

Collaborative governance in tourism development in the city Surabaya after pandemic

Bayu Priambodo

Universitas Pembangunan Nasional "Veteran" Jawa Timur, Surabaya, Indonesia, email: bayu.p.adneg@upnjatim.ac.id

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ABSTRACT

The tourism sector in the pandemic era is the sector most affected. So far, the development of the tourism sector, especially in big cities, has only focused on government and private actors. In big cities, there are two groups of people: local communities and urban communities. This community group in the tourism development process was never involved. Surabaya is one of the second largest cities in Indonesia, where the development of the tourism sector is carried out quite massively. From this problem, the researcher wants to see how the collaborative governance process in the city of Surabaya is. This study used qualitative methods, and data search techniques were carried out through in-depth interviews. Data analysis in this study uses the collaborative governance theory of Ansell and Gash. The results show that collaborative governance in Surabaya has not been synchronized between fellow actors. It can be seen from the government actors who have two tourism promotion institutions, but these two institutions are still running independently. The community actors are also not involved in the tourism development process, which can be seen from the people who do not know when there is tourism development in the area where they live. Meanwhile, private actors who act as developers in the development process do not use local communities as workers. Post-pandemic collaborative governance in developing societies cannot run effectively because their resources are less than optimal.

Keywords:

Tourism Development; Collaborative Governance; Surabaya City

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INTRODUCTION

The development of the tourism sector is one of the supporting sectors of the economy, where the tourism sector plays an important role in post-pandemic economic recovery. The tourism sector can be interpreted as an agent of cultural change that affects individuals, groups, and ways of thinking. So tourism development must have careful planning because if it does not have a strategic plan, it will hurt the community's social conditions. One of the factors of post-pandemic tourism development that has a positive impact on the community is the development of appropriate tourism; collaborative governance is one of how tourism development is carried out because here, the government is not the sole actor.

The development of a city is currently very important to support various activities in the city, especially in the tourism sector. Current developments must have an identity, including products or services with a strong brand and a city (Anholt, 2005). Communication is very important in carrying out tourism development. The success or failure of tourism development depends on the government's strategy in marketing the tourism sector. Tourism development has now become mandatory for every city in Indonesia. This is useful so that the identity of these cities is not lost and can also increase the tourism sector.

The role of the community is very important in the tourism development of a region. This community effort can create livelihoods encouraging people to participate in environmental conservation. Following the government's strategy, tourism development is linked to community participation, and tourism development must be able to increase community opportunities to benefit from development activities (Priambodo & Chabibi, 2021). Tourism contributes to the welfare of society.

Community participation is very important for tourism development in modern times like today (Hardianto et al., 2020). The government is no longer the sole development agent with adequate community participation. Political parties and non-governmental organizations are important lobby groups to force the government to involve them and the community in the planning and implementation of development (Priambodo & Manggalou, 2021). This is called a cooperative government, a government that is involved in formal forums with the participation of Non-Governmental Organizations and the community to achieve goals on a common problem. Non-Governmental Organizations and the community participate and collaborate and have clear divisions.

The tourism industry in the digital era, as it is today, is very competitive (Sujana, 2021). Many countries and city-level tourism destinations offer their respective advantages to attract tourists (Sutana & Paramita, 2021). Currently, tourist destinations do not only rely on buildings, monuments, or natural beauty but also lead to art and culture. This arts and culture-based tourism development makes many actors have to be involved in it because it is an interesting experience (Fitriana et al., 2020). The development of culture-based tourism began to develop in the city of Surabaya. Several groups have involved the community in the tourism development process on cultural tourism. One thing that has been seen in the city of Surabaya is the existence of a *parikan* village where in the village when speaking, *parikan*, or rhymes in the Surabaya language exist in every village (Resmawa & Masrurroh, 2019).

The existence of arts and culture-based tourism provides many benefits for the community. There are three benefits to the existence of art and culture-based tourism, first is a strategy to maintain traditional cultural values in the area, considering that many young people now have started to forget their traditions and culture due to digitalization (Priambodo, 2021). Second, it can be made to introduce local culture to the wider community both at home and abroad. Third, the existence of arts and cultural tourism activities can move the economy of the surrounding community so that it can provide added value. However, to develop arts and culture-based tourism, many must be involved because what is sold is not buildings or objects but the people in the tourism.

The city of Surabaya, in addition to offering arts and culture-based tourism, also offers history-based tourism. There are a lot of historical relics in the city of Surabaya. One of the most famous is the hero monument. Here the tourists are given insight into the history of Indonesian independence. In addition to the hero monument, there are many other historical-based tours such as the HOS Cokroaminoto house and the WR Supratman museum. Next is nature tourism, where Surabaya uses the existing river as a city tour by

boat. Nature tourism in Surabaya is a new concept where we use a boat to surround the city of Surabaya.

Furthermore, the last is modern tourism. Surabaya has long been known as an industrial city, one of which is the existence of the modern industry. Many malls in the city of Surabaya offer rides for games. One of the modern tours that have just opened is snow tourism in the tropics, which was just opened in August 2018. With quite a lot of tourism in the city of Surabaya, it is necessary to involve many parties in managing this tourism. There needs to be cooperation between actors in the tourism development process, one of which is by using the concept of collaborative governance, where the concept of collaborative governance is not only the government that works in the tourism development process but also involves the community and the private sector.

Collaborative governance has been implemented in various countries, including Indonesia, so many researchers have focused their research on Collaborative governance, one of which is Cintantya Andhita Dara Kirana's research, Rike Anggun Artesia with the title Collaborative governance-based tourism village development in Batu City (2020). This researcher seeks to see the role of actors and cooperation in forming a collaboration in the development of tourist villages. The results showed that the development of tourist villages in Batu City involved the private sector, academia, and the media and encouraged community participation through empowerment (Kirana & Artisa, 2020). Putu Nomy Yasintha's research looks at how tourism development in Gianyar Bali uses collaborative governance. The study results show that they still only rely on the government, and the contribution from the private sector is still minimal. In addition, there are no clear rules from the traditional village side, so the community does not have a clear role (Yasintha, 2020). Rintan Mirza Diani's research focuses on the implementation of lava tour-based tourism. The study results indicate that the collaboration process between actors is still not running together (Mirza et al., 2017).

The various studies above show the role of various actors in the concept of collaborative governance in tourism development. This research tries to fill the void by focusing on post-dumping collaborative governance-based tourism development, especially in big cities, because the impact of the pandemic will be felt especially in large industrial-based cities where one of the cities most affected by the tourism sector is the city of Surabaya.

METHOD

This study uses a qualitative approach to explain collaborative governance in tourism development in Surabaya. The data search process was carried out by in-depth interviews with actors representing the government, namely the Surabaya City Tourism Office, to obtain an overview of the tourism development process. Qualitative data analysis was conducted in this study using a verification process from data sources (informants). Interview data obtained from informants then interpret according to research needs using interpretative methods.

RESULT AND DISCUSSION

Collaborative governance does not just appear because of the initiatives of various actors that encourage cooperation and coordinated resolution of problems faced by citizens. Collaborative governance emerged as a response to the failure of implementation, high costs, and politicization of regulations. Collaborative governance emerged in an era of governance models where a growing society forced the government to deal with more complex problems (Prabowo et al., 2021). On the other hand, the government also has limited time to solve these problems, so it requires cooperation from outside parties (Charalabidis, Yannis, 2012).

Collaborative governance emphasizes the synergy between government and non-state stakeholders such as communities, non-governmental organizations, or businesses because of its cross-border nature (Huxham et al., 2000). Ansell and Gash define Collaborative governance as a new governance strategy that brings together different policymakers in the same forum to build a common consensus. Furthermore, Ansell and Gash define Collaborative governance as a governance arrangement in which one or more public institutions have direct participation from non-state parties in a formal, consensus-based, and consultative collective decision-making process to create or implement public policies and program management. Alternatively, publicly owned (Ansell & Gash, 2008).

Emerson offers a broader definition of collaborative governance, explaining that the concept includes processes and structures for decision-making and public policy management that constructively engage people across the public authority, government, government, public, private, and civil sectors. Seek solutions because common goals cannot be achieved (Emerson et al., 2012). Donahue's more alternative definition of cooperative governance in which the government is not the only actor in policy development and implementation should initiate collaboration. Instead, the process can be more informal and result from a concerted effort by public and private actors, each using a degree of discretion to advance mutually stated goals for all parties involved in the decision-making process. Meanwhile, Robertson and Choi define cooperative governance as a collective and fair process in which each participant has considerable decision-making power, and each stakeholder has an equal opportunity to reflect their aspirations in the process (Robertson & Choi, 2010).

According to Donahue and Zeckhauser, Collaborative governance is a condition in which the government meets public needs through collaboration between organizations and individuals. The same thing was also expressed by Hartman, where Collaborative governance is a process that involves various relevant stakeholders to promote the interests of each agency to achieve common goals (Hartman et al., 2002).

Collaborative governance can be regarded as one of the types of governance. This concept states the importance of a condition where public actors and the private sector (business) work together in certain ways and processes to produce legal products, rules, and policies that are right for the public or society. This concept shows that in the administration of government. Public actors, namely the government, and private actors, namely business organizations or companies, are not separate and work independently but work together to benefit the community.

Collaborative governance is an instrument used to solve a problem. Collaborative governance is the right instrument to confront the problem because Collaborative governance creates "common ownership" of the problem. Various actors have different perspectives on viewing a problem. It is not easy to create an understanding between the actors' roles. Collaborative governance acts as a mediator so actors can formulate a common understanding of a problem.

Collaborative governance in the process is not only the government that becomes the sole player but involves many actors involved. Collaborative governance, which is implemented for tourism development in East Java, does not seem to involve the role of the community. In the concept of Collaborative governance, the role of the community is very important because it acts as an accelerator.

Collaborative governance emphasizes the importance of collaboration in tourism development to realize innovation supported by various resources that interact synergistically. Academics are a source of knowledge. They have concepts and theories for developing businesses to gain a sustainable competitive advantage. The community is people

who have the same interests and are relevant to the business being developed. The government is one of the stakeholders who have regulations and responsibilities in developing business. A business is an entity that has activities to process goods or services into value. At the same time, the media are stakeholders with more information to develop the business and play a strong role in promoting the business (Lindmark et al., 2009).

Collaboration means working together or cooperating with other people. This implies that actors, individuals, groups, or organizations cooperate in some activities. In collaborative governance, according to Ansell and Gast, an arrangement that regulates one or more public institutions together with non-state actors and stakeholders is directly involved in a collective decision-making process that is formal, consensus-oriented, and deliberative aimed at making or implementing policies. Public or manage public programs or assets. So, according to Ansell, several aspects of the collaborative governance process for developing the tourism sector in Surabaya.

The first is the face-to-face dialogue where Collaborative governance is built directly by each stakeholder. This direct dialogue is crucial to find a match to maximize opportunities and mutual benefits. This face-to-face dialogue is not a negotiation that is just a formality, but this direct dialogue minimizes antagonism and lack of respect between stakeholders. With this direct dialogue, it is hoped that stakeholders can work together for tourism development in Surabaya.

This direct dialogue in tourism development in Surabaya is seen in the art parade. An art parade is an annual event for the City of Surabaya as long as there is a face-to-face dialogue to discuss the event. In this case, finding a match in the implementation of the art parade is a collaboration using social media to inform the art parade event. This art parade uses the social media Sparkling Surabaya, @Surabaya, and *sapa Warga* Surabaya.

Running the art parade, the Surabaya City tourism office held a dialogue that the event would last for three months from start to finish. In the dialogue, it was decided that the art parade would be carried out virtually using social media owned by the Surabaya city government. This is because the situation is currently experiencing a pandemic, so there is a dialogue that the event for the art parade in 2020 must be done online because it is impossible to gather a large crowd to see the art parade.

In addition to the art parade, which held face-to-face dialogue, there was another dialogue about the promotion of culinary tourism places where this was a dialogue with the trade office. Small and medium enterprises are under the task of the trade office, but they can be attractive tourist attractions and increase regional foreign exchange. So that there is a dialogue between the trade office and the tourism office in promoting culinary tourism in Surabaya. In this case, decide that the tourism office will post culinary tourism spots in Surabaya on their social media accounts. That way, tourists who want to visit culinary tourism in Surabaya can find information on the social media of the tourism office. This face-to-face dialogue will reduce the antagonism between stakeholders so that they can find common goals between stakeholders.

Face-to-face dialogue is the main requirement in the collaboration process because this is the initial stage in the collaboration process. With face-to-face dialogue, each actor will get to know each other so that a sense of trust will begin to emerge, as happened in the tourism development of Surabaya, where the government started to have a dialogue with other actors so that relationships can be established between actors. Considering this process is the earliest stage to foster mutual trust between actors and others.

The second is trust building, where there must be a sense of trust in every collaboration or collaboration. The collaboration process is not only about negotiation, but building mutual trust is a very important aspect. Building trust in the collaboration process must be done as

quickly as possible where the collaboration process was first carried out. This is so that stakeholders do not experience egocentrism between institutions. To build this trust, a leader who understands the importance of trust in the collaborative process is needed.

Building trust in tourism development in Surabaya is seen in helping each other promote events owned by each agency. In this case, the trade office has an event about Surabaya culinary tourism. When there is a Surabaya culinary tourism event, the tourism office promotes the event so that many tourists come to the Surabaya culinary tourism event. This gives each agency a sense of trust in helping promote the tourism sector. Things like this must continue to be done to maintain the trust of stakeholders.

Here you can see how the actors work together. Regarding culinary, which is especially the responsibility of the trade office, because the trade office does not have a promotion strategy that uses social media, we collaborate with the public relations of the city of Surabaya to promote using social media. Not only collaborating with the public relations of the city of Surabaya but also collaborating with local media in conducting promotions. Here, the role of local media is quite large in promoting culinary tourism because currently, many young people are digitally literate, where when they want to find references to tourist attractions, the main source is through digital platforms.

The use of local media has quite a big impact on tourism development, but what most people know about culinary tourism is using influenza or people who use social media to do food reviews. How many young people are reviewing food so they can all make promotions about food. One of them is what is done by the owner of IG @wisatakulinersurabaya, where the city government collaborates so that the Instagram account contains a lot of culinary in the city of Surabaya. With this, people will no longer be confused when they go on a culinary tour because they only need to open their smartphones and look for reference sources for culinary tours.

Social media has a big impact on tourism and the merchants themselves because when their cuisine is included in the content, after a few days, their wares are invaded by tourists hunting for culinary delights. Initially, those who came to buy their wares were local tourists; most of them were residents of Surabaya themselves or residents outside Surabaya who lived in Surabaya, for example, those who were studying or working in Surabaya. Nevertheless, the longer they buy their wares, the more residents who come from outside the city, for example, when visiting Surabaya. So social media is quite helpful for promoting tourism development in Surabaya, especially social media with many followers. This will be very helpful for tourism development.

The use of social media is indeed quite helpful for promoting tourism development but can also be something that can interfere with development itself. Several cases of postings made by the agency do not follow the agency's duties. Things like this make the level of trust in the public decrease. Suppose an agency has to take care of the transportation sector. In that case, it should also provide transportation information instead of information irrelevant to the transportation sector. However, if it is an event from the city government, it is permissible to post something somewhat less, following the duties of the service. If in a pandemic situation such as the transportation department may post about the vaccination program because it is a program for all institutions. Nevertheless, it would be better if the transportation agency helped make posts on routes to get to tourist attractions to help tourists reach their destinations.

The transportation office can post in terms of tourism development which routes must be passed by tourists when they want to go to tourist places. For example, when a tourist is at the Bungurasih Terminal and wants to go to the Sunan Ampel tomb, the transportation service can choose which house to pass if you go to the Sunan Ampel tomb from the

Bungurasih terminal. Because currently, the transportation agency also manages the Surabaya bus, where this transportation is free transportation that anyone can use. Of course, this free transportation will be very helpful for tourists with a low budget so that they can go anywhere for free. This is, of course, very helpful for tourists because the concept of free transportation is widely used in foreign countries so that they can transport tourists for free. As happened in Kuala Lumpur, where the government provides free transportation for tourists, the route is through tourist attractions close to each other. So it would be better if the post of the transportation agency also posted transportation related to tourism.

Trust building is also seen in how each agency cooperates in solving problems. If a problem occurs in the city of Surabaya, all agencies must participate in solving it. For example, it occurs in the process when there are children who drop out of school. So when there is a dropout problem, it is not only the authority of the Education office but also the social service and others. So that when a problem occurs, all institutions take part in handling it. For example, in terms of tourism development, it is also not the main task of the tourism office but also the public works department and the public relations department. All must work together in developing tourism vehicles, especially those run by the government.

Moreover, if the private sector carries out tourism development, the investment office must participate because all permits must go through the investment office. Currently, Surabaya is building many hotels where the hotel is included in the tourism department and investment so that the regional income of the city of Surabaya is increasing. There needs to be synergy in every collaboration carried out by many parties.

The third is the Commitment to the process. After face-to-face dialogue and mutual trust, the next step is building Commitment to a strong relationship in the collaboration process. Commitment is a motivation to get involved or participate in collaborative governance. Strong Commitment from every stakeholder is needed to prevent collaboration failure while it is running. Commitment is the responsibility of each stakeholder so that they see the relationship carried out as a new thing, and this responsibility needs to be developed.

The Commitment to developing the tourism sector in Surabaya can be seen when the tourism office continues to use the Surabaya sparkling branding in the tourism promotion process. This is because in building tourism, a city must show its identity of the city. The development of this identity can be seen in the slogan Sparkling Surabaya, which shows that Surabaya is Sparkling. This Commitment must be maintained because Sparkling Surabaya is a collective agreement stated in the 2006 Surabaya mayor's regulation which stipulates that Surabaya's slogan is Sparkling Surabaya.

This Commitment became increasingly clear in 2016 in Surabaya issued the Proud Surabaya tagline, but the tourism office continued using the Sparkling Surabaya slogan. Because maintaining commitment in this collaboration process is very important. On the other hand, local government organizations issued a new tagline for tourism promotion using the tagline "Proud of Surabaya." This, of course, violates the Commitment that has been made together that the tagline of the City of Surabaya is Sparkling Surabaya.

It takes a long discussion in the process of making this tagline. The City of Surabaya has used sparkling Surabaya since 2006, so whether it needs a rebranding or not. It is planned that this rebranding process will be carried out this year by involving many parties. Not only the tourism office but all local government organizations must be involved. The process of making this branding is quite long because it must be thought out and formulated carefully. Not just in making a branding. So when it is decided, there must be a commitment to keep it running.

The process of making this branding must involve many actors. The government is involved, and there must also be academics and other parties. The academics must be

involved because they have the ability in the process. They have concepts and theories in the branding process so that when it is carried out, it will make the branding immediately known by the wider community. Making branding must be easy to remember and have the value or identity of a city. When the branding is mentioned, it must be able to describe the city's identity. So we need a concept and Commitment in making the branding. Branding has a big enough role in building a city because it is the spearhead of a promotion.

Many cities or countries in the world use branding in building tourism. For example, what is done in Singapore or Malaysia, where their tourists are almost twice that of Indonesian tourists, even though if you look, there are still many tours in Indonesia that are better than in Malaysia or Singapore. However, due to the right tourism development strategy, tourism can be built properly. Singapore and Malaysia use branding strategies in building their tourism. Singapore, in this case, makes an icon that with this icon people will assume that it is Singapore by using the symbol of a lion with a fish body. If they see a lion with a fish body, they will surely immediately imagine the country of Singapore. Meanwhile, Malaysia uses the Petronas twin tower icon, where people will immediately know if the twin towers are the country of Malaysia. So this icon is very important in the process of tourism development. Because of the icon, most people will know what country this is.

The city of Surabaya itself already has an icon that is quite well known to the local and international community. Surabaya has two icons that can be used for tourism development. The first is related to the name Surabaya, which means sharks and crocodiles already well known in the community. Furthermore, the second is related to history, namely the hero monument, where the wider community already knows Surabaya as a city of heroes. The two icons can be used by the city government as an icon for the city of Surabaya so that people, when they see an icon, will immediately get the most out of the city of Surabaya.

Of course, the selection and use of this icon must be consistent. When an icon has been set, all parties must be consistent. One of the countries that have high consistency in tourism development is Thailand. The consistency of the Thai state in building tourism, especially culinary, began in the 1980s and is now. If we go anywhere in the world and see a Thai restaurant, the name of the restaurant must use the THAI prefix as the restaurant name, and they have been doing this since the 1980s. The Thai government has a program to provide subsidies to Thais who open Thai cuisine abroad but on the condition that their restaurant name must initially use the word THAI. So with the consistency of the program carried out by the Thai government, Thai cuisine can be famous throughout the world until now.

A commitment must be carried out continuously so that the results can follow the plan. Here the Commitment to developing Surabaya tourism becomes somewhat constrained because the two institutions run different promotions. The two services are the tourism and public relations offices of the city of Surabaya. They walk independently of each other without any previous dialogue. So, these different commitments will slightly disrupt tourism development in Surabaya.

Fourth is shared understanding, where the stakeholders must share their understanding of what they can achieve in the ongoing collaboration process. This sharing of understanding can be realized as a common mission, common goals, common vision, and the same ideology. Sharing understanding can have implications for mutual agreement to overcome a problem in the collaboration process.

Sharing understanding in the collaborative governance process is very important, where the tourism development process in Surabaya needs a redesign. Sparkling Surabaya's slogan needs to be updated, so there needs to be a sharing of understanding in the redesign process. This redesign process needs to involve many stakeholders and discuss their ideas with each other to see if the Surabaya sparkling tagline is still relevant to be used in the

tourism promotion process in Surabaya, where it was decided that the process of redesigning the Surabaya sparkling tagline will be carried out no later than 2022 or in 2023 by looking at the current pandemic situation.

Making taglines in tourism development must have a dynamic, not static, nature. Where must we be able to follow the development of the era that is happening at this time? Currently, many regions are competing to promote tourism in their area, so this redesign process must be able to show the identity of the city of Surabaya from other regions. After showing that Surabaya is sparkling, it will be formulated again that Surabaya shows what kind of city again. For this reason, it is necessary to share an understanding that will show what Surabaya will look like in the future, so stakeholders need to provide their understanding.

Sharing understanding in tourism development is very important because there is no single actor in collaborative governance, but all actors must work together. This makes each actor must understand and understand each other. Because if you understand each other, the communication process will be easier. For example, the character of an actor engaged in bureaucracy will usually be the opposite of an actor from the private sector. Actors from the bureaucracy more often use procedures, while those from the private sector will prefer not to use procedures. Likewise, academic actors prefer to use concepts, theories, or data, while the private sector prefers to use direct execution.

Actors from the government here, the main role is the regulator, the private actor is the executor, and the academician is the drafter. Actors from the community are the counterweight, while those from the media are promotions. These five actors must synergize with each other in the tourism development process. So the process of sharing mutual understanding is also very important in tourism development.

Fifth, Intermediate outcomes are the last stage in the collaboration process. Intermediate outcomes are continued results of the collaborative process, which are manifested in the form of tangible outputs. The result of this process is critical and essential in developing the momentum that can provide direction for the success of a collaboration. Intermediate outcomes exist when goals are possible and provide benefits from the collaboration process, which are relatively real when "small wins" can occur in the collaborative process.

The tourism development process in collaborative governance shows that a redesign of the Surabaya sparkling tagline is needed. So there is a local regulation stipulating the future direction of tourism development in Surabaya. So that it can be used as a guide in the process of further tourism development. Unlike today, there are different slogans in promoting the tourism development process in the city of Surabaya. Of course, this output must be approved by all stakeholders involved in tourism development, and there must be a commitment to continue to carry out the joint decision so that the common goal can be achieved.

This intermediate outcome is how this collaboration process produces something that is agreed upon by all parties. In this case, all parties involved in the collaboration process see that tourism development must be carried out after this pandemic as soon as possible because it can support people's lives. This collaboration process shows that in terms of branding strategy, there needs to be a change in city branding or not. If necessary, it will be changed to what and, if not, which tagline will be used. Do you still use sparkling Surabaya or switch to be proud of Surabaya. This will be an evaluation material for every stakeholder participating in the tourism development process.

CONCLUSION

Collaborative governance in tourism development in Surabaya is still focused on government actors. This illustrates that the collaborative governance process has not been able to run well because it seems that the actors and institutions are still not in sync. In the government actors themselves, there is still no agreement on which tagline or slogan will be used. There are two slogans for promoting tourism in the city of Surabaya: "proud of Surabaya" and "sparkling Surabaya." There must be an agreement between government actors on what to use in tourism promotion. When there is a mutual agreement, there must be consistency between actors. That way the process of tourism development in the city of Surabaya can run even better.

The community itself has not had a major involvement in the tourism development process, where the community is only used as an audience for the tourism development process. Meanwhile, the private sector only focuses on modern or artificial-based tourism development, even though Surabaya is a city full of history but is increasingly being displaced by modern buildings built by the private sector. From the media side, they have not optimally collaborated in the post-pandemic tourism development process.

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