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# Fish Market Development Strategy By The Government Of The Second Largest City In Indonesia

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## Abstract

The potential marine products spur the government to improve the marketing and development of fishery facilities by establishing a Fish Center. At the initial stage of Fish Center development, the trade activity was not optimum. Nevertheless, the Government of Surabaya has continuously repaired and improved this site. As a result, this Fish Center has grown up considerably. This research aimed to elaborate on the strategy applied by the Government of Surabaya in developing the Fish Center. This research was a descriptive qualitative study which was taken place in the Surabaya Agricultural Office, Surabaya Office of Cooperatives and Micro, Small, and Medium Enterprise, as well as the Fish.

**Keywords:** Development strategy, Major commodity center, Fishery, Entrepreneur

# Estrategia de desarrollo Del mercado de pescado Del gobierno de la segunda ciudad más grande de Indonesia

## Resumen

Los posibles productos marinos estimulan al gobierno a mejorar la comercialización y el desarrollo de las instalaciones pesqueras mediante el establecimiento de un Centro de Pesca. En la etapa inicial del desarrollo del Centro Pesquero, la actividad comercial no fue óptima. Sin embargo, el Gobierno de Surabaya ha reparado y mejorado continuamente este sitio. Como resultado, este Fish Center ha crecido considerablemente. Esta investigación tuvo como objetivo elaborar la estrategia aplicada por el Gobierno de Surabaya en el desarrollo del Centro Pesquero. Esta investigación fue un estudio cualitativo descriptivo que se realizó en la Oficina Agrícola de Surabaya, la Oficina de Cooperativas y Micro, Pequeña y Mediana Empresa de Surabaya, así como en Fish.

**Palabras clave:** Estrategia de desarrollo, Centro de productos básicos, Pesca, Emprendedor

## 1. INTRODUCTION

The fishery sector is globally considered to have beneficial economic potential (DYCK AJ, SUMAILA UR. 2010). The fishery industry brings direct and indirect benefits (KONAR M, QIU S, TOUGHER B, VAUSE J, TLUSTY M, FITZSIMMONS K, ET AL. 2019). In fact, the fishery sector contributes to the nation's food security (PITTMAN J, WABNITZ CCC, BLASIAK R. 2019).

However, a country with abundant fishery potential is prone to export marine products to other countries (CHESNOKOVA T, MCWHINNIE S. 2019). As a matter of fact, Indonesia has abundant and enormous marine products (HUFFARD CL, ERDMANN M V., GUNAWAN TRP. 2012). Indonesia marine has more or less of 7,000 fish species with 3,000 zillion sustainable potential of marine fish sources per year (PERSOON GA, VAN WEERD M. 2006, PERSOON GA, VAN WEERD M. 2006). The product volume of fishery capture in the sea is sustainably increasing from 2012 to 2014 (Direktorat Jenderal Perikanan Budidaya. 2014). In 2009, the volume of fishery capture in the sea amounted to 4,812,000 tons. Meanwhile, this production elevated 4.5% into 5,039,000 tons in 2010. This fishery production also raised 5.7% into 5,346,000 tons in 2011. However, in 2012, the fishery product did not increase significantly. In other words, it only rose to 1.7% (5,436,000 tons). It appears that the global climate change affected the fishery production. In addition, fishery exploitation also caused the decline of fishery productivity (CARVALHO N, REGE S, FORTUNA M, ISIDRO E, EDWARDS-JONES G. 2011). Concurrently, the most significant increase in fishery products was in 2013, which was 4.99% (5,707,000 tons). Nevertheless, the production volume in 2014 was not as significant as before, which was only 1.38% or 5,780,000 tons (Direktorat Jenderal Perikanan Budidaya. 2014).

Fishery sector management, particularly capacity building, is required (BURDEN M, FUJITA R. 2019). This management requires the teamwork of several parties, such as socio-cultural, economic, and

institutional parties (HORNBERG S, VAN PUTTEN I, NOVAGLIO C, FULTON EA, BLANCHARD JL, PLAGÁNYI É, ET AL. 2019). In this case, the regional government is responsible for the utilization of marine products, one of which is by the National Fish Logistic System- *Sistem Logistik Ikan Nasional* (SLIN) (Kementerian Kelautan dan Perikanan Republik Indonesia. 2014). Surabaya, as the second-largest city in Indonesia, has performed several efforts to manage marine products (MILASARI VN, SONDDITA MFA, SOLIHIN A. 2011). In fact, Surabaya has a considerably large marine area (19,039) ha (Badan Perencanaan Pembangunan Daerah. 2013). The large area of the sea has indeed a high number of marine products, which should be adequately managed. Hence, one of the methods applied by the Regional Government of Surabaya is marketing and developing fishery facilities (MILASARI VN, SONDDITA MFA, SOLIHIN A. 2011). It was accomplished by establishing Bulak Fish Center. This fish center was established on the Kenjeran beach to provide better prosperity for society (PAMBUDI WK. 2016). It was actually built for street fishmongers who considered disturb the traffic (SARI EN. 2017).

Nonetheless, not all fishmongers used the stalls provided. Some fishmongers worried that their products would not be sold out. (SARI EN. 2017). From 2015 until 2016, the Government of Surabaya commenced paying attention to Bulak Fish Center by implementing programs to develop it. These programs, surprisingly, brought significant results. Therefore, this research intended to investigate the strategy applied by the Government of Surabaya to develop the fish

center. Moreover, this research focused on the strategy of the Local Agency of Surabaya in developing Bulak Fish Center. The researchers also took consideration on the condition of Surabaya society, especially the society living in Kenjeran beach, Surabaya.

There are four stages of fish center development. The stage commenced by establishing the fish center, development, progress, and evolution stage. A commodity center area is said to be developed if the major of the community gain income from the main activity in that area. It is dominated by the primary commodity cultivation, trade of the primary commodity products, including export trading, the availability of facility and capital, and the development of agritourism as well as the service. Based on the traits elucidated above, a concept of commodity center development is defined as an improvement and development of the new business unit, increase of product diversification by innovation and modification, as well as community income increase obtained from the trade activity in the area dominated by the industry (cultivation) of the main commodity.

Commodity center is the smallest area unit that has a specific production process or leading product that is different from other places. It is a particular area for a commodity that has been entrenched and supported by facilities for the product or service development. It comprises entrepreneurs of micro, small, and medium scale business. The leading product of a commodity center is relatively competitive and potentially developed (PURNOMO A. 2016). In addition, the commodity center concept is inseparable from the leading commodity

as the focus in trading activity (PRASNOWO MA, KHOMARUDDIN A, HIDAYAT K. 2017).

The determination of commodity as the leading product must be adapted to the natural resources and human resources of the area (PURNOMO A. 2016). The commodity chosen is a commodity which has high productivity and added value. As a result, it will provide a positive effect on community prosperity. In addition, a leading commodity decision should consider the commodity contribution toward economic growth and equal distribution in an area. An area will have a leading sector if that area can win the competition of similar sectors with other areas. Furthermore, it might lead to export trade.

A country has an organization that is authorized to decide and take action of decision binding for all people throughout the nation. The government, as an institution, has the power to show and run its authority (Presiden Republik Indonesia. 2014). In the government structure, there is a range of specific fields which are managed by the Regional Work Unit of province and region/city. One of the Regional Work Units is the Local Office. The Local Office must set the goal of achievement and production in one to five years. To achieve the goal, a strategy is required (YUDISTRIA Y. 2016). Moreover, the Local Office, as the public organization, should identify the internal and external factors, either the supportive or hindering ones (HEENE A, DESMIDT S, AFIFF F, and ABDULLAH I. 2010). These factors are required as strategy patterns imposed by the public organization to move on a specific rigidity level.

## **2. METHODOLOGY**

This research was a qualitative descriptive study to describe and explain various conditions, situations, and social phenomena in society. In this research, the research object was the Local Office strategy to develop Bulak Fish Center. This study was located in Bulak Fish Center Surabaya. It was chosen since Bulak Fish Center is the only fish center managed directly by the Government of Surabaya. Nonetheless, there were some problems arising during the development of Bulak Fish Center, namely less massive trade activity.

In addition, the informant was chosen by employing purposive sampling, which was further developed into a snowball sampling technique. The key informant was selected based on the knowledge and understanding of the development strategy of Bulak Fish Center. There were some other institutions participating in the development of Bulak Fish Center, namely the Agricultural Office of Surabaya and Cooperatives and Micro, Small, and Medium Enterprise Office. The key informant of the Agricultural Office of Surabaya is the Head of Fishery Business and Production Department and the Head of Fishery Facilities and Management Resources Department. Meanwhile, the key informant of Cooperatives and Micro, Small, and Medium Enterprise Office was the staff of it and also the Head of Human Resources Guidance Department. Furthermore, this study also engaged the Coordinator of Bulak Fish Center, staffs of Cooperatives and Micro, Small, and Medium Enterprise Office of Surabaya, the Head of



Fishmongers Association of Bulak Fish Center, and three fishmongers in Bulak Fish Center.

The data collection technique was conducted by direct observation, interview, and documentation process. In this research, the triangulation technique was chosen to adapt the research problem characteristics. Source triangulation means comparing and checking the validity of information obtained from different time and instruments in qualitative research.

The data analysis process comprised data reduction, data presentation, and conclusion drawing or verification. The selected data focused on simplification, abstracting, and data transformation to conclude. Thus, the scope of the problem can be more explicit. Afterward, the data was presented in a text adjusted with theory and understanding applied. Finally, the last analysis process was configuring a comprehensive research activity. The conclusion can be drawn by reviewing the research results.

### **3. RESULTS and DISCUSSION**

Trading on the coastal areas of Surabaya is one of the sectors mobilizing the economy in the city. Hence, the Government of Surabaya attempts to develop this sector. To expand the seafood trading in this area, the Government of Surabaya initiates to create a fish center where seafood or other products are sold there. There are 212 stalls in Bulak Fish Center which prepared for the street

fishmongers on Kenjeran Beach. In the beginning, only a few sellers were willing to use the stalls.

“Bulak Fish Center is built on the land of Government of Surabaya as a trading location for street fishmongers around the tourism area. It aimed to make the environment clean and coordinated”. - The Head of Fishery Business and Production of Agricultural Office of Surabaya.

“There are 212 stalls made for street fishmongers relocated. In the beginning, there were only a few sellers who were willing to move there despite the high number of street fishmongers registered. Most of all stalls were full”- The Head of Fishery Facilities and Management Resources Department.

The total of street fishmongers was listed and removed to Bulak Fish Center. Nevertheless, several days after the official announcement, only three to ten street fishmongers who retained there. The other street fishmongers prefer to go back to their former place due to the customer issue.

The developer did not manage the abandoned stalls in Bulak Fish Center nor transfer it to other people. However, the developer allowed Bulak residents to use the stalls even though they were not street fishmongers as long as they were qualified. Most of the stall types were vacant except for food and drink sellers which were almost fully occupied.

“...Bulak residents who are not street fishmongers are allowed to use the stall as long as they domicile in Bulak”-the Head of Fishery Business and Production of Agricultural Office of Surabaya.

"We have the second data collection. The first data collection was for the relocated fishmongers, while the second data collection is for Bulak residents who will use the stalls"- the Head of Fishery Facilities and Management Resources Department.

Bulak Fish Center had gradually progressed where the number of customers and the fishmongers' income increased. In this phase, a saving and Loan Cooperative was established to help sellers in running their business, especially in financial matters. Not only had that, but the developer of Bulak Fish Center also attempted to develop it through some efforts. Those efforts also brought a positive impact where the activity in Bulak Fish Center was noticeable.

"After the second data collection, the food and drink sellers were given a special space. Other sellers and I feel the customers increase"-the Head of Association of Smoked Fish Sellers.

"My income is higher after the division of special location for food and drink sellers. In the past, the location of stalls was mixed between food and drink sellers and fishmongers"-Food and drink sellers.

The coordinator of Bulak Fish Center observing the condition there directly stated a similar point. He said that Bulak Fish Center improved. The development of Bulak Fish Center comprised of a higher number of sellers and customers, product variation from some stalls, profit or sale turnover, and the establishment of fishmongers association from each stall type.

"The empty stall is now occupied, especially for sellers of shell crafting souvenirs and fresh fishes. Every day, there are sellers. The

stuff types for sale are also varied to fulfill the customers' needs. Based on the survey too, the sellers stated that their daily sale turnover is IDR 400,000-500,000”-Coordinator of Bulak Fish Center.

Since the launching of Bulak Fish Center, the Agricultural Office of Surabaya has carried out some attempts to develop it, started from data collection of fishmongers. The fishmongers who were allowed to get the stall were street fishmongers around Kejawan and Pantai Batu- Batu. This decision was pursuant to the policy of the Government of Surabaya to control and empower street fishmongers. However, the government did not involve in the data collection process directly. The Local Office only managed the stall locations from the previous fishmongers enlisted by the Urban Village and Sub-district Head from the drawing. Unfortunately, the fishmonger complained that Bulak Fish Center had not many customers due to bad management. Consequently, many fishmongers left their stalls and went back to their former location.

Based on the fishmongers’ statement, it infers that the initial management of Bulak Fish Center was not maximal. It only covered data collection and fishmonger's control. The Agricultural Office of Surabaya had not attempted to attract customers to come to Bulak Fish Center. It is proven by the small number of customers visiting it, which made the fishmongers went back to their previous location.

Considering this issue, the Agricultural Office allowed Bulak society, excluded the street fishmongers, to use the unoccupied stall. In addition, the abandoned stalls by the street fishmongers which were not given to other parties were also allowed to use.

According to the statement of the Agricultural Office and fishmongers, the Agricultural Office of Surabaya always guides the fishmongers through training. This training is one of the duties of the Fishery Department of Agricultural Office of Surabaya, particularly society empowerment. In addition, it is expected that the fishmongers would gain new knowledge, especially the management of raw material and other menu variances which can expand their product. Additionally, the Agricultural Office also concerns the fishmongers' complaint to provide the best solution as one of its guidance services. Furthermore, the Agricultural Office of Surabaya also provides facilities to expand Bulak Fish Center.

Promotions are also conducted intensively through several events. Every year, there are four events conducted by the Agricultural Office coordinating with other Regional Work Units or other institutions. This event aims to introduce Bulak Fish Center to society and increase the number of visitors and customers of Bulak Fish Center. Nevertheless, there is a complaint from fishmongers stating that this event was only beneficial for one party.

The Cooperative Office started to participate in the development of Bulak Fish Center when it had already grown. The Cooperative Office has attempted some efforts, namely coordinating with the Agricultural Office of Surabaya in terms of fishmongers training and cooperative establishment in Bulak Fish Center. Nonetheless, in carrying out its attempts, the Cooperative Office should wait for the instruction from the Agricultural Office as the management of Bulak Fish Center. The training conducted so far was packaging and product

hygiene. This training was addressed for all fishmongers in Bulak Fish Center, especially the Micro, Small, and Medium Enterprise empowered by the Cooperative and Micro, Small, and Medium Enterprise Office of Surabaya.

Based on the explanation of Cooperative and Micro, Small, and Medium Enterprise Office of Surabaya and some fishmongers, it is clear that the government has tried to raise the fishmongers' prosperity through a Saving and Loan Cooperative. However, the government was only active at the initial cooperative establishment and member management. There were no programs to develop the cooperative; hence, it made the cooperative not optimum. As a result, one of the members of the fishmonger association created a Rotating Saving and Credit monthly to solve the financial problem. In fact, this program is still running up to now.

The development of Bulak Fish Center is classified into three stages, namely: initial stage, development stage, and progress stage. At the initial stage, the Agricultural Office of Surabaya conducted data collection and fishmonger control twice. The first data collection was only for the street fishmongers; whereas, the second data collection was for the Bulak society. At this stage, the Agricultural Office of Surabaya coordinated with Bulak sub-district office, the urban village offices, and the Public Order Enforcer. The sub-district and urban village offices had a major role in the development of Bulak Fish Center since they carried out the data collection directly. The Police Order Enforcers were not necessarily involved since the fishmonger

control was not administered regularly. Meanwhile, the Agricultural Office only managed the fishmongers by the stall number drawn.

Additionally, the external factor of this strategy is the street fishmongers around Kenjeran and Bulak society. It causes the Agricultural Office of Surabaya to relocate all street fishmongers to Bulak Fish Center and raise the prosperity of Bulak society. Therefore, the Agricultural Office has attempted to conduct data collection of fishmongers and control them. Furthermore, the Agricultural Office was authorized to manage fishmongers who would use the stall in Bulak Fish Center by coordinating with the sub-district officers, urban village officers, and Public Order Enforcer.

The Agricultural Office did not contribute intensively since the data collection was carried out directly by the sub-district and urban village officers. It only managed the fishmongers' placement with the number draw upon the data collection. The strategy focused on the policy of empowerment and controlling street fishmongers by relocating them to a new place, which is Bulak Fish Center. It is a fundamental change where the street fishmongers must move and adapt to run their business in Bulak Fish Center.

Generally, the strategy implemented by the Agricultural Office is the combination of external and internal parties. It is evident since the data collection process was conducted by the external party, namely the fishmongers and Bulak society. Meanwhile, the internal party, which is the Agricultural Office, took part in managing fishmongers, both the street fishmongers relocated and the Bulak society who desired to run their business there.

In fact, the strategy implemented by the Agricultural Office was classified as moderate since it only covered street fishmongers around Kenjeran beach and Bulak society who wanted to trade in Bulak Fish Center. In addition, the intensity of strategic action taken by the Agricultural Office was medium since it was not really often conducted and coordinated with the Public Order Officers to control the fishmongers regularly.

Whereas, at the development stage of Bulak Fish Center, the Agricultural Office of Surabaya conducted data collection and fishmongers control, fishmongers training, facilities, and promotions availability through various events. At the data collection and fishmonger's control, the Agricultural Office collected the data of the former fishmongers since some fishmongers did not open the stall regularly. At this stage, the Agricultural Office coordinated with the officers of Bulak sub-district and urban village as well as the Public Order Officer. Furthermore, the Agricultural Office visited the fishmonger's houses to ask them whether they still want to run their business in Bulak Fish Center. Afterward, the Agricultural office coordinated with another party, such as Surabaya Hotel School to have fishmonger's training. Other than that, the Agricultural Office also made a budget to provide the facilities and also used the State Budget, Provincial Government Budget, and Regional Government Budget. Moreover, the fishmongers also participated in providing a suggestion for the facilities required. In addition, the Agricultural Office also renovated Bulak Fish center annually. Meanwhile, for the promotion, the Agricultural Office also coordinated with the other Regional



Government Agencies to administer an event in Bulak Fish Center. It aimed to introduce Bulak Fish Center to the public and attract the public to purchase there.

The external factor in the development stage is the fishmongers, visitors of Bulak Fish Center, and budget. It is proven from several programs created due to the conditions of the small number of fishmongers and customers in Bulak Fish Center and the limited budget. In order to solve this problem, the Agricultural Office controlled the fishmongers and asked them to open their stall in Bulak Fish Center every day. In addition, there would not be any retribution imposed to attract fishmongers. The Agricultural Office also provided training about making the variance of their products to attract customers and society to buy fish in Bulak Fish Center. Other than that, there were also events in Bulak Fish Center. It is expected that these events can introduce Bulak Fish Center to society. Nevertheless, the limited budget caused the Agricultural Office to allocate and realize the budget correctly, both in providing a new facility and renovating the old facility.

In developing Bulak Fish Center, the Agricultural Office focused on the organization, related to the main duty and functions of the organization. Main duty and function in the fishery are related to the development, maintenance, and management of the fish market. Thus, the management of Bulak Fish Center shall be classified in this duty. The Agricultural Office of Surabaya highly active in developing Bulak Fish Center through training, facilities, and promotion

conducted annually. Additionally, the Agricultural Office also conducted data collection and fishmonger's control.

The Cooperative and Micro, Small, and Medium Enterprise Office commenced participating in the development and progress stage. Some efforts conducted were training and cooperative establishment. The training was about packaging and product hygiene. The Cooperative and Micro, Small, and Medium Enterprise Office coordinated with the Agricultural Office and waited for the instruction. The second program, the Cooperative and Micro, Small, and Medium Enterprise Office, established a saving and Loan cooperative to help the fishmongers in Bulak Fish Center in financial matters. Unfortunately, this cooperative did not appropriately run and even terminated since there was no specific program and regular evaluation. As a result, the fishmongers association formed a Rotary Saving and Credit (Arisan) to solve their financial problem.

#### **4. CONCLUSION**

The Surabaya Agricultural Office employs transformation and expansion strategy to develop Bulak Fish Center. The office also conducts data collection and fishmongers control twice at the initial stage of Bulak Fish Center development. Meanwhile, at the development stage, the Agricultural Office collects the data, controlled the fishmongers, trains them, provides facilities, and renovates them,

as well as promotes the products through several events in Bulak Fish Center or other institutions.

Likewise, the Cooperatives and Micro, Small, and Medium Enterprise Office also applies the same strategy in the development and progress stage by conducting training on product hygiene and packaging. In addition, it also establishes a saving and Loan Cooperative in Bulak Fish Center.

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