Panel 16 : Public Administration

Driving Etiquette among Senior High School Students in Yogyakarta

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Abstract

Adherence to general courtesy of traffic defines the road users' personality and reflects a nation's culture. The large number of traffic violations in Yogyakarta shows a low public awareness of safety and traffic discipline. Most of the casualties in traffic accidents include those in productive age group (15-30 years old) and 5% of those are students. This survey aims to study the driving etiquette among senior high school (SMA) students in Yogyakarta City.

The population and sample are SMA students who ride motorcycles for their daily mobility. Yogyakarta City has 53 senior high schools including 11 state schools and 42 private schools with 13,610 students. The sampling technique used is Multi-stage proportionate random sampling. Three schools are chosen based on their type and location, including SMA 4 (state school, no. of students: 602), Muhammadiyah 3 (private, no. of students: 984), and BOPKRI 2 (private, no. of students: 648). The total number of students in the three schools is 2,234. If 75% of the students are motorcyclists, the total population is 1,676. By using Isaac and Michael formula, a minimum sample of 291 respondents was obtained. Data were collected through questionnaire, interviews, observation, focus group discussion (FGD) and documentation, while analysis was carried out in descriptive quantitative method.

The results show that more than 20% of high school students in Yogyakarta do not comply with the traffic rules properly. It means that their understanding of riding etiquette as reflected in Law No. 22/2009 is insufficient. Therefore, a policy on the inculcation of traffic discipline and driving etiquette for high school students by involving the related stakeholders should be formulated.

Keywords: driving etiquette, senior high school students

1. Introduction

Yogyakarta City, one of the five regions in Yogyakarta Special Territory, is known as a city of education that draws people to come for both travel and studying. As a result, traffic in the city is getting more and more along with the increasing number of vehicles. As a city of education, motorcycles are the preferred mode of transport and the increasing number of vehicles becomes one of the factors causing congestion.

Congestion becomes a recurring problem in Yogyakarta City, especially during rush hours, i.e., in the morning between 6:30-8:30 when students go to school and commuters go to work as well as in the afternoon between 3:00-5:00 when they go home. Paradoxically, congestion makes the road users try to speed for fear of being late. Rush hours put the road users prone to accidents.

In Yogyakarta City, the number of accidents is increasing from time to time. Data from the Traffic Unit of Yogyakarta City Police shows that by the end of 2015, there was 32% increase from the total number of accidents in 2014 (http://jogja.tribunnews.com/2015/12/21/). Data on the number of accidents in 2013-2015 is presented in Table 1.

Table 1. Number of traffic accidents in Yogyakarta City, 2013-2015

No.	Year	Total
1.	2013	528
2.	2014	496
3.	2015	636

Source: Traffic Unit, Yogyakarta City Police, 2015

Accident is mostly due to the poor understanding of the importance of traffic discipline and driving etiquette. In general, accidents occur when a rider is negligent in driving and violates the traffic rules. The high number of traffic violations in Yogyakarta shows a low public awareness of safety and traffic discipline. Compared to the other road users, motorcyclists are more prone to accident. Therefore, public awareness in traffic etiquette is indispensable for the sake of common safety.

A report by World Health Organization (WHO) in 2015 shows that Indonesia is ranked fifth in the world in the number of fatalities due to traffic accidents. Traffic accidents claim 120 people every day. Furthermore, a report by WHO Global Status Report on Road Safety states that Indonesia tops the list of countries with the highest increase in traffic accidents. It is reported that Indonesia has an increase in traffic accidents by more than 80% (www.republika.co.id, 6 November 2014). The number of deaths in Yogyakarta City due to traffic accidents is also increasing as seen in Table 2.

Table 2. Number of fatalities and material loss due to traffic accidents in Yogyakarta City, 2013-2015

No.	Year	Fatalities	Material Loss (IDR)
1	2013	32	1.035.100.000
2	2014	42	936.250.000
3	2015	46	482.261.000
	Total	120	2.453.611.000

Source: *Tribun Jogja*, 21 December 2015

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Table 2 shows that in 2013-2015 there was an increase in the number of people died of traffic accidents in Yogyakarta City. Surprisingly, while material loss due to traffic accidents decreased, the number of fatalities increased, most of the fatalities were people of productive ages (15-30 years old). Police Chief Inspector Hendro of Traffic Unit revealed that the main cause of traffic accidents is a violation of traffic rules by road users (Tribunjogja.com, 21 December 2015).

Meanwhile, 5% of the fatalities are students. Therefore, it is necessary to promote traffic discipline and driving etiquette to students. This is important not only to reduce the number of casualties but, more importantly, also to have character building so that they are able to recognize and respect others, to have tolerance, to have ethics in utilizing public facilities. Building a good character is not an overnight job because in addition to the complexity of the process it also deals with the character education of a complex human nature. As Thomas Lickona stated, "good character is not formed automatically in the classroom; it developed over time through a sustained process of teaching, example, learning, and practice".

Character Education Partnership, a leading character education program in the United States, defines character education as

> a national movement encouraging schools to create environments that foster ethical, responsibility, and caring young people. It is the intentional proactive effort by school district and states to instill in their students important core, ethical values that we all share such as caring, honesty, fairness, responsibility, and respect for self and others (Schwartz (ed.), 2008: vii).

High School students are generally 16-18 years old. Being in this age range, students are having a transition from children to adolescence. They have a distinctive behavior and require attention from the surroundings including parents, school, or community. The urge to form and express self-identity in adolescents is often extreme and excessive so that communities frequently view such expression as a deviation or delinquency.

Erikson states that adolescence is a period that has an important role because through this stage one must reach an ego identity level, where personal identity means knowing who he/she is and how a person becomes part of the society. (https://en.wikipedia.org/wiki/Erikson%27s_stages_of_psychosocial_development). Traffic violation is an expression by teenagers who are in search for their identity.

The government has taken preventive measures to regulate traffic and to minimize traffic including by issuing Law No. 22/2009 on Traffic and Transport (known as UULLAJ). This law stipulates provisions on road use, traffic safety, traffic accidents and fines for traffic violations. Related government bodies have also reinforced the Law. Indonesian Police has issued Police Chief Regulation No. 9/2012 on Driving License to maintain the traffic order and to prevent traffic accidents. At the regional levels, the Government of Yogyakarta Special Territory has issued Governor Regulation No. 54/2011 on the Education of Driving Etiquette at School, whereas in Yogyakarta City, policies to regulate driving etiquette are ratified by Mayoral Regulation No. 40/2012 on the Implementation of Driving Etiquette Education in Yogyakarta City.

Based on the background, the research problem is formulated as follows: "How is driving etiquette of high school students in Yogyakarta?" This study aims to obtain a broad picture of high school students' behavior in Yogyakarta City in complying with the laws and regulations of traffic and in adhering to general courtesy of traffic among road users. The results of this study are expected to contribute to the implementation of driving etiquette education at school.

2. Method

This descriptive research uses a quantitative approach. Population and sample of research are high school student in Yogyakarta city that ride motorcycle for their day to day mobility. Yogyakarta City has 53 high schools including 11 state schools and 42 private schools with 13,610 students. The sampling technique used is multi-stage proportionate random sampling. The sampling began with choosing three schools by considering the school type and location, namely SMA 4 (state school, number of students: 602), Muhammadiyah 3 (private, number of students: 984) and BOPKRI 2 (private, number of students: 648). The total number of students in the three high schools is 2,234. If 75% of the students are motorcyclists, it is estimated that 1,676 students ride motorcycle to go to school. Minimum sample size was determined using Isaac and Michael formula for margin of error 5% as follows:

$$s = \frac{\chi^2 . N.P.Q}{d^2 (N-1) + \chi^2.P.Q} \quad \text{(Sugiyono, 2006: 98)}$$

where:
χ^2 with dk = 1, confidence level 95%
P=Q=0.5 d = 0.05 s = number of sample

By using the formula, a sample of 289 respondents was obtained. Data collected through questionnaires generates a total sample of 291. In addition to using questionnaire, the researchers collect data through interviews, observation and documentation. Descriptive analysis was carried out quantitatively by using SPSS 16.00 for Windows.

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3. Results

a. Respondent characteristics

This study involved 291 respondents consisting of 148 male (50.86%) and 143 female (49.14%). Respondents' distribution by age is as follows.

Table 1. Respondents' distribution by age

Age	Frequency (f)	f%
15	89	30.58
16	117	40.21
17	76	26.12
18	9	3.09
Total	291	100

Table 1 shows that respondents' are between 15 and 18 years old. From the age distribution, it is seen that most respondents are at the age of 16 (eleventh graders). Meanwhile, the data on the respondents' age when they began riding motorcycle is as follows.

Table 2. Respondents' age when they started to ride motorcycle

Age	Frequency (f)	f%
under 10	17	5.84
11-12	43	14.78
13-14	74	25.43
15-16	97	33.33
above 17	60	20.62
Total	291	100

Table 2 shows that the number of respondents who are legally allowed to ride a motorcycle is 60 (20.62%) as the minimum age to obtain a Driver's License is 17. The large majority of 231 respondents (79.38%) do not have a driver's license yet although they have been riding motorcycles for a while. Seventeen (17) respondents began riding a motorcycle at the age of 10 or below; in fact, 11 of them have been riding a motorcycle since they were eight.

Such a case as riding motorcycle at an early age is a logical consequence of the availability of motorcycle, ignorance (permissiveness) of parents, influence of peers and the role of the school. Teenagers riding motorcycles at an early age are physically and psychologically immature to deal with various situations on the road. This increases the number of teenagers involved in traffic accidents.

b. **Study Results**

Driving safety refers to the driving behavior that ideally should include a good level of safety for both the driver and other road users in order to avoid traffic accidents (http://jnc.000space.com, 2013). Motorcycle riding requires the rider to check all components of the vehicle.

Summary of descriptive statistical analysis of the respondents' behavior before riding, while riding, and after riding is presented in the following tables.

(a) Respondents' behavior before riding

Table 3. Respondents' behavior before riding (n=291)

Respondent behavior before riding		Always (score 3)	Sometimes (score 2)	Never (score 1)
1.	Checking the engine	134 (46.0%)	84 (28.9%)	73 (25.1%)
2.	Warming up the motorcycle engine	112 (38.5%)	103 (35.4%)	76 (26.1%)
3.	Checking the tire pressure	115 (39.5%)	126 (43.3%)	62 (21.3%)
4.	Checking the brake functions	125 (43.0%)	67 (23.0%)	99 (34.0%)
5.	Checking the mirrors	115 (39.5%)	81 (27.8%)	95 (32.6%)
6.	Checking the condition of chain/belt	112 (38.5%)	84 (28.9%)	95 (32.6%)
7.	Checking the vehicle horn	108 (37.1%)	96 (33.0%)	87 (29.9%)
8.	Checking the conditions of mirrors	125 (43.0%)	87 (29.9%)	79 (27.1%)
9.	Checking the brake light function	130 (44.7%)	71 (24.4%)	90 (30.9%)
10.	Checking the headlight function	141 (48.4%)	59 (20.3%)	91 (31.3%)
11.	Checking the high beam	127 (43.7%)	67 (23.0%)	97 (33.3%)
12.	Checking the turn signal lights	115 (39.5%)	95 (32.6%)	81 (27.8%)
13.	Checking the fuel availability	105 (36.1%)	101 (34.7%)	83 9 (28.5%)
14.	Checking the vehicle indicator lights (fuel meter/odometer / speedometer/ gear position, high beam and turn signal indicators)	100 (34.4%)	130 (44.7%)	61 (21.0%)
15.	Checking the rider's personal safety protectors (crash helmet, mask, gloves, jacket, etc.)	110 (37.8%)	122 (41.9%)	59 (20.3%)

The data presented in *Table 3* show that vehicle component, which 40% of the respondents always check, include headlight (48.4%), engine (46.0%), brake light (44.7%), high beam (43.7%), mirrors (43.0%), and brakes (43.0%). It means that the six items are seen as the most important vehicle components. On the other hand, for respondents who never check their vehicle, five components stand out, including brakes (34.0%), high beam (33.3%), mirrors (32.6%) engine belt/chain (32.6%), and headlight (31.3%). This illustrates that the respondents' knowledge about the components of a motorized vehicle is still limited. The remaining respondents check their vehicle components only occasionally.

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(b) Respondents' behavior on the road

Respondent behavior while riding on the road shows the respondents' understanding and ability in implementing the traffic laws and general norms of courtesy. The following table presents the respondents' behavior on the road.

Table 4. Respondent behavior while riding (n=291)

	Respondent behavior on the road	Always (score 3)	Sometimes (score 2)	Never (score 1)
1.	Turning on the headlight	136 (46.9%)	64 (22.1%)	90 (31.0%)
2.	Tuning on the turn signal light before making a turn	158 (54.4%)	34 (11.7%)	98 (33.8%)
3.	Bringing a valid driver's license	135 (46.6%)	58 (20.0%)	96 (33.1%)
4.	Bringing the vehicle registration	148 (51.0%)	53 (18.3%)	89 (30.7%)
5.	Wearing a crash helmet	153 (52.8%)	35 (12.1%)	102 (35.2%)
6.	Wearing a mask	103 (35.5%)	140 (48.3%)	47 (16.2%)
7.	Wearing motorcyclist gloves	104 (35.9%)	127 (43.8%)	59 (20,4%)
8.	Wearing a jacket	98 (33.8%)	98 (33.8%)	94 (32,4%)
9.	Making sure that the passenger puts on the crash helmet	108 (37.2%)	87 (30.0%)	94 (32.4%)
10.	Running a red traffic lights	95 (32.8%)	119 (41.0%)	76 (26.2%)
11.	Making or answering a phone call while riding	88 (30.3%)	99 (34.1%)	103 (35.5%)
12.	Texting while riding	94 (32.4%)	99 (34.1%)	97 (33.4%)
13.	Smoking while riding	103 (35.5%)	58 (20.0%)	129 (44.5%)
14.	Violating road markings	86 (29.6%)	128 (44.1%)	76 (26.2%)
15.	Riding at the speed of more than 60 km/h	74 (25.5%)	142 (49.0%)	74 (25.5%)
16.	Taking more than one passengers	80 (27.6%)	105 (36.2%)	105 (36.2%)
17.	Listening to music player while riding	87 (30.0%)	112 (38.6%)	91 (31.4%)
18.	Getting ticketed	84 (29.0%)	123 (42.4%)	83 (28.6%)
19.	Almost had an accident on the road	58 (20.0%)	148 (51.0%)	84 (29.0%)
20.	Had a minor traffic accident	56 (19.3%)	132 (45.5%)	102 (35.2%)
21.	Had a moderate/severe traffic accident	81 (27.9%)	65 (22.4%)	144 (49.7%)

Table 4 shows that in general, most respondents (more than 50%) adhere to traffic rules, but more than 30% of high school students in Yogyakarta City have violated the traffic rules. This means that students' understanding of traffic safety and discipline is lacking. It is regrettable that some respondents usually smoke while riding motorcycle (35.5%). Some respondents said that they sometimes do it (20.0%) and most of them (44.5%) never smoke while riding. As this survey did not differentiate the responses by sex, it is suffice to say that the 44.5% respondents who said they never smoke while riding could be girls. Finally, more than 50% of respondents said they got traffic accidents of various degrees, either minor or serious.

(c) Respondents' behavior after riding

To get a more detailed picture, the data of each item of respondent behavior after riding is presented in the following table.

Table 5. Respondent behavior after riding (n=291)

Respondent behavior after riding		Always (score 3)	Sometimes (score 2)	Never (score 1)
1.	Cleaning protective equipments regularly	66 (22.7%)	171 (58.8%)	54 (18.6%)
2.	Washing gloves regularly	93 (32.0%)	134 (46.0%)	64 (22.0%)
3.	Keeping the crash helmet clean	79 (27.1%)	122 (41.9%)	90 (30.9%)
4.	Maintaining the vehicle cleanliness and completeness regularly	59 (20.2%)	163 (56.0%)	69 (23.7%)
5.	Checking and repairing motorcycle regularly	98 (33.7%)	113 (38.8%)	80 (27.4%)

Table 5 reveals that some respondents pay less attention to traffic safety after riding. In fact, 30.9% of respondents said they did not keep the cleanliness of their crash helmet. Furthermore, 27.4% of respondents do not have their motorcycle checked by mechanics on a regular basis. When the researchers asked them further questions, they said that they had no time to bring their motorcycle to the repair shop. However, 20.2% of respondents maintain their motorcycle cleanliness and completeness on a regular basis and 56.0% of them carry out the maintenance only occasionally. This indicates that most respondents care for their vehicles.

(d) Application of driving etiquette

Driving etiquette is also reflected in the motorcyclists' compliance to traffic rules. The following table shows the respondent's driving etiquette.

Table 6. Respondent's driving etiquette (n=291)

No.	Driving Etiquette	Always (score 3)	Sometimes (score 2)	Never (score 1)
1.	Using the left lane (*Indonesia uses left-hand traffic/LHT*)	134 (46.0%)	84 (28.9%)	73 (25.1%)
2.	Use the right lane when passing other vehicles or making U-turn	114 (39.9%)	103 (35.4%)	74 (25.4%)
3.	When passing other vehicles from opposite directions on a two-lane without clear lane marking, respondent provides sufficient space to the right of the vehicle.	103 (35.4)	126 (43.3)	62 (21.3)
4.	When going to turn right or making U-turn, respondents stops to observe oncoming traffic both from the same and from the opposite directions	125 (43.0%)	67 (23.0%)	99 (34%)

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No.	Driving Etiquette	Always (score 3)	Sometimes (score 2)	Never (score 1)
5.	When turning or making U-turn, respondent turn on the turn signal light or make an appropriate hand signal.	115 (39.5%)	81 (27.8%)	95 (32.6%)
6.	Slowing down when passing a bus stop where passengers get on/off the bus.	138 (47.4%)	59 (20.3%)	91(31.3%)
7.	Slowing down when passing non-motorized vehicles drawn by animals.	108 (37.1%)	96 (33.0%)	87 (29.9%)
8.	Slowing down when driving in the rains or there are puddles on the road.	125 (43.0%)	87 (29.9%)	79 (27.1%)
9.	Slow down when approaching an intersection ahead	130 (44.7%)	71 (24.4%)	90 (30.9%)
10.	Slowing down upon seeing a pedestrian will cross the street	141 (48.5%)	59 (20.3%)	91 (31.3%)
11.	When the respondents want to slow down, they check the traffic situation to avoid disrupting other passing vehicles	127(43.6%)	67 (23.0%)	97 (33.3%)
12.	Prioritizing vehicles coming from the opposite direction or from the other directions of the intersection as indicated by traffic signs and road markings	115 (39.5%)	95 (32.6%)	81 (27.8%)
13.	Gives an opportunity to the vehicle from the main road if I come from a smaller lane crossing the main road	107 (36.8%)	83 (28.5%)	83 (28.5%)
14.	Prioritizing vehicles coming from the left junction in the crossroad	100(34.4%)	130 (44.7%)	61 (21.0%)
15.	If the intersection is a roundabout, respondents give the priority to another vehicle coming from the right direction	110 (37.8%)	122 (41.9%)	59 (20.3%)
16.	Respondent stop when the level crossing bell is ringing, crossing barrier is closing, or other signals are given	130 (44.7)	57 (19.6%)	104 (35.7%)
17.	Prioritizing the passing fire trucks that are on way to perform their tasks	138 (47.4%)	57 (19.6%)	96 (33.0%)
18.	Prioritizing the ambulance carrying the sick.	130 (44.7%)	53 (18.2%)	108 (37.1%)
19.	Prioritizing vehicles to rescue the casualties in traffic accidents	125 (43.0%)	65 (22.3%)	101 (34.7%)
20.	Prioritizing the vehicles carrying heads of State agencies	128 (44.0%)	65 (22.3%)	98 (33.7%)
21.	Giving ways to the passing funeral procession	137 (47.1%)	53 (18.2%)	101 (34.7%)

Table 6 shows that more than 60% of respondents have adhered to each item of driving etiquette in accordance with traffic regulations. However, there are still 20-37% of respondents who ignore driving etiquette. Proper adherence to traffic discipline begins with pre-driving preparation and it goes on to the road while driving and after driving. It also involves an adherence to such driving etiquette as safety consideration when passing other slower vehicles, making a U-turn, obeying traffic signs and road markings, respecting the rights of other road users, observing traffic conditions at intersections and level crossings.

4. Discussion and Conclusion

In social life, etiquette or general courtesy regarding acceptable action and behavior among members of the community is indispensable. Etiquette governs the way human beings behave in public space in accordance with common norms and decency. Furthermore, driving etiquette or rules of traffic etiquette in general represents the road users' behavior in complying with traffic laws and regulations as well as with the norms of courtesy for the benefit of all road users.

More specifically, Indonesian Law No. 22/2009 on Traffic and Transport defines traffic as the movement of vehicles and people on the road and supporting facilities. To regulate the movement and to ensure the public safety on the road, various road markings and traffic signs are put into place. Traffic signs according to Julianto (2008) signs on the road in the form of symbols, letters, numbers, sentences and/or their combinations intended to provide road users with warnings, restrictions, instructions and directions. Along with various road markings, traffic signs are put to ensure smoothness, regularity and safety on the road.

In reality, there are often violations to laws and etiquette, including violations in traffic rules and driving etiquette. Among the factors affecting such violations include individual needs, the absence of clear guidelines, accumulation of uncorrected behavior and habits, unethical surroundings and the collective behavior of the community members (http://www.etika-profesi.blogspot.co.id   accessed 13 March 2016 at 2:30 p.m.). Violations of traffic rules will result in losses and accidents. Police Commissioners H. Harmain and Sunardi (two officers at Traffic Unit of Jambi Regional Police) mention three factors causing traffic accidents, namely driving unpreparedness, improperly-equipped vehicles and a reluctance or unwillingness of the road users to obey traffic rules (http://www.salamedukasi.com/2014/09/etika-dan-tata-cara-berlalu-lintas-di.html accessed 22 March 2016 at 8:00). According to Carter & Homburger, traffic accidents occur due to errors in the factors constituting the traffic systems including people, vehicles, roads and environment (Supratman, 2013).

In Indonesia, to obtain a driver's license (SIM) including for motorcyclists, one must at least be 17 years old. In fact, the data from this study indicate that 79.38% of respondents have not been entitled to obtain a driver's license but have been on motorcycles. Seventeen respondents even have been riding motorcycle before they were even 10. Of the 17 respondents, 11 started riding motorcycles at the age of eight. The phenomenon of riding motorcycles at an early age is closely related to the easy access to motorcycles, parents' ignorance or silence, peer influence and the weakness in the schools' prevention policy. Teen motorcyclists who start riding at an early age are immature in terms of both physical and psychological condition to deal with various situations on the road. This increases the number of teenagers involved in traffic accidents.

This study shows that in general high school students in Yogyakarta City (more than 60%) have made preparations before driving by examining the motorcycle components, have obeyed traffic rules on the road and have took care of their riding equipments, although some respondents said that they comply with the etiquette only occasionally. On the other hand, many students still violate the traffic rules or ignore traffic safety, including leaving their vehicle registration (35.9%), driving under the minimum legal age (33.1%), not wearing crash helmet

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(35.2 %), being a passenger without crash helmets (32.4%), running a red lights (32.8%), making or answering a phone call (30.3%), texting while driving (32.4%) and speeding (25.5%). Furthermore, another study indicates that the number of junior high school students riding motorcycle long before they reach the minimum legal driving age is inseparable from the internal and external influences of the individuals (Pamungkas, 2012).

In implementing the driving etiquette there are still 21-37% of respondents who ignore or fail to recognize the rights of others. About 37.1% respondents said they never give ways to ambulance carrying the sick. In terms of prioritizing other road users, 35.7% of respondents never stop at the level crossing when the level crossing bell is ringing or the crossing barrier is closing, which is certainly a dangerous violation for both the passing train and the drivers themselves. In addition, one third of respondents (34.7%) said they never give way to the passing funeral procession. Furthermore, 34% of respondents said that they never stop and check for approaching vehicles nor they check the traffic conditions and when they want to slow down their vehicle. In terms of their character as teenagers and their driving behavior on the road, it can be said that respondents are at a phase when changes of values are taking place in their psychological development. The large number of respondents who violated traffic rules and their lack of caution in driving caused them to get sanctions (29.0% of them were ticketed) and to have an accident (27.9%).

Policies governing the procedures, etiquette and sanctions for traffic violations have been formulated on both national and local scales. At the national level, the government has issued and implemented Law No. 22/2009 on Traffic and Transport. This policy has become a nationwide regulation that all road user have to comply with. Education of traffic discipline and driving etiquette should start early at school. This scenario is more appropriate as the number of traffic accidents involving students. In addition, driving etiquette education is part of the character education aimed at early prevention of traffic violations and promoting driving etiquette to road users could be more focused at school.

At the regional level, Yogyakarta Special Territory is one of the areas where the pilot project for the Traffic Education policy is being implemented. The local government has issued the policy by integrating it into school curricula. The policy is translated through Governor Regulation No. 54/2011 on Traffic Discipline and Driving Etiquette Education at Schools, in which schools are required to integrate traffic education in every subject taught in schools. In addition, Yogyakarta City Administrator has also issued Mayoral Regulation No. 40/2012 on the Implementation of Traffic Education in Yogyakarta City to support the implementation of traffic education Yogyakarta City. Traffic Education in schools has been administered by the Education Office of Yogyakarta City since 2009 (*Source*: Interview with Yogyakarta City Education Office's Head of Research and Development, March 21, 2016).

Schools are the main actor in the inculcation of driving etiquette for high school students. In such an internalization of traffic discipline, schools need the support, encouragement, and involvement of various parties including government, society, and family as schools cannot do it themselves. In this context, Lawrence Green (2000) analyzes that individual behavior is determined by three main factors. First is predisposing factors, which are within the individual and include attitudes, values, beliefs, and perceptions of needs, all of which are formed by

cultural and social exposures that produce reinforcing factors. Second is enabling factors, which are manifested in the physical environment including the availability or unavailability of facilities. Third is reinforcing factors, which manifest in attitudes and behavior or culture of the society. These reinforcing factors include social support, peer influence and family or parents.

To conclude the discussion, it should be restated that 79.38% of respondents are not entitled to licensing or have not yet obtained license but they have been riding motorcycle, more than 60% of high school students in Yogyakarta have shown good driving etiquette, and more than 20% of high school students have committed traffic violations. This shows that their understanding and awareness of traffic discipline and driving etiquette is lacking. What they are thinking about is getting to school as quickly as they can so that sometimes they ignore the traffic rules and go on their own way, taking the rights of other road users. Therefore, it is recommended that a model for an inculcation of traffic discipline and driving etiquette for high school students by involving government, community, and family should be developed and implemented.

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Evaluate the Impact of Public Policy on Rice Yield in Vietnam

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Abstract

This study investigates the impact of public policies on agricultural productivity, particularly on rice yields in Vietnam. The specific policy considered here is land consolidation policy in agriculture. The Difference in Difference (DID) aproach and OLS model were used to analyse the Vietnam Access to Resources Household Survey (VARHS) 2008 & 2014 panel dataset. This is different from other studies on the impact of policies on improving agricultural productivity, to accurately reflect the impact of the policy on yields of rice in rural agricultural communes. The result has revealed that the application of this policy has positive effects on the economy in general by improving the rice yield of participating communes.

Keywords: difference in difference (DID), land consolidation, rice yield

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1. Introduction

State policy in the field of agriculture

Economic policy is a tool to help the State control the activities of economic entities. In agriculture, the state uses a system of economic policies to influence the mechanics of agriculture. Economic policy helps the state to achieve the development goals outlined in agricultural development strategies, plans and projects.

According to the content, economic policy in agriculture is classified into capital investment policy, credit policy, land policy,… In which, land policy plays a special role. A variety of economic, political and social problems in agriculture and rural areas associate with land issues. The direct objective of land policy is to manage and use land effectively, while preserving the fertility of the land, as land is the primary means of production, especially agriculture.

In order to achieve this goal, Vietnam has made important changes in its land policy since the transition to a market structure, reflected in a series of legal documents issued on such subjects as: Allocation agricultural land to households; Quota of agricultural land to households and individuals; Using agricultural land …

Land consolidation

Being an agricultural country, Vietnam has advantages in land and has achieved some achievements in the agricultural production. However, productivity of Vietnamese agriculture is still low compared to other countries in the region and in the world. One of the causes is the land fragmentation in agricultural production of Vietnam.

In the period of 10 years (2001-2010), agricultural land has been decreased. According to the General Department of Land Administration (Ministry of Natural Resources and Environment), on average, agricultural land decreased by nearly 100,000 hectares per year, especially in 2007 this number was 120 thousand hectares. With the increase in population of Vietnam especially in the rural area, in recent years, the average per capital production land is decreasing rapidly. In 2000, the average area of agricultural land per capita was 680 m2, in 2005: 630 m2, in 2011: 437 m2 (Statistical Yearbook 2000, 2005, 2011). Along with the decline in per capita area is the decrease in scale of production; According to the Institute of Policy and Strategy for Agriculture and Rural Development (1999), 70.36% of farmers have an acreage of about 0.5 ha; Only 3.46% of the households have more than 3 hectares of cultivated land. By 2010, the percentage of households whose cultivated land is less than 0.5 hectares has decreased but is negligible: in the whole country, the percentage is still 67.38%. Of which, this number of the Red River Delta is the highest with 94.46%, the Northern Mountains: 63.9%, the North Central Coast and Central Coast: 79.54%, the Central Highlands: 24.08%, the East The South: 35.48%, Mekong River Delta: 47.96% (Central Institute for Economic Management, 2011). According to the DANIDA Project Rural Surveys (2010), the Vietnam Household Surveys Survey (VARHS) was conducted in 12 provinces in Vietnam for a period from July 2008 to August 2010 showed that the average cultivated land area of a farmer was 0.85 hectares, with an average of distance from farmer's houses to their land is about 4.7 km.

Many difficulties caused by land fragmentation, such as: impeding the process of mechanizing production; increasing the cost of cultivation; wastage of land due to land segregation between fields; Can not focus on intensive farming, planning special plants zones. Rural modernization projects are therefore often not achieving the desired results.

Aware of the difficulties caused by land fragmentation, Vietnam has issued policies to encourage land consolidation in Decrees guiding the implementation of the Land Law 1993, 2003. and Resolution No. 03 / 2000NQ-CP on farm economy. The main purpose of this policy is to rearrange the land, shift land from many small plots into large plots to overcome the fragmentaion; To accelerate the shift of agricultural economic structure toward commodity production, develop of household and farm economy, enhance production relations and conduct the industrialization and modernization of agriculture and rural areas.

Accordingly, the land consolidation two phases. Phase one is to compact the small plot into large fields by breaking down the dividing lines between fields. The second phase is to re-divide the large fields from the first phase to households with the aim of reducing the number of plots, which means increasing the area of plots but still ensuring the benefits of people.

The land consolidation policy has also been implemented in many countries around the world due to land fragmentation occurring over many periods in history. This may be due to geographic distribution, population pressure, etc., or may be a social cause, such as the underdevelopment of small farmers, the consequences of land policies. Some countries such as Japan, China, Indonesia, Thailand,... have to face with land fragmentation and must have policy to overcome this problem.

Methods for assessing the impact of land consolidation policy

Due to the importance of this policy in agricultural development and agricultural land management, there is a great deal of researches studying it. Previous studies have focused on assessing the impact of land consolidation policy on the management of agricultural land use in specific locations; the impact on the development of household economy; evaluating the results and effectiveness of this policy in Vietnam... These studies usually use the descriptive statistics method and the study site selection method.

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2. Method

Difference in Difference

Difference in Difference (DID) is a common method for assessing the impact of economic policies. In order to apply the DID method, it is necessary to have panel data which contain cross information about different objects and information over time.

Difference in difference requires data measured from a treatment group and a comparison group at two or more different time periods, specifically at least one time period before "treatment" and at least one time period after "treatment". Let D be a dummy variable that reflects the treatment status, $D = 0$; Observation objects of the comparison group, $D = 1$: Observation object belonging to the treatment group.

All the assumptions of the OLS model apply equally to DID. In addition, DID requires a parallel trend assumption. It means that these two groups must have similar characteristics at the time before the policy is applied. Hence, the output of these two groups must tend to be the same over time without policy.

With Y is the output of the policy, $T = 0$ represents the time before the policy, $T = 1$ is after the policy. Before applying the policy, collect information on the output (Y) of both groups and compare the difference. Then apply the policy to the treatment group and not apply the policy to the comparison group. When the program finishes or after a certain period of application, information about the output of these two groups is collected again. Compare the difference before and after the policy in the output of both groups. If there is a difference in the level of variation in the output between the two groups then that is the impact of the policy.

At the time before the policy, the output of the comparison group was Y_{00} (D=0, T=0) and the output of treatment group was Y_{10} (D=1, T=0). The difference of these two groups before the policy is $Y_{10} - Y_{00}$. At the time after applying the policy, the output of the comparison group is Y_{01} (D=0, T=1) and the output of the treatment group Y_{11} (D=1, T=1). Then the output difference between these two groups is $Y_{11} - Y_{01}$.

The impact of the policy is: $(Y_{11} - Y_{01}) - (Y_{10} - Y_{00})$

Thus, land consolidation is considered as a policy variable. The study selected two commune groups that fit the assumption of the DID method. Group 1 is called a treatment group, including those that implement land consolidation in the VARHS 2014 and does not implement land consolidation in VARHS 2008. Group 2 is referred to as a comparison group, these communes didn't implement this policy in both surveys.

Combination of DID and OLS multivariate regression

The study will examine productivity of rice in these two groups. However, productivity is multivariate, depending not only on whether or not the policy of land consolidation is involved, but also on other factors. Therefore, assessing the impact of this policy on rice productivity will be more accurate if more variables are added to the control variable. It is therefore best to combine DID and OLS multivariate regression.

Econometric model:

$$Y_{it} = \beta_0 + \beta_1 D + \beta_2 T + \beta_3 D^*T + \beta_4 Z_{it} + \epsilon_{it}$$

Where: Y_{it} is the indicator reflecting the rice productivity in commune i at time t,

D = 1: surveyed communes belong to the treatment group; = 0: The surveyed communes belonged to the comparison group.

T = 0: Communes surveyed in 2008; = 1: The commune surveyed in 2014.

Z_{it} is control variables, including: total number of people in the commune, proportion of irrigated area, weather conditions for agricultural production, etc.

So:

- Communes belonging to the comparison group in 2008 had D = 0, T = 0, so the indicator reflects the price productivity is:

$$E(Y_{00}) = \hat{\beta}_0 + \hat{\beta}_4 Z_{it}$$

- Commune belonging to the treatment group in 2008 had D = 1, T = 0, so the indicator reflects the price productivity is:

$$E(Y_{10}) = \hat{\beta}_0 + \hat{\beta}_1 + \hat{\beta}_4 Z_{it}$$

The difference in rice productivity in 2008 was:

$$E(Y_{10}) - E(Y_{00}) = \hat{\beta}_1$$

- Communes belonging to the comparison group in 2014 have D = 0, T = 1, so the indicator reflects the rice productivity is:

$$E(Y_{01}) = \hat{\beta}_0 + \hat{\beta}_2 + \hat{\beta}_4 Z_{it}$$

- Communes belonging to the treatment group in 2014 have D = 1, T = 1, so the indicator reflects the rice productivity is:

$$E(Y_{11}) = \hat{\beta}_0 + \hat{\beta}_1 + \hat{\beta}_2 + \hat{\beta}_3 + \hat{\beta}_4 Z_{it}$$

The difference in rice productivity in 2014 was:

$$E(Y_{11}) - E(Y_{01}) = \hat{\beta}_1 + \hat{\beta}_3$$

The impact of land consolidation policy on the rice productivity of the communes is:

$$[E(Y_{11}) - E(Y_{01})] - [E(Y_{10} - E(Y_{00})] = \hat{\beta}_3 = DID$$

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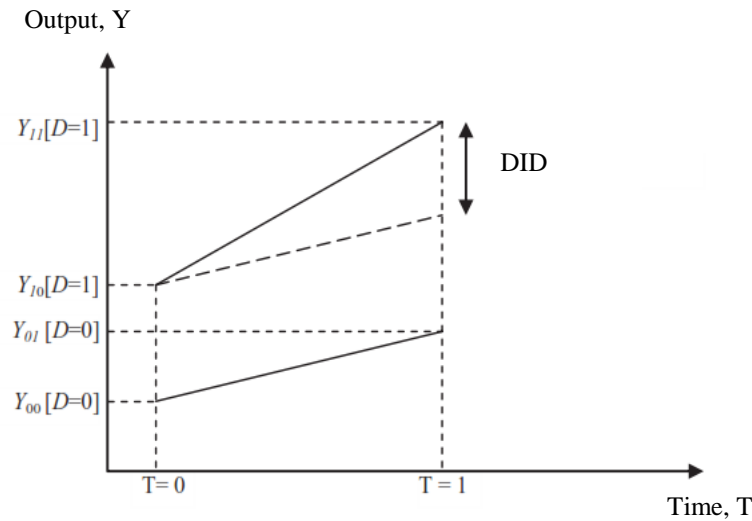
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Figure 1. Using DID to analyse the impact of policies

The chart above depicts the DID method with the most important assumption that without the policy, the outputs of the comparison group and the treatment group tend to be the same. The difference in time variation between these two groups is due to the impact of the policy.

3. Data description

The study used data from VARHS in 2008 and 2014. VARHS 2008 surveyed 3223 households in 477 communes and VARHS 2014 surveyed 3648 households in 480 communes. As analyzed, research was conducted on commune raw data. The study filtered out the surveyed communes in both years, which were divided into two groups: One commune group conducted land consolidation in the 2014 survey and did not implement land consolidation in the 2008 survey (treatment group), and another commune group did not implement land consolidation in both surveys (comparison group).

Because the sampling of these two surveys was randomly selected, the sampling requirements of the DID method should be met to ensure randomness. For significant estimation, the important assumption of the DID methodology is to ensure that these two groups have similar characteristics in 2008. In other words, if the two groups did not implement the exchange of plots, the yield of paddy in the communes would change similarly from 2008 to 2014.

Basing on the VARHS questionnaire, the basic characteristics of the two groups of communes selected by the researchers include the number of people in the commune, the percentage of poor households, the weather conditions for agricultural production , the proportion of irrigated land, the average irrigation cost per 1000m2, the average irrigation cost per household, the number of enterprises (with 10 or more employees) located in commune.

The hypothetical hypotheses are of the form:

H0: There is no difference in the mean value or the proportion of the indicator

H1: There is a difference in the mean value or the proportion of the indicator

The results are as follows:

Table 1: *Compare the difference between the two groups in 2008*

Indicator	Critical value	P-value
The number of people in the commune	-3.880	0.000
The percentage of poor households	1.100	0.273*
The weather conditions for agricultural production	2.037	0.043
The percentage of irrigated land	-6.096	0.000
The average irrigation cost per 1000m^2	0.549	0.585*
The average irrigation cost per household	-0.974	0.334*
The number of enterprises located in commune	-1.100	0.273*

Two groups have the same characteristics (H_0 is not rejected at statistically significant 5%

This result shows that in 2008, most of the characteristics of these two groups were similar, such as the percentage of poor households, the average irrigation cost per 1000m^2, the average irrigation cost per household and the number of enterprises located in commune. However, there are some differences between the two groups, such as the number of people in the commune, the weather conditions for agricultural production, the percentage of irrigated land. These traits should be included in the regression model.

4. Results

First of all, the research performs regression analysis of the relationship between rice yield and three independent variables including land consolidation, time, the interaction between land consolidation and time.

Table 2: *Model 1 Summary*

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Durbin-Watson
1	.343	.117	.110	1.24215	1.276

Table 3: *Coefficients of Model 1*

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	4.499	.110		40.978	.000
	D	.942	.190	.338	4.954	.000
	T	.876	.155	.333	5.640	.000
	DT	.733	.269	.208	2.724	.007

(Dependent variable: Rice yield)

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Results show that land consolidation policy has an effect on increasing the rice yield throughout the country. If other factors remained unchanged, the implementation of land consolidation increased the rice yield of participating communes by 0.733 tons per hectare in comparison with communes without land consolidation.

However, in addition to land consolidation policy, many other factors affect rice yield. Therefore, it would be unreasonable if we do not include these variables in the model. When adding more variables to the model, the regression results in Tables 3 and 4.

Table 4: *Model 2 Summary*

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Durbin-Watson
1	.453	.205	.193	1.18327	1.432

Table 5: *Coefficients of Model 2*

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	3.978	.279		14.266	.000
	D	.619	.192	.222	3.220	.001
	T	.896	.149	.341	5.999	.000
	DT	.681	.256	.193	2.653	.008
	people	5.368E-5	.000	.154	3.247	.001
	weather	.202	.125	.077	1.664	.097
	irrigation	.008	.002	.225	4.405	.000

(Dependent variable: Rice Yield)

The model fit test in Model 2 shows that it is better than model 1 because it explained 20.5% of the variation in rice yield with less standard error of the estimation. The factors in this model have a positive effect on the yield of rice over time. However, the influence of different factors on rice yield is also different.

At the 5% significance level, when adding three new variables, land consolidation would actually have an impact on the average rice yield of communes. In the conditions of other factors remained unchanged, the average rice yield differed between the two groups is 0.619 t/ha in 2008, and this difference reached 1.3 t/ha by 2014. Thus, the policy of land consolidation facilitates the increase of rice yield of the commune to 0.681 t/ha.

At the same level, the percentage of irrigated land and the number of people in the commune also had a positive effect on the yield of rice. However, the size of the commune population has little impact on yield. This is in line with reality. In the past, land was fragmented, labors have to be

mobilized maximum because it takes a lot of time in the main crop as well as in the stage of care and protection of crop. Most young labors want to escape agricultural production in order to find new directions but for many limited reasons such as knowledge level, family conditions, no suitable work orientation,etc, they still must stick with agriculture production. After the transfer, land consolidation facilitated the development of modernization and mechanization, thereby, contributing to increase labor productivity and greatly reduce agricultural labor force. People have time as well as vocational training conditions to look for other jobs in non-agricultural sectors.

Particularly, weather has an impact on the yield of rice at 10% significant level . The coefficient of weather shows that the average rice yield of communes with favorable weather conditions for agricultural production will be greater than 0.202 t/ha compared to the remaining communes. This issue clearly shows the impact of natural conditions on Vietnam's agricultural production and life in general. For example, changing nature and climate differentiation lead to natural hazards such as storms, floods and droughts; large air humidity is a condition for pests to spread and develop;...

5. Conclusion

Using the DID method, based on the 2008 and 2014 VARHS data sets analyzed by the SPSS software, the following important conclusions have been drawn:

- Implementing a policy of land consolidation in agriculture has increased the yield of rice in communes to 0.681 tons per hectare, equivalent to an increase of about 15%. Thanks to this, this policy contributes significantly to the economic development of rural communes, improving living standard.
- At a significance level of 5%, the study also found relationships among other factors on rice yield:
    o There is a significant difference between the yield of rice in communes with favorable weather conditions compared to other communes. The average difference is 0.202 t/ha. Since then, weather forecasting, synchronized implementation of irrigation water use, fertilizer, crop rotation, intercropping, land cover, flow limitation, pest management and technology application are highly urgent.
    o Irrigation system development is a solution to improve productivity and ensure efficient farming in agriculture. The percentage of irrigated land increased to 1%, the average rice yield of the commune increased to 0.08 t/ha. Climate change and natural disasters have a great impact on water resources, so the irrigation system must be carefully calculated to meet the optimum amount of water for the plant during its growth.
    o Labor is an essential part of agricultural production. However, due to the efficiency of policy implementation, the labor force does not need to be concentrated in agriculture but still ensures good yield. A part of labor may be involved in production in other fields to improve their living standards.

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Landscape Governance in MT Malindang, South Philippines:

A Stakeholder Analysis

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Abstract

Power, interest and capital play very vital roles in the management of the Mount Malindang landscape, a protected area located in the southwestern part of the Philippines. The complex is home to different stakeholders with varied interests in the resources of the landscapes from those who depend on it for subsistence to those who utilize it for capitalist endeavors such as agricultural ventures and resource extraction activities. In the midst of these is the concerted movement to conserve the landscape by cause-oriented and religious groups. The examination of the dynamics of the interplay of these various stakeholders to manage, utilize and conserve the natural resource base is the core objective of this study. Using Pierre Bourdieu's concept of the habitus and field, the study examines how these interests deploy various capitals (economic, social, cultural or symbolic) in the contestation for dominance of the field of landscape management. The study finds that landscape governance (the field) of the Mount Malindang complex swings according to the power and capital deployed by the stakeholders whose dispositions and interests vary according to the habitus of individuals and groups.

Keywords: landscape management, habitus and field, power, capitals, environmental sustainability

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Economic Political Factors in Agrarian Reform Policy in Indonesia.

Case Study: Granting of Land Title Certificate for Badega Society,

Garut Regency, West Java Province, Indonesia

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Abstract

Agrarian reform not only understood as a policy for land redistribution, but also as a broader process such as access to natural resources, finance/capital, technology, goods and labor markets, as well as the distribution of political forces. Equitable distribution of land tenure in rural areas as a result of agrarian reform will result in an increase in people's welfare, agrarian conflicts that have actually occurred not only as a result of differences in perceptions of rights in the control and ownership of agrarian resources in one area between the government and the people. Often in the handling of agrarian disputes, legal aspects of formal legal evidence, always a reference for both parties. Consequently, the juridically weakened people in the evidence of ownership are always defeated or deliberately defeated in every lawsuit both in court and outside the court, in this context the influence of economic sources and their relationship to power becomes a critical aspect of the policy of agrarian reform in Indonesia especially for Badega society.

Keywords: Politics economy, land reform, agrarian conflict, social justice.

Introduction

Land has become a conflict which often causes casualties for the time being. Wiradi (2000: 85) as a social phenomenon, agrarian conflict (land) is a process of interaction between two (or more) people or groups who fight for their interests on the same object, i.e. land and other objects related to land. But agrarian conflicts arise depending on government systems and policies on land management.

Based on Regulation of Head of BPN No. 3 Year of 2011 on Management of Assessment and Handling Land Cases, the boundaries of Cases, Disputes, Cases and Land Conflict (excluding waters, air, and forest) are clearly diverse. Cases are restricted as disputes, conflicts or land cases submitted to BPN RI to obtain settlement measures in accordance with national legislation and/or land policies. In this case it is clear that BPN will not deal with cases that 1) are not reported, 2) are outside the land terminology, and 3) are unlawful.

Disputes are limited to land disputes between individuals, legal entities, or institutions that have no socio-political impact (horizontal dimension). Case is a land dispute whose settlement is executed by a judicial institution or a verdict of a judicial institution which is still being asked on its management at BPN RI. Conflicts are land disputes between individuals, groups, classes, organizations, legal entities or institutions that have a tendency or have a wide socio-political impact (dimensionally, structural/vertical). Structural agrarian conflict is often a chronic, comprehensive, and sensitive case on fair and civilized human rights issues and/or social justice for all Indonesian people.

The Consortium of Agrarian Reform (abbreviated as KPA) is a non-governmental organization (NEO) noted that there has been 450 agrarian conflicts in 2016, with an area of 1,265,027 hectares and involving 86,745 families spread throughout Indonesia. If the previous year recorded 252 agrarian conflicts, there was a significant increase this year, almost double the figure. In average, there is an agrarian conflict and 7.756 hectares of land involved in the conflict each day.

Plantation is still the highest sector of agrarian conflict with 163 conflicts (36.22%), followed by property sector with 117 (26.00%) conflicts, and in the infrastructure sector with 100 conflicts (22.22%). Next, in the forest sector there were 25 conflicts (5.56%), mining sector 21 (4.67%), coastal and marine sectors with 10 conflicts (2.22%), and lastly the oil and gas sector contributed 7 conflicts (1.56%). This data suggests that the issue of policy and institutional sectoralism on the management of agrarian resources is a major contributor to the conflicts that have taken place.

Agrarian conflicts spread across 34 Provinces in Indonesia, with six major provinces as the highest conflict contributor, among others: 1) Riau with 44 conflicts (9.78%), 2) East Java with 43 conflicts (9.56%), 3) West Java with 38 conflicts (8.44%), 4) North Sumatra with 36 conflicts (8.00%), 5) Aceh with 24 conflicts (5.33%), and South Sumatra with 22 conflicts (4.89%).

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From the various agrarian conflict sectors that occur in Indonesia, one of the regions in West Java Province which is precisely in Cikajang Subdistrict consisting of one Village, Cipangramatan Village and Banjarwangi Subdistrict consisting of three villages namely Tanjungjaya Village, Talagajaya Village, and Bojong Village of Garut District who experienced agrarian conflicts since 1980 until 2016. Agrarian conflicts between communities/farmers involving more than 200 communities/farmers and a Private Company named Surya Andaka Mustika (SAM), a limited liability company. Societies that have lived for generations and have cultivated plantation and agricultural land in Badega of Garut District must conflict with PT. SAM since the issuance of 343,9456 Ha of PT. SAM by the Government through the Decree of MENDAGRI No.SK.33/HGU/DA/86 (before being separated into National Land Agency or Agrarian Ministry and Spatial Planning).

The emergence of conflicts caused by the communities/farmers in the Badega region who are considered to steal the land which belongs to HGU PT. SAM, thus conflict is inevitable. Conflicts are taking on the attention of various organizations and student activists who are joined in the advocacy coalition, the Consortium of Agrarian Reform (KPA), which consists of Bandung Institute of Legal Aid (LBH) who accompany the community/farmers over the law, then the West Java Farmers Union (SPJB), The Indonesian Peasant Union (SPSI), the Student Movement Committee for the People of Indonesia (KPMURI), the Badega Farmers Union (SPB), from many organizations involved as advocate actors agreeing to advocate the policies made by the Government to claim rights the community/Badega farmers.

MENDAGRI Decree No.SK.33/HGU/DA/86 which is the government's policy to grant Rights Use Business (HGU) to PT. SAM covers 343,9456 Ha becomes the root of conflict issues, which impacts conflict with the Badega communities of Garut District. The impact of the issuance of SK HGU for PT. SAM for people who have cultivated the plantation beforehand will lose their source of income because they have to choose between working for PT. SAM with much lower income than before and away from the location of the land.

Deriving from the development of the problem, the researcher highlights from the perspective of political economy. The goals of political economy in the opinion of Adam Smith (Staniland, 1985) include: Firstly, providing a considerable amount of income or the minimum needs of society, or more precisely enabling them to provide enough income or minimum self-requirement; and secondly, supplying countries or commonwealths with sufficient revenue for public services aimed at enriching the communities and rulers. In that context, the Badega community needs the role of justice from the state in providing the minimum requirement, thus the agrarian reform policy is one way to cut the gap between the company and society.

Agrarian Reform is the restructured process (restructuring arrangement) of ownership, control, and the use of agrarian sources (in particular land). In the 2nd Article of TAP MPR RI Number IX/MPR/2001 it is explained that "Agrarian reform includes a sustainable process of regulating the mastery, ownership, use and utilization of agrarian resources, in order to achieve certainty and protection of law and justice and prosperity for all Indonesian people ".

At the operational level of Agrarian Reform in Indonesia is implemented through 2 (two) steps:

1. Reform the political system and land law based on Pancasila, the 1945 Constitution and the Basic Agrarian Law (UUPA).
2. The process of Land Reform Plus is the arrangement of land assets for the community and the regulation of community access to economic and political resources that enable the community to utilize their land well. In the implementation of the Land Reform Plus there are two important things: Reform Asset and Access Reform.

The clarity of land ownership after agrarian reform is a major requirement of economic development. According to Feder & Onchan (1987: 311-318), there are two reasons why land ownership has a positive impact on economic development. First, land ownership is marked by ownership of land certificates will increase capital formation and investment as access to credit is easier. Feder & Onchan (1987: 311) writes that '[...] with legal documents of land ownership, landowners access to equity at banks, which generally lack information about the background and potential of debtors, is easier. 'In contrast, vague land ownership causes land cannot be a bank loan guarantee'. Second, the clarity of land ownership encourages farmers to cultivate land better (land improvement). '[...] the clarity of land ownership will lead to better management of agriculture'. The clarity of land ownership creates a high sense of belonging, so there is a volition and effort to cultivate and utilize land resources adequately to improve prosperity.

Based on the description, the HGU grant policy to PT. SAM issued by the Minister of Home Affairs through the Decree of MENDAGRI No.SK.33/HGU/DA/86 becomes the initial problem of agrarian conflict between the community/farmers of Badega of Garut Distric and PT. SAM, economic factors and equity mastery have been the basis of the evolution of the conflict. Hence the researcher formulates a research question on how is the relationship between political economic factors and agrarian reform in the conflict settlement of Badega communities.

Methodology

The design of the study is perceived from its analysis approach. Therefore the researcher uses a qualitative approach that emphasizes the quality of its analysis. The collection of data is not in the form of numbers, but interview manuscripts, field notes, observations data, personal documents, and other official documents. The main purpose of this qualitative study is to illustrate the empirical reality on the phenomenon of issues discussed in depth, comprehensive, detailed and complete. Hence, the use of qualitative approach in this study is by matching, comparing, and finding the threads between empirical realities and the applied theories by using descriptive methods that have a way of working in research activities aimed at providing systematic illustration of conditions or certain facts so that a way of problem solving can be addressed. Data validity test was done using Triangulation technique; check, re-check and cross check on various categories of data obtained. Triangulation is the assessment of the validity of the data which utilizes something other than data for the purpose of checking or as a comparison of the data. The study was conducted

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in the plantation of Cikajang and Banjarwangi Subdistrict, Cipangramatan Village which included in Badega Region, Garut District, West Java Province, Indonesia and National Land Agency or The Ministry of Agrarian Affairs and Spatial Planning of Republic of Indonesia.

Findings

Initially, the social-economic conditions of Badega community were helped by the rent to PT. Sitrin. At first, land rent made by the community uses agricultural products as payment to the entrepreneurs. The agricultural products were deposited by 25% to the entrepreneurs and 75% enjoyed by the community. The rental process continued until several decades afterwards. However, the land rent mechanism nowadays does not use agricultural products anymore. Instead, it uses money in the amount of Rp. 10,000/ha/year.

However, the socio-economic conditions of the community have changed, when it was reported that the land formerly co-owned by PT. Sitrin which HGU was depleted in 1980 and the news continued in 1986 that PT. SAM has obtained HGU from the Minister of Home Affairs through the Decree of MENDAGRI No.SK.33/HGU/DA/86, since then the community that used to carry out its activities to cultivate the plantation became a conflict because PT. SAM prohibits the community from working on HGU land of PT. SAM.

In the struggle of the community in recapturing the land that has been cultivated during the 1950s, people are faced with conditions that they cannot run the economy through plantations and in addition the community was socially split because there are parties who pro against PT. SAM and cons against PT. SAM. The condition of Badega land conflict that was very stressful during 1984-1989 resulted in socio-economic change of society. Then after the conflict that peaked in 1989 because of the arrest of thirteen people who are considered to initiate and oppose the public policy of the government has been free and as the public victory in West Java High Court, the community returned to cultivate the land which previously worked on even without a certificate of property rights to the land, but that is what society does to fulfill the socio-economic needs of the community.

Changes of public opinion that occurred during the before and after the conflict periods are experienced, when the people get intimidation and abuse as well as the arrest of thirteen peasants in 1984 to 1989. It was all started with the accusations of PT. SAM, which considers committing sedition and opposing the government's general policy, then the people who oppose the government are regarded as part of the forbidden organization, the Indonesian Communist Party (PKI) as an organization that has a dark history at the time of the old order. Therefore, the result of provoking thirteen peasants was brought to the Court of Garut District which was resulted on the victory of PT. SAM so that the community lost and had to leave the plantation land, the community who was accompanied by LBH Bandung which is also part of KPA advocacy coalition proposed a judicial appeal to the West Java High Court and the decision results made by the High Court was won by Badega community/farmer, the length of imprisonment experienced by thirteen farmers while

conducting court and judicial appeal was eight months. The decision result from the West Java High Court whose cassation reached the Supreme Court so that it reinforces the victory of the community.

Badega land conflicts that have undergone several changes of government leadership, from the beginning of the new order 1984 to the reformation (2016), which every government leader retains to change every system of government to match their expectation and also according to the challenges of the time. In terms of transformation of the government systems coalition has been mentioned on the basic values aspects of social and cultural and social structure in which the government and market have a close enough mutualistic relationship to shift the interests of society.

Every change in the government system resulted in different policy and direction, for instance at the beginning land conflict in the new order era in which the agrarian or land affairs focused on the national economic growth and development, in this period land development was directed to support investment or investment policies, without abandoning policies for the certification of poor economic class lands.

Up until the early reforms, land policies were directed to policies which affected the community directly, which emphasized on the registration of land owned by poor groups. Nowadays (2016), land policy is directed to "land for justice and the welfare of the people". This period is marked by the policy of controlling neglected land, dispute settlement, land redistribution, increased legalization of community land assets implemented through Agrarian Reform.

The decisions and impacts resulting from the subsystem policy are closely related to changes in the coalition of government systems. In the new order era, a thing which started Badega land conflict is the emergence of HGU for PT. SAM which passed through the Minister of Home Affairs Decree, this certainly has an impact on the land conflict among the Badega people who have cultivated the land from the 1950s, until then with the SK HGU the community was asked to leave the arable land. This is the significance of decisions and impacts of the policy subsystem.

In addition, the government's decision through the Ministry of Agrarian Affairs and Spatial Planning/BPN in 2016 which provided land certificate to Badega community must have an impact on the change of public opinion which previously assumed that the government did not prioritize the interests and desires of the community, and with the property rights certificate of the land, the community also experienced the decision impact issued by the Ministry of Agrarian Affairs and Spatial/BPN, that is the changed of public opinion of governments performance.

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Discussion and Conclusion

According to Saleh et al. (2012) Agrarian reform has two functions, firstly as an umbrella purpose of agrarian policy and secondly to solve agrarian conflicts. The following table describes agrarian conflicts by various parties:

Table 1 Agrarian Conflict According to Various Parties

Elements	Government (Ministry of Home Affairs/ Ministry of Agrarian Affairs and Spatial Planning/BPN)	PT. SAM	KPA and Badega Community
Root of the problem	Legal uncertainty	Market failure	Mastery inequality
Problem source	Weak law enforcement	Structural barrier	The dominance of market economy
Paradigm	Conflict as a policy barrier	Conflict as an externality	Conflict as a result (response)
Solution	Administrative control	Market mechanism	Mastery structure transformation

Source: Saleh et al. (2012), adapted by the researcher

Based on the findings described in the previous point, the agrarian/land conflicts occurred in Badega is a prolonged conflict, but the changes are still at a minor level, since minor level changes do not change the main policy that requires replacing the basic rules such as Laws, Government Regulations and Ministerial/Head Regulations.

The mutualistic relationship between government and the market that has an interest in the development of the economic sector, this mutualistic relationship has been going on since the new order era until now, but the slogan on the current government is enough to pay attention to the settlement of conflicts or agrarian disputes in the regions. Badega land conflict occurred because the level of mutualistic relationship between the government and PT. SAM concerning economic development becomes an evidence of a mutualistic relationship which ignores people's interests.

The following is a table of research results conducted by STPN research team on the settlement of agrarian contemporary conflict, including:

Table 2 Problem identification found by STPN systematic research 2012 on the settlement of agrarian contemporary conflict

Agrarian Elements	State / Government	Market	Community groups
Subjects of agrarian conflict	Space (land, water, air) and its contents	Spaec-based commodities	Power relations
Things that are reformed	Laws and policies	The uncertainty of rights and access	Mastery structure
Approach	Land reform guided by the state	Land reform guided by the market	Land reform guided by community organizations (*by leverage*)
Aims	Legal certainty through administrative order	Investment security guarantee	Equitable distribution of space, institutional acknowledgment of custom territory
Main actors	State institutions	Business entities are supported by the International Financial Institution	Community institutions
Realization	Realization	Land market certification	Certification, Legal pluralism (in several cases)

Source: Saleh et al. (2012)

Badega land conflicts are happened for 32 years of duration, but the tension of this conflict started from 1984 to 1989 marked by the decision of Bandung High Court and Supreme Court which rejected the exception of Garut District Court to punish the 13 peasants/farmers of Badega.

In advocating, KPA found ways to negotiate with the government, open communication provided an opportunity for KPA's advocacy coalition to ask the government to make decisions for Badega people, namely by granting Land Rights certificates. However, based on KPA's discussion that the certificate is closely related to political since KPA considered the study of agrarian reform intended to Badega community has not been completed and impacted until now (2017). There are not all people who get the Land Rights certificate given by the Ministry of Agrarian Affairs and Spatial Planning/BPN. In addition to the agrarian reform that carries access and asset reform, the facility is not yet adequate and not ready to run, which is proved until today (2017) Badega people still do arable without the capital promised by the government.

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Product's policy cannot be separated from the political elements since the policy makers are the political actors themselves. But unfortunately for the government, especially the Ministry of Agrarian Affairs and Spatial Planning/BPN, the Ministry cannot prepare facilities to perform access and asset of agrarian reform. The long-term capital and proper targets in the agrarian reform program are not provided by the Ministry of Agrarian Affairs and Spatial Planning/BPN to avoid pawnshop certification or illegal land sales resulting in the waste of the land. The government should be able to anticipate this.

Cooperative relationship built between the Agrarian Reform Consortium and the Ministry of Agrarian Affairs and Spatial Planning/BPN is not for realizing a successful agrarian reform since both party have different interests and longing in mutual directing, making it difficult to be in one way. This thing will happen only if they have the same interests.

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Presidential Regulation No. 10 of 2006 on National Land Agency

Presidential Decree No.32/1979 on the expiration of land rights from Conversion of Western Rights (converted to Hak Guna Usaha, Hak Guna Bangunan and Hak Pakai)

Regulation of the Minister of Home Affairs No.3/1979 on The Provisions Regarding the Application and Granting of New Rights to the Land of Conversion of the Western Rights

Head of BPN RI Regulation No. 2 of 2013 on Authority in Granting Land Rights

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Street Vendor Regulation Policy in Yogyakarta in the effort of Empowerment, Improvement of Public Order and Tourism Object

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Abstract

This research analyzes the regulation policy of street vendor (Pedagang Kaki Lima) – especially the vendor that trade many kind of book – which is being implemented in Yogyakarta. The result of this research is projected to become a recommendation of the formulation of public policy revision which regulate of street vendor in Yogyakarta, especially street vendor that sale many kind of book, in the effort empowerment, improvement of public order and diversification of tourism object. The analysis focused on the effectiveness of regulative functions and protective functions of that policy.

This research uses a Descriptive- Qualitative Analysis and Content Analysis Approach related to the policy being implemented by the government in Yogyakarta district and local governments around it.

The results of this study indicate that (1) The central government had regulated the street vendor formally with several policies such as Act, Executive Board Regulation, Presidential Regulation and Regulation of the Minister of Home Affairs. But all of that regulation are ineffective due to some lack of that policy statute. Some of that policies are too short, just few mention about street vendor as economic agents. And some of these policies are too detail and all of them apply nationally. Therefore, these policies shackle local wisdom and create subordinate level damage. This centralized street vendor arrangement format reduces the autonomy rights of local government in creating specific problem solving in their respective areas - including in the Yogyakarta district area and its surroundings - which has many street vendors as its trademark; (2) Empirically the government's concern for street vendors that sale many kind of book in the research location is not sufficient. The Government tend to equate it with other types of street vendors while the book street vendors has different characteristics. The governments don't want to do something to support the development of street vendors. The book street vendor has developed naturally. There is no regulatory policy that specifically regulates it; (3) Placement of book street vendor locations have been partially good, but others are less coordinated and not included in government programs that support other government programs, such as tourism programs, plagiarism eradication programs, facility building programs for people with disabilities, mission to improve urban aesthetics, Yogyakarta's predicate mission as student city, student city and tourist destination city; (4) Competition aspects that are disadvantageous to the book street vendors have not been a priority of government regulations policies in support their economic empowerment; (5) The licensing rules as stipulated in the Mayor's Decree of Yogyakarta are not executed in accordance with the provisions. Evaluation of these licensing rules implementation has not achieved the best results.

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Some book street vendors cannot implement it because of the combination of several factors, namely the demand for life of street vendors, non-financial ″costs″ that must be spent, and the lack of knowledge of the substance of the policy that manage the street vendors. The result of this research is feasible to be used as the basic academic script to review and rearrangement of these policies, or make integrated strategy of the implementation of these book street vendor policies.

Keywords*:* street vendor, public policy

1. Introduction

The derivative problem of the great amount of street vendors are *urgent* to solve by government – as well as in Yogyakarta. Yogyakarta district area and the surrounding local government have great amount of street vendor with their potential problem, while there have also advantage to lift people economic live.

Actually, the great amount of street vendor in Yogyakarta district and its surrounding area has amount of potential advantage that can decrease unemployment, increase social welfare that can be able support of the government program, for example: Lifting Yogyakarta image as a student city program, Yogyakarta as centre of education development program, and Yogyakarta as a main tourism destination program.

One of the many types of street vendors there are street vendors who specialize in trading books and other reading materials, such as magazines, newspapers, posters, and so on. Based on the merchandise sold, this type of street vendors become very interesting, because it has a lot of something that can be explored to increase the Yogyakarta predicate, as a centre of education development, cultural city with many heritage and also as a main tourism destination. In addition, it can also be developed into a more interesting tourist attraction and also become distinctive character for Yogyakarta.

In this section, we reviewed some literature as references to explain main aspects related to this research topic deductively.

- *Public policy*
Public policy is what all the government wants to do and what the government doesn't want to do (John, 2003). In another word public policy is whatever the government chooses to do and not to do to manage and regulate public affairs. Howlett and Ramesh (2003) define public policy as "a projected program of values, values, and practices. In line with the definition Dunn (2003) defines public policy as a government action in the form of government programs for the achievement of goals or objectives. From these definitions we can see that public policy has the keyword "as a decision to achieve goals".

All of those are contained in the form of government decisions and rule. The concept of government here is given a broader understanding than the only executive institution. But it includes all of the state organizers, namely legislative, executive and judicial institutions. In general, public policy is embodied in the legalistic rule of the implementation of the state, such as: Law, Act (UU), Government Regulations (PP), Ministerial Decrees (Keputusan Menteri), Regional Regulations (Perda), Governors Decisions (Keputusan Gubernur), Mayors Decisions (Keputusan Walikota), and so on. The following are the public policy success indicator:

Table 1 :
Indicators of Successful Public Policy

No	Indicators	Questions
1	Effectiveness	Has the desired result been achieved?
2	Adequacy	How far has the results achieved to solved the problem?
3	Equality	Are costs and benefits equitably distributed to different groups of people?
4	Responsiveness	Do the policy outcomes be the preference of the target group and can satisfy them?
5	accuracy	Are the results of the policy beneficial to the target group?

Sumber: Dunn (2003)

We can now draw the meaning that the study of the book street vendor policy in Yogyakarta is a study to understand the successful of public policy, because promising explanation of the reality portrait of policy implementation results and looking for patterns of relationships among variables that influence it. Furthermore, this study also looked at the compliance of the actors involved, both the government (bureaucracy) and the community as the target group of the book street vendor policy. Certainly in accordance with the standards set by the policy in question. In addition, this study also looked at whether the implementation of the policy has really felt the target group directly or indirectly as intended by policy makers. Indirect target groups can be socio-economic consequences of policies perceived to be beneficial to society. The above policy matters may be used as a basis for making a rearrangement and reorganize of the street vendors policy – especially book street vendor policy – for further.

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- *Research Problem*

The basic questions that must be answered through this research are:

1. What are some government policies that currently used for arrangement of street vendors in Yogyakarta and surrounding areas?
2. Have these government policies been designed with the orientation of increasing empowerment, improving order, and deversification of tourism destination?
3. How is the Government's policy implemented? Has it given maximum benefit on the improvement of the predicate of Yogyakarta as a city of education, cultural city and city of tourism destination?
4. If the implementation of the government policy has not given maximum benefit yet, what factors become the cause?

2. Method

This research uses a Descriptive-Qualitative Analysis and Content Analysis Approach related to the policy being implemented by the government in Yogyakarta district and local governments around it. The research instrument for data collecting are dept observation, interview and exploretion of many relevant documents. All of these collecting data process involves students that follow the Implementation Study of Public Policy subject.

3. Results

The results of this study indicate that: (1) The central government had regulated the street vendor formally with several policies such as Act (UU), Executive Board Regulation (PP), Presidential Regulation (Perpres) and Regulation of the Minister of Home Affairs. But all of that regulation are ineffective due to some lack of that policy statute. Some of that policies are too short, just few mention about street vendor as economic agents. And some of these policies are too detail and all of them apply nationally. Therefore, these policies shackle local wisdom and create subordinate level damage. This centralized street vendor arrangement format reduces the autonomy rights of local government in creating specific problem solving in their respective areas - including in the Yogyakarta district area and its surroundings - which has many street vendors as its trademark; (2) Empirically the government's concern for street vendors that sale many kind of book in the research location is not sufficient. The Government tend to equate it with other types of street vendors while the book street vendors has different characteristics. The governments doesn't want to do something to support the development of street vendors. The book street vendor has developed naturally. There is no regulatory policy that specifically regulates it; (3) Placement of book street vendor locations have been partially good, but others are less coordinated and not included in government programs that support other government programs, such as tourism programs, plagiarism eradication programs, facility building programs for people with disabilities,

mission to improve urban aesthetics, Yogyakarta's predicate mission as student city, student city and tourist destination city; (4) Competition aspects that are disadvantageous to the book street vendors have not been a priority of government regulations policies in support their economic empowerment; (5) The licensing rules as stipulated in the Mayor's Decree of Yogyakarta are not executed in accordance with the provisions. Evaluation of these licensing rules implementation has not achieved the best results. Some book street vendors cannot implement it because of the combination of several factors, namely the demand for life of street vendors, non-funansial "costs" that must be spent, and the lack of knowledge of the substance of the policy that manage the street vendors. The result of this research is feasible to be used as the basic academic script to review and rearrangement of these policies, or make integrated strategy of the implementation of these book street vendor policies.

Table 2 : *Resume of Street Vendor Policies*

No.	Kebijakan	Keterangan Substansi *Content*	Implikasi :
Kebijakan Pemerintah (Pusat)			
1.	UU No. 20 Tahun 2008 tentang *Usaha Mikro, Kecil dan Menengah* (Act)	- Just mention the existence of this street vendors at a glance - Not entering street vendors as part of UMKM *(micro, small and medium enterprises)*	The street vendors do not get the same treatment as received by UMKM
2.	UU Nomor 11 Tahun 2009 tentang *Kesejahteraan Sosial* (Act)	- The term street vendor is not known at all in this Act	- Term street vendor is unrecognized, but that term is recognized in the implementation rules (PP). Street vendor entered as a target group.

3.	Peraturan Pemerintah No. 39 tahun 2012 tentang *Penyelenggaraan Kesejahteraan Sosial* (Executive Regulation)	- As Implementation rule - Just mention the street vendors at a glance - Street vendor entered as a target group of *empowering social program.* There was no pressure in economic empowerment.	- It can be interpreted that the street vendors are included as persons with social problems. - Equal to other people with social problems, such as poverty, neglect, disability, and so on. So the type of coaching is not economic coaching but social coaching. - The applied policy types tend to be policies with distributive formats - not regulative. - The government is pessimistic and does not take advantage of the potential revenue of the state (taxes) and exploits it for other purposes, such as the distributor of government school instructional texts, authorized distributors of Official Document, as filters of pirated manuscripts, plagiarism, etc.
4.	Peraturan Presiden Nomor 125 tahun 2012 tentang *Koordinasi Penataan dan Pemberdayaan Pedagang Kaki Lima* (Presidential Regulation)	- Issue later or 6 months after Ministerial Regulation No. 41/ 2012. - The contents of this regulation is not only the direction of coordination, but in the form of detailed (specific) provisions that are binding nationally. Implications :	- Violate legal order so that its legitimacy is questioned. - What is the urgency of this provision in the Presidential Regulation made?

		1. This regulation material reduces the right of regional autonomy. 2. Since the empirical problems in the field are distinctive or specific and different between regions, this Presidential Regulation becomes *ineffective*.	
3.	Peraturan Menteri Dalam Negeri Nomor 41 Tahun 2012 tentang *Penataan dan Pemberdayaan Pedagang Kaki Lima* (Ministrial Regulation)	- The regulation is too specific and detail - This regulation material reduces the right of regional autonomy. - Since the empirical problems in the field are distinctive or specific and different between regions, this Ministerial Regulation becomes ineffective.	

4. Discussion and Conclusion

The important result of this research are:

1. The street vendor was mentioned at Micro, Small and Medium Enterprises Act (UU-UMKM) just at a glance. Street vendor was not entered as part of UMKM (micro, small and medium enterprises), so street vendor didn't get privilege rights, a special right, advantage, or immunity granted from the government, as its consequence
2. Central Government Policies that regulate street vendors is not much in number, but covered very large domain nationally. This centralized arrangement format reduces the autonomy rights of Local Government in creating specific problem solving in their respective areas.

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3. There is a wrong and inconsistent thought. Why are local public issues resolved nationally by central government regulations? The street vendor problem is local issue. Not a national issue. The problem of street vendors has no domino effect that can spread nationally. The greatest effect occurs between adjacent cities or districts, not within the scope of inter-provincial and national. Depend on this logic, what is needed is the rules of street vendors of the lowest local government.
4. The central government policy of governing the street vendors in Indonesia (Presidential Regulation No. 125/2012) is too specific. It affects less effective regulations, less fit or less appropriate associated with the format of real problems of street vendors in Yogyakarta and surrounding areas.

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