

Conference

Dynamics of Advocacy for Relocating Fishermen's Residences in Tambakrejo Village, Semarang City

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Abstract. The relocation of fishermen's residences from the banks of the East Banjir Kanal river in Semarang City to new residential locations has resulted in a prolonged conflict between the local Government and the fishing community. Through a coalition of advocacy from various actors, the relocation was finally successfully implemented and accepted by all parties, although it took three years. This study aimed to describe and analyze the community's reaction and the impact of the advocacy coalition on the policy of relocating fishermen's residences in Tambakrejo Village. Phenomenological qualitative research methods were used, combined with a quantitative descriptive approach. The findings revealed that the community was initially hostile to the Government's plan to relocate residents, with the main reason being that it was too far away from the sea, where they earned a living. The advocacy coalition led to the provision of new residential buildings for the fishermen and increased community satisfaction with the new housing.

Keywords: policy advocacy, policy dynamics, relocation, community reaction, outcome of advocac

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1. Introduction

The relocation of fisherman's houses in Tambakrejo Village is a part of the East Flood Canal river normalization project in Semarang City, where the government's goal in implementing this project is to reduce the risk of flood disasters that often hit the Semarang city area. The fisherman's house is located along the riverbank affected by the river normalization project, therefore the dwelling must be moved to another place

Nevertheless the decision to relocate this home has triggered a hard dispute between the fishing community and the local government. On the grounds that their location was too distant from the sea, the fishing villages refused to be relocated to flats given by the Semarang city government. As a result, they insisted on staying on the riverside.

The government has reason to evict the fisherman's house because it is on the riverside, which is against the regulations of River Border Lines and Lake Border Lines

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Regulation of the Minister of Public Works and Public Housing Number 28 of 2015. Article 15 of the regulation stated, if there is a building on a river border, then the building is declared in the status quo and must be gradually brought to order to restore the function of the river border. However, fishermen also have reasons to stay on the riverbanks. They stated that they had lived in this area for years, namely since 1989. They used the empty land for fish, milkfish, and shrimp ponds before eventually settling there. They also have ID cards, birth certificates, and other population documentation, indicating that they are legitimate citizens. It was around 97 families, or approximately 400 persons. (<https://www.idntimes.com/news/indonesia/nugroho-purwoko/drama-penggusuran>)

The process of moving the residence got contentious in the end. On the one hand, the community continues to require the shelter due to their inability to find adequate housing elsewhere, while the government seeks to protect Semarang from floods by normalizing the river, one of the aspects of which is the cleaning (eviction) of illegal homes along the riverbanks. The controversy over the relocation of fishermen's residences on the riverbanks of Kampung Tambakrejo invited a number of actors to organize an advocacy coalition. Apart from Pattiro Semarang who has a background in advocating public services and public policy, there is the Legal Aid Institute (LBH) Semarang who has a background in advocating for Human Rights and legal protection. Another organization that is also vocal is the Raden Saleh Cultural Park Guyub (TBRG) who has a background in advocacy through art. Several other organizations and groups that attended were student groups, academics and civil society organizations with a focus on protecting children and women (1). National Commission of Human Rights also helps fishermen's community to mediate with the Semarang City Government, finally The Semarang Government has allowed Kalimati, which is a riverbank that is not affected by the river normalization project. The city government will help dredge Kalimati so that residents can construct temporary buildings there. However, before the temporary shelter was established, the Satpol PP officers had evicted and dismantled the residents' settlements, finally the fishermen set up tents around the river normalization project. And this makes the atmosphere less conducive.

1.1. Policy Advocation

Advocacy is a process of defending the rights and interests of the public, not the interests of certain individuals or groups. Because it reflects human rights and public interest (2). Many parties try to lobby for policy changes so that fishing villages could get a decent place to live. On other hand, the the fishing community of Tambakrejo



Figure 1: The sentiment of the fishermen's protests against the relocation program .

expressed strong opposition to the relocation policy, but the community was helpless to advocate for policy on its own. Residents of Tambakrejo sought assistance from a civil society organization, namely Pattiro Semarang in February 2018 as a result of this situation. As stated earlier it has begun the policy advocacy process until the community of Tambakrejo get a great aim in the end namely the construction of a row house of a fishing village located in the village of Tambakrejo, not far from the old residence.

The advocacy journey is quite long, Pattiro as a civil society organization in Semarang feels that advocacy cannot be done alone, considering that the cases they are facing are not only related to public policy but also related to law, so they collaborate with other organizations to conduct joint advocacy as an option. The advocacy carried out in a coalition consists of various organizations with different backgrounds.

The advocacy process for the fishermen's housing relocation policy is fascinating to study because, in addition to involve a large number of policy actors, it also takes a long time, namely four years (2017-2021), and it yields good results for many parties. In the new residential areas inhabited in January 2021, displaced residents, in particular, already feel safe. As a result of the research findings, it is hoped that they will receive guidance in the form of a proper residential relocation advocacy framework.

Advocacy comes from the Latin *advocare* which means "to call out for support". Advocacy can be interpreted as involvement in the promotion of the interests or goals of a person or group of people. An advocate is a person who champions, recommends, or supports a cause or policy (Health Science Center, 2020). It was further conveyed that there is a type of System Advocacy which is about changing policies, laws, or rules that affect the way a person lives his life. These efforts can be targeted at local, state, or national agencies. The focus can be changes to laws, or written or unwritten policies. What is targeted depends on the type of problem and who has authority over

it. Advocacy can also be interpreted more broadly as conveyed by Anush Begloaan, he is a Communication and advocacy expert, *that advocacy describes a method or approach used to change policies and practices, reform institutions, alter power relations, change attitudes and behaviors and give our project work a broader impact.* Advocacy describes the methods or approaches used to change policies and practices, reform institutions, change power relations, change attitudes and behavior, and have a broader impact on work projects..

People sometimes still interpret advocacy conventionally, namely through rallies or protests through the down-to-the-street movement which is supported by thousands of people rather than involving a few people through negotiations which will have more impact on thousands of people. Public policy advocacy should be progressive and inclusive. Progressive advocacy means that the strategies used can drive speedy policy changes while limiting harmful access to the community. While vast implies that the chosen strategy's outcomes are not only helpful to the community on a limited scale, but that the ramifications can be felt across the board (4). Moreover advocacy is essentially a process of defending the rights and interests of the public, not personal interests or certain groups, because what is fought for in advocacy is the rights and interests of community groups (Kadin, dalam (2)).

There are two important elements to develop the concept of advocacy as a litigation process and policy change. First, advocacy is aimed at defending and easing the burden on poor and marginalized groups due to mismanagement of the state, a goal that should be oriented towards social transforming. Second, advocacy must be used to open up new possibilities for the victim community to determine orientation, strategy and reflect on changes based on their knowledge and experience (Makinudin & Sanoko, dalam (2)).

Sheafor and Horejsi, DuBois and Miley (2005) a social advocate explained that there are two types of advocacy, namely:

1. client advocacy activities carried out by a social worker to help clients to be able to reach social resources or services to which they are entitled. This is due to discrimination or injustice carried out by institutions, the business world or professional groups against clients and clients are unable to respond to these situations properly. This requires social workers to speak, argue and negotiate on behalf of individual clients.
2. Class advocacy is an advocacy activity on behalf of a group of people to ensure the fulfillment of citizens' rights in accessing resources or obtaining opportunities.

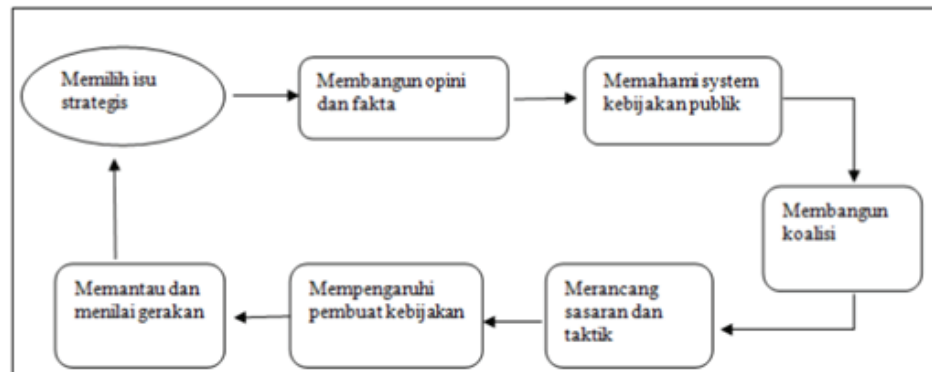


Figure 2: Principle of advocacy (sources : Edi Suharto, 2009).

Class advocacy involves political processes aimed at influencing the decisions of the ruling government. Social workers usually act as representatives of an organization, not as independent practitioners. Class advocacy is generally carried out through coalitions with other groups and organizations that have similar agenda similar agenda

Edi Suharto (2009) briefly explained that there are several principles that can be used as guidelines for designing advocacy, namely:

a) Realistic

Successful advocacy rests on issues and agendas that are specific, clear and measurable.

b) Systematic

Advocacy requires accurate planning. "If we fail to plan, we plan to fail," meaning that if we fail to plan, it means we are planning to fail. The advocacy process can start by selecting and defining strategic issues, building opinions and supporting them with facts, understanding the public policy system, building coalitions, designing goals and tactics, influencing policy makers, and monitoring and assessing the movement or program being carried out.

c) Tactical

Social workers must build coalitions or alliances or allies with other parties. Allies are built based on common interests and mutual trust.

The output of advocacy activities according to (3) is a product in the form of political commitment and policy support from policy makers or decision makers. The output of advocacy activities can be in the form of software (software) and hardware. Indicator output in the form of software in the form of regulations or laws as a form of policy or the embodiment of political commitment. described in detail as follows:

1. Main Law / Undang-Undang
2. Government Regulation
3. Presidential Decree
4. Decree of the Minister or Director General
5. Regional regulation, Decree of Governor, Regent

While the output indicators in the form of hardware, among others:

- a) Increased funds or budget for development
- b) Availability or construction of quality or public service facilities

1.2. Policy dynamics

Public policy is the attitude of the government and will have certain implications for society (Anderson, 1979). Even though it is a decision taken by the government, it does not mean that the role of actors related to the policy is meaningless. Actors play a role in accordance with the limits of their respective authorities (5). Policies are expected to as far as possible have positive implications and as far as possible avoid negative implications (6).

The changing role of government in the life of the country and state necessitates a dynamic understanding of public policy. Public policy, in this view, should be defined as what the government actually does rather than what it wishes to achieve. Public policy is created in order to address society's challenges and attain the intended goals and objectives. In this perspective, there are at least three components to public policy. To begin with, every public policy goal is to solve a public problem. Second, public policy refers to a set of measures performed to address public issues. Third, these measures are carried out by a variety of stakeholders, not only the government, and allow for participation from other groups such as the corporate sector and civil society. (7).

Public policy must always be able to adapt to changes and environmental dynamics. Therefore, it will not be sufficient to understand public policy only to the extent of understanding the existing system. Studying public policy should focus on two things: how to create public policies that can respond to the realities of the current policy system, as well as how to create public policies that can respond to future difficulties. To put it another way, we need to think about public policy in a dynamic way, paying attention to societal changes and difficulties. Public policy is studied not only as a

policy-making process, but also as the dynamics that occur when the policy is chosen and executed, because it is a dynamic notion. (Sujarwanto, 2016).

The policy of relocating fishermen's residences in the city of Semarang is very visible in its dynamic development. Where city government policies adapt to changes and social dynamics of society. This is in accordance with the current need where public bureaucracy in the VUCA (Volatility, Uncertainty, Complexity, Ambiguity) era needs to be agile and innovative not only to improve its public services, but also to answer the challenges of an uncertain future. As a new paradigm in organizations, the bureaucracy that implements it will be able to increase transparency and attract much greater public participation (8).

This study aims to describe the dynamics of policy advocacy in the form of community reactions and analyze the results of the advocacy coalition on the policy of relocating fishermen's residences in Tambakrejo Village, It is hoped that the results of this study can contribute to evaluating the results of the relocation policy, so that it can be utilized by local governments in future policies.

2. Methodology

This study uses a Mixed Method Research (MMR) approach, MMR is a research method that is applied when researchers have questions that need to be tested in terms of outcomes and processes, and involve a combination of quantitative and qualitative methods in one study. Because it focuses on outcomes and processes, the MMR design is commonly used in program evaluation research, but now, MMR is often used in research in general.

Bryman and Hanson, (9) define MMR as a research design that departs from the philosophical assumptions of the inquiry method. As a methodology, MMR provides guidance when collecting and analyzing data and mixing between the two approaches is carried out during the research process. As a method, MMR focuses on collecting, analyzing, and mixing qualitative and quantitative data in one or a series of studies. So in essence, using quantitative and qualitative approaches simultaneously (combined) can provide a better understanding of the research problem than being used separately. The type used in MMR is Triangulation Design, a one-phase design in which researchers implement the quantitative and qualitative (Figure 2)

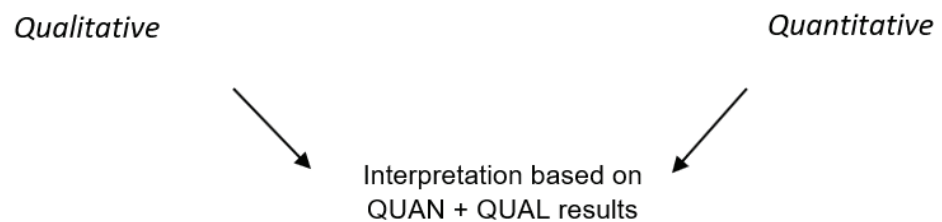
Figure 2: Triangulation Design (9)

Qualitative data obtained from in-depth interviews, observation and documentation. While quantitative data were obtained from structured interviews with samples of fishing

TABLE 1: Research phenomenon, research indicator, and Data Collection Model

No.	Research Phenomenon	Indicator	Data Collection Technique
	Community Reaction	Actor Perception Actor participation in advocacy	In Depth Interview Documentation Observation
	Result of Coalition advocation	Software Hardware Citizen satisfaction toward new location	In Depth Interview Documentation Questioner Observation

communities who were moved to new residential homes, totaling 60 respondents from a population of 97 households.



Data analysis was carried out by combining qualitative analysis techniques and quantitative analysis. The qualitative analysis technique uses the Interactive Model from Huberman, while the quantitative analysis technique used simple descriptive analysis.

3. Result dan Discussion

3.1. Community Reaction

The process of relocating housing in Tambakrejo Village was slow and full of dynamics, due to the refusal of residents. They very vehemently refused to be relocated to other areas, even holding a demonstration in front of the Central Java Governor’s Office, on Thursday 22 February 2018.

They also put up banners in various locations to protest the relocation program. After a long period of disagreement, the government announced that evictions will be carried out soon, claiming that earlier socialization had been completed and that a new home had been supplied, namely the Kudu Flats in Genuk Village, Semarang City. Residents who would be transferred, on the other hand, refuse since the compensation location is roughly 10 kilometers distant from the sea, where they made their livelihood. They preferred to live in tents by the streambed after their homes were demolished by the Semarang City authorities (10)

The relocation implementation in the fishing village of Tambakrejo began with the forced demolition of fishermen's houses on the banks of the East Flood Canal. This forced demolition action received a reaction from many parties, especially from residents. Even though the house had been demolished, they continued to live in the surrounding location by setting up makeshift tents. Where most of the people are reluctant to be relocated even though the Semarang City Government has prepared simple rental flats in the Kudu area, according to the Head of the Semarang City Housing and Settlement Area Service, quoted from the news portal halosemarang.id, stated that there were 97 families who survived and did not want to be relocated in Rusunawa Kudu. Residents consider the location of the flats to be very far away so that it has an impact on their livelihoods as fishermen.

Resettlement according to the analysis of (11) is not easy, if resettlement is unavoidable, it must involve genuine participation and consultation with the local community, must go through careful planning so that people who are resettled have a better life than before. According Rohmadi (2020) He is the Head of Neighbourhood during the relocation process to Rusunawa Kudu, there was resistance from the community, on the other hand the rights to the land occupied by the community was very weak, so it required support from outside parties. Along the way, the community is supported by several community groups/NGOs, and legal assistance to protect and fulfill their rights. In 2019, the Government finally issued a policy for the construction of row houses, which were built not far from the place of eviction for residential residents. During the construction of the row houses, the community was given temporary housing under the East Flood Canal bridge, by building public kitchens, prayer rooms, and toilets.

The row house policy is an option chosen by the government to accommodate the needs of fishermen as a place to live not far from the coastal area. The development cost Rp 8.3 billion and was completed in January 2021. In the development process, several parties considered the chosen policy to be the right step, where the government did not require land acquisition and minimized friction with the community through advocacy steps where the community proposed to a village was formed in the Kalimati river area.

3.2. Advocacy Outcomes

The results or outputs of relocation advocacy can be classified in 2 forms, namely software and hardware. The output indicator in the form of software is a policy issued by the Semarang city government to build a row of fishermen's houses. The fishing row house construction project costs Rp 8.3 billion from the 2020 APBD. The row house is

TABLE 2: Advocacy Process Mapping

No.	Aktor Advocacy	The Role of Advocacy Actor
	Legal aid service	Assist the community in making complaints to the National Human Rights Commission (Komnas HAM).
	National Human Rights Commission	Mediator between the community and the Semarang City Government
	Pattiro Semarang	Assisting fishing communities to conduct hearings with the Semarang City Government.
	Guyub TBRS (Taman Budaya Raden Saleh)	Intensive community assistance and creative campaign implementation
	Academics	Study cases and discuss with other actors
	Setara Foundation	Child Assistance

of type 24 equipped with bioseptic management of dirty water, electricity network and PDAM. In addition, it will also be equipped with a number of public facilities (Fasum) such as parks and children’s playgrounds. During the process of building the row houses, the community was given temporary housing under the East Flood Canal bridge, supported with public kitchens, prayer rooms, and toilets. Which is known to many as “Rumah Bedeng Kolong Jembatan”. In the end in early 2021 the row house is already to be occupied.



Temporarily settlement under the bridge



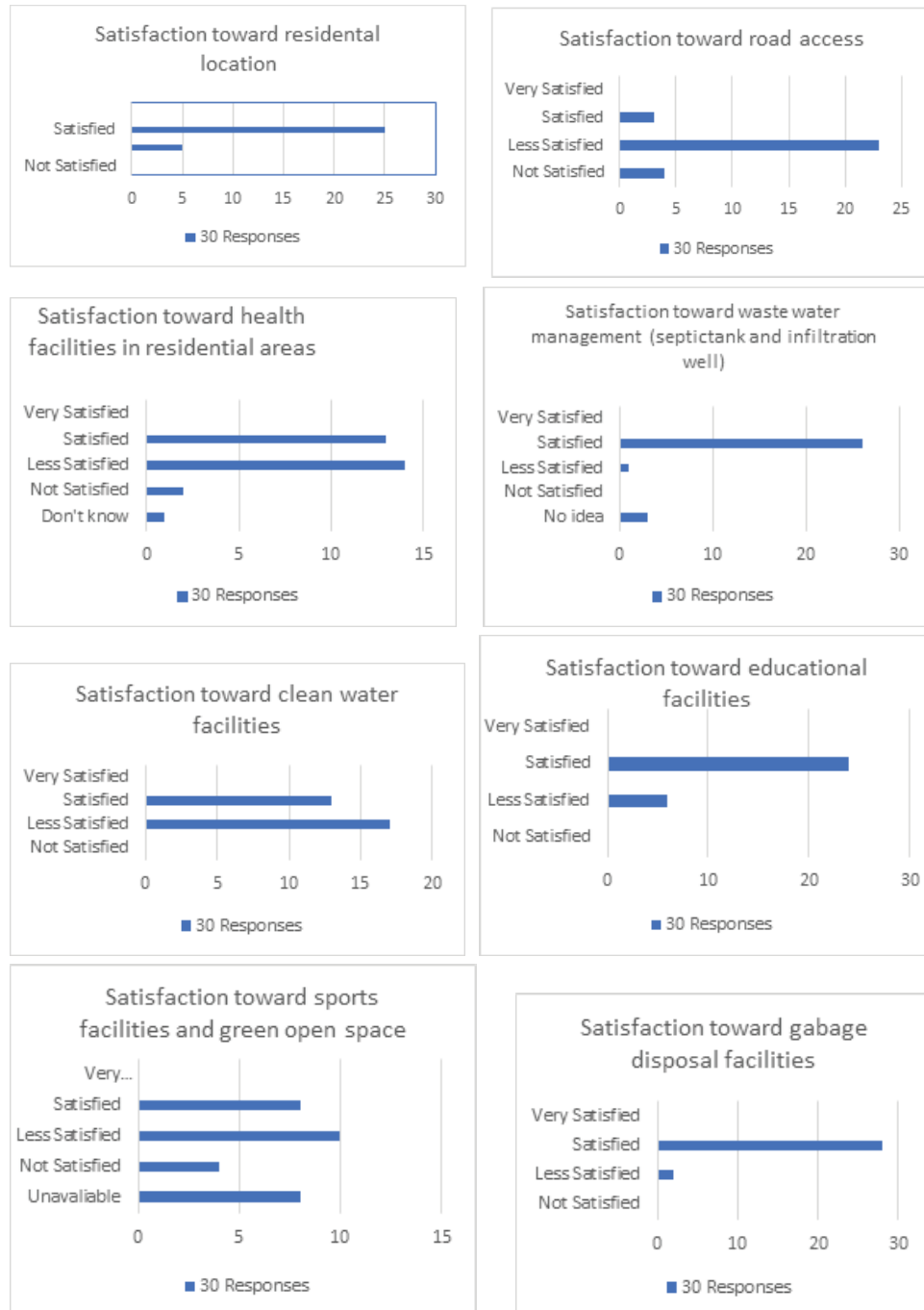
(b) The situations of row house “Rumah Deret” already occupied in 2021

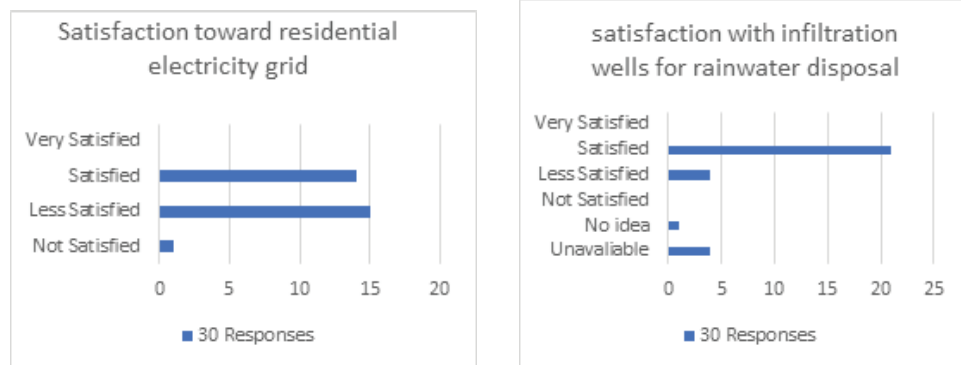
The row house policy is an option chosen by the government to accommodate the needs of fishermen as a place to live not far from the coastal area. Several informants assessed that the chosen policy was the right step, where the government did not require land acquisition and minimized friction with the community. The area chosen is in accordance with what was proposed by the community, namely in the Kalimati area.

The output in the form of hardware is the construction of a row of fishermen’s houses in RT 05/RW 16 Tambakrejo Village, Tanjungmas Village, North Semarang. Where this housing is able to accommodate 97 families, and the previous occupants were families

affected by the East Flood Canal normalization project. The placement process is carried out in January 2021.

How about after 6 months living in row houses, the following are data related to community satisfaction with new housing, which consists of indicators of satisfaction with location, road access, clean water supply, waste disposal facilities, educational facilities, worship facilities and sports facilities.





Interesting data is that after occupying a new housing, the fishing community is satisfied with the location of the dwelling, they are also satisfied with the education and worship facilities, but they still feel that there are many shortcomings from the dwelling. Among them is the electricity network because residents feel that the electricity network facilities provided by the management have high power so that their use is more wasteful and costs a lot of money. Likewise health facilities, they stated that in residential areas far from health facilities.

4. Conclusion

The relocation of fishermen's residences from the East Flood Canal riverbank to a new location is in the process full of dynamics, before the fishing community finally occupies a new residence. The dynamic policy process is shown by the many actors who participate in the advocacy process, each of which has a very helpful role in realizing the desires and needs of fishermen for shelter.

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