

# Evaluation of Spatial Plan Policy on Minimarket Arrangement in Surabaya

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## Abstract

This research was motivated by the growth of modern stores in the city of Surabaya which can increasingly be seen in everyday life. Minimarket as one type of modern store in the city of Surabaya. Even according to the Surabaya City Spatial Planning Office in 2014 there were 488 minimarkets with retail status spread across 31 districts in the city of Surabaya. The purpose of this study is to explain how the City Apparatus Work Unit is related to controlling the arrangement of minimarkets in the city of Surabaya. This study uses Ricky W. Griffin's theory of control measures or Levels of Control about four steps in control, namely: establishing standards, measuring performance, comparing performance against standards, and considering corrective action. The research method used is a qualitative research method that aims to understand, analyze, and explain the aspects that exist in controlling the arrangement of minimarkets in the city of Surabaya. Data collection techniques are carried out by means, observation, interviews and documents. And to validate the data the authors used the source triangulation technique. The results of this study show that the control of minimarket arrangement in Surabaya City has not run in accordance with applicable regulations. Violations that occur range from licensing problems, to spatial planning discrepancies. In addition, there is supervision that is not followed by reports. Until there is still weak enforcement against violating minimarkets. Although there is a Moratorium Letter, the Moratorium Letter is not a solution to minimarket violations in the city of Surabaya. Because the Moratorium Letter only solves the problem of issuing new minimarket permits in the city of Surabaya.

*Keywords:* Structuring Controls; Minimarket in Surabaya; Moratorium Letters.

## A. INTRODUCTION

The phenomenon of the growth of modern shops in the city of Surabaya is increasingly visible in everyday life. This phenomenon is also evidence that people's choices to meet their needs for goods are changing (Gradinaru et al., 2017; Santos et al., 2019). According to Presidential Decree Number 112 of 2007 concerning the Arrangement and Development of Traditional Markets, Shopping Centers and Modern Stores, "Modern Store" refers to a self-service system that sells various goods in retail stores in the form of mini markets, supermarkets, department stores, hypermarkets or wholesalers as wholesalers. Minimarket is a type of modern business whose reach has now reached the suburbs, suburbs, villages and even remote areas. According to Surabaya City Regional Regulation No. 1 of 2023, Minimarket or can also be called a Convenience Store is a commercial place / place that sells daily necessities directly to consumers through self-service methods, with a commercial area of less than 400 m<sup>2</sup> (four hundred) square meters).

The phenomenon of the growth of mini markets occurs in almost all regions of Indonesia, including the city of Surabaya. In fact, according to the Bandung City Regional Development Planning Agency, in 2014 alone there were 488 minimarkets spread across 31 districts of Surabaya City. The number of retail minimarkets in Surabaya reaches 488 retail stores, of which 64 stores belong to Indomaret, 180 Alfamart stores, 12 Circle K stores and the rest around 132 minimarket stores.

The Surabaya City Government itself has regulated rules regarding modern stores related to the existence of minimarkets which are regulated in Surabaya City Regional Regulation Number 1 of 2023 concerning the Arrangement of Traditional Markets, Shopping Centers and Modern Stores in the City of Surabaya. The rules are minimarkets located at least 0.5 km from traditional markets, minimarkets located on the roadside of the neighborhood with an outlet area of up to 200 square meters, at least 0.5 km from traditional markets and small businesses such as Traditional Markets, Shopping Centers and modern stores are required to have a trading business license equipped with a partnership plan with Small Businesses.

Partnership must be carried out in the form of marketing cooperation, provision of business premises, product acceptance and carried out based on written agreements with the principle of mutual need, strengthening and benefit (Liu & Zhou, 2021; Duan et al., 2020). And the last is the service time starts at 08.00-24.00 for Monday to Sunday excluded for Minimarkets located on arterial road networks can operate for 24 (twenty-four) hours; and for Minimarkets that are integrated with Shopping Centers that already have Business Licenses, Commercial Centers, and/or buildings or other areas can operate for 24 (twenty-four) hours. In Regional Regulation Number 1 of 2023, various rules regarding minimarkets in the city of Surabaya have been regulated.

However, in fact, from the results of observations and interviews that have been conducted, there are several violations related to minimarkets related to licensing, namely: Of the 488 minimarkets in the city of Surabaya, there are 117 minimarkets that do not have a Modern Shop Business License (IUTM). This is due to various factors ranging from the existence of fraudulent entrepreneurs who initially asked for business store permits but the realization became building minimarkets and changes in building permits which were originally only business shops and then turned into minimarkets (Ronchi et al., 2020; Girard & Vecco, 2019).

This violation of minimarket rules is not in line with Regional Regulation Number 1 of 2023 of Surabaya City related to the location of road classes, distance to traditional markets, spatial patterns, to the provision of parking facilities. In addition, there is still a weak follow-up on the findings of minimarkets in the city of Surabaya that do not yet have permits. Even though the sanctions provisions have been regulated in regional regulation number 1 of 2023 in articles 103, 105, 106 and 108, which states that there are administrative sanctions in the form of field inspections, market operations, administrative document inspections, other forms of supervision in accordance with laws and regulations. In addition, there are also written warnings, freezing and revocation of business licenses to anyone who violates business licenses.

Based on the background and indications of the problem above, it can be seen that the control of minimarket arrangement from the start of the permit to when the minimarket has been operating is not in accordance with applicable regulations, namely with Surabaya City Regional Regulation Number 1 of 2023, therefore the author is interested in conducting further research on the problem with the title "Evaluation of Spatial Plan Policy on Minimarket Arrangement in Surabaya" with research questions "How is the control of minimarket arrangement in Surabaya?"

Based on the background of the research above, the implementation of minimarket arrangement control in Surabaya City has not run in accordance with applicable regulations because violations are still found related to minimarkets in Surabaya City, so that in order for minimarket arrangement in Surabaya City to be successful, it is necessary to have control measures proposed by Ricky W. Griffin such as: Establishing Standards, Measuring Performance, Comparing Performance Against Standards, and Considering Corrective Action.

## **B. METHOD**

This study uses a descriptive method with a qualitative approach as an effort by researchers to explore or uncover more in-depth information. This qualitative research method is relevant in this study because the author wants to describe the control of minimarkets in the city of Surabaya. Then, data collection in this study is supported by primary data and secondary data and researchers use key informants to obtain data and information so that research objectives can be achieved. Meanwhile, to test the validity of research data using source triangulation.

## **C. RESULT AND DISCUSSION**

This discussion presents the results of a study on the implementation of minimarkets in the city of Surabaya. For the regulation of minimarkets in the city of Surabaya, there are several steps that researchers wrote in the discussion as follows:

### **1. Establishing Standards**

This was the first level of control in Ricky W. Griffin's theory. Standards can also be referred to as performance evaluation criteria for an organization or work unit of that organization (Wellmann et al., 2020). When setting standards, certain indicators must be met, including:

- a. Surabaya has Clear Standards and Guidelines in the Management of Modern Stores (Mini Markets)

The central and provincial governments have several basic rules that are used in the implementation of minimarket permit agreements to host modern shops (minimarkets) and are related to regional planning.

- b. Clear of Workflow

The Regional Planning Agency is the person in charge of regional planning in the City of Surabaya, the Investment Office and Centralized Services (*Dinas Penanaman Modal dan Pelayanan Terpadu / DPMPTSP*): The party responsible for all business licenses in the city of Surabaya. Regarding minimarket management,

*DPMPTSP* is responsible for issuing Modern Shop Business Licenses (IUTM) to entrepreneurs who apply for permits. The Ministry of Trade and Industry is the agency responsible for the development of modern shops (mini bazaars) in the city of Surabaya and is the civil government of the city. The Surabaya Civil Service Police Unit is the party that cracks down on violations in the city of Surabaya.

## **2. Measuring Performance**

In addition, the second step in the control process is the measurement of success. Performance measurement is a continuous and ongoing activity for most organizations.

### **a. Supervision**

The Department of Trade and Industry (Dinas Perdagangan dan Perindustrian/Dagin) and the Regional Planning Agency (Badan Perencanaan Daerah/distaru) of Surabaya City are responsible for supervising mini markets in Surabaya. Inspections are basically carried out to ensure that mini markets in Surabaya City operate according to applicable rules/instructions, ranging from modern store layout permits (mini markets) to spatial layouts. Although both are on site, the difference is that when the Regional Spatial Planning Agency (Distaru) is on site to crack down on illegal buildings in the city of Surabaya, the regional planning agency (Distaru) does not specifically handle modern shop buildings (mini stores).

### **b. Evaluation of Supervisory Results**

Based on the results of interviews conducted, it is difficult to evaluate the results of the supervision of the Surabaya City Spatial Planning Agency (Distaru) in determining the mayor's decision on modern business. This happened because of several violations committed by minimarkets. This mayoral regulation is different from existing local regulations. The Ministry of Trade and Industry (Dagin) still has limited personnel to monitor all minimarkets in Surabaya City because Surabaya City is the largest city in East Java Province.

### **c. Reporting of Supervisory Evaluation Results**

The Spatial Planning Office, especially the supervision section, will report to the control section for follow-up. Meanwhile, the Trade and Industry Office will report to Satpol PP (Civil Service Police Unit) Surabaya City for follow-up. However, from April 2020 to January 2021 it has never been done. This is useless because there is no follow-up of the results of the supervision that has been carried out.

## **3. Comparing Performance**

Comparing actual performance to specified standards is a very important step. The standard-setting step and performance measurement step are basically preparatory steps, while this comparison step is an active step that must be done by a superior. In Surabaya Mayor Regulation number 1 of 2023, article 100 concerning standard operating procedures for investment and one-stop integrated services states that all licenses must be integrated electronically or commonly called OSS or Online

Single Submission, but in realization there are still many shortcomings in OSS. In its realization, there were 117 minimarket units that committed violations.

#### **4. Considering Corrective Action**

Taking action is the final stage of control measures. Therefore, this phase is important for the success of organizational goals, so that improvements can be made to existing deviations. There are important aspects of the operation, namely:

a. There are steps or actions for improvement

This stage is a consequence of the results of control, namely after an assessment is held if there are still shortcomings / violations, improvements will be made or sanctions will be made for anyone who violates. The Civil Service Police Unit (Satpol PP) of Surabaya City is the party that has the authority to take corrective actions, because the main task and function of Satpol PP is as an enforcer of regional regulations. Satpol PP Surabaya City has enforcement procedures ranging from reprimands, warnings, to seals / termination of activities. However, of the many violations of minimarket permits in the city of Surabaya, Satpol PP only sealed 11 minimarkets until 2015. Even though the number of unlicensed minimarkets is more than 20 units. In addition, there is a Moratorium Letter which is a form of control so that minimarkets in the city of Surabaya are more organized. Given the increasing number of minimarket units, eliminating new permits for minimarkets in the city of Surabaya is a solution. However, according to researchers, the Moratorium Letter is not a solution. Because minimarket violations still occur. The solution needed should be to organize an existing minimarket, not by not giving a new license to the minimarket.

b. There are efforts to minimize violations committed

There are several efforts made by related agencies to reduce violations related to minimarkets in the city of Surabaya so that there are no repeated violations in accordance with their respective authorities. The Investment and One-Stop Integrated Services Agency (DPMPTSP) which is responsible for business licensing in the city of Surabaya, including minimarket licenses, tries to minimize violations of business licenses by verifying the conditions given whether they are appropriate or not. Provide facilities and infrastructure, as well as assistance services.

Distaru minimizes violations by distributing minimarket regulations in Surabaya City to business actors on the internet (open access) so that business actors can find out regulations related to minimarkets in Surabaya City and can reduce violations that will occur later. Dagin as the agency responsible for fostering minimarkets in Surabaya City minimizes violations also by socializing rules to business actors. Satpol PP Surabaya City tries to minimize repeated violations by providing socialization of rules to business actors in the hope that business actors who know the related rules do not commit repeated violations. Seeing that there are still many rules violated by business actors, this proves that this method is not effective in minimizing minimarket violations that occur in the city of Surabaya.

#### D. CONCLUSION

Based on the discussion above, the researcher draws a conclusion that the control of minimarket arrangement in Surabaya City is not in accordance with applicable regulations. This can be seen from the many minimarket violations in the city of Surabaya that occur. The discrepancy in the licensing process is found in the gaps in the OSS (Online Single Submission) system where there is a merger of modern store business licenses with convenience store business licenses where this can be used as an opportunity to commit fraud. Furthermore, in the spatial planning rules contained in Surabaya City Regional Regulation Number 1 of 2023 concerning Modern Store Arrangement, there are still many discrepancies for minimarket A and minimarket B. In addition, there is supervision that is not followed by reports, to follow-up which is still weak due to limited personnel to law enforcement officials who have partiality to minimarkets in the City of Surabaya. The aspects that have obstacles to this factor are: aspects of comparing performance against standards, and considering corrective action.

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