

The Success of Surabaya City in Collaborative Governance: The Case of Development of Old Kampong Maspati

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Abstract—Kampong is a social identity that is very important in aspects of human life, because there is the place all activities and the most micro interactions of human life are carried out. Today, in describing a problem or policy can not only rely on one party, it requires an interaction or cooperation in solving the problem together. The Old Kampong Maspati is a kampong that became the forerunner to the birth of the Surabaya city which is very historic. This article tries to see and analyze the success of the Surabaya city government in developing the Old Kampong Maspati as a tourism icon of Surabaya City with a collaborative governance approach. The method used in this study was a qualitative research method with a descriptive approach, data collection techniques were done by in-depth interviews and documentation. There were three informants in this study consisting of government, private and community actors who were directly involved in the collaborative governance series. Data analysis techniques used interactive data analysis. The findings in the field show that the Surabaya city government in carrying out the development of the Old Kampong Maspati did it by collaborating by involving several private actors and the community who had the same vision and mission and understanding in developing the Old Kampong Maspati. The collaborative governance implemented by the Surabaya city government so far has shown success in developing the Old Kampong Maspati to become one of the tourism icons in the Surabaya city.

Keywords—*kampong, collaborative governance, interaction*

I. INTRODUCTION

Indonesia is a beautiful country and has so many cultures and traditions, which makes Indonesia one of the destinations for tourist destinations by both domestic and foreign tourists. As a country famous for tourism, the government both on a regional and national scale must be able to see opportunities in the tourism sector as the spearhead of the country's development. Tourism is one of the things that is attractive to countries in increasing their sources of income beyond oil and gas as well as taxes [1]. The tourism sector can be relied upon as supports of foreign exchange earnings. This sector will be

the largest foreign exchange contributor for Indonesia in 2018, which is US \$ 20 billion, up about 20% from 2017 which is around US \$ 16.8 billion [2]. On the other hand, the tourism sector can improve living standards and create jobs for the surrounding population with a community empowerment system.

Today, in the management of tourism, it cannot be done by only a party, it requires a cooperation from various parties in its implementation. Recognizing the existing problems, Surabaya City, in creating, maintaining and managing local cultural wealth and increasing community empowerment tries to answer the challenges in the development of existing tourism. This was done in the Old Kampong Maspati. However, in its journey in creating an existing tourist destination, the Surabaya city cannot stand alone in developing its tourism sector, it requires a mechanism of collaboration between stakeholders in carrying out the program. The function of the facilitator owned by the Surabaya City Government, the high initiative of the residents of Kampong Maspati to become more empowered in their local wealth, and the availability of productive resources owned by the private party, must be collaborated and synergized through an effective institutional form. On the other hand, the Old Kampong Maspati is also a target of Environmental Development and Partnership Program of PT Pelindo III, which is one of the main supporters in the maintenance of Kampong Maspati as a tourist destination. For example, procurement of funds for the construction and renovation of the community meeting room to the repair of other kampong facilities. The collaborative approach is considered to be ideal in solving the existing problems. Collaborative governance has represented many policy makers, managers, and community members as a solution for a "common business" approach to policy making that privileges the hierarchy and orders inclusion and innovation. People who trust and support the collaborative governance praise the flexibility, creativity and orientation that are driven by demand for the development of their policies and programs, and adherence to the values of consideration and transparency [3]. Referring to its definition, Ansell [4] defined collaborative

governance as governance by involving many stakeholders in collective decision making processes, consensus-oriented and deliberation-oriented, and aiming at making or implementing public policies or managing public programs and assets. That opinion is similar to Emerson [5] who stated that collaborative governance is the process and structure of decision making and public policy management that involves people constructively on the boundaries of public institutions, at the government, community and private party levels to implement public interests that cannot be achieved if only one party which carries out. This paper is not much different from the studies done by several researchers in looking at the existing collaborative process, by taking a background setting in the Surabaya City which is the city that received several awards in its management.

The study in this article tries to look at the collaborative governance in the development of the Old Kampong Maspati in the Surabaya City using the collaborative governance theory approach from Ansell and Gash [6] as a knife for analysis which includes: trust-building, commitment to process, shared understanding, intermediate outcomes and face-to-face dialogue.

II. RELATED WORKS

Some studies also shows that today, collaborative governance is the trend of a government in breaking down the existing problems, for example a study by Amelia [7] which recommends a collaborative governance approach to environmental management in mining areas. The second study is by Muhamad [8] which in his research tries to see a collaborative governance model in managing international borders in Riau Islands Province in dealing with border issues which are always disputes on various occasions. The third study is by Setyowati and Haryanti [9] which discusses an HIV/AIDS Child Protection based on the Collaborative Governance approach in Surakarta. The last study is by Subatin and Pramusinto [10] which in their research tries to analyze the collaborative process of anoa conservation outside its location through the Anoa Breeding Center (ABC) which is successful in increasing an anoa population. Those existing articles help the search for a process in building collaborative governance, so that it makes it easier for the authors to develop and complete the existing studies.

III. RESEARCH METHODS

This study of collaborative governance used qualitative research methods [11]. This qualitative approach was chosen because the approach tried to obtain a deep understanding about new information related to what was studied. By using this approach, it can describe the reality of circumstances or phenomena that actually occur in the field. Meanwhile, the technique of determining the informants used purposive sampling technique. Data collection was done by in-depth interviews and also reviewing documents related to the study that the researchers analyzed. The informants in this study were selected representing the government, private and the

community party involved in the collaborative governance process. Finally, the data validation in this study used data triangulation techniques following the interactive analysis guidelines by Miles, Huberman and Saldana [12].

IV. DISCUSSION AND ANALYSIS

In the last two decades, a new governance strategy called “Collaborative Governance” has emerged. The concept of Collaborative Governance has drawn the attention of academics and policy makers as an innovative strategy to respond to various problems in contemporary society. The government paradigm as the single actor and injection of managerialism principles in policy making, has shifted to the mechanism of collective decision making in order to solve increasingly complex public problems. This is due to the increasingly complex public problems that have more or less crossed the authority limits of an organization [13]. The discussion in this article will look at the process of collaborative governance in the development of the Old Kampong Maspati in Surabaya City. The process of collaborative governance is as follows:

A. Trust-Building

In its implementation, building the Old Kampong Maspati was not easy, it required the trust built between the stakeholders in its implementation. Dealing with this situation, the Surabaya City Government through the Department of Culture and Tourism began to build and establish communication with various parties such as the private party, in this case PT. Pelindo and the community around the Old Kampong Maspati. The purpose of building this communication was to build the existing trust. This was felt to be very important considering that if communication had been formed, then the trust in the implementation of the Old Kampong Maspati development program would be realized and easy to carry out.

B. Commitment to Process

When the trust was grown from several stakeholders in the development of the Old Kampong Maspati, then in order to support all stakeholders to start building the tourism of the Old Kampong Maspati, the Surabaya City Government also released a Decree Number 188.45/197/436.7.19/2018 concerning the inauguration of tourism awareness groups (*Pokdarwis*) of Old Kampong Maspati. This was used to build and encourage positive attitudes and support of the host community through the embodiment of the *Sapta Pesona* values for growth and tourism institutions in the region. In the implementation of the program, the Surabaya City Government, in this case was represented by the Department of Culture and Tourism, acted as a facilitator and encouraged the development of the Old Kampong Maspati to be successful, in addition to that the Surabaya City Government also provided training and empowerment of the Old Kampong Maspati community such as English language training and producing souvenirs for sale. Finally, the Surabaya City Government was

also aggressively promoting the Old Kampong Maspati tourism packages. Regarding the private party, in this case PT. Pelindo III was also involved and committed in the development of the kampong. This was evidenced by the budget of the Corporate Social Responsibility (CSR) that they spend. The company also provided English language training to support the development of the Old Kampong Maspati. Besides, the procurement of facilities assistance also provided by PT. Pelindo. On the part of the community, the Old Kampong Maspati community was also committed to developing the kampong with their potential such as building photo spots, children's playgrounds, cultural attractions displayed and producing various souvenirs that they sell to the guests.

C. Shared Understanding

In the process of understanding various technical aspects of groups that were already incorporated in the collaborating group, they had also discussed in detail between the existing stakeholders. Various technical aspects included: a clear mission and definition of common problems to be faced together. A clear mission was an effort to build a shared vision and mission among all stakeholders involved, that the collaboration that would be carried out required collaboration and the need to complement each other in equating perceptions and views about the development of the Old Kampong Maspati. In addition, the existing collaborative process required to form a common problem definition to see the main problems that needed to be resolved together by the actors in collaboration in developing the Old Kampong Maspati. The openness and trust that had been built and the ability to carry out the duties and functions of each stakeholder had also been applied by each actor involved in collaborative governance in developing the Old Kampong Maspati.

D. Face-to-Face Dialogue

To support the success in the development of the Old Kampong Maspati, all actors involved in the process both before and after its implementation often carried out intensive joint communication in the Old Kampong Maspati development program. The obstacle that was often encountered in the field was the unwillingness of various layers of society to be appointed to be the Chairman in charge of the Tourism Awareness Group (*Pokdarwis*) that had been formed. The communities involved were also intensely communicating in forums to discuss any needs and problems encountered in developing the program which were communicated with the Department of Culture and Tourism and PT. Pelindo.

E. Intermediate Outcomes

This process was the result of a collaborative process that was usually in the form of "small wins", strategic plans, and joint fact-finding. In the collaboration process regarding the development of the Old Kampong Maspati, the success in the development program was the success of joint ownership carried out by all elements and components of the stakeholders involved in the collaboration. With the collaboration that had

been formed and the trust of fellow collaborative members that had been built in its development, the groups that carried out this collaboration would get the results, for example the people of Old Kampong Maspati earned a considerable additional income from each visit to their kampong tourists, another impact was moved the wheels of community empowerment that continued to innovate in selling souvenirs by the villagers. On the other hand, the Surabaya City Government was an important point of success of a government in maintaining the Old Kampong Maspati as an icon of the Surabaya City that was able to move through tourist destinations.

V. CONCLUSION

The collaborative governance approach in solving a problem in a joint policy and program is considered to be very ideal. The involvement of all governance parties involving government, private and community actors in a program is considered to be very effective in solving problems, programs and policies. The collaborative governance process developed jointly by the Department of Culture and Tourism of Surabaya City, PT. Pelindo and the Old Kampong Maspati community created a climate of mutual trust in building the Old Kampong Maspati as a tourism icon in the Surabaya City. On the other hand, the development of the old kampong succeeded in boosting the economic side of the local residents. Theoretically, the collaborative governance approach was successfully applied by the Surabaya City Government in building the Old Kampong Maspati.

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