

Survival Acces Strategies of Local People in Coping with Human Security (The Case of Public Policy on "Squatter" in Batam)

Dian Prima Safitri

Abstract:

This research interprets and analyses survival access strategies of local people in coping with human security in term of land and housing as their capital. On one hand, the phenomenons are caused by the failure of political economic policy which consists the market failure to distribute land and housing. On the other hand, existence of Batam Local Government and Batam Industrial Development Authority which have differentiate on development perspective, also encourage the problem of land and housing. Economic growth in Batam almost sides with capitalistic forces and undermines the society.

In this case, the result of unavailability land and housing encourage society to prefer squatter as illegal asset. Government respond this through housing policy to manage the problem of squatter. But local people survive to affect housing policy to access human security.

To explore and to interpret the phenomenons are used political economic as grand theory, then deliberative of public policy making describes survival access strategies of local people on housing policy. Urban governance and urban management analyse the action of the actor to manage the problem of land and housing. This research applied qualitative method and case study as strategy of inquiry. Focus of this research explains three points that consist of (1) housing policy by Batam local government and Batam Industrial Development Authority, (2) survival access strategies of local people, and (3) the way of survival access strategies of local people affect process of housing policy. All of data are analyzed through conducting six steps there are (1) preparing and organizing data, (2) exploring the database, (3) describing findings and forming themes, (4) representing and reporting findings, (5) interpreting the meaning of findings, and (6) validating findings.

The research findings are There are various policies been formulated by the two institution but not all of them successfully solve the problem of the residents. Finally, the local people survive through founding land informally, strengthening social networks, economic and social capabilities. Team is formed by local people namely can affect housing policy because survival strategies become public opinion and affect public sphere. So that policy is changed by government from removal into settlement the squatter. At the end, local people can achieve human security and decrease conflict among the actors.

Key Word: Capital, Local people, Survival Strategies, Urban Management, Land, Housing.

Introduction

This research explores the hidden impacts of forced trade zone in, and about the role of government to facing the impacts of trade liberalization. As the new concept, this paper also attempts to explain the impacts of trade liberalization in urban governance perspective, hence describing the relations between government and local people, NGOs, entrepreneurs and other actors at local and regional levels (Banachowicz & Danielewicz, 2004).

Some developing countries which adopt trade liberalization will face some obstacles and impacts because of their internal problems (Martinussen, 1997). In addition, there are demands from investors to improve trade service to make good climate to increase production as the reflection of capitalistic power. The government supports the demand through formulation of rigid law of trade liberalization and policies that support the investment, such as anti dumping, infrastructures, and providing land to found corporations. On the other hand, this research also explores political perspective of some groups that consist of private and public sectors, a struggle for power in trade liberalization area, and its direct impact on the society.

In a case of Batam, economic growth can stimulate urbanization in regions where there is unemployment, changing of land map and providing of land tenure and housing for low income families, thus emerges the squatter in some region. The squatter as backwash effects occur in other developing countries that depends on the state how manage the trade liberalization on political economic perspective.

According to United Nations Development Program's 1994 Human Development Report defined human security in a broad fashion as; "first, safety from such chronic threats as hunger, disease and repression and also protection from sudden and hurtful disruptions in the patterns of daily life, whether in homes, in jobs or in communities." (Fordelone and Schutte, 2007: 68)

In this case human security is defined as freedom from pervasive threats to people's right, safety or lives. Local people have

freedom to access basic need in term of housing. Amartya Sen (Fordelone and Schutte, 2007: 68) defines development as a process of expanding the real freedoms that people enjoy. Local people should be free to live the life they want to live and should be empowered to pursue the objectives they have reason to value.

Especially in Batam where Free Trade Zone has been legalized. The growth of squatter areas is very significant. Batam Industrial Development Authority (BIDA) indicated that, in 1998, the population of squatters was up to 35,000 units. On June 2001 it was up to 55,000 unit (Nasution, 2001). On the whole, the population of squatters in 2009 was estimated to be 30,000 households (www.batamcyberzone.com). The government has attempted to overcome this problem through their policies, but they are not enough to solve this problem. Moreover, the actions of government almost trigger the conflict between the government and the people. The government sides with capitalistic power and people lose their houses and lands as their capital. The people struggle to access the other areas through informal settlement, so the actions the government take have not solved the problem. It can be concluded that economic growth in Batam can not promote human security for local people in term of basic need.

The government of Batam consists of Batam local government and Batam Industrial Development Authority (BIDA). On one hand Batam local government as local power was based on Law No. 22 Year 1999 and Law No. 32 Year 2004 about local government, on the other hand BIDA as centre power was based on Law No. 44 Year 2007 and Government Regulation No. 46 Year 2007 about free trade and free harbour. According to development approaches, on one hand BIDA has economic development perspectives to develop Batam. Thus BIDA focuses to improve for higher levels of consumptions, it means BIDA almost sides improving of economic value through land providing for investment. On the other hand, local government of Batam has perspective to promote social service for local people in term of land and housing. Differentiate of government perspective can influence social products are accessed by local people in term

of land and housing. It occurs because authority of BIDA more bigger than Batam Local Government. BIDA has authority to manage land of Batam for 35 years forward, absolutely it can affect land distribution for local people because Batam is managed to develop Batam as trade area, harbour area and also tourism area.

Survival access strategies of local people at Batam conduct deforestation and reclamation on mangrove to build their house. Land informally become strategy to get land than strength social networks between local people and government, local people and legislative council and also within local people it self. Survival access strategies of local people want to legalize their land and housing through planning process into BIDA that has authority to manage land of reclamation.

Unbalancing political economy of Batam encourages local people to survive their basic need in term of land and housing. It becomes important thing when the government fails to address human security for local people, but local people survive human fulfillment by themselves. Actually, development policies should thus be designed to first address the most urgent needs of people. Protecting individuals from fatal threats such as servicing of land and housing would become the first priority of development.

The urban management has main components that are affected by trade liberalization. There are the problems of land tenure and housing, as aforementioned the question research consists of:

1. How do the housing policy of Batam Local Government and Batam Industrial Development Authority distribute land and housing for the local people?
2. In what way do survival access strategies of local people cope a secure access for land and housing?
3. How do survival access strategies of local people affect housing policy of local government in coping with human security?

Theoretical Framework

Human Security

The human development approach offers likewise a different interpretation to develop-

ment and it was examined in detail by Amartya Sen (Fordelone and Schutte, 2007: 66) in Development as Freedom. The author defines development as a process of expanding the real freedoms of people. For "real freedoms", he understands the things that people can effectively achieve and do within their society. For increasing them, it is important to remove certain "unfreedoms", including poverty, tyranny, lack of economic opportunities, social deprivation, neglect of public services, and repressive government.

In this sense, development's ultimate goal would be the enlargement of individual's choices and opportunities, empowering them as active participants in their society and its development process. According to Sen (Fordelone and Schutte, 2007: 66), economic prosperity is but one of the means for attaining this major goal. He also clarifies that economic growth alone cannot guarantee society's well-being. Social, political, judicial and even environmental problems need to be addressed for eliminating the existing limitations to human freedom. Therefore, although the importance of economic growth for development is not denied in this perspective, human development contrasts sharply with economic development. It defends a different interpretation of development, in which growth is necessary but insufficient for effectively improving people's lives.

According to a human security approach, the prevention of some important threats to individuals' welfare depends on the attainment of a "delimited subset" of development objectives. These objectives are related to the satisfaction of human being's most basic needs related to survival, livelihood and basic dignity "in a manner that is consistent with their long-term good". In this perspective, long-term good is understood as the "process of widening the range of people's choices". In other words, human security's achievements must be harmonious with the pursuit of human development. Emerged in the 1990's, the notion of human development was exhaustively explored by Amartya Sen, one of its most notable proponents. As explained above, the author defines development as a process of expanding the real freedoms that people enjoy.

In *Development as Freedom*, Sen argues that people should be free to live the life they want to live and should be empowered to pursue the objectives they have reason to value.

Human security focuses on the protection of individuals from violence and other dangers they may face in their daily lives. Second, human security is universal in its objectives because it defends the protection of all human beings, independent of their nationality. It is a universal concern as people from all over the world are subject to different types of threats. Third, it is focused on prevention, attempting to identify and prevent possible threats from becoming real or existing threats from increasing. Fourth, it aims to protect a multidimensional set of human rights and human freedoms, incorporating elements of development, economy, ecology, human rights, and security concerns.

Survival Strategies as the Capital

The values of survival strategies are social capital. It is determined through the components of social capital, such as trust, norm and networks of society (Ridells in Suharto, 2006). Social capital involves building relationships between individuals and publics not necessarily defined by organizational affiliation. Several types of social capital have been identified: bonding, bridging and linking. Bridging and linking social capital are particularly important for loosely organized publics for they enable people to make connections with each other and with external actors. Gittel and Vidal (1998) in Pautz (2008) describe bridging social capital as occurring within "networks of association" (Szreter in Pautz, 2008), comprising participants from a wide variety of backgrounds. Bridging and linking social capital are important in characterizing how publics form around policy issues, as well as how they may access the policy process. Citizens may be able to get on the radar screen of policy makers by mobilizing a critical mass or recognizable public group (horizontal linkages). However, they may also become involved in policymaking by linking with actors who have greater power than they do (vertical linkages). Both of these processes are important in enabling public information; however, they also point to barriers that not

every group can overcome. For this reason, two-way linkages, from the "bottom up" through social capital building, and from the "top down" through boundary spanning, can serve as critical facilitators of participation (Pautz, 2008).

The effort to understand how the poor coping with their poverty is formulated by Clark within Bahrum (1995: 145) by classifying the survival strategies into four ways:

1. Developing social networks and interpersonal relationship. The example of these strategies is to perpetuate the kinship or neighbourhood. In specific forms is to develop the networks and interdependent relationship. The social networks are divided into two shape that are; (a) horizontal relationship social network based on kinship and neighbourhood that start with the social dimension and followed by the social motives afterwards (b) vertical social relationship that is formulated based on the economic motive with the social dimension. However, the differences of economic status base the social relationship.

2. Flexible Household Composition. For instance, doing the change in more flexible household composition that involve the family member to earn the income and manage the households.

3. Multiple Source of Income. For instance, the diversification of the family's income source especially to use the chance and capabilities like running the home-small business.

4. Unauthorized land-use (squatting). It is the last choice which is actually unacceptable. However, there are poor people live in the productive terrain illegally.

As explained previously, these strategies are developed by the poor family to cope the poverty especially in the rural society. The researcher focus on the social networks formulation and unauthorized land use.

Deliberative of Public Policy Making

Deliberative policy analysis explores ways in which interpretative and deliberative methods of policy analysis help us to come to grips with the political phenomena of our time. Politics in the network society is characterized by a search for 'multi-level governance',

'regimes', or 'transnational policy discourses' (Hajer within Hajer and Wagenaar, 2003). This reconstitution of political action can be observed at all levels of governing: in the domain of international politics, within the borders of the nation state, regionally and even locally. Politics and policymaking are reinvented. Traditional top-down bureaucratic structures make way for civil servants, citizens, and private sector actors that act as 'entrepreneur' or 'problem solvers' in policy networks of their own making (Sabel, Fung & Karkkainen 2001, Kickert, Klijn & Koppenjan eds., 1997 within Hajer & Wagenaar, 2003).

Fung (Tucker, 2008) find the alternative forum to enable genuine deliberation that call "mini-public" deliberation. This type can claims more representative forum of deliberating process in the range of social characteristics and point of view in society. It is also very useful to represent informed and reflective public opinion, uncolored by prior partisanship, entrenched perspective, or particular material interest.

Hendriks, 2005; Fischer, 2003; Hajer and Wagenaar, 2003 (Klintman, 2009) says that the idea behind deliberative governance is that the new relationships between state, market, expertise and society necessitate that deliberative spaces be created where various groups come together and deliberate on intricate and important societal problems.

Research Method

In order to answer the research questions and achieve the research purposes and benefits, I conduct the case study method. Yin (1984) technically defined a case study as an empirical inquiry that (1) investigates a contemporary phenomenon within its real-life context, when (2) the boundaries between phenomenon and context are not clearly evident, and in which (3) multiple sources of evidence are used. Hence, I choose the case study method as an appropriate strategy to explain and interpret survival access strategies of local people in coping with human security as the respond of housing policy at Batam.

Analyzing qualitative data requires understanding how to make sense of text and images. This research conducted about the five

steps involved in analyzing and interpreting qualitative data (Creswell, 2005: 230-251), such as: (1) Preparing and organizing data, (2) Exploring the database, (3) Describing findings and forming themes, (4) Representing and reporting findings, (5) Interpreting the meaning of the findings. All of steps are conducted by researcher to get conclusion of research findings. Preparing and organizing data are first step until interpreting the meaning of the findings.

Result and Analyses

The Role of Public Sphere

(a) Developing Public Sphere

The developing of public space is a must in deliberative concept. It is to create participative space for the society member. The phenomena which happened in RT 02/RW 01 of Bengkong Laut in developing the public space is a need of problem solving that faced by the entire residents. The land legalization problem of their settlement makes the social networks starting to move actively to pressure the other local people to care about their settlement status which has not been legalized by the government.

The process of land legalization as explained previously has been started since 1999. The question about the land status had been appeared when the process team lead by Mr. Misrik as a head of RT because there was no clear status about it. It has become central issue among the residents of RT 02/RW 01 Bengkong Laut. The problem was multiplied when the BIDA changed to the Area Supervising Board (BP Kawasan). The things they can do is only thrive for legalization is to access the policy to the Area Supervising Board (BP Kawasan).

According to Fung (2003) within Tucker (2008), the public spaces which are formed in RT 02/RW 01 are called mini-public deliberation. These forums are formed based on local people's agreement. Furthermore, it is both represent the social characteristics that belong to the society and using the local people point of view. These public spaces consisted of teams below:

1. *Tim Independen Percepatan Penyelesaian Kavling Tanpa Nama/TP2KTN* (Independent Team in Accelerating the

Unauthorized Plot). This team functions as data seeker, data provider and seeks the information about land legalization. The data seen as the main instrument to make the agreement that is approved in both mini-public forum and deliberative forum. It is not only representative but also the participation of the residents. The process happened in mini forum has a small level of participation. However, the result is very accurate because of the quality and the accuracy of data provided.

2. *Tim Peduli Penyelesaian Pemukiman Warga/ TP3W (The Care Team in Settlement Solving)*. TP3W is a team that made after the information and data sufficiently available. It aims to focus on land legalization. The duty TP3W is to do the lobbying and open the networks to access the government's policy. They also direct the mass and coordinate with the local people. Furthermore, the TP3W is functioned as data filter, opinion shaper and a mediator between the local people and the Area Supervising Board (BP Kawasan).

(b) Survival Strategies of TP3W on Housing Policy

If the pattern of survival strategies done by the TP3W is drew in Schleusen pattern of deliberative model, the TP3W's position is functioned as a filter of the local people's area and the actor who directly face the government and in this case are the Area Supervising Board (BP Kawasan) and the member of Batam's parliament. TP3W is a *think tank* and also executor in the field. It means the team has to think the strategy which they have to choose to do the lobbying with the government and conditioning the local people to keep on obeying the agreements.

This two-way pattern of work actually can be difficult for the team. Moreover, when it is crashed with the bureaucracy and the way of think of the residents which is so plain. The deliberative model which is occupied in the work system of TP3W are as follow:

1. *Broad public participation*. It is an open participation level for local people. In

this level the team is open for the various opinions from the residents to solve the land problem. Belonging to this part is the claim about the land allotment and settlement plan. The residents do not only participate in TP3W but also in some social networks mentioned previously. The TP3W became a trigger to power the Islamic studies group for the adult women to spread the opinion to their member.

2. *Informed Public Judgement*. TP3W simultaneously provide the data and information both to the local people and government from the result of meeting which called mini public. Related to the residents, the TP3W team informed the completeness of administration and finance that has to fulfil the requirement to get the Land-plot and Measurement Letter.
3. *Opportunities for Deliberative*. The process of land legalization for the settlement opened the space for the residents to get involved together with the government and the Area Supervising Board in formulating the policy. For instance, when the site plan which was with the Area Supervising Board was different with the real condition, the residents proposed the alternative change and the Area Supervising Board gave the solution by giving the additional duty had to do by the residents. Related to the other problems such as the land distribution with moral hazard motive done by the land distribution committee, the government access the information directly from the residents.

The Circulation of Public Opinion

Opinions formed in the community that may be brought into the formal forums and influence the management of cultivated land for settlement by the team to accomplish their best. Various opinions that emerged from growing purely because of the need for clarity of public housing in order to achieve human security is a requirement of every human being. Basically it is the responsibility of

government to meet the needs of human security, but this issue became a classic when confronted with issues of development interests in this case the physical.

A growing opinion in the end lead to the common needs and common interests in social life in the form of goods or services that unwittingly become public opinion. Influence public opinion on policy reformulation could occur this can be proved in a deliberative pattern on the legalization of land for residential settlement. Public opinion that influencing of government in this case is BIDA / Batam Authority / BP Regions that people want is for the benefit together.

Influence and opinion formation can occur in the form of formal or informal. In connection with the completion of the legalization of land for housing, the formation of a formal opinion through meetings, special meetings to discuss these problems and in forums that are not related to land issues. Examples of such forum is the great days of warning as well as religious instruction conducted every week. Formation of opinion through the forums do not form when the formal talks between the individual and not in the official forum.

The Power of political System

(a) Balancing Role of Institutions in the Political System

Squatter phenomenon is a problem in urban management in provision of housing for the population and land use patterns. Squatter existence in RT 02 RW 01 Bengkong Laut is a conversion process or land use through informal mechanisms. Policies used to address the existence of Squatter who meet the area should use the urban management that includes six interconnected urban sectors namely, land, environment, infrastructure, housing, social facilities and economic development. Squatter existence due to the economic development and poor land management so the impact on the environmental damage caused by the housing and infrastructure facilities that are not fulfilled.

Handling problems can be solved if the residential land management can be accomplished through land use policies. Problems of land that has not been completed to this day

is about the centre of the delegated power at the local level is BIDA as land management institutions. Settlement that stood on the land will be directly related to the BIDA.

Of land into an economic value in Batam city because of land management rights to cater for BIDA is a lively city as a special area. Regions that move as the area of free trade and free port. Attraction is certainly of interest between social interests and the interests of economic development. Interests of residential land to be experiencing a conflict with the interests of the investment which will surely affect the revenue for central government and local government.

The existence of BIDA currently updated and extended its management during the 35 years since the year 2007 under the Law. 44 of 2007 and Government Regulation no. 46 Year in 2007. This is certainly affect the authority possessed by the Batam City Government established since 1999 under the Law. 22 Year in 1999 and then refined through Law No. 32 Year in 2004.

The power of government agencies in terms of Batam land management consists of BIDA, Batam City Government and the Batam City Council. But in practice, the three agencies do not have the same proportion of the authority or balanced. Competence over the management rights over land such as permission to open new land, suburban land acquisition, reclamation and so on will be decided unilaterally by the BIDA. This is what can be described as a failure of government, where the distribution of goods or services that are managed by the institution that is more aligned to the economic interests than with social interest. In addition, the emergence of moral hazard on the management of land in this settlement are very vulnerable to this matter because of the political system does not work optimally.

The problem of land distribution for residential and public access to human security in this settlement in Batam can be said has not worked. The market failure is reflected by the unintended impacts on urban management that has to involve the roles of government. According to Neo-Keynesian that the government policies can lead to more efficient

macroeconomics outcomes than laissez faire policy would. Requirement involves the intervention of government that reduce the causes of government failures, especially for providing land and housing. It can be implemented through the new concept of urban management: urban governance that emphasizes to improve the governability and involve the private and the society to face the problem of urban management together. Coordination among the actors can describe within interactive governance model that explains about element of governance, order of governance, structure of governance and some aspects such as, diversity, complexity, also dynamics.

According to the case of urban housing in Batam, political will among the actors to solve social problem of squatter area as the primary aspect. Ironically, phenomenon almost shows the conflict among the actor to struggle land and housing as primary need. Coordination among the actors can be explained through interactive governance model that focus on survival strategies of local people in order to find the ideal concept of urban governance. Elements of governance are used by this model, *images*, want to describe survival and struggle strategies of local people naturally to protect their own and household, *instrument*, may be soft and hard instruments that try to describe the phenomenological that focus on human inquiry, *action*, make social consensus that direct the action of survival strategy and attempt their voice in high negotiation.

In term of governance orders, *first*, try to involve among the actor to solve societal problems, including the private sector and other NGOs, which face the problem of supplying low demand housing. Private sector provides modal as CSR program, government makes the right policy, NGO's control the action of government and private sector and also the society plays role in term of public policy making. *Second*, local people itself improve their capacity building, skill of negotiation and lobbying, participatory planning techniques, action networks and new social movements through building the organization that represents their need and doesn't destruct the environment and system.

Meta, local people plays role in public policy making that relates to them. Modes of governance in term of urban governance side with co-governance that among the actors especially society join to political parties to improve bargaining position of society and vice versa.

All of the aspects of interactive governance model are influenced by values and principles of good governance as aforementioned. This paper tries to elaborate concept of survival strategies and attempt into interactive governance model as new concept of urban governance. In term of societal problem in Batam, urban governance can be implemented to overcome the impacts trade liberalization on urban management. It can involve the local government, Departement of Batam Authority, investors as private sector and active society through Non Government Organization (NGO).

(b) Out Put Of The Process Of Policy Reformulation

Various policy responses that related with squatter with research sites in RT 02 RW 01 Bengkong Laut will be subject to eviction at first. But the pattern of access survival strategies undertaken by the community which lead to deliberative patterns can change these policies are called policy reformulation. When the current implementation process is not in accordance with real conditions in the field, then it can not be enforced. Implementation in this case is not considered as a chain of command but put the process that requires individuals and communities perceive reality.

Reformulation of this policy occurred during the implementation process, which is understood that after the policy is followed up or implemented then there will be a reaction and the reaction will grow and spread. Policy reactions that produce the reformulated policy for local people from the local people. The pattern of public space that directs the issue to public opinion influencing policy is a pattern of deliberative democratic system works.

Reformulation of the policy of eviction forms turned into resettlement with the provisions that must be obeyed to by local

people. This policy was implemented in RT 02 RW 01 Bengkong Laut, with every resident who bear the consequences of this policy will get a certificate of land and are obliged to pay the Annual Mandatory Authority (WTO) for a period of 30 years. Government intervention in urban land management is needed when dealing with land issues, which should be controlled by the government. Government's resettlement policy is an effort that recognizes that every individual has the right to obtain housing that is not justified evictions are justified is a shift, known as neo-liberal perspective.

Resettlement policy which began to be implemented in RT 02 RW 01 course has several provisions that must be obeyed. Alternatives provided by the BIDA for such provisions are as follows:

1. BIDA wants to settle of the population that have been prepared to risk their base motorcycle taxi with a building behind it must be in the unloading area so access roads to plots wide open, so that when fires and other disasters occur so that could quickly be overcome. Then a few houses within the premises of Block C should be broken down.
2. OB parties willing to make a site plan / new image in accordance with the existing arrangement of buildings, with the following conditions:
 - Location currently occupied Mrs Neng house must be emptied and his home in unloading.
 - All costs required for the manufacture of image and measurement of return are entirely borne by the residents with problems. Based on the receipt that has been shown that the old chairman team cost of making the old picture was worth only Rp. 30 million.
 - Associated with the replacement housing Mrs Neng, the OB will not be liable or will not provide compensation and the building of any kind. (TP3W, 2008-2010)

In order to achieve the common good of the local people in RT 02 RW 01 Bengkong Laut have agreed to choose the second alternative

is changing the site plan with additional provisions of the financing of Rp. 30 million. The agreement will continue to be monitored by TP3W as a coordinator in the field. After the process of legalization of land currently in the process invoices and payment of expenditures Annual Mandatory Authority, local people independently doing the road infrastructure development. Reformulation of policies that occur in the process of implementation of land policy for informally built settlements expected to be an example for other local people.

The reaction is a necessity if a policy is implemented. Reactions may include compliance with the policies that have been formulated and can be a form of non-compliance with these policies. Anticipating the need to do is to actors who can not abide it. Disobedience of citizens in this process occurred because the was influenced by such things as economic interests over social interests. As well as the desire to master the ground outside the rights he has. This is certainly anticipated through social control by communities themselves through the strengthening of social networks.

Disobedience of other residents are not too large because paperwork associated with the management and financing delayed. This problem can be overcome by making appeals in various community activities in this regard that social networks became the knot mass. Economic capabilities that make citizens prefer other priorities, so delaying occurred.

Disobedience in the case RT 02 RW 01 Bengkong Laut can be addressed properly by the local people themselves through networking and strengthening of social control. During this occurs is not related to citizens of non-compliance with the government in this case the BIDA. The reaction came amid his own people, only to be anticipated well in handling relations with BIDA legalization of land for settlements, built on an informal basis. Social control is necessary to continuously monitor the performance of its governance BIDA legalization of land resettlement policy to no longer stop in the middle of the road. If that happens then it becomes a seed of disobedience and trust citizens against the government.

Conclusion

Survival access strategies of local people successfully influenced the policy of Batam City's government in engaging with the squatter which informally built. The implementation's pattern of survival access strategies on the settlement policy can be described through the deliberative model as a revolutionary implementation:

1. The policy of Batam City's government is divided into two authority that is local authority and central authority. The first one is the local authority through the policies of the government of Batam City, while the second is the central authority throughout the Batam Industrial Development Authority (BIDA). There are various policies had been formulated by the two institution but not all of them successfully solve the settlement problem of the residents of RT 01/RW 02 of Bengkong laut. Finally, the local people accessed the settlement policy through the resettlement policy from the Batam Industrial Development Authority (BIDA). According to development approaches, on one hand BIDA has economic development perspectives to develop Batam. Thus BIDA focuses to improve for higher levels of consumptions, it means BIDA almost sides improving of economic value through land providing for investment. On the other hand, local government of Batam has perspective to promote social service for local people in term of land and housing. Differentiate of government perspective can influence social products are accessed by local people in term of land and housing.
2. Survival access strategies of local people in coping with human security are conducted through formal and informal strategies. Informal strategies are occupied by local people through developing the settlement informally with the concept namely Occu-

pation, Building, Servicing, and Planning (OBSP), strengthening social networks, economic and politics capabilities. While formal strategies, local people found TP3W to access housing policy and manage permission of their assets. Survival access strategies of local people showed that government fail to address human security to fulfill the basic need. Thus, local people have to survive on their assets.

3. Role of survival strategies of local people on process of public policy housing can be seen at this process, as follow:
 - (a) The Role of Public Space
 - (b) The Circulation of Public Opinion
 - (c) The power of politic system
 - (d) The Reaction to Policy Formulation

The access of local people to the human security especially the settlement is a prime need. Therefore, the governments have to actively socialize the policy while the local person has to participate in succeeding the policy. Based on the previous discussion, the researcher suggests that:

- a. The government of Batam City, the Area Supervising Board, and The Local Legislative should formulate the regulation which regulates the coordination of these three institutions related to the authority in land management which is intersected.
- b. Local people should optimize to develop their political ability especially the access to the government through the social networks which established in the society.
- c. Self-supporting effort for development should simultaneously done to give the positive image to the government and public.
- d. The social control empowerment should be done by the local people to control the policy process that is running to minimize the space of moral hazard from both government and local people itself through strengthening social networks.

References

- Bahrum, Syamsul, 1998. *Pembangunan dan Keterbelakangan: Implikasi Kebijakan-sanaan Pembangunan dan Strategi Survival Kaum Miskin dalam Mengatasi Kemiskinannya di Wilayah Hinterland Kotamadya Batam*. Batam Link Publisher. Batam.
- Banachowicz, Beata, *et. al.* 2004. *Urban Governance- The New Concept of Urban Management The case of Lodz, Poland*. Conference: "Winds of Societal Change: Remaking Post-Communist Cities". www.sage-pub.com. Downloaded at December, 30, 2008.
- Creswell, John, W. 2005. *Educational Research: Planning, Conducting, and Evaluating Quantitative and Qualitative Research*. Pearson Education International Publication. New Jersey.
- Hajer, Maarten A. and Hendrik Wagenaar (eds.). 2003. *Deliberative Policy Analysis: Understanding Governance in the Network Society*. London: Cambridge University Press.
- Klintman, Mikael. 2009. *Paticipation in Green Consumer Policies: Deliberative Democracy under Wrong Conditions?*. *J. Consum Policy* (2009), 32; 43-57.
- Martinussen, John. 1997. *Society, State and Market*. London: Canadian Cataloguing in Publication Data.
- Pemerintah Kota Batam. 2009. *Batam dalam Angka 2009*. Pemerintah Kota Batam.
- Pemerintah Kota Batam, 2009. *Prospek dan Peluang Investasi di Kota Batam dalam Era Free Trade Zone*. PT. Kabita Selaras. Batam.
- Pautz, C. Michelle. 2008. "Policymaking from Below: The Role of Environmental Inspectors and Public". *Administrative Theory and Praxis* 30(4).
- Tucker, Avlezer and John S. Dryzek 2008. "Deliberative Innovation to Different Effect: Consensus in Denmark, France, and the United States". *Public Administration Review* 68(5).
- White Paper on Local Government (Department of Provincial and Local Government). 2004. *Exploring deliberative policy-making in KwaZulu-Natal: Concept paper*.
- Yin, Robert K. 1984. *Case Study Research: Design and Methods*. Sage Publication Inc. Beverly Hills, California, USA.
- www.batamcyberzone.com. Access on 13 April 2009.
- Law and Regulations*
- Law No. 22 Year 1999 on Local Government
- Law. 53 Year 1999 on the Establishment and Status of Batam Batam Authority Agency in Batam Development
- Law No. 32 Year 2004 on Local Government
- Law No. 44 Year 2007 on Free Trade and Free Harbour
- Government Regulation No. 46 Year 2007 on Free Trade and Free Harbour
- Decision of Chief of Land Institution No. 410-1293 on Land Reclamation Status
- Ministry of Land Institution Regulation No. 9 Year 1999 on Authority on State's Land and the Utilizing Right