



Analysis of Collaborative Governance in Realizing Sustainable

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Abstract

Amidst global challenges, sustainable tourism has become a key strategy to support SDG Goal 8, namely decent work and economic growth. This study focuses on the revitalization of Surabaya's Old Town as a case study, which has successfully increased tourism and economic appeal. The objective is to examine the implementation of collaborative governance and the role of stakeholders in realizing sustainable tourism. The method used is a qualitative approach with phenomenology to explore the experiences of stakeholders. Data analysis is supported by ATLAS.ti 9 software, which facilitates coding, data comparison, and identification of complex relationships between factors. The results show that collaborative governance is an effective approach. Its implementation includes three main elements of Emerson's theoretical framework: principled engagement, shared motivation, and shared action capacity. Principled engagement is realized through open communication, collaboration between OPDs, and regular forums such as FGDs. Shared motivation is strengthened by trust, legitimacy, and commitment between parties, including academics involved in the preparation of the RTBL. Joint action capacity is demonstrated through the collaborative leadership of the Mayor of Surabaya and structured procedural arrangements. In conclusion, the implementation of collaborative governance contributes significantly to sustainable tourism development in line with SDG 8. This contribution includes an increase in tourist visits, local economic growth, job creation, cultural preservation, and community empowerment. This research proves that collaborative governance is an effective approach to realizing inclusive, productive, and sustainable tourism.

Introduction

Amid increasingly complex global challenges, such as the climate crisis, prolonged international conflicts, and the increasing frequency of natural disasters, the world is at a critical point that requires more urgent collaborative action (Sadic et al., 2024; Mena, 2023). This reality demands fundamental changes in the way countries address interrelated global issues. The adoption of the *Sustainable Development Goals* (SDGs) agenda marks the emergence of a new paradigm in global development policy and cooperation, which emphasizes the importance of the interconnection and interaction between development goals in various sectors, thus providing a clear direction for creating a more sustainable, inclusive, just, and prosperous future for all levels of society (Giannetti et al., 2020; Hariram et al., 2023; Lily & Sharma, 2025; Kasinathan et al., 2022; Saxena et al., 2021).

The 2030 SDGs agenda, agreed upon by 193 UN Member States in 2015, is a global blueprint that offers comprehensive solutions for peace, prosperity, and preservation throughout the

world by 2030 (Nations, 2023). Based on the 17 Sustainable Development Goals (SDGs), this agenda carries an urgent call to all countries, both developed and developing, to work together to end poverty, reduce inequality, improve health and education services, and promote sustainable economic growth. At the same time, most academics and policymakers around the world also highlight the strategic role of the tourism sector in the journey towards sustainable development (Khan et al., 2021; Khizar et al., 2023; Sharia & Sitchinava, 2023). The United Nations World Tourism Organization (WTO) reports that the frequency of international tourist travel has increased, contributing significantly to global GDP, which in 2015 was 9.8%, and it is estimated that by 2026 the tourism industry will contribute 10.8% of global GDP.

Tourism is a global industry that plays an important role in creating jobs, increasing business revenue, and supporting environmental welfare (Streimikiene et al., 2021; Thommandru et al., 2023; Richardson, 2021). In 1990, the UNWTO Conference introduced the concept of sustainable tourism, which considers the impact of tourism on the economy, society, and the environment. Sustainable tourism also supports the achievement of all SDGs, both directly and indirectly (United Nations World Tourism Organization (UNTWO), 2015; Seraphin & Gowreesunkar, 2021; Khizar et al., 2023; Dwyer, 2022). Likewise, tourism has a specific function in achieving one of the SDGs related to point 8, which emphasizes decent work and supports a sustainable economy. Furthermore, Point 8 target 9 underlines the importance of promoting sustainable tourism through policies that create job opportunities and encourage cultural preservation and local product development. In addition to striving to ensure long-term positive benefits for the community, sustainable tourism development provides long-term benefits for stakeholders, businesses, visitors, and future generations (Santos et al., 2021; Sharma & Sarkar, 2024; Streimikiene et al., 2021). In recent decades, tourism has been chosen as an economic development strategy that has a low impact on the environment and is renewable, as well as having a positive relationship without relying on the extraction of natural resources (Yuwono et al., 2020; Zheng et al., 2023; Ekonomou & Halkos, 2023). The tourism sector is considered effective in meeting sustainable development guidelines.

One concrete example of a region committed to realizing sustainable development in the tourism sector to meet SDG point 8 target 9 is the city of Surabaya, which is being realized through the Old Town Revitalization project. This project not only aims to repair and restore the function of historic buildings but also aims to increase tourism and economic attractiveness, in line with the concept of sustainable tourism. The success (Hall et al., n.d.) of the Surabaya Old Town Revitalization project has received national recognition through the awarding of the 2024 CI-EL Medal of Distinction by the Mayor of Surabaya, Eri Cahyadi (Aulia, 2024), proving Surabaya's success in promoting cultural heritage tourism and encouraging economic growth.

Efforts to realize sustainable tourism can be carried out through a *collaborative governance* mechanism, which enables knowledge transfer among the stakeholders involved (Gori et al., 2021) and facilitates innovation in sustainable tourism management (Barandiarán et al., 2019). Research by Mulyani et al. (2021) identified that strong synergy among stakeholders strengthens more focused planning and implementation. Furthermore, research by Wasono et al. (2024) also proves that solid collaboration in line with sustainability awareness has helped the DIY Yogyakarta region successfully integrate environmental, economic, and social aspects for sustainable welfare.

Previous research has proven that collaboration plays a role in realizing sustainable tourism. Based on this, this study aims to examine the success of the Mayor of Surabaya in restoring the economy and tourism through the revitalization of Kota Lama, Surabaya, with a focus on the

use of a collaborative framework by the Surabaya City Government. Currently, the existing literature discusses Kota Lama more before it underwent revitalization. Discussions about Kota Lama before revitalization mostly examine the surrounding area or buildings. The scarcity of literature related to Kota Lama after revitalization, especially research on the use of *collaborative governance* to achieve sustainable tourism, is still a relatively new topic and has not received adequate attention from previous researchers. Therefore, this study aims to determine the roles and strategies of *stakeholders* through *collaborative governance* mechanisms in realizing sustainable tourism in Surabaya's Old Town, with the aim of enriching the literature.

Methods

The study uses a qualitative methodology based on the phenomenological approach to the investigation of the experiences of stakeholders involved in the recovery of the Old Town of Surabaya. The phenomenological lens will be most suitable, in that it aims to reveal the significances which the participants will place on their activities instead of just documenting what happens. The research question is how the different actors such as government, scholars, community, and business group, understand their role in collaborative governance and the impacts they have on sustainable tourism. Foregrounding lived experience allows a fuller appreciation of the technical matters of the revitalization but also of its social and cultural reverberations to those people whose livelihoods are touched by this process.

It is also a methodology of choice because it is acknowledged that collaborative governance is fundamentally relational. It is based on dialogue, negotiation and the co-construction of shared understandings, which cannot be exhaustively represented by quantitative measures. Phenomenology will provide a more in-depth analysis of these processes through an analysis of the development of trust, development of legitimacy, and development of collective motivation. This question goes beyond policy outcomes, demonstrating the processes of meaning-making which underlie sustainable development projects in the Old Town of Surabaya.

The ATLAS.ti 9 was used both to organize and analyze the data as a technical tool, as well as to use it as a conceptual framework to organize complex qualitative material. The software enabled them to systematically code interview transcripts, field notes and policy documents and the data comparison and visualization features helped them to understand the linking between themes. As a result, it became practicable to establish bridges between the stories of the actors, such as between the aspects of municipal effort and communal response and between the economic outcome and the reaction to it. The visual representation of codes and themes further provided an extra dimension of understanding the framework of the collaboration, the sharing of the work, and how the total work of these processes contributed to the goal of sustainability.

Coding strategy was a combination of deductive and inductive aspects. The deductive stage was informed by the collaborative governance framework developed by Emerson et al. (2012) that defines three main elements: principled engagement, shared motivation, and joint action capacity. These theoretical categories placed the analysis in a theoretical framework so that the researcher could find and categorize data that directly represented these dimensions. A set of instances of regular focus group discussions were classified as principled engagement, and a set of instances touching on trust-building and legitimacy was binned as a manifestation of shared motivation.

Following inductive coding picked up insights that appeared naturally within the information and were not envisioned by the theory. This stage shed light on new visions, including how micro, small, and medium enterprises (MSMEs) were finding new economic opportunities or how cultural events led to a new sense of local identity. These discoveries tempered the conceptual framework against its immediate setting so that the analysis was both rigorous and sensitive to the specifics of the Old Town of Surabaya.

The network visualization functionality of ATLAS.ti also added to the analysis by showing how the codes interact. These pictorial maps helped locate the reinforcing dynamics, such as the nexus between mayorial leadership, the institutionalization of forums, and the future empowerment of community actors. These visualizations helped explain how various factors come together to reinforce the collaborative process in a synergetic way, thus revealing the insights that would otherwise be hidden in the narrative analysis.

Credibility and transparency of findings were key issues during the research. All of the coded extracts could be linked to their primary source- either an interview transcript, field writing, or policy supporting document- which enhanced the credibility of the interpretations by anchoring them in the empirical data. Furthermore, the examination involved the use of various data sources to gain triangulation in order to neutralize the bias and create a more unbiased view. The presence of community voices in addition to policymakers and experts enabled the study to capture the diversity of actors influencing the revitalization process.

The study, through this methodological design, captures the complexity involved in collaborative governance in Old town of Surabaya. Phenomenological inquiry, systematic coding, and visual mapping synthesis provide an in-depth explanation of the collaboration process, the way meaning is created between the stakeholders, and the role played by these processes in sustainable tourism development related to SDG Goal 8: Decent Work and Economic Growth.

Result and Discussion

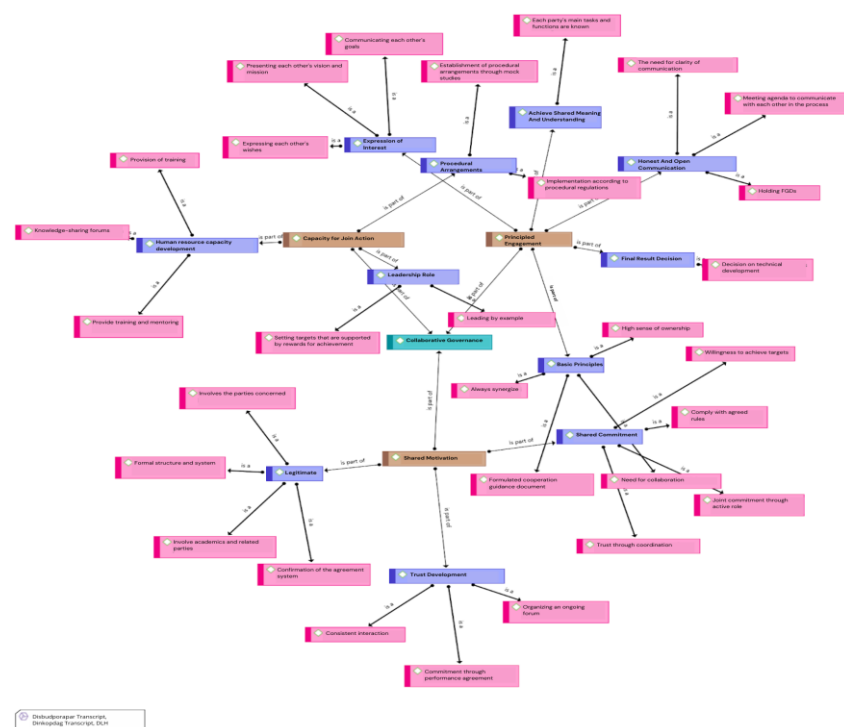


Figure 1. Visualization of qualitative data coding results using ATLAS.ti

Using ATLAS.ti 9, the author created main codes corresponding to these dimensions. Interview transcripts, field notes, and supporting documents were then analyzed by searching for statements or narratives directly related to these elements, such as "open communication," "legitimacy," and "resource development." This process allowed us to systematically measure the extent to which the theory was relevant to the empirical data found. This was followed by Inductive Coding (Emergence of Insights from Data). After applying the deductive framework, we performed inductive coding to identify new themes that emerged organically from the data, beyond the existing theory. ATLAS.ti 9 greatly facilitated this process. For example, we were able to identify specific patterns in local communities' perceptions of the impact of revitalization, such as "new job opportunities for local MSMEs" or "increased cultural awareness." We also found unique insights from policy makers, such as how Focus Group Discussions (FGDs) became a crucial forum for "achieving mutual understanding" among various Regional Apparatus Organizations (OPDs). With the data comparison feature in ATLAS.ti 9, we can distinguish narratives between groups of actors (for example, differences in views between Disbudparapar and DLH) and identify how their interactions influence the results of collaboration.

ATLAS.ti 9 plays an important role in visualizing and analyzing the complex reciprocal relationships between different factors. After coding, we used the "Networks" feature to create visual maps showing how the coded themes are interconnected. For example, we visualized how the theme of "Collaborative Leadership" (including the role of Mayor Eri Cahyadi) is connected to "Holding Discussion Forums" and how both directly influence "Increased Capacity of Local Actors" and "MSME Economic Growth." This visualization provides a clearer understanding of the cause-and-effect flow and highlights the key paths of successful collaboration in this project. Without this visual tool, the complex relationships between government policies, community responses, and sustainability outcomes would be difficult to decipher and explain coherently.

Credibility and Transparency of Analysis

The use of ATLAS.ti 9 also enhances the transparency and credibility of research findings. By organizing data systematically and tracking each coding, we can easily return to the original quotes from interviews or documents to support each analytical claim. This ensures that the conclusions drawn are not only based on the researcher's intuition, but also supported by well-organized empirical evidence. The ability to present specific case examples, such as how RTBL (Building and Environmental Plan) documents are concrete evidence of "shared meaning and understanding," directly demonstrates how this software allows us to gain actionable insights.

The Dynamics of *Collaborative Governance* in Realizing Sustainable Tourism in the Old Town Area of Surabaya

The success of collaborative governance depends on the ability of stakeholders to work together to identify, agree on, and realize sustainable goals. However, this process does not occur spontaneously or simply, but requires certain management mechanisms. Peters (2015) highlights that collaboration does not automatically arise from the existence of relationships between stakeholders, but collaboration also requires certain skills to create public value. The complexity of implementing collaborative governance is further reinforced when the orientation towards sustainable results becomes a priority, because these results must be determined, agreed upon, and evaluated based on the context that stakeholders want to achieve. Achieving these goals requires intensive coordination to ensure that collective goals can be

achieved effectively. The need to understand the collaborative process according to Ansell and Gash (2008) and how that process influences and is influenced by outcomes is also very important for the implementation literature, which explains how the design of formal organizational factors such as protocols, rules, structures, and roles can facilitate or hinder desired outcomes. In addition, the literature also underlines the importance of informal factors, including leadership, trust, commitment, shared understanding, and values to explain how collaborative governance can be effectively implemented to achieve sustainable results.

In line with this, Emerson's framework on collaborative governance has offered its ability to identify key variables and their relationships to achieve a successful collaboration process. According to Emerson et al. (2012), *Collaborative Governance* is a process and structure in decision-making and public policy management, which involves collaboration between individuals from various public, private, and civil society sectors, crossing institutional boundaries and levels of government. The development of the *Collaborative Governance* model proposed by Emerson et al. (2012) broadens the understanding of collaboration in public governance, facilitating various actors, such as the government, the private sector, and civil society, to engage with each other in decision-making and public policy management, thereby enabling the realization of common goals that cannot be achieved by any means other than collaboration between various actors. The involvement of these various actors is not limited to formal government-led mechanisms, but includes broader forms of cooperation such as partnerships. Emerson et al.'s (2012) integrative framework consists of three main dimensions: 1) System Context: This dimension develops an understanding of the initial conditions in the Ansell & Gash (2008) model by considering the broader system context, including the legal and policy framework, resource conditions, socio-economic and political dynamics, the level of conflict or cooperation that existed previously, and the influence of existing networks that can affect how collaboration works. This dimension provides the background and constraints within which collaboration takes place; 2) Collaboration Dynamics, which concerns the process of interaction between actors in collaboration. This dimension consists of three interacting elements, namely *Principled Engagement*, *Shared Motivation*, and *Capacity for Joint Action*.; 3) Collaborative Outcomes, referring to the concrete results that are expected from the collaboration. The results of these collaborative actions must be developed and evaluated in accordance with existing developments. These results can take the form of solutions to public problems, innovations, or increased institutional capacity to face future challenges.

This study will discuss the variable of *Collaborative Governance*, which will focus on three interrelated elements, namely principled engagement, shared motivation, and capacity for joint action. Based on the findings of research conducted on revitalization efforts in the Old Town area of Surabaya, the *Collaborative Governance* process includes the following components that must be fulfilled:

Principled Engagement

The *collaborative governance* process in the revitalization of Surabaya's Old Town has achieved principled engagement. This is evidenced by the fulfillment of four aspects of principled engagement, which include basic principles, expression of interest, achievement of mutual understanding, honest and open communication, and decision-making related to the process or final results. Collaboration in the revitalization of Surabaya's Old Town, which involves several Surabaya City Government Agencies (OPD), can be realized because of the need for synergy between OPDs. The growth of this need is also supported by a strong sense of ownership among Surabaya City OPDs. This collaborative ethos is further strengthened by

transparent and open communication practices through the regular holding of Focus Group Discussions (FGDs). The FGD aims to provide an opportunity for the parties involved to exchange views on the vision, mission, objectives, and needs in order to reach an agreement on the direction of development, as well as the roles and main duties and functions of each party. The results of the agreement reached through the FGD are outlined in the RTBL (Building and Environmental Plan) document to provide guidance for the parties involved in carrying out their respective tasks or duties. The RTBL document serves as proof of the achievement of shared meaning and understanding. Based on the RTBL document, the goal of revitalizing Surabaya's Old Town is to balance cultural preservation, historical restoration, and economic progress in order to increase tourism and provide employment opportunities for local residents, by collaborating with local communities in providing tourism support facilities under the auspices of Disbudparapar. Furthermore, it involves local MSMEs (Micro, Small, and Medium Enterprises) in the provision of culinary services, while also providing guidance to strengthen their economic sustainability under the auspices of Dinkopdag in order to create an economic movement that benefits the residents around Surabaya's Old Town. In addition, the environmental design in the area focuses on integrating open public spaces, such as roads, pedestrian paths, parks, waterfronts, and green zones, into a cohesive system that promotes water absorption, creates vegetation connections, ensures accessible riverside communal spaces, and prioritizes pedestrian-oriented development for long-term sustainability and environmental improvement under the auspices of the Environmental Agency (DLH). Several explanations of the mechanisms that have become the tasks and responsibilities of Disbudparapar, Dinkopdag, and DLH indicate decisions regarding the process of collaborating to achieve sustainable revitalization.

Shared Motivation

The *collaborative governance* practices established between the Office of Culture, Youth, and Sports and Tourism; the Office of Cooperatives, Micro, Small and Medium Enterprises, and Trade; and the Surabaya City Environment Agency in revitalizing Old Surabaya have been carried out in accordance with the principles of shared motivation. These aspects include the development of trust, legitimacy, and shared commitment. This is evidenced by efforts to build trust among stakeholders, which are realized through the holding of discussion forums to unify visions and discuss technical and conceptual issues related to the revitalization of the area. The application of the principle of shared motivation in the development of tourism in Surabaya's Old Town is also realized through the strengthening of the element of legitimacy. The legitimacy of collaboration is achieved through the active involvement of various relevant parties and experts in their fields, such as academics, historians, and urban planners, to develop a Building and Environmental Plan (RTBL) as a *grand design* for the development of Surabaya's Old Town. In addition, the development of Surabaya's Old Town requires the commitment of all parties to strengthen legitimacy and minimize conflicts or differences in objectives among the stakeholders involved. The willingness to achieve agreed targets is a tangible manifestation of the shared commitment to this collaboration. Each agency signs an annual performance agreement that specifies their respective responsibilities according to agreed deadlines.

Capacity for Joint Action

The revitalization efforts of Surabaya's Old Town have demonstrated the effective implementation of *collaborative governance* through the joint action capacity of stakeholders. As explained by Edwards (2012), collaboration involves cooperative activities that not only support the achievement of common goals but also enhance the capacity of oneself and other

parties involved. The capacity for joint action in this collaborative governance is conceptualized in three main elements that support each other: procedural arrangements, leadership, and resource development. The implementation of joint action capacity in the revitalization of Surabaya's Old Town is reflected in the collaborative leadership role demonstrated by Surabaya Mayor Eri Cahyadi, which is in line with Emerson's theory on the importance of the leader's role in encouraging effective collaboration among stakeholders, manifested through active supervision and an incentive system in the form of awards for OPDs with good performance. The aspect of human resource capacity development is realized through the active role of stakeholders in coordination forums as a platform for sharing progress and evaluation, as well as the implementation of structured training programs to increase the capacity of local economic actors and sustainable environmental management. Procedural arrangements as the third element are implemented through the development of rules that are in line with the revitalization objectives, including layout arrangements based on comparative studies, local economic support procedures, and the integration of environmental aspects into the revitalization process. The synergy of these three elements supports the creation of sustainable tourism in accordance with the concept of Sustainable Tourism to Eliminate Poverty (ST-EP), making Old Town Surabaya a model of sustainable tourism that provides positive socio-economic impacts for future generations.

The Relationship between Collaborative Governance and SDGs

Collaborative governance and SDGs are rooted in the structure and normative foundation of the 2030 Agenda for Sustainable Development, which explicitly calls for integrated, participatory, and inclusive governance mechanisms at all levels of government (UN General Assembly, 2015). In essence, the SDGs encompass complex social challenges, such as climate change, poverty, health, and urban sustainability, which cannot be effectively addressed through isolated sectoral policy approaches. This complexity requires the application of a collaborative governance framework within and across public institutions. Emerson et al. (2012) describe collaborative governance as a governance arrangement that enables public institutions to engage in joint decision-making based on shared motivations and mutual trust through principled engagement, and to develop collective capacity for joint action in addressing complex policy challenges. This model offers practical mechanisms for aligning government efforts, harmonizing sectoral mandates, reducing policy fragmentation, and leveraging institutional complementarities to meet the multidimensional demands of sustainable development.

For example, in the revitalization of Surabaya's Old Town, intra-governmental collaborative governance is manifested in the concrete role of Disbudporapar, which not only focuses on physical revitalization but also includes the activation of the social and cultural functions of the area. Disbudporapar plays a role in encouraging the spaces there to not only be passive tourist attractions, but also to facilitate events such as art exhibitions and cultural festivals, such as the ARTSUBS exhibition, which aims to be a forum for artists, curators, and collectors to interact and educate the public about contemporary art. In addition, Disbudporapar also promotes sustainable initiatives with the operation of electric tourist vehicles in Kota Lama. The existence of these vehicles is in line with the layout concept set out in the RTBL document, so that they do not damage the historical value and continue to support the area's function as a tourist destination.

In line with this, the revitalization of Surabaya's Old Town has had a positive impact on the community's economic activities. This economic growth is inseparable from the synergy of various parties, especially the Surabaya City Government through Dinkopdag. Dinkopdag

plays an important role in empowering MSME players through product curation, provision of business space, and support for business actors at art exhibitions or other activities held in the Old Town. Dinkopdag provides full support to MSME players in exhibition activities by managing areas for coffee businesses, gift shops, and MSME bazaars, which can directly increase the income of the local community. Economic growth in the Old Town is also strengthened by the Dinkopdag program, which provides training for MSMEs in each sub-district once a week. This program provides opportunities for business players to expand their marketing networks while building a sustainable local business ecosystem. Dinkopdag's involvement is directly relevant to SDG goal 8. Through the empowerment of MSMEs, Dinkopdag not only creates new jobs but also increases community productivity and income, strengthens local economic resilience, and promotes inclusive and sustainable economic growth in the Old Town area of Surabaya.

Meanwhile, the Environmental Agency plays an important role in controlling the ecological aspects of the area through its involvement in the implementation of the Building and Environmental Plan (RTBL) as stipulated in Surabaya Mayor Regulation No. 83 of 2024. The DLH contributes to the provision and management of green open spaces (RTH) in the form of parks and fields (RTH-1), the arrangement of vegetation to maintain the aesthetics of the Old Town, and the regulation of drainage and waste management systems to keep the environment clean and orderly. This ensures that the tourist area not only fulfills its economic and social functions, but also its ecological functions, supporting the creation of a comfortable and environmentally friendly public space. This role also reflects the basic principle of sustainable projects that sustainability can only be achieved if environmental aspects are an integral part of the initial planning stage (Gomes Silva et al., 2022; Mair & Smith, 2021). In this case, the DLH does not merely act as a technical implementer, but also as a guardian of environmental values that form the foundation of sustainable tourism development, in line with the view of Zolfani et al. (2015) that new tourism development can only be called sustainable if it integrates and manages environmental, social, and cultural aspects in a balanced manner from the outset. Thus, the DLH has a strategic position in ensuring that the targeted economic growth of the tourism sector through SDG point 8 can run in harmony with the commitment to preserve the environment of cultural heritage areas.

Conclusion

Based on the results of research on *Collaborative Governance* in realizing sustainable tourism in the Old Town of Surabaya to support SDG Point 8, the following conclusions can be drawn: The implementation of the *Collaborative Governance* process in this study shows that the implementation of *Collaborative Governance* in the development of sustainable tourism in the Old Town of Surabaya involves three main elements in accordance with Emerson's theoretical framework, namely principled engagement, shared motivation, and shared capacity for action: a) Principled Engagement: Stakeholders, such as the Office of Culture, Youth, Sports, and Tourism (Disbudparapar), the Office of Small and Medium Enterprises and Trade (Dinkopdag), the Office of Environment (DLH), the private sector, and the local community, are involved through open communication and inclusive representation. This process creates space to build mutual understanding, resolve conflicts, and formulate collective goals in an inclusive manner; b) Shared Motivation: The dynamics of collaboration are supported by trust, legitimacy, and commitment among stakeholders. Mutual trust enables recognition of each party's credibility, which strengthens the motivation to achieve common goals in the context of sustainable tourism; c) Joint Action Capacity: Joint action capacity is demonstrated through effective collaborative leadership, structured procedural arrangements, integration of academic

and local knowledge, and provision of human, financial, and technological resources. These elements enable efficient coordination and implementation of sustainability-oriented policies.

Contribution to Sustainable Tourism and SDG 8 is evidenced by the implementation of collaborative governance, which has successfully contributed to sustainable tourism development in line with SDG 8. These contributions include: a) Revitalization of the area increases tourist visits, which has a positive impact on local MSMEs through local economic growth and the creation of new jobs; b) Collaborative efforts have successfully preserved historic buildings and cultural values that are the main attractions of the area, strengthening local identity and supporting the development of tourism based on local wisdom; c) The involvement of local communities in tourism management creates job opportunities and community empowerment, which directly improves the welfare of local communities.

This study proves that *Collaborative Governance* is an effective approach to sustainable tourism development in the Old Town area of Surabaya. By applying the principles of principled engagement, shared motivation, and shared capacity for action, collaborative governance has succeeded in creating a positive impact on the economy, cultural preservation, and community inclusiveness. This approach supports the achievement of SDG Goal 8 through inclusive, productive, and sustainable tourism development.

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