

COLLABORATIVE GOVERNANCE IN ENHANCING SURABAYA'S TOURISM THROUGH SISTER CITY COOPERATION

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ABSTRACT

This research was written to analyze the collaboration of actors involved in sister city cooperation between Surabaya City and Kitakyushu City in developing Ecotourism Mangrove Wonorejo to become one of the tourist destinations that can contribute to improving Surabaya's tourism sector during the COVID-19 pandemic. As previously known, since the COVID-19 pandemic there have been many sectors affected and caused losses, one of which is the tourism sector. Surabaya city is one of the cities whose tourism sector development is also affected by the COVID-19 pandemic, this is evidenced by the many tourism destinations of Surabaya city that were closed during the COVID-19 pandemic, one of which is Ecotourism Mangrove Wonorejo. Although closed, when the easing of PPKM Ecotourism Mangrove Wonorejo is one of the tourist destinations that opened and became an alternative tourist destination during the COVID-19 pandemic. In the study that uses qualitative research methods with the use of the concept of Collaborative Governance and Sister City, the results of this study will explain the collaboration between the Surabaya City Government, Kitakyushu City Government, private parties, the public, and agencies / academics in realizing the improvement of Surabaya tourism sector during the COVID-19 pandemic through wonorejo mangrove forest ecotourism.

Keywords: Collaborative Governance, Surabaya City, Tourism, Sister City

INTRODUCTION

The COVID-19 pandemic is an outbreak caused by the SARS-CoV-2 virus. The outbreak caused by an extraordinary event in Wuhan City, China in 2019 has spread to all countries in the world, not least in Indonesia. In Indonesia, the COVID-19 case was first discovered on March 2, 2020, precisely found in two Indonesian Citizens (WNI) domiciled in Depok City. As of 2021, 219 million cases of COVID-19 have been detected worldwide, and have claimed 4.55 million lives across the hemisphere. In Indonesia alone to date has been detected as many as 4,219,284 cases, with the death toll as many as 142,173 people.

Not only claiming victims, the COVID-19 pandemic has caused a lot of losses or negative impacts that must be borne by all countries in the world including Indonesia. Due to the COVID-19 pandemic, Indonesia is one of the countries affected by this virus. Almost all sectors in Indonesia are affected. Not only the health sector is affected by this viral pandemic, the employment sector, the economic sector, the tourism sector, and almost all important sectors in Indonesia.

One of the sectors that was severely affected during the COVID-19 pandemic was the tourism sector. This is due to the enactment of Restrictions on Community Activities or commonly called PPKM. With the enactment of Restrictions on Community Activities (PPKM) this resulted in many tourism destinations that were forced to close due to the provisions during the enactment of Restrictions on Community Activities (PPKM). As well as increased travel restrictions, the cancellation of major events or events and several other things.

Due to the many restrictions carried out by the Government of the Republic of Indonesia through the enactment of Restrictions on Community Activities (PPKM). The purpose of the enactment of Restrictions on Community Activities (PPKM) by the Government of the Republic of Indonesia is none other than to suppress the spread of COVID-19 virus transmission, and control the capacity of hospitals so that there is no departure of patients due to COVID-19 or *over capacity*. Based on the statement regarding the purpose of the enactment of Restrictions on Community Activities (PPKM) in Indonesia, it is no wonder all tourism destinations in all cities in Indonesia are experiencing closures, including tourist destinations in Surabaya.

Surabaya City is one of the cities located in East Java Province, which is not spared from the negative impact of the COVID-19 pandemic. During the COVID-19 pandemic, Surabaya was also among the cities that imposed PPKM during the COVID-19 period in East Java. The city of Surabaya also had been a city that was quite attention-grabbing, this is because the city of Surabaya had become a city that recorded positive confirmed cases quite high in East Java Province. This is evidenced by data in August 2020, recorded as many as 3,447 cases in the city of Surabaya confirmed positive COVID-19.

Based on previous information, it is no wonder all tourism destinations in Surabaya city experience closure during PPKM. Although the city of Surabaya has never *branding* its city as a tourism city, Surabaya has several tourism

destinations that are often visited by tourists. Starting from natural tourism, culinary tourism, historical tourism, educational tourism to religious tourism. Although the city of Surabaya has a wide choice of tourist destinations, but in this research, the tourist destination that will be used as an example of case study is Wonorejo Mangrove Forest Ecotourism.

Wonorejo Mangrove Forest Ecotourism is one of the tourist destinations located in Surabaya. Mangrove Forest Ecotourism is a tourism destination whose initial purpose of the creation of Wonorejo mangrove forest area is to prevent abrasion in the eastern region of Surabaya. But with good management from the Surabaya City Government, involving various parties, currently Wonorejo mangrove forest conservation area is turned into one of the ecotourism-based tourist destinations.

In developing Wonorejo mangrove forest ecotourism, the Surabaya City Government made various efforts to support the process of developing Wonorejo mangrove forest ecotourism, one of which is to cooperate sister city. *Sister city* cooperation is a concept of cooperation produced through paradiplomacy studies which has a definition of cooperation agreement between two cities, provincial, state or prefectural level areas that have one or more characteristic similarities where the two regions exist in two different countries. *Sister city* cooperation is carried out to develop the economic sector, culture, finance, science and technology, education, health, and several other things or in short the purpose of this cooperation is to develop the potential owned by the city involved in the cooperation.

Surabaya is one of the cities in East Java Province that runs *sister city cooperation*. Surabaya began its sister city partnership in 1992 with the City of Seattle, United States. Until 2021, Surabaya city has established sister city cooperation with 14 cross-country cities with a variety of cooperation focuses. Some of the focus of the sister city cooperation sector of Surabaya city includes the sectors of economic development, education, environment, tourism and several other sectors. One of the cooperation partners of sister city Surabaya city government is Kitakyushu City. The cooperation, which began in 1997 and increased and became a sister *city* cooperation in 2012, has a working focus on the environmental development sector.

Through sister city cooperation between the Surabaya City Government and the Kitakyushu City Government has stated that in developing its potential, the Surabaya City Government has engaged and collaborated with several actors to realize the development of Surabaya City. Through this cooperation, there has been a lot of *output* produced through the work program of the sister *city* cooperation of the two cross-country cities, one of the *outputs* produced is the development of Wonorejo Mangrove Forest Ecotourism.

Research on *sister city* cooperation has been widely researched by academics to students. This is due to the many positive impacts or benefits caused by sister city cooperation on the development and progress of a city. Through research conducted by Sari and Hudalah (2013) Showing the success of *sister city* cooperation in Surabaya city in carrying out sister city cooperation, in this study also answered about sister city cooperation itself which includes procedures, benefits of sister city *cooperation*, and output produced. Another study describing *sister city* cooperation conducted by Ahzani et al. (2020) also explained about sister *city* cooperation as a product of **paradiplomasi studies that can be used as a means and solution in terms of capacity building, learning, and economy.**

Not only paradiplomacy studies, in research will also add the concept of *collaborative governance*. Through this concept, the author tries to explain which actors are involved in this sister city cooperation and the collaborations they create to realize the targets or goals of *sister city cooperation*. *Collaborative governance* itself is a concept that describes the collaboration created between public actors (government), private, and community in terms of organizing the government process. This concept usually serves to explain the collaboration created between actors involved in a cooperation to meet the goals or *targets* of the cooperation, and through the concept can also be interpreted as an effort and government response to deal with public problems in the area. Research conducted by Ansell and Gash (2007) also explained the theory and practice of the concept of *collaborative governance* in implementing public policy and managing public programs and assets, and through statements from Ansell and Gash (2008) in their follow-up research, the two researchers explained the emergence of the concept as an effort made to solve unresolved problems through application of conventional theories. Another study is a study conducted by Wahyuni (2021) explaining the use of the concept of *collaborative governance* in researching case studies of sister *city* cooperation with Kitakyushu City, and wants to explain the results of the concept in achieving the target of sister *city* cooperation between the two cities across countries.

Based on previous research that has been submitted, research or research that uses a combination of *collaborative governance* and paradiplomasi concepts as a research foundation. The research shows the collaboration between all parties involved in a cooperation, and shows the impact of *output* generated through the work program of a cooperation that will affect a sector. Based on some previous sources, this research will explain the collaboration of actors involved in one of the work programs of Surabaya's sister *city* cooperation with Kitakyushu City, namely the development of Wonorejo Mangrove Forest Ecotourism. Through the *output* generated by the Wonorejo Mangrove Forest Ecotourism development work program, it will later affect the development of Surabaya's tourism sector during the COVID-19 pandemic.

METHODS

This research will discuss the collaboration carried out by public actors (government), private and community in developing one of the work programs of the Surabaya City Government's sister city cooperation with the Kitakyushu City Government, namely developing Wonorejo Mangrove Forest Ecotourism. Furthermore, after it is proven about the collaboration between the actors involved in the cooperation, the results of this study will end with the impact generated by the work program of the Surabaya City Government's cooperation with the Kitakyushu City Government on the tourism sector of Surabaya City, especially during the COVID-19 pandemic. Wonorejo Mangrove Forest Ecotourism is one of the tourist destinations located in Surabaya City which is included in the work program of sister city cooperation in Surabaya together with Kitakyushu City in the focus of environmental sector development cooperation.

This research will use descriptive research types with qualitative approaches. In a research journal written by Zellatifanny and Mudjiyanto (2018) explained that descriptive research type is a type of research that is used with the aim to explain and clarify a phenomenon by describing the case study studied. This type of descriptive research is also often supported by qualitative approaches. Qualitative approach itself is an approach used to a case study (research subject) in which the case study becomes the main instrument in the research. Furthermore, the results of the study will be explained in detail and emphasize the meaning of generalizations. This is supported by Sugiyono's statement (2011) on the research of Muhammad (2013)

“Metode Penelitian Kualitatif adalah metode yang berdasarkan pada filsafat postpositivisme, sedangkan untuk meneliti pada objek alamiah, dimana peneliti adalah sebagai instrumen kunci, teknik pengumpulan data dilakukan dengan cara triangulasi (gabungan). Analisa data bersifat induktif atau kualitatif, dan hasil penelitian lebih menekankan makna”

Based on previous statements, in other words, the deeper the data obtained by a researcher, the better the explanation and proof of a phenomenon raised in the study. This type of descriptive research with qualitative approach, in its application in the subject or theme of this research will produce research results that will explain the application of the concept of collaborative *governance* in explaining the work program of the cooperation of *sister city* of Surabaya city with Kitakyushu City, namely the development of Wonorejo Mangrove Forest Ecotourism and the impact resulting from the work program on tourism sector in Surabaya (especially during the COVID-19 pandemic).

The analytical technique used in research is the technique of induction analysis. Induction analysis technique is an analysis technique in which the data collected, will be studied, sorted, grouped, analyzed in detail and chronologically. The final result of this analytical technique will affect the process of forming generalizations as the final result of the research.

The data collection technique used in this research is a primary data collection technique. This primary collection technique is commonly used by way of literature studies or literature studies, where literature studies or literature studies are sources of information used in research are sourced from online books or offline books, online or offline journals, magazines, scientific articles, or others. The source of information is required to be valid and in the form of online and offline.

RESULT AND DISCUSSION

1. Implementation of *Sister City* Surabaya with Kitakyushu's Program Through Collaborative *Governance*

Sister city cooperation is a cooperation produced through a paradiplomasi study which has a definition of cooperation agreement between two cities, provincial, state or prefectural level areas that have one or more characteristic similarities where the two regions exist in two different countries. Sister city cooperation is a collaboration carried out by two sub-state actors to develop the potential of the city and also as a solution to overcome the public problems that the city has. In addition, through sister city cooperation can also cause benefits for actors involved in the cooperation. Through research conducted by Nuralam (2018) explained about the benefits caused through the cooperation which includes (a) opportunities for knowledge transfer and experience in managing development in the fields that are cooperated; (b) encourage the emergence of ideas and the active role of municipal governments and other stakeholders; (c) Strengthen the friendship of the government and the people of both parties. (d) As an opportunity for transfer culture to enrich regional culture. Based on the influence or impact caused through the cooperation that has been explained earlier, it is not surprising that some cities in Indonesia carry out such cooperation.

In Indonesia, this twin city-based cooperation was first implemented in 1960, which was carried out by the Bandung City Government with the Braunschweig City Government, Germany. After the first sister city cooperation was carried out, several major cities in Indonesia have carried out sister city cooperation. One of the cities that implement this cooperation is Surabaya. Surabaya city began the implementation of sister city cooperation in East Java in 1992 together with the City of Seattle, United States. Until 2021, Surabaya City has been calculated to have established sister

city cooperation with 14 cooperation partner cities, with various cooperation focuses, one of which is Kitakyushu, Japan.

Surabaya City Cooperation with Kitakyushu City is a cooperation that has a focus on the environmental sector. The collaboration, which took place from 2012, has a Green Sister City theme. Background or driving factors that make the Surabaya City Government in collaboration with Kitakyushu City is the efforts of Kitakyushu City in overcoming environmental problems experienced through the application of green technology, and thanks to the efforts made by the Kitakyushu City Government, Kitakyushu City successfully overcomes the environmental problems faced and thanks to these efforts Kitakyushu City also received awards. So no wonder the city of Surabaya establishes sister city cooperation with Kitakyushu City, in this cooperation, the subject of sister city cooperation between Surabaya City and Kitakyushu City based on Memorandum of Understanding (MoU) includes (a) Low Carbon Society, (b) Resource Recycling, (c) Capacity Building of Officials of each city.

Sister city cooperation between the two cities also in addition to having the subject of cooperation, but also has a work program. The work program includes low-carbon and recycling concepts, water management, urban potential excavation, energy resource management, dengue prevention, forest preservation and ecotourism development. Although the cooperation of sister cities of the two cities focuses on the environmental sector, the output generated through the work program of sister city cooperation can affect many sectors, one of which is the tourism sector. This is evidenced through the existence of forest conservation work programs and ecotourism development. In the implementation of the forest conservation work program and ecotourism development, the governments of the two cities carried out the work program in Wonorejo Mangrove Forest Ecotourism.

The ecotourism development program implemented in Wonorejo Mangrove Forest Ecotourism has started in 2018 is one of the work programs included in Surabaya Green City 2018. In creating this work program, there are several activities carried out. Starting in 2018, the Kitakyushu City Government sent a delegation of Non-Governmental Organizations (NGOs) to Surabaya City to discuss the breeding of fireflies. Furthermore, the Kitakyushu City Government held a visit to the Surabaya City Government to discuss several work programs, one of which was the Wonorejo Mangrove Forest Ecotourism development program where this work program was discussed by the Kitakyushu City Government with the Environment Agency, the Cleanliness and Green Open Space Office, BAPPEKO, the Food and Agriculture Security Service and the Cooperation Administration and PDAM Surya Sembada. After that still in 2018, the government of the two cities held activities in preparing activities and stages that in realizing the breeding of fireflies which in this activity involves several communities from the city of Surabaya, one of which is the zero waste community and from Kitakyushu there is a Biotepe Laboratory. In 2020, as a continuation of the Kitakyushu City Government sent several experts to conduct research on the Mangrove Forest Ecotourism area which aims to win fireflies as one of the objects that will be present in the Wonorejo mangrove botanical garden conservation area.

Table 1 Actors involved in the Wonorejo Mangrove Forest Ecotourism Development Program

Kitakyushu Delegation Experts or Researchers	City	Kitakyushu City Government	Preparing activities and stages in realizing the development of ecotourism Researching wonorejo mangrove forest ecotourism, which aims to win fireflies as one of the objects in Wonorejo ecotourism	Visit to Surabaya City Government Office Conducting Research on Mangrove Ecosystems
Lembaga Swadaya Masyarakat Biotepe Laboratory			Preparing activities and stages in realizing the development of ecotourism Preparing activities and stages in realizing the development of ecotourism	Visit to Surabaya City Government Office Visit to Surabaya City Government Office
BAPPEKO Surabaya	Kota	Surabaya City Government	As a coordinator of the preparation of activities that will be carried out which will later involve many parties in and out of the Surabaya City Government	Kitakyushu Delegation Visit to Surabaya City Government Kitakyushu Expert Staff Research in Wonorejo Mangrove Forest
Dinas Lingkungan Hidup			As a party directly responsible for the Mnagrove Wonorejo Forest Ecotourism area	Kitakyushu Delegation Visit to Surabaya City Government
Dinas Ketahanan			As a party to support in the development of	Kitakyushu Delegation

Pangan dan Pertanian	Mangrove Wonorejo Forest Ecotourism	Visit to Surabaya City Government
Bagian Administrasi Kerjasama	As a direct intermediary <i>sister city</i> cooperation between Surabaya city and Kitakyushu City	Kitakyushu Expert Staff Research in Wonorejo Mangrove Forest Kitakyushu Delegation Visit to Surabaya City Government Kitakyushu Expert Staff Research in Wonorejo Mangrove Forest

Based on previous information, it can be concluded and proven that the concept of *Collaborative Governance* is indeed created and can be identified through activities carried out to realize the work program of sister city cooperation between Surabaya city and Kitakyushu city in Wonorejo mangrove forest ecotourism development sector.

2. Effect of Output of Sister City Surabaya Kitakyushu Work Program on Surabaya City Tourism Sector

Through the ecotourism development work program in cooperation with *Surabaya sister city* with Kitakyushu City, a lot of *output* has been produced. Some of the output that can be felt are some significant changes that occur in the Wonorejo mangrove forest conservation area. This can be identified through changes taking place within the region. Starting from what used to be, before the development program of mangrove forest conservation area, this area was once just a regular mangrove forest, not managed and maintained therefore there is often illegal logging around mangrove forests. But after the work program, the creation of new tourist destinations that are more organized. This is evidenced by tourist visits to the Wonorejo Mangrove Forest Conservation Area. In 2016, the total number of tourists visiting Wonorejo mangrove forest area was 20,137 tourists, followed by 2017 decreased to 37,198 tourists, then increased again in 2018 and 2019 by 33.153 tourists and 42,991 tourists. In 2020, there will be 9,052 tourists.

Table 2 Development of Tourist Visits in Wonorejo Mangrove Forest Ecotourism Area 2016-2020

Year	Number of visitors	Foreign Tourist
2016	50.137 tourist	1083
2017	27.198 tourist	312
2018	33.153 tourist	399
2019	42.991 tourist	469
2020	9.052 tourist	46

Seeing the existence of tourists generated through Wonorejo Mangrove Forest Ecotourism, it indirectly proves that the *output* generated through wonorejo mangrove forest ecotourism development work program still has an influence on the running of the tourism sector. Some other examples that can prove wonorejo mangrove forest ecotourism has an influence on the tourism sector of Surabaya during the COVID-19 pandemic is the use of this Wonorejo Mangrove Forest Ecotourism area as one of the alternative tourist destinations in Surabaya City, during the COVID-19 pandemic.

CONSLUSION

Based on the description of the activities carried out to realize the ecotourism development work program carried out in the cooperation of *the city* system between surabaya city and Kitakyushu city, it can be confirmed that there is evidenced collaboration between actors involved in the implementation of ecotourism development work program in sister city cooperation between Surabaya City and Kitakyushu City. Not only that, based on the previous description, wonorejo Mangrove ecotourism development work program also has an influence in the development of the tourism sector in Surabaya City, this is evidenced by the number of tourists who come even during the COVID-19 pandemic, in addition to the creation of Wonorejo Mangrove Forest Ecotourism as an alternative tourist destination in Surabaya during the COVID-19 pandemic.

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