

# COLLABORATIVE GOVERNANCE IN THE DEVELOPMENT OF KALIMAS BOAT RIDE TOUR IN SURABAYA CITY

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**Abstract.** Collaboration is the main key in tourism development, including in Surabaya City which has the potential for water tourism, such as Kalimas Boat Ride Tour. This tourist destination offers a unique experience with a route through various tourist attraction spots and historical buildings. However, the development of this destination requires the support of various parties so that Surabaya City Government seeks synergy with stakeholders to encourage collaboration. Thus, collaborative governance emerges as a relevant order to strengthen the development of Kalimas Boat Ride Tour in this research. The purpose of this research is to describe the collaborative governance process in the development of Kalimas Boat Ride Tour in Surabaya City. This research uses descriptive research methods with a qualitative approach. Data collection techniques, namely observation, document collection, and interviews. Test validity by means of triangulation techniques. The results of this study show three research focuses which have varied results, namely: 1) Collaborative dynamics there are shortcomings in terms of trust and limitations on budget resources and facilities 2) Collaborative actions carried out by organising events with the community have gone well 3) Impacts and adaptation obtained have appeared and felt the positive influence of each actor involved.

**Keywords:** collaborative governance; tourism development; kalimas boat ride tour

## I. INTRODUCTION

Tourism is one of the tools that can introduce Indonesia to the world that this country has a very positive image and is a country with many excellent destinations in it. According to Yakup [1], the tourism sector has a positive and significant impact on economic growth where tourism development will encourage investors to contribute, secondly tourism contributes to the country's foreign exchange earnings. Other statements from Christie and Crompton cited by Aeni and Astuti [2] also explains that tourism can be a strong development instrument and contribute to economic growth.

Surabaya City as one of the regions in East Java had won the Yokatta Wonderful Indonesia Tourism Awards 2018 from the Ministry of Tourism and Creative Economy of Indonesia [3]. In addition, in the same year in 2018, Surabaya City also received an award in the ASEAN Clean Tourist City Standart Award category at the ASEANTA Awards 2018 [4]. The award achieved was also followed by tourist visits to Surabaya City in 2018 obtaining the highest number of numbers between 2017 and 2022. Based on data from Surabaya City Government [5], the total number of domestic and foreign tourists visiting Surabaya reached 29,303,319 visits in 2018, but in subsequent years it tends to fluctuate. This has an impact on the sustainability of Surabaya City economy, especially people who depend on tourism income

[6]. According to Surabaya City Regional Regulation Number 4 of 2021 concerning the Regional Medium-Term Development Plan for Surabaya City 2021-2026, it states that the number of tourist visits to tourist attractions in Surabaya City is still relatively small when compared to the total tourist visits to Surabaya City [6]. Tourist attractions in Surabaya City still need optimal attractiveness where there is a need for more ideal and better organised destination development so that tourists in Surabaya City are interested in visiting the available tourist attractions.

Surabaya City Government has also taken strategic steps for the tourism sector, including the development of water tourism as an attractive tourist destination. One of the unique water tourism developments initiated by Surabaya City Government is Kalimas Boat Ride Tour. To develop this tourist attraction, Surabaya City Government gives responsibility to Surabaya City Culture, Youth and Sports and Tourism Office (Disbudporapar) as the leading sector or regional apparatus organisation responsible for managing in terms of maintenance and provision of facilities and infrastructure supporting Kalimas Boat Ride Tour object [7].

Kalimas River is a trade route that was used during the Dutch colonial era, where it can be seen that old villages and buildings that are used as cultural heritage today are around the Kalimas River. But over time, this river was developed and inaugurated by Surabaya City Government as one of the

water attractions, namely Kalimas Boat Ride Tour [8]. The following is the number of tourists visiting Kalimas Boat Ride Tour.

TABLE 1  
Number of Tourist Visits Kalimas Boat Ride Tour

Year	Month	Number of Visits
2021	January-December	11.932
2022	January-December	120.841
2023	January-September	131.408

Source: Disbudporapar Surabaya City (2023)

Based on this table, it can be seen that the number of tourist visits to Kalimas Boat Ride Tour has increased, which is due to the uniqueness of Kalimas Boat Ride Tour so that it can attract the attention of tourists and make it one of the choices of tourist destinations in the city of Surabaya. According to the results of exploratory research conducted by researchers on 1 October 2023, Kalimas Boat Ride Tour has an advantage, namely a tourist attraction that presents a trip through the Surabaya area on a boat and follows the available river route. Tourists who go down the Kalimas River can feel the nuances of the sparkling scenery of the city of Surabaya with colourful lanterns, and tourists can explore tourist objects and cultural heritage that is the cultural heritage of the city of Surabaya, such as the Submarine Monument, Education Museum, Grahadi State Building, etc. Kalimas Boat Ride Tour is also connected to green open spaces, the surrounding parks. Therefore, Kalimas Boat Ride Tour has a uniqueness that can attract tourists because of a more comprehensive arrangement where it integrates a number of attractions around the Kalimas River.

Along with the development of Kalimas Boat Ride Tour, Surabaya City Government continues to innovate. One of the steps taken is organising music performance events around the Kalimas River. This music performance is carried out with a community, one of which is from Surabaya Pahlawan Jazz. Because tourism is multidimensional, community participation in tourism is also quite important. This is confirmed in the Regulation of Local Government of Surabaya City Number 23 of 2012 about Tourism chapter 27 regarding community participation which emphasises that the community can contribute to the implementation of tourism development and provide information related to the implementation of tourism. Based on this, there is an active collaboration between government and non-government which is an important factor and characteristic of the application of the concept of collaborative governance.

Surabaya City Government continues to strive to build this Kalimas Boat Ride Tour with efforts to collaborate and synergise with stakeholders, which in this case requires a study of public administration, namely collaborative governance. According to Ansell and Gash [9] collaborative governance is a governance in which there is involvement of government institutions with non-government actors in the process of public policy formulation and is aimed at implementing public policies, as well as managing publicly owned programmes and assets. The development of tourism potential through collaborative governance requires collaboration or cooperation between government and non-government to ensure that managed tourism can create

outputs that are expected to provide benefits [10]. The stakeholders involved in the development of this Kalimas Boat Ride Tour include Surabaya City Culture, Youth and Sports and Tourism Office (Disbudporapar), the Submarine Monument, and Surabaya Pahlawan Jazz.

Based on the description above, this research analyses with the theory of collaborative governance according to Emerson, Nabatchi, and Balogh in Astuti et al. [11], namely collaborative dynamics, collaborative actions, and impacts and adaptation of the collaboration process. So this research aims to describe the collaborative governance process in the development of Kalimas Boat Ride Tour in Surabaya City.

## II. RESEARCH METHODS

Research related to collaborative governance in the development of Kalimas Boat Ride Tour uses descriptive research methods with a qualitative approach. The use of this method is intended to obtain a comprehensive and in-depth description and correlation between objects and other components [12]. While the data collection techniques used in this study were non-participatory observation, interviews with informants, and document collection. The technique of determining informants is determined on the basis of purposive and snowball techniques so that informants in this study include staff of Disbudporapar Surabaya Tourism Division, Head of UPTD Pengelolaan Obyek Wisata Disbudporapar Surabaya, Staff from UPTD Pengelolaan Obyek Wisata Disbudporapar Surabaya, Head of the Personnel Section of the Submarine Monument, Head of Surabaya Pahlawan Jazz community, and traders who are around the tourist attraction. While the validity of the data with triangulation techniques.

## III. RESULTS AND DISCUSSION

The results and discussion in this study describe the development of Kalimas Boat Ride Tour with a collaborative governance approach which has a research focus according to Emerson, Nabatchi and Balogh cited by Astuti et al. (2020) in which there are three processes, namely collaborative dynamics, collaborative actions, and impacts and adaptation.

### A. Collaborative Dynamics

Collaborative dynamics is a fairly important initial process in which to analyse whether the implementation in the development of Kalimas Boat Ride Tour involving actors has been carried out properly or not. Collaborative dynamics include principled engagement, shared motivation, and capacity for joint action.

The first collaborative dynamics is principled engagement. Principled engagement is carried out to reaffirm interests as a common goal, form and develop shared principles that are explained through each of the views of the actors involved in the collaboration [11]. In the development of Kalimas Boat Tourism, principled engagement in collaboration starts from discovery, deliberation, and determination.

First, discovery related to collaborative governance in the development of Kalimas Boat Ride Tour is reviewed by the

interests to be achieved by each actor involved in the collaboration, namely the government and the community involved. Each actor has the same interests to achieve goals in committing to tourism development in Surabaya City, one of which is Kalimas Boat Ride Tour destination. This is in line with the results of Akadun & Mulyawan's research cited by Gandasari et al. [13] that collaboration characteristics have the same interest in emphasising cooperation, both between governments, and between governments and communities. Therefore, Disbudporapar Surabaya, the Submarine Monument, Surabaya Pahlawan Jazz community have implemented a discovery process that is in line with the theory used.

The second is deliberation. Deliberation is a joint discussion. According to Alamsyah et al. [14] that direct discussion is a tool that can build trust in uniting the agreed programme together. In the development of Kalimas Boat Ride Tour, this discussion was carried out through meetings between Surabaya City Government agencies and external actors. Before making a Memorandum of Understanding (MoU), Disbudporapar Surabaya held discussions with the Submarine Monument. After the MoU was formed, formal and informal discussions continued through monitoring and evaluation meetings. Meanwhile, discussions with Surabaya Pahlawan Jazz also went well, with repeated meetings before the event was held. Therefore, the development of Kalimas Boat Ride Tour shows the application of deliberation well.

Next is determination. Determination in the development of Kalimas Boat Ride Tour is reviewed from the results of meetings or discussions that have been agreed upon and plans made with the actors. The results of the agreement from the meeting of agencies under Surabaya City Government and outside the City Government found that each agency has its main tasks and functions. While the results of the meeting with the Submarine Monument found that the extension of cooperation continued with adjustments to the ticket prices that had been set. In addition, Disbudporapar Surabaya has also set a plan to add a new route to Peneleh Village. While Surabaya Pahlawan Jazz has implemented a determination, in the form of determining the name of the event and obtaining permission to participate in the development of Kalimas Boat Ride Tour with Disbudporapar Surabaya.

The second dynamic of collaboration is shared motivation, which in collaboration is carried out as a reinforcement cycle. According to Emerson et al. cited by Astuti et al. [11], shared motivation includes mutual trust, mutual understanding, and internal legitimation.

Mutual trust relates to the trust built by one actor with another actor in collaborating on the development of Kalimas Boat Ride Tour. Surabaya City Disbudporapar gives trust to the Submarine Monument to provide services to visitors as well as promotion directly or through social media. The Submarine Monument has tried to provide maximum service to visitors who have come, but there has been no effort to promote Kalimas Boat Ride Tour through the social media they have. Umar et al. [15] in their research explain that the trust built will produce an impact to complement and help each other between actors. However, this is not in accordance

with the trust given to the Submarine Monument, which has not promoted Kalimas Boat Ride Tour destination to social media to increase and attract public visits. Meanwhile, Surabaya City Disbudporapar form of trust for the Surabaya Pahlawan Jazz community is to give permission to participate in the development of Kalimas Boat Ride Tour through jointly organised music events. This is in line with the journal Almaahiet al. [16] that the form of government trust in other non-government actors is seen from the potential to be involved in the implementation of activities. From this explanation, it can be concluded that mutual trust in the development of Kalimas Boat Ride Tour is not going well.

Next is mutual understanding. Mutual understanding in the development of Kalimas Boat Ride Tour is seen from the emergence of mutual understanding connections between actors. When there is a problem between Disbudporapar Surabaya and the Submarine Monument, both parties can overcome it through discussion as an effort in evaluation to overcome problems with mutual understanding. This is in line with what is explained by the journal of Sudirman et al. [17] that to overcome a problem, an agreement is needed as part of mutual understanding by the actors. Thus, the application of mutual understanding in the collaboration process has been implemented well.

Then the third shared motivation is viewed from internal legitimation. Internal legitimation is in the form of roles that can be given as well as things that are their responsibilities. The development of Kalimas Boat Ride Tour is in Surabaya Mayor Regulation Number 40 of 2021 concerning the Regional Government Work Plan for Surabaya City in 2022, which from this regulation is a reference to be reduced to a work programme from Disbudporapar Surabaya. While the Submarine Monument has the responsibility for the operation of Kalimas Boat Ride Tour ticket sales. This is in line with Rahmania's research [18] that internal legitimation is built through the credibility of each agency to carry out its role as an actor based on technicalities that are already owned. Meanwhile, Surabaya Pahlawan Jazz plays a role in organising events with concepts that attract people to visit this destination. As explained by Suwana [19], internal legitimation is an affirmation that the actors involved have credibility and can be trusted to carry out the event so that it can run well. Thus, it can be concluded that the internal legitimation applied in the development of Kalimas Boat Ride Tour has been carried out well.

The third collaborative dynamics is the capacity for joint action in the collaborative development of Kalimas Boat Tourism requires adequate capacity from each actor through various components including procedures and mutual agreements, second on leadership, third on knowledge, and finally on resources. These components are as described by Emerson et al. in Astuti et al. [11].

First, there are procedures and mutual agreements. The collaboration between Surabaya City Disbudporapar and the Submarine Monument requires a Memorandum of Understanding (MoU). Meanwhile, the collaboration between Disbudporapar Surabaya and the Surabaya Pahlawan Jazz community is in the form of an informal agreement in which



the agreement only organises events with a short duration of cooperation. As the results of research by Umar et al. [15], collaboration involving various actors in relation does not have to be based on a juridical basis as a formal basis for collaboration. Therefore, it can be seen that the application of procedures and mutual agreements in collaborating on the development of Kalimas Boat Ride Tour has been well implemented.

Second, leadership. Leadership that is reviewed from the actors in leading has the ability to encourage collaboration. The leaders of each actor, both Disbudporapar Surabaya and the Submarine Monument, are able to encourage collaboration through an agreement from the coordination that has been carried out. In line with the statement from Nala et al. [20] that the leadership model relies on the coordination of various parties where actors can discuss, inform and find solutions to overcome related problems. Thus, the collaboration to develop Kalimas Boat Ride Tour can be concluded that the leadership that has been carried out has been carried out well which has been supported by the leadership of each actor has supported collaboration so that an agreement is reached and can solve problems through meetings represented by each actor.

The third is knowledge. Knowledge in the development of Kalimas Boat Ride Tour is seen from the efforts of each actor to find out information about each other so as to reduce misunderstandings that affect collaboration. One of the steps taken, namely trying to provide information about ticket sales procedures by Disbudporapar Surabaya so that this can be accepted by the Submarine Monument. In addition, there are handy talky tools to help the communication and coordination process so that if there is an obstacle in the field, it can be directly informed through these tools. This is in line with Muqorrobin [21] that due to the confusion of information obtained, the distribution of poor knowledge will confuse the collaboration actors. Thus, Disbudporapar Surabaya and the Submarine Monument have implemented the knowledge component in the collaboration process well because each actor has the ability to share information that can help the collaboration process.

Fourth, resources. Resources are reviewed from the needs required, namely facilities and infrastructure, as well as financial funding. The development of Kalimas Boat Ride Tour has received funding from Bank Indonesia for the Sparkling Kalimas Jazz event which has been organised where the funding provided is temporary, only for the event. Grants have also been obtained as facilities provided by the Sepuluh November Institute of Technology, in the form of two boats. Meanwhile, other facilities and infrastructure that continue to be obtained from Surabaya City APBD. According to Mattessich and Monsey cited in Astuti et al. [11] explained that sufficient funding resources are one of the classifications of the success of a collaboration. However, the existing resources in the development of Kalimas Boat Ride Tour are still not good where the funds are very limited and some facilities such as boats still have to be repaired.

#### B. Collaborative Actions

Collaborative actions play an important role in the development of Kalimas Boat Ride Tour. Disbudporapar of Surabaya City collaborates with various communities to organise events at this destination. The communities involved have different artistic backgrounds or skills. A major event that has been organised is Sparkling Kalimas Jazz, which was held with the Surabaya Pahlawan Jazz community. Surabaya City Disbudporapar also participated in promoting the Sparkling Kalimas Jazz event through social media, which is also included in joint actions in collaboration. Through the event, visitors who came were given the option to enjoy music on the pier for free or take a boat ride by buying a ticket in advance.



Fig. 1 Implementation of Sparkling Kalimas Jazz at Taman Prestasi Pier Kalimas Boat Ride Tour



Fig. 2 Implementation of Sparkling Kalimas Jazz on the Boat of Kalimas Boat Ride Tour

Based on the picture above, we can see the implementation of Sparkling Kalimas Jazz as a form of collaborative actions on the development of Kalimas Boat Ride Tour. The implementation of this event was carried out along the Kalimas River, starting from Taman Prestasi Peneleh Village. Joint actions in collaborative governance in the development of Kalimas Boat Ride Tour can be seen that it is carried out with actors, such as elements of society or communities in Surabaya to be able to participate or take the initiative to hold events organised with the government.

#### C. Impacts and Adaptation

Impacts and adaptation are the last part of the collaborative governance process in the development of Kalimas Boat Ride Tour. The impact of collaboration is in the form of impacts that become challenges in the implementation process and positive results that can be felt from the collaboration between Disbudporapar Surabaya, the

Submarine Monument and Surabaya Pahlawan Jazz community.

According to Emerson, Nabatchi, and Balogh cited by Astuti et al. [11] negative impacts are things that are not expected from collaboration, such as obstacles or challenges that can have an impact on collaboration. Challenges during the collaboration process are natural conditions, such as river water discharge that often recedes and unfavourable weather so that it has an impact on the operation of Kalimas Boat Ride Tour which must be closed until conditions return to normal. Although there are negative impacts in collaboration, there are still positive impacts felt by the Submarine Monument, namely the amount of revenue received from Kalimas Boat Ride Tour destination and positive branding for the Submarine Monument.

The next positive impact, the result of this destination development collaboration is the number of Kalimas Boat Ride Tour visits has increased which is one of the goals expected by Disbudporapar Surabaya from the disclosure of the purpose of this development. In addition, Disbudporapar Surabaya received various feedback from the community so that the agency tried to adapt this by planning innovations with a new concept arrangement. According to Emerson et al. cited by Astuti et al. [11] adaptation in collaboration is carried out based on the needs that need to be rebuilt in order to maintain the progress of collaboration.

While collaboration with other actors involved in the development of Kalimas Boat Ride Tour, namely collaboration between Disbudporapar Surabaya and Surabaya Pahlawan Jazz also shows positive results where this community plans to hold another event at Kalimas Boat Ride Tour. The development of Kalimas Boat Ride Tour is also felt by the community around Kalimas Boat Ride Tour who have businesses, some have had a positive influence but some have not had an influence.

#### IV. CONCLUSION

The development of Kalimas Boat Ride Tour in the perspective of collaborative governance has shown good results by involving stakeholders, including Disbudporapar Surabaya, the Submarine Monument, and Surabaya Pahlawan Jazz community. Although there are still shortcomings in terms of trust and resources, other aspects in collaborative dynamics can be said to be good. While collaborative actions, namely involving the community in organising *events* that can attract people to visit. Impacts and adaptation in the development of Kalimas Boat Ride Tour have been seen and felt by the actors involved. Although there are challenges in collaboration between Disbudporapar Surabaya and the Submarine Monument for field operations, the Submarine Monument receives a positive influence on the existence of this tourist destination in its pier. As an adaptation in the development of Kalimas Boat Ride Tour, Disbudporapar Surabaya continues to strive to bring innovation in the development of this destination, while Surabaya Pahlawan Jazz plans to continue participating through events that will be held at Kalimas Boat Ride Tour.

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