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Marketing Communication Strategy in Land Function Changing From Dolly Prostitution Area to Small Industry and Tourism Village in Surabaya, East Java Province

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Abstract — **The prostitution area of Gang (=small street) Dolly in the centre of Surabaya City (East Java Province, Indonesia) is a very popular place. It was claimed bigger than the same area at Geylang in Singapore and Phat Pong in Bangkok, Thailand. Suddenly in June 18, 2014, the Mayor of Surabaya City, Tri Rismaharini, closed down this localization. This was a big breakthrough which caused protest and complains. Presently, years after the prostitution activity disappeared, there is a positive new image of Gang Dolly. The negative reputation of Putat Jaya Region in Sawahan Subdistrict, Surabaya, where Gang Dolly was located, now it known as small industry and tourism village. Five years after the closing, there is a question: Has the negative image in this region really been lost and the new image of Gang Dolly has been embedded in the mind of people? By using the theory of marketing communication and brand image, this study aims to examine the extent of people who lived in surroundings Gang Dolly, and also the role of Surabaya government in order to create the new perspective in that area. This research method used descriptive qualitative research type, with an approach method are using case studies. As the result, there is a changing of brand image of Gang Dolly, from the prostitution area into the small industry and tourism village.**

Keywords: Gang Dolly, small industry, tourism village, re-branding, marketing communication strategy

I. INTRODUCTION

At first, sex is a private space and is a personal need. But when needs cannot be controlled, sex trafficking institutions emerge that adhere to economic, supply and demand laws. Prostitution also emerged as an incarnation of trade institutions with sex service commodities.

According to Anwar dan Adang (**2008:345**) in [1], prostitution is a longstanding phenomenon, including in Indonesia. Indonesia's prostitution itself was began in the Kingdoms of Java, which used women as a commodity in the feudal system. The phenomenon of prostitution itself is still an unfinished homework. Prostitution is a complex social problem, given that prostitution is one of the oldest phenomena in the world, which until now still exists.

Based on The Big Indonesian Dictionary, the word "prostitution" can be interpreted as an exchange of sexual relations with money or gifts as a trade transaction. In daily conversation and articles in the media, prostitution is often reviewed subjectively, in the form of giving a negative stigma to those who engage in the prostitution industry. Some groups even consider that the perpetrators of prostitution are women who are immoral and cannot stand the faith. Many also carry out various antipathy attitudes towards prostitutes, who for various reasons entered the dark world without regard to its relation to aspects of people's lives.

Even though they were blasphemed, there were many interested ones. As happened in the area of the Gang Dolly and Gang Jarak in Surabaya, East Java Province. The place for doing slime business, which is said to have been long established since the Dutch colonial era, is very crowded with newcomers. Indeed, there is no official data regarding the total number of sex workers or the number of guests who come every day. The fact is, the existence of this largest prostitution area in Southeast Asia is able to be the hang of life for many parties.

Based on the survey by community KOPI (Komunitas Pemuda Independen = Independent Youth Community)) conducted in 2014, more than 14,000 people depended on prostitution localization in Gang Dolly and Gang Jarak. According to Anissa from KOPI, one third of the total number 2 are school children whose parents work or get money from prostitution area, for example those who work as a washer, tailor or food and grocery trader [2].

Having been stable situation on the prostitution localization for years, its closure has become a problem. Poverty is the culprit. It forces people to become ensnared in the dark life of prostitution. After enjoying the ease of earning money, of course they did not agree if the place to hang their lives was closed.

As happened in the area of ex-prostitution localization Gang Dolly and Jatropha in Sawahan District, Surabaya, East Java. This area actually has existed since the Dutch colonial era, but finally closed on June 19, 2014. In fact, as many as 1881 commercial sex workers and 300 pimps try their luck there [3].

Data from the Surabaya City Social Service also mentioned that 1,449 commercial sex workers and pimps were registered in the repatriation program after the closure of the localization [4]. Not to mention the addition of other villagers who get economic value due to activities in the area, such as opening a food stall, rental vehicles and security services.

It was Surabaya Mayor Tri Rismaharini who was the main figure behind the policy of closing down the localization of the Gang Dolly and Gang Jarak. There are three main reasons why this first mayor woman in Surabaya adopted this policy. Firstly, the existence of localization in the City of Heroes violates the rules on building bans made sacrilegious places. Secondly, they want to invite women to seek Halal occupation and income based on their abilities and skills, accordance with the religious norms that they profess. Thirdly, psychological problems experienced by children and adolescents who live around the localization area [5].

After the closure, the Surabaya city government plans to change the face of the area that was once has a negative image to become a positive image. Many economic-based activities are developed here. You named it. There are centres of Community Activity Units (UKM) batik, agate, sandals, etc. In collaboration with related organizations and communities, the Surabaya city government also promoted various tourism activities such as mural tours and historical tours. To optimize these activities as well as the empowerment of former Gang Dolly and Gang Jarak residents, the government provides assistance in the form of compentation funds, loan funds and extension assistance.

Therefore, the research questions that arise in this study are : (1) How is the marketing communication strategy used by the Surabaya City Government to change the face of the former Gang Dolly localization into an area with a new image and could bring in a regional income? (2) After running for 5 years, has the negative reputation in this region really disappeared?

Marketing communication is understood by using two main elements, among others: communication and marketing. When combined, marketing communication represents a combination of all elements in the brand marketing mix, which facilitates exchanges by creating a meaning that is disseminated to its customers. Marketing communication, basically defined as the process of disseminating information about the company and what it wants to offer to the target market [6].

Therefore, marketing communication itself can be interpreted as an effort to convey a message to the public, especially in relation to introducing the existence of products or services in the market. There are several ways that can be used to convey the message, which is usually referred to as a promotional mix or promotional mix.

The types of promotion mix are advertising, public relations and publicity, sales promotion, direct marketing and personal selling. On these types, the choice is depend on each organization to market their products or services, according to the objectives to be achieved.

Each promotion mix has different characteristics and advantages. How to optimize the function of each of these mixtures becomes something that must be done by the organization. Because a brand is an attribute or value on a product or service, which has been widely used by consumers for various reasons. There are three fundamental characteristics possessed by a brand, namely internalizing the number of impressions; something special in the consumer's mind (mind's eye) and perceived functional and emotional benefits [7].

There are four levels of meaning of a brand, namely (1) Attributes, a brand is able to remind someone of certain attributes, for example durability; (b) Benefits, customers do not buy attributes but buy benefits from a product. For this reason, attributes must be translated into functional and emotional benefits; (c) Value, the brand is able to reflect the values of the buyer, for example through achievement, safety and high appreciation of the product; (d) Personality, brands are able to describe personalities so they are able to attract people whose self-image matches their image.

As explained above, consumer interest in a brand will be stronger if based on a lot of usage experience. By communicating well, it will form a brand image that is able to function as a driver to improve the company's image and sales volume. Brand image is considered as a type of association that arises in the minds of consumers when remembering as a particular brand.

Kotler and Gary Armstrong stated, brand image is a set of consumer beliefs about various brands. The essence of brand image is the brand description, which is a description of the association and consumer confidence in certain brands.

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From a product, a brand can be born if the product according to consumers' perception has a functional advantage, creates associations and images that consumers want (brand image) and evokes certain experiences when consumers interact with them (experiential brands).

The product image and meaning of brand associations are communicated by advertising and other promotional media, including public relations and sponsorship events. Advertising is considered to have the biggest role in communicating the image of a brand. Because brand image can be built only by using advertisements that are able to create associations and symbolic meanings which are not a development of product features.

Although advertising has a major influence on the image of a brand, but it should be realized that building a brand does not only involve perceived difference through advertising alone. There is often a misunderstanding that a brand is built solely using precise advertising strategies, with the aim of creating the desired image and product associations. Indeed advertising plays an important role in building brands, especially those that are differentiated on the basis of product image. However, a brand image must also be supported by a quality product, an appropriate pricing

strategy to support the image that is communicated through advertising the product.

II. METHOD

The research approach used in this study is a qualitative approach, because researchers conduct research directly in an intensive, detailed and in-depth manner to certain organizations, institutions or symptoms. In this study also observed objects (activities or events) that were studied in depth [9].

According to Lexy J. Moleong (**2000**), through qualitative research, the data generated is descriptive data in the form of written and oral words. Another definition of a qualitative approach is explained by Bogdan and Taylor (**1975: 5**), namely that the qualitative approach also acts as a research procedure that produces descriptive data in the form of written or oral words from people and observable behavior [10].

This approach is directed towards the background and the individual holistically (whole). So, in this case may not isolate individuals or organizations into variables or hypotheses, but need to view it as part of a wholeness.

Qualitative research emphasizes the criteria of credibility as a substitute for validity and dependability replaces reliability. The credibility of qualitative research includes the process of transfer (transferable), dependability (dependability) and the ability to be confirmed (confirmability) [11].

This research is a type of descriptive research that aims to describe the nature of a situation that is running at the time of the study. In addition, this type of research is also used to examine the causes of a particular symptom. According to Consuelo G. Servilla (**1993:71**) in [12], This descriptive study tries to discuss "How" and "Who", the pattern of symptoms in detail and in the amount of information the data collected is not in the form of presentation of numbers but words and pictures.

According to Ruslan (**2004**) in Puspokusumo [13], the selection of informants or informants in this study was adjusted to the research objectives to be achieved. For the selection of informants, a purposeful sampling strategy was carried out with the type of criterion sampling, namely by setting certain criteria that were relevant to the topic and the research case. Purposeful sampling or purposive sampling is the selection of samples based on certain characteristics, which are considered to have relevance to previously known population characteristics [13].

Data collection methods used in this study are in-depth interviews (in-depth interviews) as the primary data collection. In-depth interviews are a way of collecting data or information by directly meeting with the informants, in order to obtain complete and in-depth data.

Resource persons who were interviewed in the study were : (1) Head of Promotion and Tourism of Surabaya City Government; (2) 2 people from Coordinator of the Dolly Community Assistance Movement; (3) 3 people from the former Gang Dolly Gang who are now actively doing business through the Micro, Small and Medium Enterprises (UMKM) movement; (4) Urban observers as well as social activists.

III. RESULTS AND DISCUSSION

A. Role in Creating a New Brand Image

Promotional activities to introduce the new Kampung Dolly concept were carried out thoroughly by all groups, both the local government, social institutions and also the people of the ex-Dolly region itself. Each party carries out promotional activities based on the social networks that each of them have so that each party has access to these activities. The following are the roles of each party in the marketing communication activities of Dolly Village:

1. The Role of the Surabaya City Government

The closing activity of the former Gang Dolly in Surabaya in mid 2014 left many questions. The most obvious is, how the Surabaya City Government's role in promoting tourism and small and medium businesses carried out by the community in the former Dolly Region. Many things have been done by the Surabaya City Government after the closure of the Dolly area, including organizing training activities to provide skills affected communities such as sewing skills training, baking cakes, etc. In addition, as stated by the Head of Promotion and Tourism of the City of Surabaya, Mrs. Dayu Kade Asritami, she also held a tour guide training, English language and also arts training such as dance and fine arts.

The local government is also trying to help affected people by providing assistance in the form of tofu milling machines for Mr. Jarwo who is a tofu craftsman in the Dolly region. This assistance is given without any special compensation or free. In addition, the local government also helped to provide promotional activities by inviting Dolly Village craftsmen to take part in exhibitions or bazaars organized by related agencies. The goal is to introduce and promote Dolly UKM activities and products, so that the wider community knows the new Kampung Dolly concept, which is no longer negative.

2. The Role of the Non Profit Organization

Activities undertaken by social institutions in the ex-Dolly area examined in this study are institutions called the Gerakan Melukis harapan or Hope Painting Movement (GMH). This institution was originally an initiation of a group of young people who were students in number of public and private universities in Surabaya, who had great attention on the residents affected by the closure of the Dolly area. However, in its journey, the activity which was originally in the form of an alliance was later inaugurated in an official institution, and was registered at the Ministry of Law and Human Rights.

This institution assists many affected residents, through methods that are carried out in combination with the scholarship that they get in college with the social values they encounter in the field. Lots of promotional activities carried out by the community, whose initial idea was the initiation of this group.

How it works, this group is divided into several community groups and then meet the community and conduct a very rapid survey on what can be developed as a product craft in the environment. Until this research was conducted, there were 3 community craft centers that they helped the process from the beginning, namely Unit Kegiatan

Masyarakat or Small Medium Entrepreneurs (UKM) Samijali cassava chips, UKM Orumy seaweed beverage and UKM Bang Jarwo tempe.

They helped create and design graphic designs and logos from each promotional material needed, including the name and brand of the product. They also helped the affected communities by providing training or socialization on bookkeeping marketing, so that the affected communities obtained non-technical information.

3. The Role of the Society

With so much help from the government and social institutions, the affected communities in the Dolly region have been increasingly helped. Recognized by many SME actors in the ex-Dolly region, those who initially collapsed with the closure of localization that became the backbone of family income, are now slowly starting to rise. Even among them feel happy with the current conditions, which can make money more calm and lawful even though more tired.

The community admitted that they were happy with the training organized by the local government and also the assistance provided by social institutions. But as Mr. Bani, who is the Head of the neighborhood association and his wife, who produces Orumy healthy drink products, complained there were no follow up activities provided on the government's assistance after the training. This is a very unfortunate for the public. It was contrast to the assistance activities carried out by GMH, where the community is really assisted to the smallest things, such as bookkeeping.

But for Mr. Jarwo, who is none other than the tempe and tofu industry players in the Dolly region, government assistance really helps his business because he gets a soybean grinding machine from the government for free. Pak Jarwo, who is married to a former commercial sex worker in Dolly, said that government assistance is very helpful for affected Dolly residents like himself. Moreover, he came from a counter party to the closure of Dolly's localization and had been a fugitive.

B. Brand Image Creation of the Ex-Dolly Region

With various promotional activities carried out in synergy by the government, social institutions and also affected communities, contributing to the process of forming a brand image to form the image of the Kampung Dolly. Here are some of the activities carried out in the ex-Dolly area to create a new Kampung Dolly's image:

1. Creation of Tourism Villages

The Dolly area has an appeal to the outside community. Dolly's old story which is close to illegal sex practices in the middle of the city, is interesting to be known by the public at large. Not only the general public, but also other local governments who have similar problems. They have the same problem in closing the localization area. Because of this, many other local governments have conducted comparative studies in the ex-Dolly area.

This is of course a potential market to be worked on, namely by making open trips, aka exploring activities around the former Dolly area to find out more about this area. Moreover, the local government also intends to maintain existing conventional buildings, only the function has been changed.

Through this activity, the participating communities were introduced to the new concept of Kampung Dolly so that it was hoped that they could disseminate it to their surroundings when they returned to their places of origin. In addition, the migrants will also know and buy products from the Dolly community, so that it can increase the income of the affected residents. Another hope is that the business network of Dolly SMEs can also be increasingly extended to areas outside of Surabaya.

Unfortunately, said by the urban observer and social activist, Gunawan, many residents' activities in Dolly were not well-received by the local government, because they were more focused on the visible image. Local governments are not focused on forming branding efforts however more focus on regional arrangement. "This should be able to run simultaneously," he said.

2. Creation of the SME Village

Difficult life of affected people after the closure of the localization, where they do not have a permanent job, making the affected people forced to rack their brains to get money to meet their daily needs. Some of them are able to get up and want to be assisted and accompanied by the government and social institutions. Meanwhile some others are still constrained by laziness and a feeling of not wanting to be helped. Their minds are still patterned how easy it is to get money when the localization area has not been closed.

However, during the rising of daily needs, there is an increasing level of community participation to join the government and social institutions, to establish SMEs. As said by the GMU Edu Tourism Coordinator, Imran Fajri, more and more residents have stated their intention to join the GMH-assisted UKM. Not only that, many other social institutions are also interested in becoming coaches of affected citizens. This was said by the GMH Education Coordinator, Mustofa Sam, that there were a number of SMEs that were not part of the GMH target area.

It was said by urban observer Gunawan, that the branding efforts of the Surabaya city government on the Dolly region should not have been made the same as other street vendor areas that had existed in Surabaya because the cases and backgrounds were different. Overall, the achievements of the City of Surabaya in changing the reputation of the former Dolly Gang are considered successful. It because the increasing number of entertainment locations existed that can give benefits such as: mural tours, folk craft tours, culinary and historical tours. Indicator of its success is the increasing number of visitors who come to visit the former Dolly Region, so this is believed to be able to strengthen the people's welfare.

Based on the theory of brand building strategy and marketing communication strategy mentioned above, the Surabaya government has succed in delivering the meaning of Kampung Dolly's news brand. When they took the people to sell Dolly's products in an exhibition or bazaar oftenly, it means that they try to develop the attributes of new concept of Kampung Dolly in the mind of external society. It is also an opportunity to share the benefit and values of the new brand image of Kampung Dolly, because sometime people do not buy the product because of the taste or quality, but only because of the story behind the products. Describing the

historical journey of Gang Dolly, it is worth to be part of the emotional side of Kampung Dolly.

Another meaning of brand is about the personality that could attract people with the image. The new concept of Kampung Dolly, that offered may tourist attractions such as mural tour and heritage tour, seems like succed to invite tourist to come to Kampung Dolly. They are happy to take a selfie on the background of murals and they will viral it through social media.

It can be said that the new concept of Kampung Dolly then will spread away in all over the world through social media. Undoubtly, the story of the new concept and success story of Surabaya government, will be known worldwide. This is could be one of the reason that Surabaya City then declared as the best city by receiving a Guangzhou International Award 2018. This is an award that reflected city with full of innovative, harmony development and sustainability [14].

The impression of the visitors who come to new Kampung Dolly will raise, when they connect it with the history of an old Gang Dolly and also the current situation. Some visitors could be touched their emotional side and relates it with the past experience that happened in Gang Dolly. Therefore, by offer the walking tour of new Kampung Dolly, people has been taken to connect with the it past.

When they are dealt with much usage experiences in Dolly area, the brand of new Kampung Dolly will get stronger. By communicating well, it will form a brand image that is able to function as a driver to improve the city or area's image. Of course, it will benefited financially and mentally. So, brand image of new Kampung Dolly will considered as a type of association that arises in the minds of consumers when remembering as a particular brand.

As a conclusion, the strategy and implementation held by the Surabaya city government after the closure of former Gang Dolly, have release a significant transformation of the former biggest prostitution area in South East Asia. This is not benefited the society socially but also economically, environmentally and sustainability. In the future, hopefully there will be some breakthrough from others local leaders in Indonesia that will bring new innovations and sustainability development in all over country.

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