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The Implementation of Collaborative Governance in the Wethan Wonderland Tourism Program in Surabaya

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Article Information	Abstract
Article history: Accepted 15-06-2026 Fixed 20-06-2026 Approved 10-07-2026 Keywords: <i>Collaborative Governance, Tourism Development, Stakeholders, Community Participation, Wethan Wonderland.</i>	Abstract: Community-based tourism is a destination development strategy that supports improvements in community well-being and regional development. Wethan Wonderland Surabaya is a community-based tourism destination developed through collaboration between the government, the community, and the private sector. This study aims to analyze the implementation of collaborative governance in the Wethan Wonderland Surabaya Tourism Program using the theory of Ansell and Gash (2008). The study employs a descriptive qualitative approach with data collection techniques including interviews, observations, and documentation. The results indicate that collaborative governance has been implemented across four dimensions: starting conditions, institutional design, facilitative leadership, and collaborative process. Collaboration among stakeholders has fostered community participation, tourism development, environmental improvement, and local economic growth through SMEs and educational tourism. However, the development of Wethan Wonderland still faces challenges, including limited infrastructure, transportation accessibility, and suboptimal digital information integration. This study demonstrates that stakeholder synergy, facilitative leadership, and sustained communication and coordination are critical factors in supporting the sustainability of the tourism destination.

Introduction

Indonesia's tourism sector is a strategic economic instrument that has a significant multiplier effect on strengthening the national fiscal structure through the utilization of the comparative advantages of its rich biodiversity and cultural diversity. As a foreign exchange engine, this sector plays a crucial role in boosting the contribution to Gross Domestic Product (GDP) and maintaining balance of payments stability through sustainable foreign capital inflows (Hasibuan, 2023). The integration of natural aesthetic appeal and heterogeneous cultural heritage not only positions Indonesia competitively in the global market but also creates a resilient economic ecosystem to accelerate infrastructure development and human resource empowerment across the archipelago's various regions.

The critical role of the tourism sector in national growth manifests in the massive creation of jobs and the strengthening of local economies for communities. Tourism integrates various strategic

subsectors such as transportation, hospitality, and the creative industries through a comprehensive ecosystem system (Putri Pradani, 2025). The government is optimizing Indonesia's tourism potential as a crucial tool for stimulating equitable infrastructure development in peripheral regions. A sustainable development approach enhances community well-being through the inclusive distribution of economic value. Therefore, a deep understanding of the dynamics of the tourism sector is essential for formulating relevant long-term economic recovery strategies in Indonesia.

The transformation of tourism development in Indonesia has now shifted toward an innovation paradigm based on collaborative governance and systemic digitalization (Demartoto, 2023). The Indonesian government has initiated strategic measures through regulatory strengthening, such as the designation of Super Priority Tourism Destinations (DPSP) and the implementation of the Job Creation Law, which streamlines investment licensing mechanisms in the tourism sector. These policy innovations aim not only to enhance global competitiveness but also to establish a legal certainty conducive to the growth of the creative industry and tourism services nationwide.

The success of tourism transformation heavily depends on the integration of key stakeholders' roles through the pentahelix model (Ministry of Tourism and Creative Economy of the Republic of Indonesia, 2019). The government acts as a regulator and facilitator by providing infrastructure and implementing economic stimulus policies. The private sector drives industrial innovation through capital investment, technological development, and sustainable professional management. The community's role strengthens the tourism ecosystem through the development of tourism villages and the empowerment of Tourism Awareness Groups (Pokdarwis). Active participation by local communities ensures that local wisdom is incorporated at every stage of tourism development. Syahputra (2025) states that synergy between government policies and community initiatives builds the foundation for an inclusive economic resilience in Indonesia.

The implementation of national tourism policy innovations has proven to be highly relevant at the regional level, particularly in the city of Surabaya as a center of economic growth in East Java. As a metropolitan city that relies on urban tourism, Surabaya serves as a representative model for the application of collaborative governance and systemic digitalization through the integration of programs such as Surabaya Smart City (Sildjian & Haryati, 2026). The selection of Surabaya as the study's focal point is based on its strategic position as the primary gateway for tourist distribution in Eastern Indonesia, as well as its success in transforming historical assets and coastal ecosystems into high-value economic destinations. This success is driven by the synchronization of local regulations that are adaptive to the Job Creation Law, thereby accelerating the investment climate in the local service and creative economy sectors.

The strengthening of the tourism sector in Surabaya is inseparable from an integrative regulatory framework that aligns national mandates with regional autonomy policies. At the macro level, this transformation is guided by Law No. 10 of 2009 on Tourism, which emphasizes the principles of sustainability and community empowerment (Agustanya, 2017). These regulations are reinforced by Law No. 6 of 2023 on Job Creation, which aims to accelerate investment by streamlining the business licensing process in the tourism services sector. The harmonization of these regulations serves as the foundation for the Surabaya City Government to formulate more specific policies tailored to the unique characteristics of its urban tourism sector.

At the local level, the transformation of destination development in Surabaya is governed by Surabaya City Regulation No. 1 of 2023 on the Regional Medium-Term Development Plan (RPJMD), which identifies tourism as one of the priority sectors for economic recovery. More technically, the development of tourism infrastructure and spatial planning is guided by Local Regulation No. 8 of

2018 on the City Tourism Development Master Plan (RIPPDA). This regulation serves as the primary legal instrument for mapping tourism zones, ranging from the preservation of cultural heritage areas to the development of eco-based destinations such as mangrove forests. The existence of this comprehensive legal framework ensures that every tourism innovation in Surabaya has strong legal certainty, while also providing space for collaborative governance models between the government, business actors, and local communities in realizing competitive and inclusive destinations.

The implementation of tourism innovations in the city of Surabaya currently focuses not only on improving physical infrastructure but also on creating added value through the development of integrated thematic destinations. One of the latest examples of this tourism acceleration policy is the development of Wethan Wonderland, a tourist area designed to integrate coastal potential with family entertainment and environmental education (Andriyani, 2024). The presence of this destination marks a paradigm shift in the management of public spaces in the Surabaya region, where potential land is being transformed into a new center of economic growth through a modern design approach that remains in harmony with the local ecosystem.

Wethan Wonderland serves as a strategic tool for diversifying Surabaya's urban tourism landscape, which has long been dominated by historical sites and shopping centers. Andriyani (2024) explains that this innovation adopts the principle of a multi-experience destination by combining recreational attractions, culinary tourism centered on local SMEs, and the utilization of coastal natural scenery as its main draw. The synergy between the provision of inclusive recreational facilities and the digital management of services in this area demonstrates the City Government's commitment to creating a competitive destination. Thus, Wethan Wonderland not only serves as a means of fulfilling the community's psychosocial needs but also acts as a driving force for the creative economy, capable of enhancing Surabaya's appeal within the national tourism landscape.

Although Wethan Wonderland has been designated as a strategic project for tourism development in the West Surabaya region, its development currently faces practical challenges in the form of inadequate supporting infrastructure and limited access to digital information. In fact, this destination still exhibits low levels of information system integration, as digital connectivity and the availability of real-time statistical data on tourist visits have not been optimally managed. This situation is exacerbated by the lack of optimal public transportation connectivity to the location, which directly hinders the flow of both domestic and international tourists. The gap between the area's grand design and the reality of available supporting facilities on the ground creates obstacles in delivering a competitive tourism experience.

This issue is reinforced by the latest empirical data, which shows that the overall performance of Surabaya's tourism sector has improved significantly, with total tourist visits in 2025 reaching 25,487,271, approximately 87.8% of which were domestic tourists, according to the Local Government Performance Report (LPPD). Nevertheless, the distribution of visits remains uneven as it tends to be concentrated in established destinations such as heritage areas and popular tourist attractions, meaning that new destinations like Wethan Wonderland have not yet achieved optimal visitor numbers. This situation indicates a disparity in tourist distribution that impacts the poor performance of emerging destinations, which is generally influenced by accessibility challenges, limited public transportation, and low digital visibility. Thus, although tourism demand is increasing overall, the potential of new destinations is not yet being fully utilized, meaning that the issues at Wethan Wonderland represent structural challenges in the development of urban tourism in the city of Surabaya.

Ariesmansyah (2023) argues that theoretical issues have arisen regarding the effectiveness of the collaborative governance model applied to this destination. There is a conceptual gap in the literature regarding how the synergy between the roles of the government, the private sector, and the community is regulated in technical regulations designed to address the dynamics of post-pandemic urban tourism. Research by Yuningsih et al. (2019) indicates that the success of collaborative tourism development is heavily influenced by synergy among actors within the pentahelix model; however, its implementation still faces challenges related to coordination and community participation. Additionally, Demartoto (2023) explains that digital-based tourism transformation requires policy innovation support and the involvement of local communities to ensure sustainable destination management. The lack of studies linking digital policy innovation with active local community participation in the management of Wethan Wonderland has resulted in a loss of strategic orientation in maintaining the destination's sustainability.

Therefore, this study is crucial for addressing this research gap to evaluate the extent to which regulatory innovation can address operational challenges while strengthening the theoretical foundation of inclusive regional tourism management. This study adopts the Collaborative Governance theoretical framework proposed by Ansell and Gash (2007) to analyze the complexity of the issues at Wethan Wonderland. The selection of this theory is based on the argument regarding cross-actor involvement in formal forums oriented toward consensus. Ansell and Gash (2008) emphasize the importance of collaborative processes that include face-to-face dialogue, trust-building, and commitment to shared goals. The use of this model allows researchers to comprehensively evaluate the interactions between the Surabaya City Government, the private sector, and the local community. Mafaza and Setyowati (2020) assert that this synergy among actors overcomes empirical barriers in data synchronization and digital infrastructure management.

Method

This study employs a qualitative descriptive approach to gain an in-depth understanding of the dynamics of collaborative governance implementation in the Wethan Wonderland Tourism Program in Surabaya. A qualitative approach was chosen because the study is oriented toward exploring social phenomena and interactions among stakeholders in the context of tourism management. Sugiyono (2019) explains that qualitative research aims to understand social reality holistically through the collection of in-depth and contextual data.

The research setting is the Wethan Wonderland Surabaya tourism area, with a focus on the actors involved in the management and development of the tourism destination. Research informants were selected using purposive sampling based on their level of involvement and knowledge of the collaborative governance process. Informants consisted of local government officials, tourism managers, and the community surrounding the tourism area. This technique was used to ensure that the data obtained was more representative and aligned with the research focus.

Data collection was conducted through semi-structured interviews, field observations, and documentation. Interviews were used to explore information regarding collaboration patterns among stakeholders; observations were conducted to observe interaction processes in the field; while documentation served as supporting data regarding policies and tourism management activities.

Data analysis in this study utilized the interactive model proposed by Miles and Huberman (2014), which includes data reduction, data presentation, and drawing conclusions. Data reduction was conducted by selecting and simplifying information relevant to the research focus. Subsequently, the data were presented in the form of descriptive narratives to facilitate the researcher's

understanding of the collaboration patterns that emerged. The final stage, drawing conclusions, was conducted continuously based on findings obtained throughout the research process.

To test the validity of the data, this study employed source triangulation and methodological triangulation. Source triangulation involved comparing information obtained from local government officials, tourism managers, and the local community. Meanwhile, methodological triangulation was conducted by comparing results from interviews, observations, and documentation. The use of triangulation aims to enhance data validity so that the research findings regarding the implementation of collaborative governance in the Wethan Wonderland Surabaya Tourism Program have a stronger level of reliability.

Result and Discussion

Result

1. The Application of Collaborative Governance in the Wethan Wonderland Tourism Program

This study employs the theory of collaborative governance proposed by Chris Ansell and Alison Gash (2008), which consists of starting conditions, institutional design, facilitative leadership, and collaborative process.

a) Starting Conditions

Starting conditions refer to the initial circumstances that underpin the formation of collaboration among stakeholders in the development of Wethan Wonderland. Based on the findings, the establishment of this tourism initiative originated from a community initiative during the COVID-19 pandemic to create a new economic source. In addition to economic factors, the previously disorganized environmental conditions of the village also prompted the community to undertake environmental improvements through cleanup activities, greening initiatives, and a waste bank.

These activities gradually fostered community participation and solidarity in the development of the tourism initiative. The government subsequently provided support through guidance and tourism promotion. Based on the research findings, the initial conditions for the development of Wethan Wonderland indicate a shared objective between the community and the government to improve environmental quality and the local economy through community-based tourism.

b) Institutional Design

Institutional design pertains to the division of roles, rules, and mechanisms for cooperation among stakeholders in tourism management. Research findings indicate that Wethan Wonderland is managed through the Pokdarwis, led by the local neighborhood head. The Pokdarwis serves as the primary manager and as a liaison between the community and the government.

The government acts as a facilitator through guiding training, tourism promotion, monitoring, and management support. Additionally, the government assists with the legalization process for tourism groups through coordination with the village office and relevant agencies. Communication among stakeholders is conducted through joint discussions and coordination to determine the direction of tourism development. Based on the research findings, the institutional design in the development of Wethan Wonderland demonstrates a clear division of roles among stakeholders. The government acts as a facilitator and regulator through training, tourism promotion, monitoring, guidance, and support for the legal status of tourism groups.

The community serves as the primary manager in destination management and the preservation of local wisdom. Meanwhile, other supporting parties play a role in promotion, infrastructure enhancement, and the development of tourism activities through collaborative partnerships. Communication among stakeholders is conducted through coordination and joint discussions to determine the direction of tourism development.

c) Facilitative Leadership

Facilitative leadership relates to a leader's ability to foster communication, maintain commitment, and guide collaboration among stakeholders. Based on interview findings, the RW chairman, who also serves as the tourism manager, plays a crucial role in mobilizing the community to participate in the development of the tourism village. The manager actively encourages the community to protect the environment, participate in village activities, and uphold the established thematic tourism concept.

Additionally, the manager instills a spirit of mutual cooperation and environmental awareness so that the community does not focus solely on economic gains. The government provides support through training and mentoring to improve the quality of tourism services. Based on the research findings, facilitative leadership is evident in the manager's ability to foster community participation, maintain communication among stakeholders, and ensure the sustainability of the tourism program.

d) Collaborative Process

A collaborative process involves interaction among stakeholders through communication, coordination, and shared commitment to tourism development. Field findings indicate that this collaborative process is carried out through communication and coordination among the community, the government, and other parties. Regular meetings and discussions are held to discuss tourism development and program sustainability. Collaboration is also evident in community involvement in environmental conservation, the development of MSMEs, and the creation of tourism innovations such as hydroponics, organic waste management, and educational tourism. Additionally, the private sector and state-owned enterprises provide support through CSR programs in the form of greenhouses, mobile business units, and other tourism support facilities.

Based on the research findings, the collaborative process in the development of Wethan Wonderland demonstrates continuous communication, active community participation, and a shared commitment among stakeholders to maintaining the sustainability of community-based tourism.

2. The Role of Stakeholders in the Collaborative Process to Support Program Success

Based on the research findings, the success of the Wethan Wonderland Tourism Program is inseparable from the involvement of various stakeholders who collaborate in the tourism development process. The stakeholders involved include the government, the community, and the private sector, each of which plays a distinct role in supporting the sustainability of the tourism program. Interviews with informants, specifically the Chair of the Tourism Destination Working Team at the Surabaya City Department of Culture, Youth, Sports, and Tourism, revealed that the government serves as a facilitator, regulator, and promoter in the development of Wethan Wonderland tourism. The government assists the community through guiding training, support for tourism management, and the promotion of the tourism destination to the general public. In addition, the government also assists in the development of tourism support facilities such as lighting, road access, and the legal status of tourism awareness groups (Pokdarwis).

On the other hand, the community plays a central role in tourism development because Wethan Wonderland was established through a local community initiative, or community-based tourism. The community actively participates in environmental conservation, developing themed villages, creating tourist attractions, and managing tourism activities in their area. Additionally, the community is involved in economic activities such as costume rentals, food and beverage sales, as well as the development of hydroponic educational tourism and organic waste management. The involvement of other stakeholders is also evident through private sector support, specifically from PT Bilqis, as well as support from state-owned enterprises (SOEs) such as PT Pelindo and PT Petrokimia through their CSR programs. Furthermore, support from local government-owned enterprises (LGOs) is provided by PDAM Surabaya to support the development of the

tourism area. Based on interviews with tourism managers, the assistance provided includes greenhouses, business stalls, environmental facilities, and other tourism support infrastructure. This support helps the community develop the tourism area and boost local economic activities.

In addition to the private sector, several universities have also supported the development of Wethan Wonderland through research activities, community assistance, and environmental management programs. This demonstrates that the collaborative process in tourism development involves various parties that support one another in accordance with their respective roles. Based on the research findings, the involvement of various stakeholders in the collaborative process has a positive impact on the success of the Wethan Wonderland Tourism Program. This collaboration has helped develop tourism, increase community participation, improve environmental conditions, and support economic growth in the surrounding community.

Discussion

1. Analysis of Starting Conditions in Collaborative Governance

Regarding the starting conditions indicator, the implementation of collaborative governance in the Wethan Wonderland Tourism Program demonstrates that initial conditions are a key factor in fostering collaboration among stakeholders. The economic challenges faced by the community during the COVID-19 pandemic, along with the previously disorganized state of the village environment, were the primary reasons behind the community's initiative to drive change through the development of community-based tourism.

When linked to the theory of Ansell and Gash (2008), these initial conditions indicate a shared purpose among stakeholders in improving environmental conditions and enhancing community well-being. This shared purpose served as the foundation for community participation in village tourism development. The community did not merely act as program recipients but also took the lead in initiating and directly developing tourism programs. These conditions demonstrate that collaborative governance in Wethan Wonderland emerged due to a shared need to address environmental and economic challenges facing the community. This shared awareness subsequently motivated the community to build partnerships with the government and other stakeholders to support tourism development.

The findings of this study differ from those of Prasetyo et al. (2022), which indicated weak coordination among stakeholders in local tourism development, leading to obstacles in the development process. In this study, however, the initial conditions actually revealed active community participation from the very beginning of the tourism development process, allowing collaboration to develop gradually. Furthermore, this study does not fully align with the research by Wicaksono (2023), which states that low levels of trust-building act as a barrier to tourism development. At Wethan Wonderland, the relationship between the community and the government appears quite strong due to a shared goal in community-based tourism development.

2. Analysis of Institutional Design in Collaborative Governance

Regarding the institutional design indicator, the implementation of collaborative governance in the Wethan Wonderland Tourism Program demonstrates a division of roles and mechanisms for cooperation among stakeholders in the tourism management process. Tourism management is carried out through the Pokdarwis, which serves as a liaison between the community and the government in the implementation of the tourism program. When linked to the theory of Ansell and Gash (2008), this situation indicates that collaborative governance requires an institutional structure capable of regulating stakeholder involvement in achieving shared goals. In the development of Wethan Wonderland, the community acts as the primary implementer of tourism, while the government serves as a facilitator, regulator, and promoter in supporting tourism development.

Furthermore, stakeholder involvement in the discussion and decision-making processes indicates that tourism development is carried out collaboratively through communication and coordination among relevant parties. This suggests the existence of cooperation mechanisms that support the sustainability of collaboration among stakeholders. These findings align with the research by Sari and Rahmawan (2021), which states that collaborative governance can function effectively when there is shared involvement and commitment among stakeholders in supporting a program. However, the findings of this study differ from those of Prasetyo et al. (2022), which indicate weak coordination among actors in tourism development. In this study, coordination among stakeholders appears to be quite good, evidenced by the division of roles, communication, and cooperation in the development of Wethan Wonderland.

3. Analysis of Facilitative Leadership in Collaborative Governance

Regarding the indicator of facilitative leadership, the implementation of collaborative governance in the Wethan Wonderland Tourism Program demonstrates that leadership plays a crucial role in maintaining the sustainability of collaboration among stakeholders. The leadership of tourism managers is evident in their ability to mobilize the community to participate in environmental conservation and ensure the sustainability of the tourism program. In line with the theory of Ansell and Gash (2008), leaders in collaborative governance function not only as guides but also as facilitators capable of building communication, maintaining commitment, and fostering community participation in the process.

Through collaboration in the development of Wethan Wonderland, the leadership of tourism managers has fostered a spirit of mutual cooperation and environmental awareness among the community, ensuring that residents remain actively engaged in tourism development activities. Furthermore, the ability of tourism managers to build relationships with the government and external parties demonstrates the leadership's role in expanding support for tourism programs. These findings differ from those of Wicaksono (2023), who noted that a lack of trust-building serves as a barrier to tourism development. In this study, tourism management leadership was actually able to build sufficiently good relationships among stakeholders, allowing collaboration to proceed sustainably. Furthermore, this study also differs from the research by Prasetyo et al. (2022), which highlighted weak coordination among actors. In this study, tourism management leadership was able to maintain communication and coordination among stakeholders in support of tourism development.

4. Analysis of the Collaborative Process in Collaborative Governance

Regarding the collaborative process indicator, the implementation of collaborative governance in the Wethan Wonderland Tourism Program demonstrates the existence of communication, coordination, and cooperation among stakeholders in supporting the success of the tourism program. In line with the theory proposed by Ansell and Gash (2008), the collaborative process emphasizes the importance of dialogue, communication, trust-building, and shared commitment among stakeholders in achieving common goals. In the development of Wethan Wonderland, the collaborative process was carried out through communication and discussions among stakeholders involving the community, the government, and other external parties.

This collaborative process is evident in the community's involvement in environmental conservation, the development of educational tourism, and support for community economic activities through MSMEs and thematic tourism. Additionally, private-sector support through CSR programs demonstrates that tourism development is achieved through the cooperation of various stakeholders who support one another according to their respective capacities.

Ongoing communication and coordination demonstrate efforts to build trust and shared commitment in supporting the sustainability of tourism programs. These conditions indicate that collaborative governance in the development of Wethan Wonderland not only focuses on the relationship between the government and the community but also involves external parties in supporting community-based tourism development.

The findings of this study align with the research by Sari and Rahmawan (2021), which states that communication and shared commitment are key factors in the success of collaborative governance. In this study, communication and coordination among stakeholders were found to be quite effective, thereby supporting the success of the Wethan Wonderland Tourism Program.

Conclusion

Based on the research findings, the implementation of collaborative governance in the Wethan Wonderland Tourism Program in Surabaya indicates that the success of community-based tourism development is influenced by collaboration among the government, the community, the private sector, and other supporting parties. This collaboration arose from a shared goal of improving environmental conditions and boosting the local economy through community-based tourism development. This study shows that the community is not only a beneficiary but also plays an active role as the primary driver in tourism management through thematic tourism activities, SME development, educational tourism, and environmental management. This study reinforces Ansell and Gash's (2008) theory of collaborative governance, which emphasizes the importance of stakeholder participation, communication, and shared commitment in achieving collaborative goals.

Furthermore, the implementation of collaborative governance in the Wethan Wonderland Tourism Program demonstrates that the success of collaboration is influenced by a clear division of roles among stakeholders, facilitative leadership, and ongoing communication and coordination processes. The government acts as a facilitator, regulator, and promoter through training, mentoring, tourism promotion, and legal support for Pokdarwis. Meanwhile, the private sector, state-owned enterprises (SOEs), and regional-owned enterprises (ROEs) also support tourism development through CSR programs in the form of tourism support facilities and community economic empowerment. However, this study also identified several challenges in the development of Wethan Wonderland, such as limitations in supporting infrastructure, transportation accessibility, and the lack of optimal integration of digital information. These conditions indicate that community-based tourism development still requires strengthened cross-sectoral coordination and digital-based management innovations to ensure the sustainability of the tourism destination.

Based on the findings of this study, the researchers recommend that the Surabaya City Government increase its support for infrastructure development, transportation accessibility, and the optimization of promotional efforts and digital information systems to support the sustainability of Wethan Wonderland tourism. Tourism managers and the community are also encouraged to continue enhancing tourism innovation and service quality, as well as to maintain active community participation in environmental conservation and the development of local economic potential. Furthermore, future researchers are advised to conduct studies on collaborative governance, focusing on the effectiveness of tourism digitalization, technology-based tourism development strategies, or the impact of tourism development on improving community well-being in greater depth.

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