

# THE DIRECTION OF FISHERY DEVELOPMENT IN INDONESIA, AND SOME NOTES ON FUNCTIONAL CHANGE OF PEKALONGAN HARBOUR FROM PUBLIC TO FISHERY HARBOUR, 1940-1980\*

By: Sutejo K. Widodo

History Department, Faculty of Letters, Diponegoro University  
Jl. Hayam Wuruk No. 4 Semarang

## ABSTRACT

*The Java sea has abundant supplies of fish of various species. In the past, along the northern coast of Java, there were several fish landing centers along the northern coast of Java. The Report of the Commissie van (Commission of) Mindere Welvaart {report} in 1905 mentioned that the existence of these places was related to the ecology of sea sources. Up to the end of the colonial government, the policy in fish consumption was based on the import of fish, especially dried and salted fish. The policy was maintained up to the Indonesian era in 1961. Afterwards, fish needs was filled through a policy of self-sufficiency. This policy was able to support efforts in fishery development.*

*Pekalongan harbour was built in 1852 and opened in 1859 as a public harbour for export-import. Since the early Twentieth Century, the function of Pekalongan harbour has declined as a result of the modernization of Semarang harbour. In 1974, the Pekalongan harbour was the first harbour to be converted from a trade harbour into a special fishery harbour. The functional change and the development of the harbour in the following years are related to the great changes in fishery policy and developments in other areas of life. Pekalongan harbour was transformed into one of the most interesting fishery harbours in Java because it has several advantageous factors such as topography, safety guarantee, local sources for informed capital, conducive policy of the central government, geography, and local availability of middle level technology.*

**Keywords:** government policy, fishery harbour, advantages factors.

## I. INTRODUCTION

The sea fishery sector is an interesting issue from a historical point of view, because Indonesia is an archipelagic state. Most of the area is sea, and a great number of people work in the sea resources area.

For a long time, the export-import of fish in Indonesia has been significant as a government policy. Similar to the colonial policy in the past, to fulfill on

people's need, salty and dried fish were imported by the government.

My field research in six fishing centers in the northern coast of Java: two each in three locations in West, Central, and East Java; concluded that there were two specific fishing centers, Sumenep in Madura, and Pekalongan in Central Java. The environment of sea resources around the island of Madura has fish in abundance so that products of the region could be sent to Java. The fishermen of Madura up to the

\* Funded by UNDIP-McMASTER Collaboration Project.

last years of the colonial era were the most active. On the other hand, in the sea resources environment around the Pekalongan area the fishing was poor, so the sea fishery activities in the region up to the 1960-s were only small size. The Pekalongan harbour was used as a public harbour, although it was classified as a small harbour.

In 1974, the Pekalongan harbour was declared a special fishery harbour. Since then, the sea fishery products increased drastically. In line with the development, the Pekalongan fishery harbour has become one of most interesting fishery harbours in the northern coast of Java.

## II. PROBLEMS AND SOURCES

### 1. The problems discussed in this paper are:

- 1.1. The condition of sea fishing during the last years of the colonial era, during the Japanese occupation, and in the early era of Indonesian freedom.
- 1.2. Factors which have influenced the web and flow of the sea fishery effort.

### 2. Sources: To discuss the problems, information was gathered from several sources, such as:

Indisch Verslag, Koloniaal Tijdschrift, Koloniaal Studien, Mededeeling van de Onderafdeeling Zeevisserij, Rapport van het Departement van Visserij, Jaarverslagen Visserorganisaties, Verlagen voor de Zeevisserij, magazines (The Java Gazette, and Gotong Royong), bulletin (Visserijnieuws or Berita Perikanan), Statistics, Local sources, and oral sources using in-depth interviews. Besides, several books and research reports which

have correlation with the issue were also utilized.

## III. THE DIRECTION OF SEA FISHERY DEVELOPMENT

The Java sea has rich resources of fish of many species and high in total density (Masyhuri, 1997; Pusat Penelitian dan Pengembangan Pertanian, 1984). Besides, the northern coast of Java has the characteristics of sloping and muddy shores (Rinkes, et. all., 1925). The sea resources and the shore characteristics are the main factors in the development of types of fishing gears and boats. Along the northern coast of Java, there were places for fish landing centers in the past (De Indische Gids, 1905).

Fishery activities between 1900 and 1940 did not show significant development. The research on fishery, experiment in the use of the motor boat, and the improvement of fishing gears were still limited. Most need of dried and salty fishes depended on import.

Fishery activities were neglected at the beginning of the 1940's and even afterwards because of political conditions. The policy of the Indonesian government with regard to fishery was the same with the policies of previous governments up to the end of the 1950's.

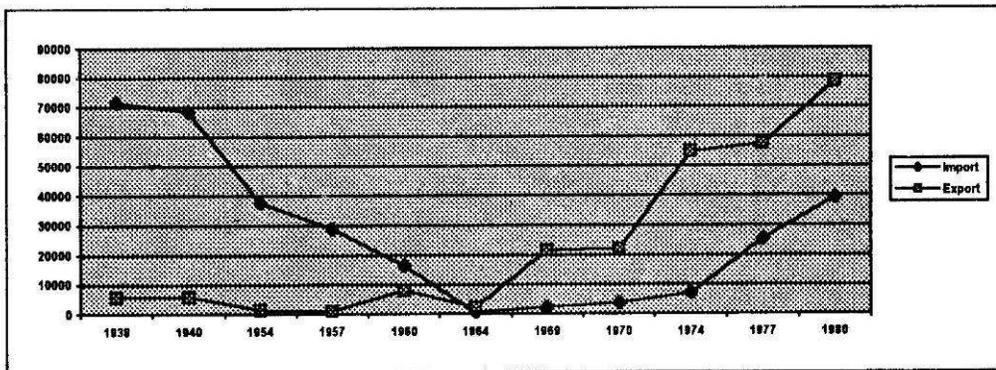
During the period of Japanese occupation, fishery activities were not much known, but all fish-gathering organizations and the new established ones were unified into *Gyoo Gyoo Kumiai* (as it was named in Central Java), *Sangjo Kumiai* or *Suisan Kumiai Rengokai* (in West Java and Jakarta), whose main roles were gathering and stocking fish for the Japanese army (Panitia Peringatan Dwi-Windu IKPI, 1963). This condition made fishery activities decrease drastically. Similarly, during the revolution era, not too

much attention was paid to fishery efforts except in rhetoric which extolled that fishermen were one of the pillars of the revolution. During the periods of World War II and the War of Independence (from 1941 until late 1949, several sources estimated that more than 50% of boats and fishing gears were wrecked.

In 1961, the government established a self-sufficiency policy which resulted in the prohibition of the import of fish. The policy was a starting point

toward the increase of fish export. Before that time, fish import was more substantial than export, but since the introduction of the new policy, the fish export slowly surpassed import. Then the introduction of Foreign Investment Law in 1967 resulted in a drastic change. Since the early 1970-s, the sea fishery products increased impressively up to 1980; when trawl fishing was banned, the data of the import-export of fish from 1939-1980 looked like the following graphic table:

Graphic 1. The import-export of Fish 1938-1980



The fish trading import up to the middle of 1960-s was controlled by Chinese and Chinese-Indonesian companies, which were organized in the Ek Ho Goan firm. In line with the policy, the area of Chinese trading was limited and they were prohibited to carry out fish trading in the fish landing centers. Then Ek Ho Goan changed its name to and became Perapin (Persatuan Pengusaha Hasil Perairan Indonesia : The Association of Indonesian Traders in Sea Products). Out of the 32 association members who were great traders at Pasar Pagi Jakarta, less than 5 members were Chinese-Indonesians (Induk Koperasi Perikanan Indonesia, 1987).

In line with the enactment of Undang Undang no 1/1967 (Law Number 1/1967) on foreign investment with all facilities, Indonesian sea resources became

interesting for foreign investors. Since then, foreign investment had opened a new era in the development of national economy and the history of sea fishery. In general, the fishermen agreed and gave a good hope for the investment in sea fishery sectors. However, in practice, three types of groups responded to the Law:

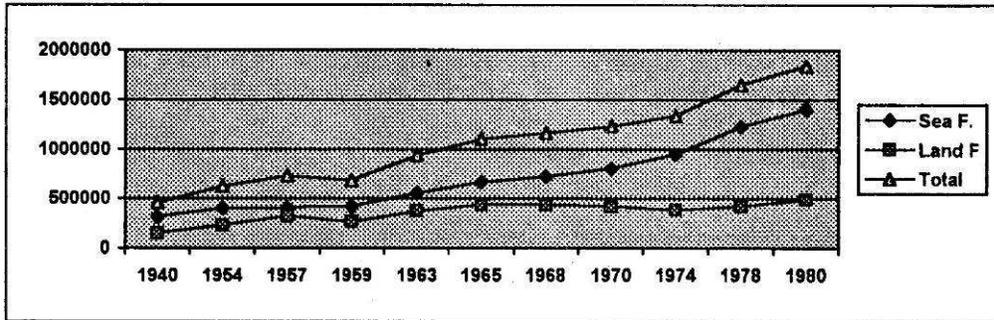
1. The group who agreed completely with the policy and wanted to know the result of the performance. The weakness of the policy would be corrected.
2. The group who wanted full guarantee for self development of Indonesian small-scale native fishery, in case there were weaknesses of the agreement which might cause loss of profitability for the government and fishery societies.

3. The group who were of the opinion that the new policy should give equal chance to the development of Indonesian small-scale native fishery because it was still in an underdeveloped state, and hence

needed dynamic and serious development.

The increase of sea fishery products from 1940 until 1980 was faster than that of land fishery, as shown in this graphic representation.

Graphic 2. Fishery Products, 1940-1980

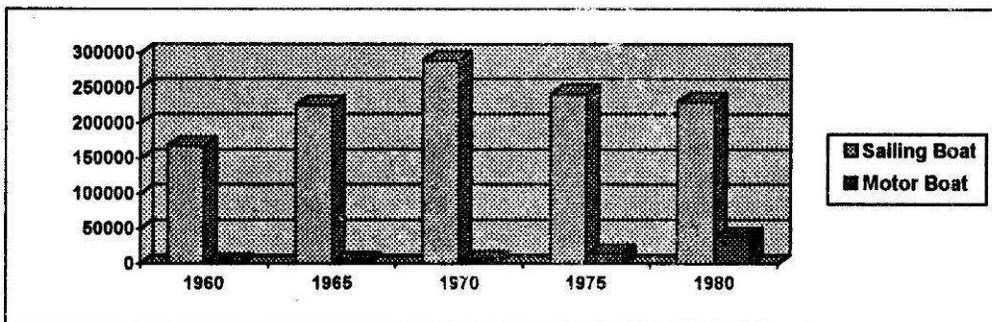


The improved condition and the increase of efforts in sea fishery were caused by several factors, such as the improvements of fishing gears and boats. In the beginning, most of the boats were sail boats which were then converted into motor boats. The conversion influenced the time needed to reach the fishing ground. In addition, the use of strong, light, and more durable nets made them easier to handle and more effective to operate than the old ones.

In 1940, in Pasar Ikan Jakarta there were 32 mayang firms; and in 1948, the

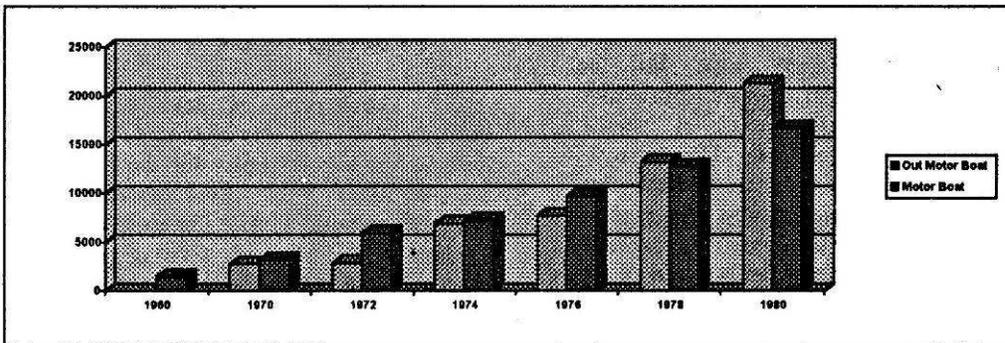
number was reduced to 16 (Visserij-nieuws, 1949). The decreasing number of boats also happened in other regions. It was caused by the deterioration of the old boats which were never replaced by new ones. Between 1955 and 1959 The 1955-1959 statistics showed the development of sailing boats, motor boats, and the fishermen. Since 1970, the statistics had recorded the division of sailing boats and motor boats. The comparative graphic development of the boats since 1960-1980 was:

Graphic 3. The Increasing number of Sailing Boats and Motor Boats, 1960-1980



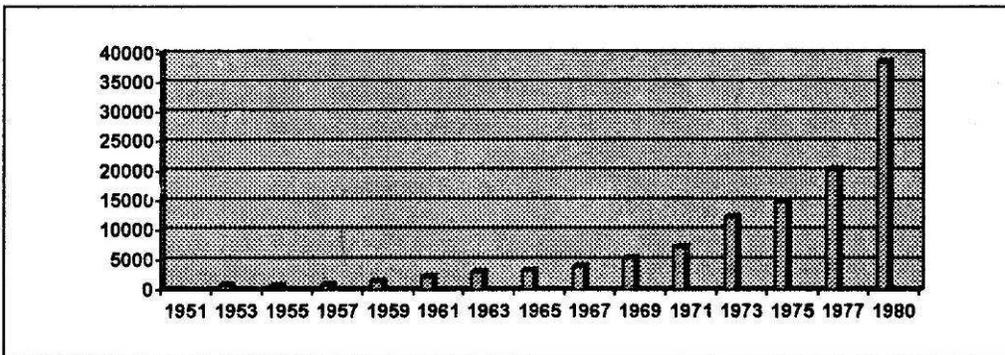
A comparison of out motor boat and motor boat development since 1960 until 1980, is shown in this statistic:

**Graphic 4. Comparison of Out Motor Boat and Motor Boat Development, 1960-1980**



The development of motor boat since 1951 until 1980 is shown in this graphic:

**Graphic 5. The Development of Motor Boats , 1951-1980**



Generally, the increase in fish product in 1940-1960 was 63%, or an annual average of 3,15%. In 1961-1970, it was increased to 62,3% or an annual average of 6,23% ; and in 1971-1980, the annual average was 4,9 %. The contribution of sea and land fishery towards the national product can be compared: in 1940, the contribution of sea fishery increased to 68%, and land fishery, 32%; in 1954, 63,8% and 36,2%; in 1960, 54% and 46%; in 1970, 66% and 34%; and in 1980, 76% and 24%, respectively. From 1940-1980, the contribution of sea fishery to the national product had steadily increased with an average of 7,4% - 9,7%; and for land fishery, the average increase was 1,6% - 2,1%. From this case, a

conclusion can be drawn that the resource deposit of sea fishery can still be developed. The export of sea fishery products increased spectacularly during the first Pelita (Five-Year Term Development) in the amount of \$ 2,4 million in 1969, and became \$ 68 million in 1973.

Fishermen as a core component of fish catching increased in numbers in line with the increase of products catching. The fishery sector was still open and able to give good income. From 1951 to 1980, the total number of fishermen had increased more and more. The increase slowed down slightly at the end of the 1960's, but at the beginning of the 1970's it increased in line with foreign investment and the fishing products.

Up to the end of the 1950's, the policy direction was still a continuance of previous policies that made sea fishery efforts remain small scale and the economic activities of the small businesses depended still on help in credit, information, and advice. (*The term "policy" was interpreted as pressure and protection*). Afterwards, the Government take a policy to open foreign investment. This policy opened conflict between small-scale fishermen who used traditional fishing gears with big business in fishery which used modern fishing gears (*The term used for this policy was "liberalization"*). The manifest conflict was regulated by the government decree, i.e. the Conservation of Indonesian Sea Resources Maintenance (Decree of Minister of Agriculture no 1, 1975), and a Route of Fishing. The principle of the decree was to give equal attention: the big sea fishery business was given opportunity to increase, on the other hand, small scale fishermen were allowed to operate permanently. *The term used to describe this policy is "dualism" or "limited liberalism, half capitalism"*. However, the law was practically ineffective that the impact of the dispute were inevitable. As a result, the Presidential decree no 39, 1980 was published to ban the use of trawls. The trawls were fishing gears which needed large investment. Since then, the policy direction went towards the protection of small scale- fishermen or folk effort. (*The term for this policy is "protection policy"*)

The protection policy has hampered the development of fishing gears, whereas liberalism has marginalized the small scale fishermen. Those are the important issues even today.

#### IV. SOME NOTES ON THE FISHERY HARBOUR OF PEKALONGAN

The harbour of Pekalongan was built in 1852, and was opened as a public harbour for export-import for the first time on May 31st, 1959 (Encyclopaedie van Nederlands-Indie, 1921). Up to 1924, the harbour was noted as a little harbour, together with 15 other harbours of the Dutch colonial regime. In 1974 the harbour was designated as a special fishery harbour, and in 1978 its status was raised to that of a PPNP (Pela-buhan Perikanan Nusantara Pekalongan- Pekalongan National Fishery Harbour), the second level after the Oceanic Fishery Harbour (Pelabuhan Perikanan Samudra).

The emergence of Pekalongan fishery Harbour was supported by several advantageous factors:

##### a. Topography

The Pekalongan coastal area has comparatively more advantages than the western ones. An example is the coastal area around Brebes, where the northeast monsoon makes sea sand accumulate on western coastal area; and in the coastal area of Pematang, where the southeast monsoon makes sea sand from the eastern area concentrated in the western pale. In addition, the landing place for fishery boats in Pekalongan is closer than that of the surrounding places (Tedja K. Natasubrata, 1965, Instituut voor de Zeevisscherij, 1938).

##### b. The safety guarantee for fishery effort.

In early 1970, a businessman from Bagan-siapi-api came to Central Java. Actually, his place of destination was Tegal, but there was trouble, and so he went on to Pekalongan. His visit got a security backup from Primkopal, i.e. primary cooperative of the Indonesian

Navy. The pioneering effort was successful, so he was followed by other fishermen from Bagan-Siapiapi (interview with Bapak Romly).

c. Local sources for informed capital.

The catch they produced were large in quantity and very profitable. The profit was interesting for many persons to invest in the fishery sector. Newcomers to the fishery business came from the weaving or textile business (tenun) and Chinese gold traders in Pekalongan. They supported the development of sea fishery business in Pekalongan (Dirjen Cipta Karya Departemen PUTL, Direktorat Tata Kota dan Tata Daerah, 1974).

d. The policy of the Central Government

One of the important factors in the development of Pekalongan harbour was government policy, which designated the harbour as a special fishery harbour, so that the harbour was raised in status to become Pekalongan National Fishery Harbour. The consequence of the policy was its connection with the national budget for development. The harbour was the first harbour to receive an allocation from APBN (the National Budget) in 1974. Since then, this harbour has continually received allocation from the national budget until the present time.

e. Geographic Location

The position of Pekalongan is at the main way of transportation in northern coast of Java, between Semarang - Jakarta. This position is very strategic as a fish landing centre.

f. Local availability of middle level technology.

Before the ban on trawlers in 1980, Pekalongan had been able to develop a

middle technology which was called *purse seine*. During that time the *purse seine* was still of middle level, and it was popular as *mini purse seine*. After the ban on trawlers, the *purse seine* was developed and substituted for the role of trawlers. So it could be said that Pekalongan has been well prepared, especially in fishing gears, since there was the *purse seine* before the trawlers were banned. Using the fishing gears and larger boats have given fishermen from Pekalongan an opportunity to operate in farther and wider areas, even reaching the Natuna and Masa Lembo islands, and the Karimata and Makasar straits. The Development of Pekalongan Fishery harbour in detail since 1980 up to now one of the is the most interesting topics to be studied.

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