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Destination Management Strategies for Crisis Response in Kenjeran Park Surabaya

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ABSTRACT

Kenjeran Park is an urban coastal tourism destination in Surabaya facing multidimensional crises that threaten the sustainability of its management. This study aims to identify the forms of crisis experienced by the destination, analyze internal factors using the POAC framework and external factors using PESTLE, examine Hexa Helix stakeholder dynamics, and formulate an integrated, competitive crisis management strategy. A qualitative-dominant mixed-methods approach with a single case study design was employed. Data were collected through in-depth interviews with 16 informants representing the Hexa Helix elements, field observations, documentation studies, and an expert-judgement questionnaire, then analyzed using IFAS, EFAS, IE, SWOT, and QSPM matrices. The findings identified four interrelated crisis forms: environmental crisis (seasonal tidal flooding), safety crisis (the 2022 waterslide incident), operational crisis (facility deterioration), and reputational crisis (negative media stigma). The internal evaluation produced an IFAS score of 3.647 (strong) and the external evaluation an EFAS score of 3.480 (high), positioning the destination in Cell I of the IE Matrix (Grow and Build). The QSPM analysis ranked eight alternative strategies, with improving service quality and human-resource capacity as the top priority (STAS = 7.222), followed by building collaborative stakeholder governance (STAS = 6.970). A phasing strategy is proposed, prioritizing internal consolidation of safety and human-resource foundations in the short term before pursuing aggressive product and market expansion in the long term.

Keywords: Kenjeran Park, crisis management, strategic management, POAC, PESTLE, QSPM, Hexa Helix.

1. INTRODUCTION

Tourism is a system that involves interaction between tourists, local communities, and the environment in which tourism activities take place (Baloch et al., 2023), in which the destination becomes the core element that shapes the tourist experience through a combination of products, services, attractions, and cultural and natural values (Rahman et al., 2023). As a dynamic system, destinations face various management challenges which, if not managed appropriately, can develop into crises that affect the continuity of tourism activities, tourist safety, service quality, and the destination's image.

Urban coastal areas have their own management complexity because they bring together tourism functions with the characteristics of a vulnerable coastal environment. Kenjeran Park is an artificial coastal tourism destination privately managed by PT Granting Jaya on approximately 100 hectares of HPL (land-use-rights) land in Bulak District, Surabaya (Sujianto & Kwanda, 2021), with a range of attractions from Atlantis Land to the religious site of Sanggar Agung Temple. Field observations show a decline in the quality of a number of facilities, limited maintenance, and issues in the use of the area that are relevant to the tourism management obligations set out in Surabaya City Regional Regulation No. 23 of 2012 and the tourism crisis management framework under Ministry of Tourism Regulation No. 10 of 2019.

Figure 1 Kenjeran Park Visitor Data, 2020–2024



The urgency of crisis management is evident from visitor data for the 2020–2024 period, which shows a decline of 30–50%, although 2024 saw an increase in visits dominated by visitors to the Sanggar Agung Temple. The decline in the quality of facilities such as the pier, culinary area, and recreational spaces has affected the quality of the tourist experience (Pujaswara & Kuspriyanto, 2012) as well as satisfaction and revisit intention (Kartini et al.,

2024). The lack of clarity in Kenjeran Park's positioning as a marine destination, ecotourism site, or recreational park has also caused its development and promotion direction to be less focused (Albet & Indra Dewi, 2019).

In addition to operational issues, Kenjeran Park also experienced a waterslide ride collapse incident in 2022 that caused visitor injuries and the temporary closure of the ride. From the perspective of tourism crisis management, an incident develops into a crisis when its impact disrupts the continuity of the destination and demands response and recovery action (Ritchie & Jiang, 2019). Meanwhile, coastal environmental vulnerability in the form of recurring tidal flooding and sedimentation of the mangrove area adds an environmental dimension to the crisis (Agustina et al., 2023). Destination management also involves various stakeholders with differing interests and authority, making inter-actor relationships important for creating shared value (Bridoux & Stoelhorst, 2022).

Previous research has examined destination management from various perspectives, strategic management (Widjaja et al., 2025; Artana & Mau, 2025), crisis management (Ritchie & Jiang, 2019; Dewi, 2024), external environmental analysis (Khayati et al., 2025), and stakeholder collaboration (Hidayat & Pramudya, 2025; Wondirad et al., 2020), but generally separately. Not many studies have integrated the identification of crisis conditions, internal capacity, external environment, and inter-stakeholder relationships within a single strategic analysis, particularly for artificial urban coastal destinations that face crises of diverse character simultaneously. This gap forms the basis of this study, which integrates an evaluation of management functions (POAC), external environmental analysis (PESTLE), and a collaborative governance and actor-mapping perspective (Hexa Helix) as the foundation for formulating Kenjeran Park's crisis management strategy, using the IFAS, EFAS, IE Matrix, SWOT, and QSPM analytical tools.

Based on the above, the research problems include: (1) the forms of crisis faced by Kenjeran Park; (2) the internal factors influencing the crisis condition; (3) the external factors influencing the crisis condition; and (4) the management strategies that can be implemented by managers in facing the crisis. This study aims to analyze management practices and formulate a resilient crisis management strategy for Kenjeran Park through a strategic management approach, with theoretical contributions to the development of studies on tourism strategic management and crisis management for urban coastal destinations, as well as practical contributions for the managers and the Surabaya City Government in formulating more adaptive and sustainable management strategies.

2. LITERATURE REVIEW AND HYPOTHESIS DEVELOPMENT

2.1. Strategic Management

Strategic management is a blend of art and science in formulating, implementing, and evaluating cross-functional decisions to achieve organizational goals (Aliesa et al., 2024). David and David (2017) explain that strategic management helps organizations gain a competitive advantage through understanding the internal and external environment, through three stages: formulation, implementation, and evaluation of strategy. The formulation process includes the input stage (IFAS/EFAS), the matching stage (IE Matrix and SWOT), and the decision stage (QSPM). In the destination context, tourism strategic management serves as a proactive process of creating alignment between planned development and the destination's environmental conditions (Ananda et al., 2024), which interacts with internal factors such as resources, governance, and operational mechanisms (Anatan & Ellitan, 2026; Artana & Mau, 2025).

2.2. Tourism Crisis Management

A crisis is a condition in which an organization faces a serious disruption that threatens the continuity of the organization's functions and the interests of its stakeholders (Petković et al., 2023). Within an interconnected tourism system, crises can threaten business continuity, damage a destination's safety reputation, and produce economic impacts (Ritchie & Jiang, 2019). Ritchie and Jiang (2019) formulated a proactive tourism crisis management framework consisting of four phases: prevention and mitigation, preparedness, emergency response, and recovery and learning. Crises may originate from internal factors (operational failures, weak safety systems) or external factors (natural disasters, policy changes) and can become a momentum for organizational learning and strengthening long-term resilience (European Civil Protection Knowledge Network, 2024).

2.3. Stakeholder Collaboration Theory

Stakeholder collaboration refers to the process of engaging various parties in a shared decision-making space to achieve agreed objectives (Saito & Ruhanen, 2017), which includes sharing resources, responsibilities, authority, and accountability (Bowen, 2006). The effectiveness of collaboration is influenced by trust, power, commitment, and resource independence (Wondirad et al., 2020), as well as communication and consensus (Saito & Ruhanen, 2017). In a crisis context, collaboration becomes crucial because crisis response requires resources and authority across actors: government (regulation), disaster agencies (mitigation), business operators (operations), communities (local knowledge), academics (scientific knowledge), and media (public communication).

2.4. Previous Studies and Research Propositions

Previous studies show that strategic planning is important in responding to the declining management quality of theme parks (Widjaja et al., 2025), that identifying internal and external factors forms the basis for strategy formulation (Artana & Mau, 2025), and that tourism crisis management still tends to be reactive rather than preventive (Dewi, 2024; Putri et al., 2023). PESTLE analysis is relevant when used together with SWOT to identify external pressures that need to be aligned with internal capacity (Christodoulou & Cullinane, 2019), particularly in coastal destinations facing dominant environmental risks (Khayati et al., 2025). Consistent use of QSPM shows that strengthening internal capacity and governance often becomes a priority before market expansion (Mulyani et al., 2022; Mutmainah et al., 2026). Multi-stakeholder collaboration plays an important role in destination recovery (Hidayat & Pramudya, 2025), although its effectiveness is often hindered by weak coordination (Sawir et al., 2026).

Because this study is qualitative-dominant and exploratory-descriptive in nature, aimed at formulating a strategy (rather than

testing causal relationships between variables), this study does not propose statistical hypotheses but rather research propositions that guide the analysis: (1) Kenjeran Park is presumed to face a multidimensional and interrelated crisis, not a single standalone event; (2) Kenjeran Park's internal condition is presumed to have relatively dominant strengths compared to its weaknesses, though there is a gap between formal mechanisms and consistency of implementation in the field; (3) Kenjeran Park's external environment is presumed to present greater pressure (threats) than available opportunities; and (4) the highest-priority crisis management strategy is presumed not to be a product expansion strategy, but rather a strategy of strengthening internal capacity and collaborative governance.

3. RESEARCH METHODOLOGY

3.1 Research Design

This study uses a mixed-methods approach with an exploratory sequential design that is qualitative-dominant, through a single case study (Creswell & Clark, 2018). Qualitative data were obtained through in-depth interviews, field observation, and documentation studies to identify the characteristics of the crisis as well as internal (POAC) and external (PESTLE) factors. Quantitative data were used in a limited capacity to support the analysis, through an expert-judgement questionnaire to provide weights, ratings, and Attractiveness Scores (AS) for constructing the IFAS, EFAS, and QSPM matrices.

The research was conducted in the Kenjeran Park area, Surabaya City, over two months in May–June 2026. There were 16 research informants, selected purposively based on the Hexa Helix approach, covering the elements of government (the Surabaya City Culture, Youth, Sports and Tourism Agency and the Surabaya City Regional Disaster Management Agency [BPBD], 2 people), business (5 Kenjeran Park managers and 2 business operators), community (3 local residents), academia (1 academic), media (1 person from Radar Surabaya), and tourists (2 people). Data sources consisted of primary data (interviews, observations, questionnaires) and secondary data (official documents, agency reports, visitor data, news, and scientific literature), combined through triangulation techniques.

Qualitative data analysis followed the interactive model of Miles, Huberman, and Saldaña, comprising data reduction, data display, and conclusion drawing/verification. The results of identifying internal and external factors were compiled into Key Success Factors (KSF), which were subsequently assessed by expert judgement using a 1–5 importance scale and a 1–4 actual-condition (rating) scale. The weight of each factor was obtained by normalizing the average importance value so that the total weight of each matrix equals 1.00, while the weighted score was obtained by multiplying weight and rating (Score = Weight × Rating). The total IFAS and EFAS scores were then used to determine Kenjeran Park's position in the Internal-External (IE) Matrix (David & David, 2017).

The IFAS and EFAS results were subsequently combined in the SWOT Matrix to formulate four groups of alternative strategies (SO, WO, ST, WT). These alternative strategies were then prioritized through the Quantitative Strategic Planning Matrix (QSPM), in which each strategy was assessed based on an Attractiveness Score (AS) on a 1–4 scale for each strategic factor, multiplied by the factor weight to obtain a Total Attractiveness Score (TAS = Weight × AS), then summed to produce a Sum Total Attractiveness Score (STAS = ΣTAS). The strategy with the highest STAS was designated as the top priority.

4. RESULTS AND DISCUSSION

4.1. Forms of Crisis at Kenjeran Park

The study identified four interrelated forms of crisis. Environmental crisis is shown by vulnerability to seasonal tidal flooding recurring every full moon, changes in the beach's character due to sedimentation and mangrove growth blocking the sea view, and cleanliness issues in the mangrove area. Safety crisis reaches its most tangible form through the collapse of the waterslide ride in 2022, caused by visitor overcrowding and overload, exacerbated by weaknesses in occupational health and safety (K3) inspections and incomplete SOPs, as acknowledged by the tourism agency. Operational crisis is reflected in the declining number of operating rides, the closure of the food court due to an electricity-payment dispute with vendors, free access and illegal parking by local residents, and weak coordination with BPBD. Reputational crisis is a follow-on impact of the safety and operational crises, seen in media coverage dominated by the tragedy rather than the destination's development, as well as the "old-fashioned/conventional" stigma attached to Kenjeran Park's image.

This finding is consistent with Ritchie and Jiang (2019), who argue that tourism crises can originate from both internal and external factors and develop through certain stages. The character of the Kenjeran Park crisis is multidimensional, cumulative, and adaptive: environmental pressure amplifies operational disruption, operational weaknesses increase safety risk, and safety incidents trigger a decline in trust that develops into a reputational problem. This pattern aligns with the findings of Dewi (2024) that destination managers tend to apply more responsive actions than planned preventive ones, as well as Bhaskara and Filimonau (2021), who found that post-disaster learning often produces short-term responses that have not been translated into systematic preparedness for subsequent risks.

4.2. Internal Factor Analysis (IFAS)

Analysis of internal conditions using the POAC (Planning, Organizing, Actuating, Controlling) approach identified seven strength factors and five weakness factors. In the planning aspect, Kenjeran Park has diversified its attractions from beach tourism into Atlantis Land and the strengthening of Sanggar Agung, but disaster mitigation planning remains limited. In the organizing aspect, the organizational structure of the PT Granting Jaya group is fairly clear, but dual job roles and human-resource welfare issues remain obstacles. In the actuating aspect, services are operating but their quality is not yet evenly distributed across the area. In the controlling aspect, there is a layered safety system through SOPs, annual

certification, and mechanical-engineering inspections, although observation results show a gap between the formal mechanisms reported by informants and consistent practice in the field.

The IFAS matrix calculation produced a total score of 3.647, above the average value (2.50), indicating that Kenjeran Park's internal condition is classified as strong. The total strength score (2.191) is greater than the total weakness score (1.456). The highest-scoring strength factors are the layered safety system (S5) and commitment to environmental sustainability (S7), each valued at 0.379. Conversely, the highest-scoring weakness factor is inadequate control of visitor density (W2), with a score of 0.360, a factor directly related to the cause of the 2022 incident. This finding shows that Kenjeran Park's main problem is not the absence of management functions, but the gap between formal capacity and consistency of implementation, in line with David and David (2017), who argue that internal advantages only become a source of competitiveness when they are consistently translated into organizational action.

4.3. External Factor Analysis (EFAS)

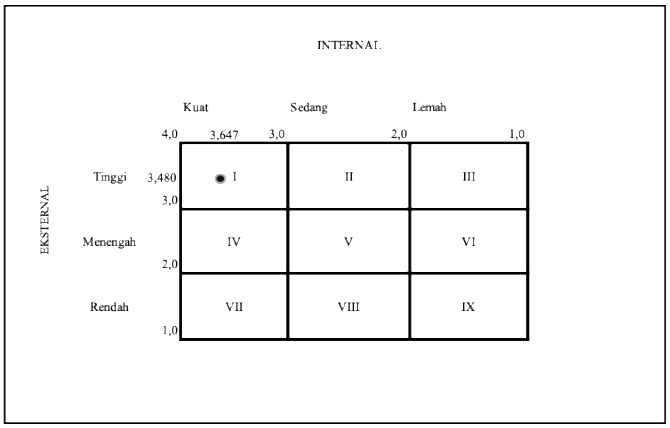
Analysis of the external environment using the PESTLE approach identified nine opportunity factors and ten threat factors. On the political dimension, government support through tourism promotion programs and potential improvements in accessibility are opportunities, although mediation of manager–community conflicts remains weak. On the economic dimension, the potential of the group-tour market and the hospitality ecosystem are opportunities, while the decline in tourist visits post-pandemic and post-incident, as well as a mismatch between price and service quality, are dominant threats. On the social dimension, community social capital and the shift toward experiential tourism trends are opportunities, but the area's negative stigma remains a threat. On the technological dimension, the viral popularity of religious landmarks on social media and support from disaster-mitigation technology are opportunities, although negative digital footprints prolong the impact of the reputational crisis. On the legal dimension, regulatory complexity and the presence of illegal settlements are threats, while the government's evaluation mechanism (the "5A" framework) is an opportunity. On the environmental dimension, the risks of tidal flooding, abrasion, and coastal ecosystem degradation are structural threats that lie beyond the manager's direct control.

The EFAS matrix produced a total score of 3.480, indicating that the external condition falls into the high category. However, the total threat score (1.954) is greater than the total opportunity score (1.526), indicating that external pressure on Kenjeran Park is relatively more dominant. The highest-scoring threat is the decline in the number of tourist visits post-pandemic and post-safety-incident (T4 = 0.242), followed by the presence of illegal settlements and activities within the area (T3 = 0.230). The highest-scoring opportunity is government support through the integration of tourism promotion programs (O1 = 0.215). This finding aligns with Khayati et al. (2025), who found that environmental aspects are a dominant external factor for coastal destinations, as well as Christodoulou and Cullinane (2019), who found that strategic success is strongly influenced by alignment between internal capacity and external pressure.

4.4. Strategic Position, SWOT, and QSPM Priorities

The combination of the IFAS score (3.647) and EFAS score (3.480) places Kenjeran Park in Cell I of the Internal-External (IE) Matrix, indicating a "grow and build" strategic direction (David & David, 2017). This position indicates that although the destination still faces threats and weaknesses, it possesses sufficiently strong internal capital such that the strategy applied should not focus solely on recovery, but also on sustainable development.

Figure 2. Kenjeran Park IE Matrix



Based on the SWOT Matrix, eight alternative strategies were formulated, covering SO strategies (experience-based product innovation; smart coastal destination digitalization), WO strategies (collaborative governance; product transformation through community collaboration), ST strategies (product differentiation and group-tour marketing; leveraging the safety system for coastal protection), and WT strategies (early-warning systems and mangrove optimization; improving service quality and human-resource capacity).

The QSPM analysis of 31 strategic factors (7 strengths, 5 weaknesses, 9 opportunities, 10 threats) produced the following priority ranking: (1) improving service quality and human-resource capacity (STAS = 7.222); (2) building collaborative stakeholder governance (STAS = 6.970); (3) smart and resilient coastal destination digitalization (STAS = 6.115); (4) early-warning systems and mangrove optimization (STAS = 6.055); (5) leveraging the safety system for coastal protection (STAS = 5.960); (6) product differentiation and group-tour marketing (STAS = 5.783); (7) product transformation through community collaboration (STAS = 5.777); and (8) experience-based product innovation (STAS = 5.414).

The top priority for the strategy of improving service quality and human-resource capacity indicates that Kenjeran Park's problem is not solely a matter of limited attractions, but rather of operational consistency and control of visitor density, directly addressing weaknesses W2 and W4 and threats T6, T8, and T9. This finding is consistent with Mutmainah et al. (2026) and Rosihun et al. (2024), who argue that strengthening quality and competency should precede the expansion of marketing strategy. The second priority, collaborative governance, confirms that some of Kenjeran Park's problems, area management, community relations, mitigation, lie beyond

the manager's independent capacity and require the involvement of other Hexa Helix actors, consistent with Collaborative Stakeholder Theory (Saito & Ruhanen, 2017; Wondirad et al., 2020).

Overall, the QSPM priority ranking shows that Kenjeran Park's crisis management should not begin with product expansion, but rather with strengthening internal foundations, governance, functional digitalization, and risk mitigation first, before product differentiation and market-expansion strategies are more optimally developed. This produces a phasing strategy: consolidation of occupational health and safety (K3)/human resources and stakeholder collaboration in the short term, followed by aggressive product and market expansion in the long term. The Hexa Helix approach identifies the specific role of each actor in supporting the priority strategy: the government facilitates coordination and 5A evaluation; the manager serves as the main implementer of SOPs and training; the community supports order and cleanliness; academics support training and applied research; the media supports image recovery; and tourists provide evaluative feedback.

5. CONCLUSION AND RECOMMENDATIONS

5.1. Conclusion

Based on the research results regarding Kenjeran Park's management strategy in facing crisis, several conclusions can be drawn. **First**, Kenjeran Park faces four interconnected forms of crisis — environmental, safety, operational, and reputational — that are multidimensional and cumulative in nature, rather than a single standalone event. **Second**, the internal factor evaluation (POAC) produced an IFAS score of 3.647 (strong), with the main strengths lying in attraction diversification, a layered safety system, and environmental commitment, while the main weaknesses lie in the control of visitor density and a planning orientation that remains reactive to past crises. **Third**, the external factor evaluation (PESTLE) produced an EFAS score of 3.480 (high), with threats being aggregately more dominant than opportunities, particularly the decline in tourist visits and area-governance issues. **Fourth**, the IE Matrix places the destination in Cell I (Grow and Build), yet the QSPM results for the eight alternative strategies show that the top priority is not product expansion but rather improving service quality and human-resource capacity (STAS = 7.222), followed by building collaborative governance (STAS = 6.970). Accordingly, Kenjeran Park's crisis management needs to be implemented through a strategy phasing: internal consolidation of occupational health and safety (K3)/human resources and stakeholder collaboration in the short term, before aggressive product and market expansion in the long term.

5.2. Recommendations

This study has limitations because it uses a single case study design, meaning its results are contextual and cannot be directly generalized to other destinations, and it relies on expert-judgement assessments that may carry an element of subjectivity, although this has been minimized through data-source triangulation. Future research is recommended to test performance indicators for the implementation of the formulated strategies, to compare Kenjeran Park with other urban coastal destinations, and to conduct an impact assessment of the phasing strategy's implementation following its execution in the field.

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