The Interactions of City Tourism Stakeholders in Indonesia: Lessons from Surabaya Heritage Track

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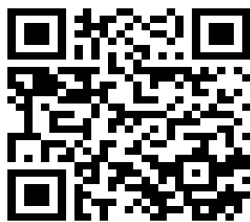*Corresponding Author

Abstract:

Given the increased in historical tourism in urban areas, sustainable and competitive city tourism requires an integrated management approach based on the principles of collaborative governance. This article aims to discuss the collaboration among stakeholders in managing Surabaya Heritage Track as a historical city tour. The collaboration involves the private sector, local government, and the community. This qualitative analytical descriptive study uses case a study approach, and collected data through in-depth unstructured interviews and observation. The study shows that the success of Surabaya Heritage Track is influenced by the government policies of corporate social responsibility, and the commitment of the private sector to make the innovation design on the tourism objects with thematic tours. The finding reveals that community support also becomes the strength and resources in collaborative governance, while the initiation of collaboration comes from the private sector. However, the role of local government is still limited, because the collaboration is informal. Interestingly, the collaboration continues because the private sector has a high commitment to preserving the historical heritage of the city. We suggest that local governments facilitate the expansion and enhancement of stakeholder involvement and the institutionalized collaboration can be enhanced to ensure competitive and sustainable city tourism.

Keyword: Collaborative governance; Interaction of stakeholders; Sustainable city tourism; Corporate Social Responsibility

Introduction:

Tourism is one of the important industries that continuously develop income and employment (Nouri Kouchi et al., 2018) especially for local government in the tourism objects (Sugianto et al., 2016). Globalization process, metropolis, and the hybridization of tourism motivation have influenced the purpose of city tourism development since 1970s and 1980s (Matoga & Pawłowska, 2018). Furthermore, the visitors as the consumers in the post-modern era have better spatial mobility and interest in cultural diversity. They also want to get the impression, search for different things, comfort and new experiences from other people (Matoga & Pawłowska, 2018). The

National Trust for Historic Preservation in (Kartika et al., 2017) state that heritage tourism is the journey to enjoy places, artifacts, and various activities that authentically represent the history of people from time to time.

New perspectives in city tourism are related to the creative city and cultural section (Ribes & Baidal, 2018). The approach in the creative city aims to provide alternative strategies for cultural sustainability and the ability to compete in creating excellent tourism compared to other cities (Alvarez, 2010). Therefore, it requires attention toward the historical heritage track as the tourism destination, because historical areas are places that reflect the history and culture of the city. Whereas, cultural heritage records the memory and shows the spirit of the city (Al-hagla, 2010). The heritage tracks are the integrated mechanism in the landscape of cultural tourism in the city, as the principles of experienced design offered by (Vaquero et al., 2017).

The development in the city demands a new strategy to improve local facilities and investment that support tourism. The developed city tourism is a complex phenomenon and improves significantly as an international tourism economy (Rogerson & Rogerson, 2014). For this reason, city tourism should develop a marketing strategy to increase and encourage tourists to revisit (Freytag, 2010). City tourism management requires an integrated management approach according to the governance principles and strategic vision toward competitiveness. Therefore, collaborative management is required to make sustainable and iconic tourism destination (Lemky, 2017), and provide excellent service for tourism (Avianto & Oktaviani, 2020). Moreover, partnership cooperation has become a popular tourism management strategy in utilizing scarce resources in the era of fiscal constraints (Zapata et al., 2011). In recent years, the visitor's interest has changed substantially toward city tourism. They have changed from city tourism destinations to extraordinary places and attractions (Matoga & Pawłowska, 2018). It is caused by the complex nature of the city so that urban tourism destinations must be competitive and sustainable.

City tourism research has attracted a lot of attention, including the research in heritage tourism with collaborative partnership approach: (McPadden & Margerum, 2014) on a collaborative partnership to manage national track, heritage, river, and recreation areas; (Setyagung, Estav HHani, UmmuAzzadina, Irna Sianipar, Corinthias PM Ishii, 2013) focus on the heritage preservation, cultural tourism, and artistic idealism. The research related to city tourism is part of recreational in the historical city, such as (Alvarez, 2010) about the creative city and cultural section as tourism (Foster & Kreinin, 2020).

focus on the heritage track design from the economic perspective to maximize the experience of tourist engagement (Al-hagla, 2010) focus on the conservation and revitalization of heritage track-based historical areas. Besides, the research of heritage track as outdoor recreation, such as (Naumov, 2014) focuses on the development of heritage track as the city tourism attraction (Lemky, 2017) on the development of tourism track for recreation and the encouragement of economic development in rural areas (Rogerson & Rogerson, 2014) discuss the development and tourism track in the city.

According to the World Travel & Tourism Council (WTTC), Indonesia has high tourism development. The progress has impacted not only tertiary needs that have a recreational impact for the visitors, but also other interests, such as education, religion, and industry. (Rozaan et al., 2018) suggest that many big cities in Indonesia have a historical background, such as Jakarta, Semarang, Bandung, Makassar, and Surabaya. Although these cities do not have strong natural tourism potential, the buildings are great tourism assets, one of which is Surabaya that has high historical value. The government and tourism stakeholders strive to increase the object attractions so that it has an impact on the increase of visitation (Figure 1).
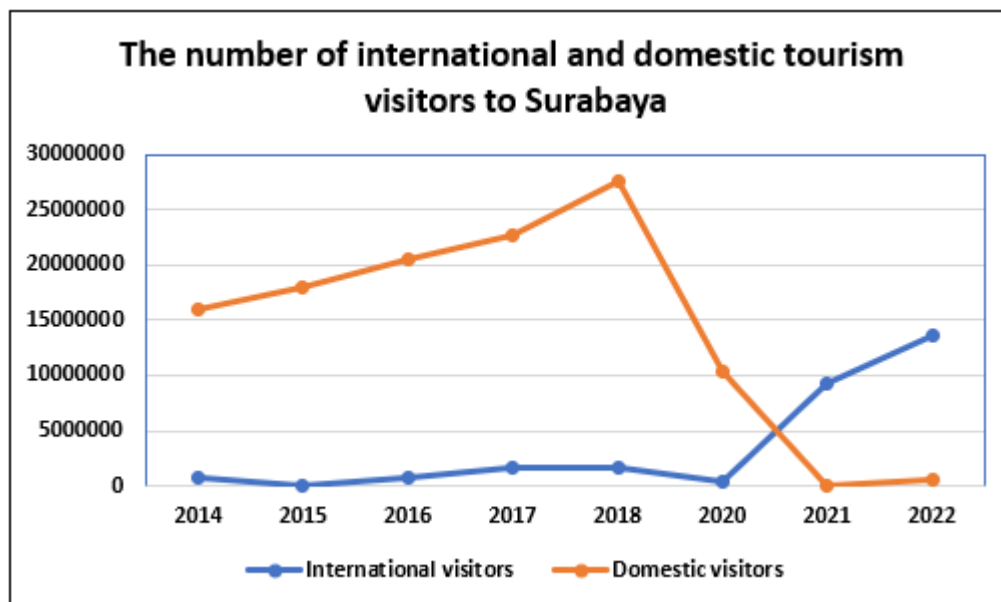
Figure 1. The number of international and domestic tourism visitors to Surabaya
Source: Central Bureau of Statistics (BPS) & Sectoral Statistics, Surabaya, 2023

Figure 1 indicates the average of domestic visitors that have increased in five years (from 2014 to 2018) by approximately 16,25% per year, while international visitors have fluctuated, but it has increased by 27,30% per year. However, the Covid-19 pandemic caused no tourist activity in 2019, starting from 2020-2022 tourists will increase again. This has become the potential and challenge to be managed by improving the service quality, and the creativity of tourism attraction. Moreover, it has an impact on the duration of visitation and becomes a multiplayer effect economy (Di Giovine, 2010). This reality encourages PT. HM Sampoerna, Tbk through the House of Sampoerna (HoS) to care about cultural heritage. In 2009, this private company initiated a historical heritage track, named Surabaya Heritage Track (SHT) in which it has never been applied in other cities.

Literature Review:

In the review, we have found a case study on the collaboration of heritage track-based historical tourism destinations in Bulgaria, Poland, and Australia: research by (Dodds & Jolliffe, 2016; Matoga & Pawłowska, 2018; Petrova & Hristov, 2014). The research conducted by Petrova and Hristov, (2014) focuses on collaborative management and planning among public organizations involved in heritage tourism in the

city. The research also reveals that the initial stages of collaboration between stakeholders are still limited. However, they continue to collaborate and the regional government is expected to lead the initiative to encourage the development of heritage tourism. The research conducted by Matoga and Pawłowska, (2018) indicates a change in the visitors' motivation to travel to the city. In managing this tourism, it must comply with the provision of sustainable development and protection of the cultural authenticity, historical sites, and buildings. Dodds and Jolliffe, (2016) indicate that local practitioners who have a partnership, contribute highly to the management and heritage tourism resources. Specific types of experiences are attractive for tourism destinations and become an important part of preparing the places for local community activity. The success is based on the relationship, partnership, and the number of recreational experiences.

The novelty of the study is the role of stakeholders from the private sector that initiate the use of site assets and heritage buildings for historical heritage tourism in Surabaya. SHT is managed collaboratively by PT. HM Sampoerna, Tbk through HoS by involving government sectors (department of culture and tourism and department of transportation), the community (the owner of

heritage sites and buildings), and heritage communities. SHT is city tourism program (Freytag, 2010). This is the new form of tourism like off-the-beaten-track in Europe (Matoga & Pawłowska, 2018). The activities of the heritage track use city sightseeing bus to see the historical heritage in the city, including the buildings, the old city area, and the tourist activities that are divided into various historical tourism theme and track. The initiation of the heritage track program is HoS commitment to participate in improving the life quality and the environment through the Corporate Social Responsibility (CSR) program. The company manages the business to contribute positively to the society, environment, tourism development of historical heritage track, and the promotion Murzyn-Kupisz (2012) As the result, the program encourages the community to preserve historical heritage evidence to strengthen the company's brand and Surabaya as the tourism destination.

The finding indicates SHT facilitated by tour bus, has no charge and the track has been running for more than a decade. This program is the locus of this study because it is the only city tourism that traces the historical heritage in Indonesia initiated and facilitated by the private sector. City tourism uses unpaid transportation with various choices of routes every day (source: HoS document, 2019), as mentioned in the study of the typology and heritage tourism track by (Barber, 2019). SHT is different from "Mpok Siti" program or city tourism in Jakarta because the program in Jakarta was initiated and facilitated by the provincial government in Jakarta (Avianto & Oktaviani, 2020).

This study aims to discuss the contribution of the private sector through stakeholder networks in heritage track from the perspective of collaborative governance. Moreover, the purpose of the study also describes and investigates two aspects. First, Surabaya heritage track is the tourism in north Surabaya. Second, the collaborative governance of the heritage track is managed by PT. HM Sampoerna, Tbk as the private sector. HoS is the historical heritage track by involving the government, community, and heritage community.

Furthermore, the study aims to prove the application of collaborative governance in the city tourism sector that has been running for more than one decade.

Many researches on Collaborative Governance have been carried out with a focus on object locations in foreign countries and there are still few that take objects in Indonesia and focus on urban areas. Collaborative governance is an alternative approach, which engages stakeholders – both civil society and public agencies – in a consensus-driven shared decision-making process (Bettis et al., 2020). Collaboration can be viewed in terms of interpersonal, intra-organizational, or inter-organizational relationships. The most widely studied are inter-organizational and intergroup collaboration (Patel et al., 2012; Thomson & Perry, 2006). According to Fendt in Arrozaaq, (2016) there are three reasons an organization collaborates: (1) the organization cannot complete certain tasks on its own; (2) by collaborating, the benefits to the organization can be greater than when the organization works alone; and (3) by collaborating, organizations are able to save on production costs, so that products are cheaper and more competitive.

In this tourism governance approach, it considers "multi-stakeholder" participation as the main driver influencing regional development policies (Jamal & Watt, 2011). Therefore, the governance applied to this tourist destination is the regulation and mechanism of policies and strategies by involving all institutions and individuals (Beritelli et al., 2007). Governance is a new paradigm in governance management arrangements, consists of three pillars, namely: state, private sector, and society. In the public administration sector, the definition of collaboration is stated by Ansell & Gash, (2008) who develop a collaboration concept framework with a system-based approach, known as collaborative governance. It is defined as a government structure in which one or more public institutions are directly involved with non-government stakeholders in a formal collective decision-making process, consensus-oriented and deliberative, aims to create and implement public

policy, as well as manage the program policy and the asset. Ansell & Gash, (2008) explain that collaborative governance includes several stages and components that form cycles and influence each other: (1) Initial condition related to the factors that influence the parties to participate in the collaborative process (2) Facilitative leadership includes components of effective collaborative leadership (3) Institutional design (4) Collaboration process (5) Final result provides the increase of life quality in the community.

Research Method:

This section contains the research design, subject/object/research sample, operational definition and measurement variable, collecting data technique/ instrument and data analysis also hypothesis testing. If the author wants to represent picture/table in big size, so the picture/table can presented in a single column. The study aims to investigate the role of stakeholders, such as the private sector, local government, and community in the perspective of collaborative governance in a case study-based heritage track tourism to gather information, documentation, and observation, and to develop in-depth interview with tourism practitioners (Setyagung, Estav HHani, UmmuAzzadina, Irna Sianipar, Corinthias PM Ishii, 2013). Thus, case study researchers are allowed to select interviewed informants according to the research objectives (Crowe et al., 2011).

There are ten key informants were selected from the government sector according to their experiences, roles, and influence in managing heritage track. They are senior officials from the department of culture and tourism, and department of transportation (I-P-DBP), private sector from marketing and manager of HoS Museum (I-S-PT), community sector from the owners of heritage buildings and historical sites, representatives of heritage community (I-M-KCB), as well as the tourism (I-M-W). The data is obtained from the result sof unstructured interviews, interviews, and direct observation for tenen months from January to October 2020. Furthermore, data collection techniques are snowball sampling, field notes, archives, websites, and the author's interpretation

of the depth and unstructured interview results which are analyzed using four concepts according to (Hashimov, 2015). Whereas, data analysis uses collaborative governance theory from (Ansell & Gash, 2008).

Result and Dicussion:
Surabaya Heritage Track:

Surabaya is the second-largest city in Indonesia located on the north coast of East Java province. Surabaya is a historic city. It used to call as Ujung Galuh. Then, Surabhaya was confirmed in the 14th century by Arya Lembu Sora as the authority of Ujung Galuh. The anniversary of Surabaya was set on 31 May 1293 as the day of Majapahit army victory led by Raden Wijaya against the Mongol troops who came from the sea, described as Sura. The term Sura shows courage or a brave shark. Whereas, Raden Wijaya troops who came from the land described as Baya or a dangerous crocodile. In line with this, Surabaya has been developed for more than 727 years, therefore, it has many historical heritage assets. The character and uniqueness of the city form physical development. Potential tourism destinations are based on the existence of 275 heritage areas, in the form of colonial-era heritage sites and buildings in European architecture in 15 sub-districts (Department of culture and tourism in Surabaya, 2017). This becomes an alternative potential destination and a new SHT for city tourism development. HoS took the initiative by utilizing cultural heritage located in the north Surabaya as a heritage track, by innovating and involving various stakeholders to optimize heritage assets sustainably (Alvarez, 2010; McPadden & Margerum, 2014).

According to the research of (Rogerson & Rogerson, 2014), heritage track is city tourism and the activity is conducted by tracking and visiting heritage sites and buildings, as well as a recreation around the city. Heritage track is one of the alternative city tours that has historical and educational values. The track uses a tram bus to travel in the city. This recreation aims to get new experiences as it is stated below:

"I joined Surabaya heritage tourism, got a name tag and a ticket to enter the city tour bus.

During the tour, there was a guide who explained the history of heritage sites that had been visited. For visitor activities, they did not just sit down on the bus, they also got a chance to explore the tourism objects that had been visited, so we had new experiences" (I-M-W-1).

Surabaya heritage track is developing because of the increasing number of visitors. They know the historical heritage in Surabaya as the city of heroes (Figure 2).

Figure 2. The number of visitors in HoS from 2015 to 2018
Source: the author (taken from HoS in 2019).

PT. HM Sampoerna, Tbk is the private sector that focuses on heritage preservation. It is the filter of cigarettes and the cigarettes production company, founded in 1932 in the Dutch colonial era. The building of company was built in 1862. The factory building has now functioned as HoS Museum to commemorate the Sampoerna family in developing the business. The museum began to operate on October 9, 2003, includes museums, art galleries, the stall, and cafes. Therefore, it becomes one of the tourism destinations that contain aspects of recreation, history, and knowledge. The participation of PT. HM Sampoerna, Tbk in preserving the historical heritage in Surabaya, manifested by initiating the SHT in 2009. SHT is innovative city tourism by inviting recreational trackers and acquiring education about heritage sites and buildings as evidence of historical

development in Surabaya, like off-the-beaten-track in Europe (Matoga & Pawłowska, 2018).

The activities in SHT use tram bus with air conditioning facilities and provide wheelchair-bound passenger as the form of hospitable for disabilities. The bus design resembles a tram or a city sightseeing bus that used to go around the city in the early 19th century, equipped with wide glass windows on each side of the bus so that during a city sightseeing trip (Table 1), trackers can see heritage building. Furthermore, visitors get explanations in two languages: Indonesian and English from the tour guide. The bus accommodates twenty-two people on weekdays and weekends. However, the bus does not pick up passengers during the trip, so visitors who follow the track get the bus on and off at the transit point in HoS.

Table 1. Regular destination of SHT

Days	Theme	Hours	Duration (in minutes)
Tuesday, Wednesday, and Thursday (*Weekday*)	Surabaya is the city of education: Telkom Garuda– "Ongko Loro" School	10.00	60 – 90
	Surabaya is the city of heroes: Historical park – the hero monument	13.00	
	Surabaya is the city of the harbor: Shahbandar Tower – Pabean market	15.00	
Friday, Saturday, and Sunday (*Weekend*)	Surabaya is a historical city: Pecinan – Ampel	10.00	90 - 120
	Surabaya is the palace gate: Peneleh – Ketandan	13.00	
	Surabaya is the metropolitan city	15.00	

Source: the author (taken from HoS in 2019)

The long trip is held every weekday, such as Tuesday, Wednesday, and Thursday with several themes: Surabaya is the city of education, City of Heroes, and the City of Harbor, meanwhile, Friday, Saturday, and Sunday with the following theme: Surabaya is the historical city, palace gate, and metropolitan city. Besides, the heritage track also has a thematic tour with different themes to attract visitors. The innovation of destination development optimizes the benefits of heritage sites and buildings. HoS is the innovation as an effort to empower the heritage to educate many people (table 1). The regular tour is organized according to the schedule that has been developed three times since 2009. The aim is to make the visitors get interested in the program and to introduce new heritage buildings. Thematic tours began to be developed in 2010 with different themes for each period. The theme changes at least four times a year by providing new tourism objects and inviting visitors to know more about the heritage and historical value (Figure 3).
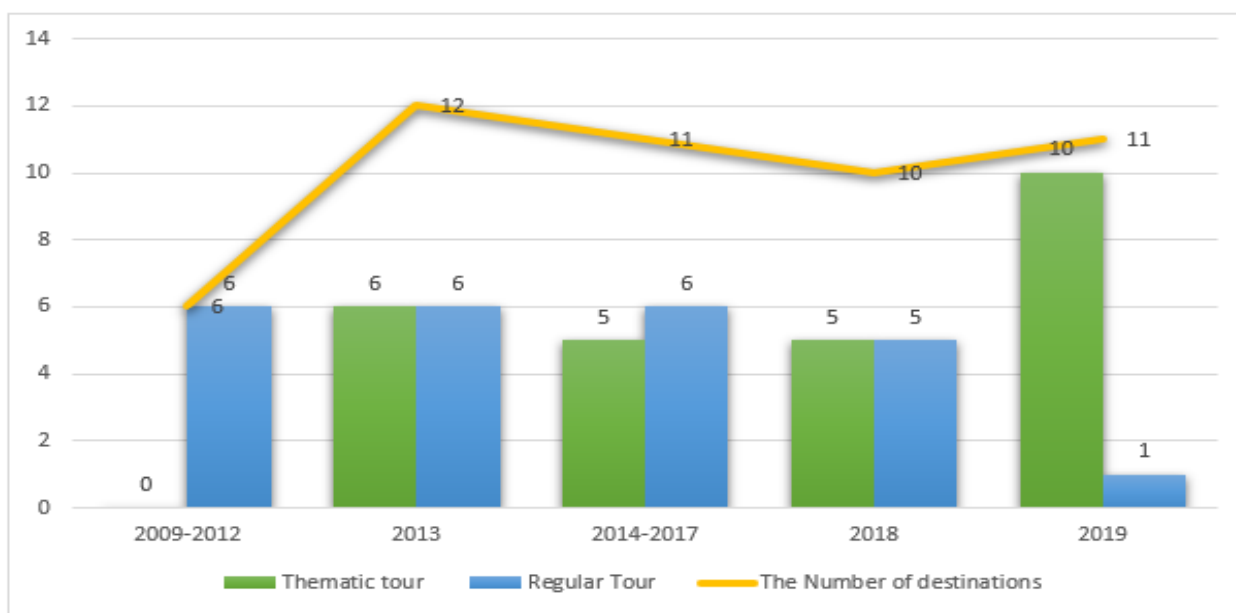
Figure 3. The development of SHT: regular and thematic tours, from 2009 to 2019
Source: the author (taken from HoS in 2020)

Figure 3 indicates the innovation development of SHT. From 2009 to 2012, this program aimed to invite visitors to see the heritage sites and buildings with authentic history on six heritage tourism objects (Sugianto et al., 2016). In 2013, six new tourism objects were developed. In line with this, Alvarez, (2010) stated that city tourism must be able to compete to be different from other cities. In 2017, eleven tourism destinations were also developed, whereas, the innovation was conducted in 2019 by developing ten new tourism objects which were different from the previous ones (from 2009 to 2018). Furthermore, Tugu Pahlawan, or the hero monument is still maintained as the iconic tourism destination (from 2009- to the present day). The manager of SHT stated that: *"We provide interesting thematic tours for the visitor, which are held at least four times every year. There are more than fifty thematic tours with different concepts".* (I-S-PT-1)

This is a new trend in city tourism (Matoga & Pawłowska, 2018). The tours are a new track of historical sites, villages, and the heritage in Surabaya. Furthermore, a thematic tour is a traveling activity throughout the city with a different theme in a certain period. In line with this, Matoga and Pawłowska, (2018) stated that the purpose of tourism in the post-modern era is to get new experiences while traveling.

Government policy, stakeholder and corporate responsibility toward the environment

The main factor in SHT is the government policy that requires each company to be able to manage the business operation by producing some products with society and environment orientation according to Regulation (UU) Number 40 the Year 2007 regarding the incorporated company. Article 74 Paragraph (1) states that the company that runs the business activities related to natural resources is obliged to carry out social and environmental responsibility. This provision is followed up by the government regulation (PP) Number 47 the Year 2012 regarding the social and environmental responsibility of the incorporated company. UU Number 40 the Year 2007 in Article 1 paragraph (3) provides the limitation of social and environmental responsibility for the company by participating in sustainable economic development to improve the life quality and the environment that are beneficial for the company and community.

Based on the policy, PT. HM. Sampoerna, Tbk optimizes the social and environmental responsibility (TJSL) or CSR from companies through HoS as the owner of heritage building assets. They are responsible for taking care the heritage preservation to increase the development of tourism in Surabaya. This SHT was initiated in 2009. It becomes recreational and educational tourism about the history of Surabaya by involving various stakeholders (Table 2).

Table 2. Collaborated stakeholders in SHT

| Sector	The practitioner	The resources ownership	Activity
Private sector (PT. HM. Sampoerna, Tbk.)	HoS manages the CSR of PT. HM. Sampoerna, Tbk.	Surabaya heritage track is the city tourism program; CSR Funds;	Managing museum activities; The operational fund of SHT
		The private company as the owner of the heritage building	
Public sector	Department of tourism and culture (DISBUDPAR)	The management of heritage sites and buildings should be in	Managing and advising the activities of culture and tourism.

		line with the applicable regulation	
(The government in Surabaya)	Department of transportation	Controlling the activities in the transportation service and public road	Managing the community activities in utilizing the public road
Community	The owner of heritage buildings	Cultural heritage manager and the owner	Facilitating the tourism visitors
	The practitioner	The resources ownership	Activity
	Heritage community team	The provider of heritage history information	Providing recommendations for the preservation of heritage sites and buildings

Source: The results of data analysis

Historical heritage track as the city tourism in a collaborative governance perspective.

HoS is initially the manager of the heritage track program that collaborates with stakeholders that have the same vision in developing culture and tourism. Therefore, it requires collaborative management efforts Lemky, (2017) with the government, such as the department of tourism and culture, department of transportation, the owner of heritage buildings, and the heritage team. The collaboration is facilitated by HoS and the stakeholders that explored the historical values of a new heritage site and building. For this reason, SHT is developed to be one of the leading tourisms in Surabaya to increase visitation (figure 4).
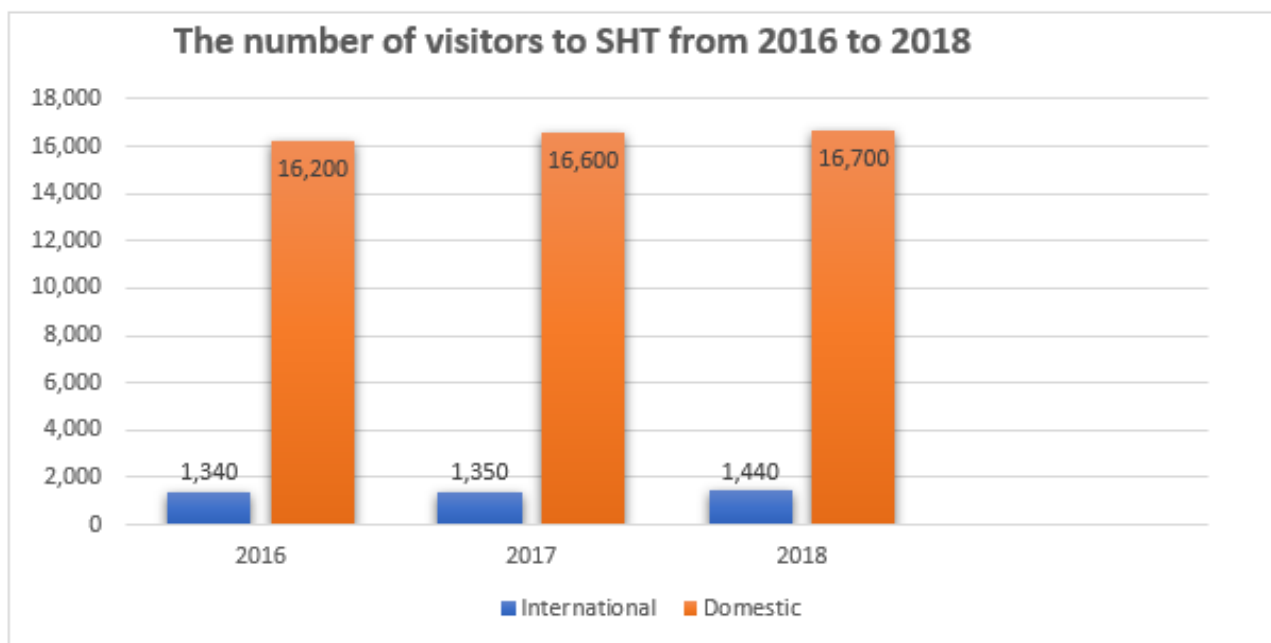
Figure 4. The number of visitors to SHT from 2016 to 2018
Source: the author (taken from HoS in 2019)

The collaboration should complement the differences in potential resources and knowledge of each stakeholder Ansell and Gash, (2008) so that the objectives of the program can be achieved optimally. As it is stated by HoS:

"We collaborate with the department of tourism and culture because they responsible for the heritage assets in Surabaya, so the license is required if they want to use it. Although, some of the heritages are owned by private companies and the

community. The collaboration with the department of transportation is also conducted to confirm the track and the licensing recommendation for the bus track. Moreover, we collaborate with the heritage team to obtain detailed information about the historical value of the heritage sites and buildings that have been used". (I-S-PT-2)

The collaboration between stakeholders for the same vision and commitment, so that they support each other to realize the vision through SHT program according to their authority, and the potential in a sustainable manner (table 3). In line with this, the function of the department of tourism and culture is to formulate the policy in tourism, arts, culture and film, tourism organizer and culture, the guidance for tourism and cultural practitioners in the working area (I-P-DBP-1). The institutional design of the collaboration between HoS and the stakeholders is still informal through the license of

tourism visitation from the manager and owner of heritage sites and buildings, personal, private company, and the owner of Ongko Loro School. It can be seen from the statement below:

"Since the beginning of the cooperation with stakeholders, MoU or formal agreement is not available. So far, the mechanism is done by submitting a request for permission to the owner of heritage sites through the department of tourism and culture as the advisor". (I-S-PT-3)

"For the changing routes of the bus, HoS coordinates with the department of transportation". (I-S-PT-4)

"If it has never been conducted and the information for tourism visitation is received from the chairman of Rukun Warga (RW), so it should be confirmed to the department of tourism and culture". (I-M-KCB-1)

Table 3. The authority of stakeholders in the collaborative governance of SHT

Aspect	Purpose	Stakeholder	Strategy
Institutional	Expanding stakeholder collaboration networks in SHT	Government	The coordination between department/ institutions that have cultural and tourism program
		Private sector	Developing a synergy of corporate CSR that focus on culture and tourism program.
		Community	Involving university and the mass media that have expertise and attention to heritage
Tourism destination	Improving the interest of visitors to participate in sustainable educational recreation	Government	Facilitating and supporting the heritage revitalization
		Private sector	Improving the allocation of CSR funds for heritage preservation
		Community	Developing heritage tourism objects as an effort to increase the number of visitors.

Source: The results of data analysis

The collaboration between stakeholders in SHT was initiated by HoS by involving the government and the community. It can be seen from the HoS statement:

"HoS is almost impossible to do the program without the support from the stakeholder, especially from the department of tourism and culture in Surabaya who plays the role as the facilitator

between HoS, the heritage owners, and the manager, as well as the cultural heritage community. The community team participates to provide detailed information about the history of each heritage". (I-S-PT-5)

HoS facilitates the development of a new trend in city tourism program by increasing the number of the heritage that become a tourism

destination so that it can survive for more than a decade and become the tourism icon in Surabaya. The reason is the following characteristics: (1) city tourism through historical heritage; (2) recreational and educational tours in the city about heritage history; (3) free of charge; (4) Surabaya heritage track is initiated and managed by the private sector; (5) the existence of new track innovation following the trend of global tourism interest through thematic tours (Alvarez, 2010; McPadden & Margerum, 2014). SHT is a strategic step to maintain competitive tourism compared to other cities (Alvarez, 2010). As it is stated by HoS:

"Surabaya has more than 200 cultural heritages and each of them has a different historical value. However, the utilization potential of the heritage is not optimal because the owners do not understand the benefit and historical values so that SHT tries to use it for the community". (I-S-PT-6)

The factors that motivate stakeholders to collaborate are the benefits obtained together (table 4). Furthermore, the initiator of heritage track has a high commitment to expand the tourism destination by increasing the number of cultural heritage sites, as well as increasing the company brand (Murzyn-

Kupisz, 2012). Furthermore, the government policy that obliges every company to implement CSR, encourages HoS to develop a heritage track. However, the thematic tour program has many obstacles, such as limited bus fleets and tour guides because all of the funds come from CSR of the company. The institutional design is still informal, so it is necessary to institutionalize collaboration to ensure the sustainability of tourism in the historical heritage track. The final result indicates that collaboration that has been established for more than a decade, contributes to the improvement of tourism quality and the benefits for the heritage owners (Table 5). It becomes an inspiration for the development of city tourism in other places. It can be seen from HoS statement below:

"There was tourism activist from Yogyakarta who came to HoS, specifically to study the management system. According to him, the program was good and could be developed to his city". (I-S-PT-7)

This is in line with the perspective of Ansell and Gash, (2008) who state the collaboration should provide benefits, such as the increase in life quality in the community.

Table 4. Stakeholder contribution and the benefit of SHT

Activity	Private Sector		The government of Surabaya		Community	
Stakeholder	PT. HM. Sampoerna, Tbk.	HoS (the practitioner of PT. HM. Sampoerna, Tbk.)	Department of culture and tourism (DISBUDPAR)	Department of transportation	The owner of heritage buildings	Heritage team
Activity	Private Sector		The government of Surabaya		Community	
Tourism destination	The owner of the cultural heritage building (HoS Museum)	The manager; The person in charge of the collaboration	The owner of the heritage site and building assets	Tourism track regulator in Surabaya heritage track	The owner of the heritage site and building assets	The provider of tourism information
	HoS; Government (PP) Number 47 the Year 2012	Track tour; bus tour; tour guide;	The license to use heritage sites and buildings for tourism;	Traffic lane utilization for city tourism bus	The provider of information and educational	The provider of information and educational

Facility/ the provider	regarding social and environmental responsibility of the incorporated company	HoS Museum	Tourism development associate		facilities on the history of heritage buildings	facilities on the history of heritage buildings
Tourism operational	The funders of SHT (CSR)	The innovation of city tourism; HoS promotion	Promotion of tourism destination in Surabaya	The evaluation of heritage track in Surabaya	Preservation of heritage sites and buildings	The provider of information and education on the history of heritage buildings
Benefit	Promotion means and increasing the brand of PT. HM. Sampoerna, Tbk.	To implement CSR; To preserve company-owned heritage buildings	To support the realization of the institutional vision; To support city tourism development	To support the use of heritage track activities in the city	There is attention from stakeholders to heritage buildings	To educate the public about heritage

Source: The results of data analysis

The research of collaborative analysis (Dodds & Jolliffe, 2016; Matoga & Pawłowska, 2018; Petrova & Hristov, 2014) perspective.

The results indicate the stakeholders that collaborate including PT. HM. Sampoerna, Tbk as the private sector through HoS, and the public sector (department of culture and tourism and department of transportation), as well as the community (private owner, a private company, and the heritage community). It is in line with the perspective of collaborative governance in Ansell and Gash, (2008) that a collective decision-making process is one or more public institutions with non-governmental stakeholders. The initiation of collaboration is the private sector (House of Sampoerna). In contrast, collaborative governance according to Ansell and Gash, (2008) state that collaboration is initiated by the government aimed at managing the public sector. Furthermore, the findings also indicate that collaboration is still informal without MoU. For this reason,

collaboration can be realized because of the manager's commitment to preserving the heritage, strengthen the brand, government policy on CSR, as well as the shared vision of the stakeholders. Moreover, the results also find out that there is no guarantee for sustainable collaboration between stakeholders, such as the changes in tourism objects (table 4) due to global tourism interest (Matoga & Pawłowska, 2018). Therefore, the collaboration in the form of MoU can strengthen the manager commitment of SHT to be creative in developing alternative city tourism by optimizing the involvement of heritage owners. Increasing tourism facilities and expanding the number of stakeholders in city tourism are needed to enhance the number of visitors who can travel in the city and provide benefit for the community in a sustainable manner.

The findings indicate that the role of government is still limited, so it needs to be improved to facilitate the expansion of stakeholder

involvement with the same vision, Petrova and Hristov, (2014) states that Local Government are expected to lead initiatives to encourage the development of heritage tourism. New trends in city tourism and changes in interest are supported by the existence of new heritage assets. Dodds and Jolliffe, (2016) state that local practitioners in partnership make a high contribution to the management of the tourism track. In line with this, Matoga and Pawłowska, (2018) state that there is a change in the motivation of visitors toward city tourism. that Local Governments are expected to lead initiatives to.

Conclusion:

City tourism research has attracted a lot of attention, including the research in heritage tourism with collaborative partnership approach: McPadden and Margerum, (2014) on a collaborative partnership to manage national track, heritage, river, and recreation areas; Setyagung, Estav H Hani, Ummu Azzadina, Irna Sianipar, Corinthias PM Ishii, (2013) focus on the heritage preservation, cultural tourism, and artistic idealism. The research related to city tourism is part of recreational in the historical city, such as Alvarez, (2010) about the creative city and cultural section as tourism (Foster & Kreinin, 2020).

The results of the study use a collaborative governance perspective in which stakeholder participation in SHT has been successful in optimizing the benefit of the assets and contributing to the owners of heritage sites and buildings. The private sector initiated by SHT has a strong commitment to heritage preservation. The role of government policy on CSR motivates the initiators to give attention to SHT through the CSR program. It is done by innovating the development of alternative thematic tours. However, the institutional design of heritage track becomes the inhibiting factor because stakeholder collaboration is still informal and the operational facilities are limited so that services for increasing the number of visitors can't be optimal.

To ensure collaborative governance of sustainable legacy pathways, several important aspects are recommended: First is the sustainability that includes the stakeholders from the community sector who manages the site or the owner of heritage buildings should be involved in implementing the program according to the capacity. Second is the institutional design that consists of the collaboration between stakeholders. However, collaboration is informal and does not guarantee transparency and equality, so it needs to be institutionalized in a memorandum of understanding. The third is the role of local government that needs to be increased to facilitate the expansion of collaboration networks.

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