7.41%), Yogyakarta City Government (Ministry of Transportation, Mayor) (7.41%), Academic Research at the Center for Transportation and Logistics (Pustral) UGM (2.96%), and Police (1.48%).

Problems of online transportation in Riau involve actors connected with hero characters, including: Pekanbaru Police, Pekanbaru DPRD, Riau Police, Academics, City Transportation Service, Riau Transportation Service, and Jasa Raharja. The institution is a hero who directly handles problems of online transportation in Riau.

**Figure 5** shows that the heroes who talk the most about online transportation issues are Polresta (19%), Pekanbaru DPRD (17.31%), Riau Police (15.38%), Academics (Riau Islamic University) (13.46%); Provincial Government (Governor) (13.46%), Riau Transportation Department (9.62%), City Government (mayor) (7.69%), and finally Jasaraharja (3.85%).

The hero character will tell himself as a hero and tell the opponent as a villain to benefit from the policies made (Shanahan, McBeth, and Hathaway, 2011). This study found that DIY heroes are the Department of Transportation, the governor, the DPRD DIY, the Regional Police, and the Resort Police. Riau's hero figures are the Governor of Riau, the Department of Transportation, the Regional Police, the Resort Police, and Academics. Hero characters tell policy solutions to solve online transportation problems and defend victims in online transportation problems. A hero character is a person or institution, and certain institutions advocate for dissertation victims who solve policy



Source: Processed data from Nvivo-12 Plus, 2021.

**Figure 5.** Heroes in solving online transportation problems in Riau.

problems (Jones and McBeth, 2010).

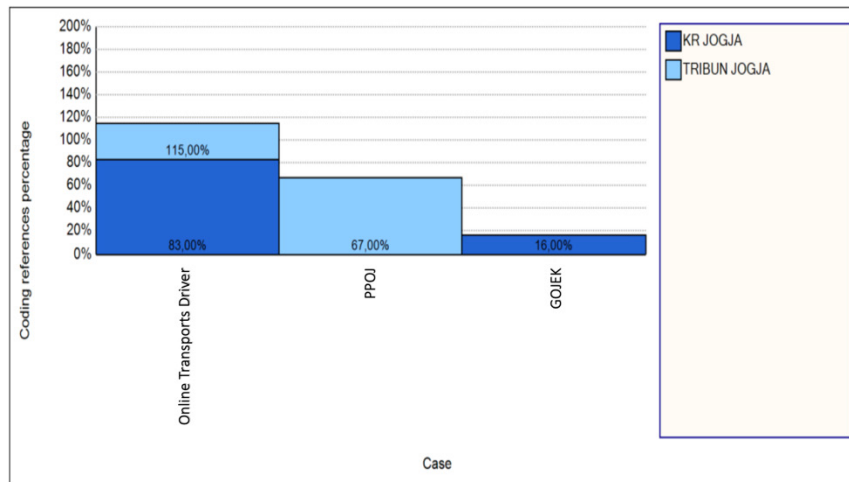
The next character element is a villain or a bully in transportation policy issues. A villain character appears when the media tells the cause of urban transportation problems. A villain character also appears in the narrative developed by hero actors. A villain in policy narratives aims at the person or organization who causes the problem (McBeth, Lybecker, et al., 2017). A villain character in this study is an application company engaged in transportation services (Gojek, Grab, Maxim, and Uber).

Online transportation in DIY shows several villain characters who interfere with the transportation sector. Villain characters in question are online transportation companies like Gojek, Grab, Maxim, and online driver associations. Below, said cloud data shows that the most dominant villain character emerged as the cause of transportation problems in DIY.

**Figure 6** shows that the disruptive characters in the transportation sector are Online Transport Drivers with a percentage of 53.17%, PPOJ (Jogja Ojek Drivers Association) with a percentage of 41.3%, and Gojek with a percentage of 6.25%. Furthermore, it can be seen that the percentage of villain figures narrated in Tribunjogja.com media is 60.87%, and KRjogja.com media is 39.13%. Online transportation companies and their drivers are present as disruptive characters in the transportation sector. Companies like Gojek can harm established companies. In addition, the number of online company partners has exceeded the transportation ratio, resulting in congestion and a drastic decrease in income for conventional drivers.

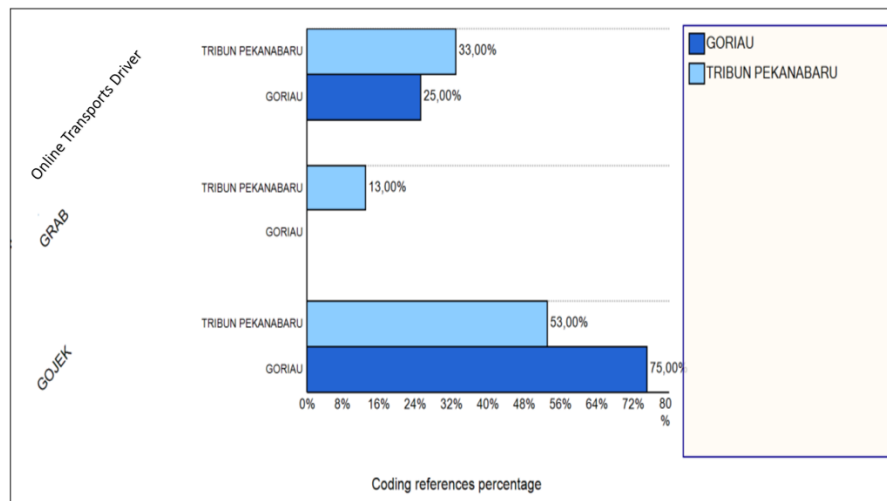
Not much different from the DIY study, the character of the disruption in the Riau region is an online transportation company (Gojek, Grab, Maxim, and other types of online). Online companies and their partners have had a devastating impact on the transportation market in Riau. The following is the frequency of words narrated by the media that indicate the role of the perpetrators of a villain.

**Figure 7** shows that the villain characters narrated in the media are Gojek with 57.89%, Grab companies with 13%, and transportation drivers online with 31.58%. Just look at the percentage of each media, Goriau.com is 21.05%, and Tribunpekanbaru.com is 78.95%. Summing up the data, online transportation companies such as Grab and Gojek with their partners are included in the



Source: Processing the results of interrupting the Nvivo 12 Plus.

**Figure 6.** Disruptive characters in transportation problems in DIY.



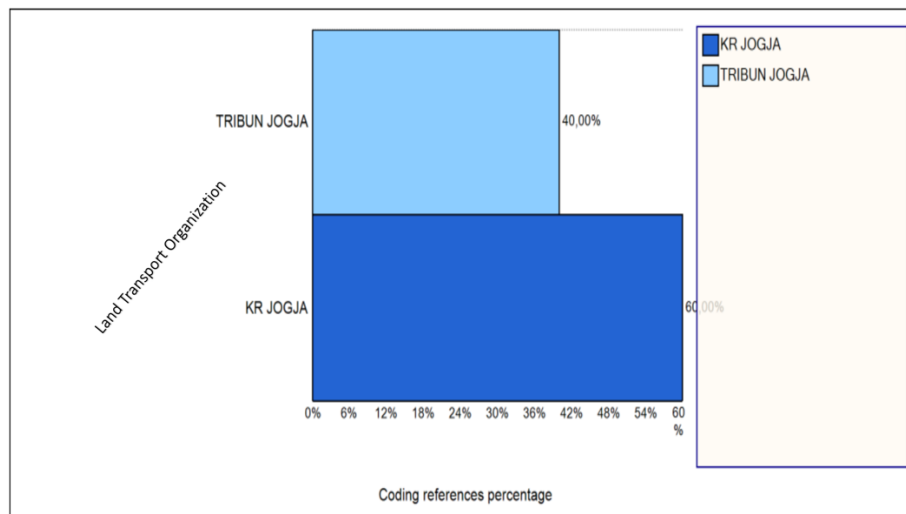
Source: Processing the results of interrupting the Nvivo-12 Plus

**Figure 7.** Disruptive characters in transportation problems in Riau.

narrative by policy actors who act as disruptive transportation services in Pekanbaru. The impact of online transportation in Pekanbaru is not only on the economic sector but also on the security and convenience of the transportation sector. This unique finding in the Pekanbaru area also leads to physical violence to villain acts between conventional and online drivers.

The victim's character is part of the people or institutions affected by the arrival of the new type of transportation. In this study, the victims have established transportation companies and their drivers and government-owned public transportation. The following can explain the character of the victims caused by the arrival of transportation in the DIY Province as follows:

Online transportation has a significantly decreasing impact on conventional transportation revenues in DIY. The observations in this study show that conventional transportation drivers who feel the most about online transportation problems can be presented with word cloud data about the character of victims of online transportation problems.



Source: Processed results of Nvivo 12 Plus data.

**Figure 8.** The character of victims in transportation problems in Riau.

**Figure 8** shows that in the narrative of online transportation problems, the character of victims is Organda (Land Transport Organization) with a percentage of 60% on Krjogja.com media and 40% on Tribunjogja.com media. There is a significant difference between the narratives published regarding the victim's character on tribunpekanbaru.com media, which are lower than goriau.com media.

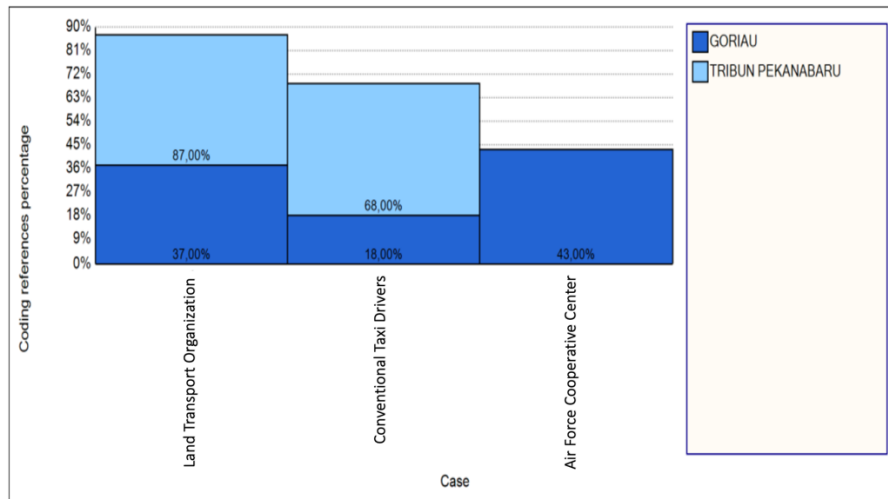
Online transportation has a significantly decreasing impact on conventional transportation revenues in Riau. The data from the coding results from the media shows that conventional transportation drivers who feel the most about online transportation problems can be presented with word cloud data about the character of victims of online transportation problems.

**Figure 9** shows that the narrative of online transportation problems revealing the characters of victims including Organda (Land Transport Organization) with a percentage of 38.89%, conventional taxi drivers with a percentage of 22.22%, and the last Puskopau (Air Force Cooperative Center) with a percentage of 38.89%. Furthermore, the percentage of narrative figures of victims on Tribunpekanbaru.com media is 11.11%, and Goriau.com media is 88.89%. There is a significant difference between the published narratives about the victim's character in tribunpekanbaru.com media, which is lower than goriau.com media.

### 4.3. The policy solutions offered by the actors

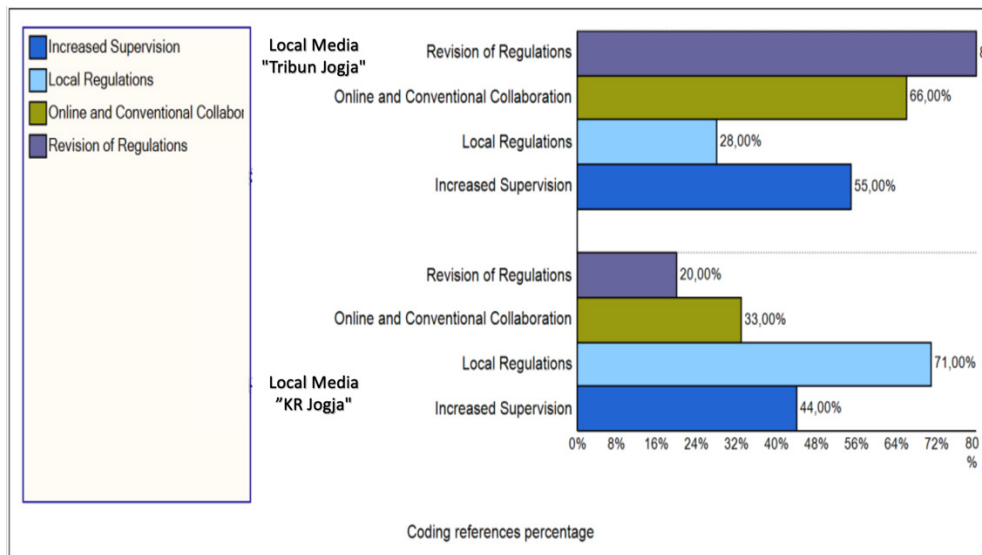
The policy solution is part of the policy narrative element to tell the solution to the policy problem. Policy solutions can look from the narratives developed by actors in the media. The policy solution referred to in this study is a policy solution to overcome the problem of online transportation.

The narratives discussed by policy actors in online media also provide policy solutions. The policy solution in question is a way out of online transportation problems in DIY. Media and actors discuss issues in their narratives and provide policy solutions to online transportation problems. **Figure 10** shows the policy solutions that exist in the narratives of each media actor.



Source: Processed results of Nvivo 12 Plus, 2021.

Figure 9. Characters of victims of transportation problems in Riau.



Source: Processed results of Nvivo 12 Plus, 2021.

Figure 10. Narrative of policy solutions in media.

Figure 10 shows that policy actors in the media narrate several policy solutions. First, policy solutions focus on regulatory modification, with Tribunjogja.com media contributing 80% of the total, and at 71% in the media Krjogja.com. The second is a policy approach that focuses on rule-making, with 66% in the media Tribunjoja.com. The third emphasizes the need for collaboration between traditional transportation providers and the internet. The four policy solutions increase supervision by 55% in tribunjogja.com media.

The narrative of policy solutions that focus on regulatory revisions is narrated most by policy actors. Based on the rejection of the regulation issued by the ministry of transportation, the actors involved in the transportation problem stated that several paragraphs needed to be revised. As stated

by the following actor:

“The proposed revision of the PP (which stipulates the Fee). The one related to the licensing Fee every five years is extended by five to 5 million, so this can burden the transportation business” (Tribunjogja.com).

The following policy solution that focuses on the need for new regulations to regulate online transportation is the issue of quotas and tariffs. Since online transportation does not meet vehicle standards to operate as public transportation, the following regulation that needs to be in the new regulation is the issue of quotas and tariffs. Limiting the number of vehicles needs to be done to maintain the stability of the load factor of public transport. The following is one of the policy solutions narrated by actors in online media:

“The problem of online transportation in DIY can be used as a reference in making the governor’s regulation (Pergub DIY) which substantially prohibits online taxis with illegal black plates.”

The following policy solution narration is a tariff-focused and DIY-only solution. The problem of tariffs is also complained of by online transportation drivers whose applications have been established. This determination can be detrimental to some drivers who are not under the operational costs. So, from these problems, there are policy solutions offered by policy actors who observe online transportation as follows:

“According to him, setting the lower limit rate can be done by taking three things, namely the City Minimum Wage (UMK), fuel costs, and vehicle insurance” (Tribunjogja.com).

The following policy solution narrative focuses on developing established taxi companies. Policy actors suggest that conventional transportation business actors can upgrade application-based services following technological advances and can follow current market developments, as narrated by the following policy actors:

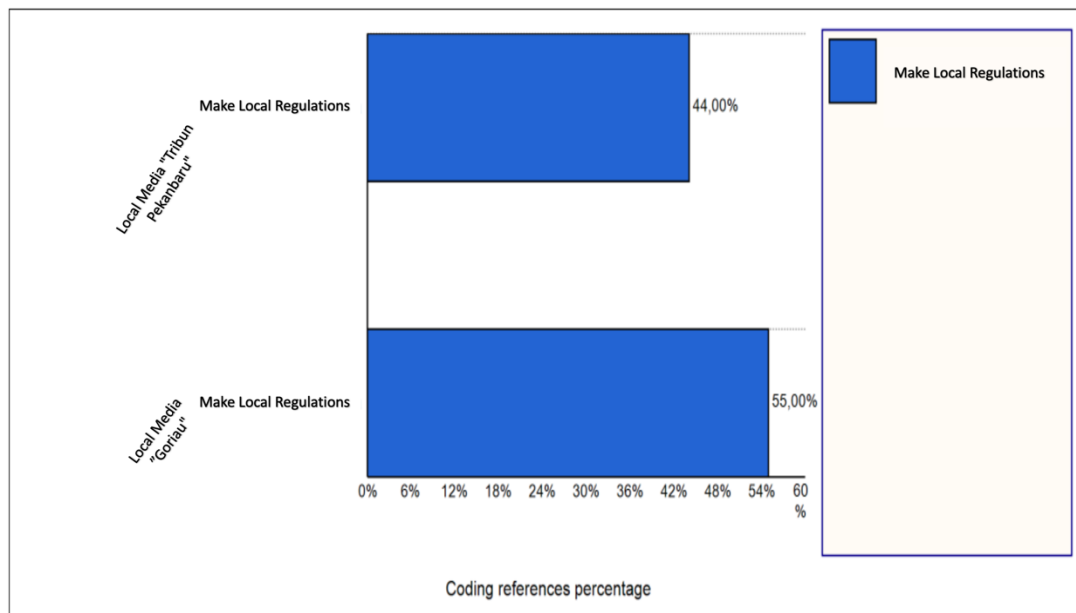
“And conventional taxis must also develop themselves to have the same technology as online taxis” (Tribunjogja.com).

The final policy solution narrative focuses on improving oversight. Various policy actors have suggested that the government monitor transport drivers who deliberately disobey regulations. The apparatus must take control measures to minimize violations of provisions by online and conventional transportation drivers. The following is a narrative related to policy solutions to increase supervision:

“Online taxi control, both in terms of quantity and requirements, must have a permit so as not to worsen the condition of regular taxis and create an unhealthy business competition climate” (Krjogja.com).

Several policy narratives described above show that the problem of online transportation in DIY has also received special attention from various policy actors, as evidenced by the narratives in the media that indicated policy solutions offered for every problem.

The narratives discussed by policy actors in online media also provide policy solutions. The



Source: Processed results of Nvivo 12 Plus data, 2021.

**Figure 11.** Narrative of online transportation policy solutions.

policy solution in question is a way out of the online transportation problem in Riau. Media and actors discuss issues in their narratives and provide policy solutions to online transportation problems.

**Figure 11** shows the narrative of policy solutions in online media narrated by Riau policy actors. The policy solution recommended by the actor is the need for a Pekanbaru Regional Regulation to regulate online transportation. Narrative of policy solutions for drafting regional regulations with 55% on Goriatu.com media and 44% on Tribunpekanbaru.com media. The data shows that Goriatu.com media dominates in reporting policy solutions by Riau policy actors.

Narratives of policy solutions that focus on making local regulations are recommended by policy actors such as the Governor of Riau, DPRD Pekanbaru, and Riau Academics, because local regulations can solve regional problems.

“Regarding two-wheels as public transportation, according to Syafrinaldi, it must be accommodated through local regulations as local wisdom” Syafrinaldi (Goriatu.com).

“The local government, in this case, the Pekanbaru City Government must immediately make appropriate regulations so that similar incidents do not happen again” Arsyadjuliandi Rahman (Goriatu.com).

From the narrative of policy solutions by actors to solve online transportation problems, the overall focus is on making local regulations or mayoral regulations.

Policy solutions are generally given by policy actors when discussing policy issues (Shanahan, Jones, and McBeth, 2018). Policy solutions to solve online transportation policy problems by policy actors in the media who report online transportation problems. According to Jones and Mcbeth (2010), policy narratives in specific problems can also provide policy solutions, and policy solutions

are the most critical part of the policy narrative framework. The problems found in this study are divided into two regions, namely Riau and DIY. DIY online transportation problems, namely: licensing issues, Permenhub 108 of 2017, congestion problems, and ratio problems. The government issued a government regulation that technically regulates online transportation.

The problems of online transportation in Riau are: licensing issues, problems with the implementation of Permenhub 108 of 2017, clashed. This hero actor offers a policy solution regarding licensing issues by providing online transportation permits with applicable regulations. Regarding the problem of refusal of the Minister of Transportation Regulation No. 108 of 2017, the policy solution offered by the hero is to form a regional regulation with a governor's decree. The problem of clashes due to competition between online and conventional taxi drivers is to follow up on the person who became the provocateur.

## **5. Conclusion**

Policy narratives influence the media's coverage of the transportation policy process. Policy narratives in the form of thinking on internet transportation issues aid in developing policy solutions. Online transportation policy problems narrated in the media with accompanying policy solutions can contribute to inputting the government overcome online transportation problems, especially in the DIY and Riau Regions. The DIY region found online transportation problems such as licensing problems, implementing regulations from the Minister of Transportation, problems with limiting the number of online vehicles, and congestion problems. The Riau region encounters licensing issues, clashes between conventional and online, and tariff and quota issues.

Character elements found in the narrative in the media include heroes, villains, and victims. The perpetrators of the villain referred to in the findings of this study are new companies and individuals who interfere with public transportation services (online transportation). The hero figures in question are the transportation service, governors, regional and city police, and transportation observers from academia. Then the character referred to in this study is a convenient public transportation service company.

The elements of policy solutions in the narrative in the media developed by the extraordinary actors or characters of DIY are the need for regulatory revisions, regional-level regulations, increased supervision, and a system of cooperation between conventional and online. Riau's specific policy solution is the need for regulations at the regional level that focus on setting operational boundaries, setting upper and lower tariffs, and planning for online vehicle needs.

Policy narratives in the media play a role in overcoming online transportation problems. The DIY region with problems that arose in the media gave birth to Governor Regulation No. 32 of 2017 concerning the implementation of taxi transportation and special rental transportation using information technology-based applications. Furthermore, the policy narrative in the media influenced the issuance of Number 973/Xii/2017 concerning determination of work areas, plans for vehicle needs, and special rental transport tariffs for information technology-based applications (online) in Riau Province. Thus, using the policy narrative framework shows that the narratives developed in the media by policy actors contribute to the formulation of policies by the government. This research contributes to local governments making regulations that technically regulate online



transportation. This research has a limitation in that the data used is only from the content on the media. Further research must use data sourced from in-depth interviews.

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## Conflict of interest

The authors declare that there is no conflict of interest.

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