

## **Public Private Partnership in Tourism Development during a Pandemic**

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### **Abstract.**

Public private partnership exists as a form of government innovation to improve the quality of public services. This is why every government agency continues to be required to continue to innovate. In the context of tourism development during the Malang city pandemic. TIC (Tourist Information Center) is an application that is being developed by the Malang City Government which is prepared to promote the tourism sector in Malang City, which is then carried out in collaboration between Gojek and Malang City Government. Malang City Government uses a public private partnership model of cooperation. The method used in this research is descriptive qualitative. As for the data collection technique is done by observation, interviews and documentation. As for the research subjects include the head of government, as well as field staff and Disporapar Malang. The purpose of this study is to find out how the development of tourism in Malang City during the pandemic by using a public private partnership model, besides that also to find out what factors are obstacles in its implementation. The results of this study indicate that tourism development using the PPP cooperation model in Malang City has been running which then produces an application called TIC. However, for now the TIC application that was formed is still not linked or integrated with the Gojek application.

**Keywords:** Public Private Partnership, Tourist Development, TIC (Tourist Information Center)

### **INTRODUCTION**

Tourism development is an effort to develop or advance tourist objects, so that these attractions are better and attract more tourists to visit tourist attractions (Mario, 2015). Tourism development aims to provide benefits both for tourists and benefits for the local community, for example in improving the community's economy (Basri, 2019), as a place for recreation (Primadany, 2013) and as a place for cultural development (Prasodjo, 2017). Several studies have

also looked at tourism development in increasing Regional Original Income (PAD) (Katarina & Fithriana, 2017). For the local community, tourism development can be beneficial in terms of economy (Gunawan et al., 2016), socially, and culturally (Waani, 2016). In principle, the development of tourism in an area aims to improve the welfare of the people of the area. And the development of tourism in a tourist destination is very closely related to the

economic development of the area (Novita et al., 2021).

Several strategies are used in Tourism Development, for example through branding (Isdarmanto, 2020), through promotion (Puspawati & Ristanto, 2018), and also through events. Some of the tourism development strategies above can be carried out personally or from the government itself (Febrianti Dwi Cahya Nurhadi, Mardiyono, 2004) or by means of a partnership or cooperation pattern (Daraba et al., 2020). The Tourism Development Model through a partnership or cooperation pattern is considered more effective in improving the quality and quantity of tourism.

The presence of the COVID-19 pandemic that hit Indonesia caused a sustainability crisis in the tourism world. The COVID-19 pandemic since the beginning of 2020 has continued to make tourism visits in the city of Malang continue to decline. According to data from the Malang City Disporapar, the impact of covid 19 has caused tourist visits to experience a drastic decline, from what was initially practically 100% during the pandemic, only around 10-20%, namely in 2019 it could reach more than 5 million tourists, but during the pandemic in 2020 there are only 698 thousand tourists left. Therefore, the COVID-19 pandemic has a very significant effect on the number of visits by tourists who want to travel to the city of Malang.

During the pandemic, the tourism industry is faced with a crisis, coupled with

the policy of refocusing the budget for handling covid, the agenda or development program that the government wants to carry out is hampered, and will affect the work steps of the poor city government. Therefore, the Malang city government needs to make new efforts and strategies to maintain this tourism industry, especially as a supporter of the economy of a region. One of them is through the Public Private Partnership model. Public Private Partnership is an agreement between the government and the private sector. The parties will work together to utilize their respective capabilities to improve public services, quality services, and collaboration.

Efforts to restore tourism activities have begun since entering the New Normal era, the tourism sector can operate in an area if the potential for transmission in that area is low. The opening of the tourism sector is carried out in stages by implementing strict health protocols. In the initial period of reopening tourism activities, almost all tourism actors implemented the COVID-19 security protocol (Nofriya & Sari, 2021). The Mayor of Malang has issued Circular (SE) Number 62 regarding the latest PPKM level II regulations in Malang City which is a derivative of the Minister of Home Affairs Number 53, which has loosened the opening of tourism places in Malang City. Several studies looking at tourism development during the pandemic as written by (Elistia, 2020) it is known that the need for adaptation of tourism programs to remain productive during the pandemic and the new

normal period, through cooperation and collaboration with all aspects, both the government, the business world, the community, and educational institutions. In the Pandemic Period the tourism industry is faced with a crisis, so it is necessary to make new efforts and strategies to maintain this tourism industry, especially as a supporter of the economy of a region. One of them is through Public Private Partnership (PPP).

Public Private Partnership (PPP) Cooperation carried out by the Malang City Government with Gojek in increasing local tourism development. Therefore, researchers want to see how the Public Private Partnership (PPP) model carried out by the Malang City Government with Gojek in increasing tourism development in Malang City. The concept of the Malang City government's collaboration with GoJek by connecting the TIC (Tourist Information Center) in the Gojek application makes it easy to develop tourism in Malang City in connection with the pandemic, this is a form of enthusiasm to make Malang City as Smart Tourism and Digital Tourism. Through the TIC (Tourist Information Center) the people of Malang City can find out more tourist information. In this study, the researcher emphasizes the collaboration between the Malang City government and the private sector in which the Youth, Sports, and Tourism Office uses the Malang City TIC (Tourist Information Center) application to connect the application to the Gojek application in assisting the development and

public services in the tourism sector. The option of cooperation with the Gojek company is because it is widely known by the public, and this is one of the efforts to develop the tourism sector.

## **METHOD**

The type of research in the Public Private Partnership research in Tourism Development during the Pandemic Period in Malang City at the Youth, Sports, and Tourism Office of Malang City This research uses qualitative research with a descriptive approach with the aim of making a systematic, factual, accurate description, a description of the factors and relationship. between the phenomena studied (Subarsono, 2011). The reason is, this study will describe how the government sector, namely the Youth, Sports, and Tourism Office of Malang City has collaborated with the aim of developing tourism in public services to make it easier for the public to know tourism information during the pandemic. The method used to analyze the process is to use three attribute indicators from William J Parente, this is because through these indicators can analyze the Role, Implementation, and Results

## **RESULTS AND DISCUSSIONS**

### **A. The Role of Malang City Government in Tourism Development Through the TIC Application**

The collaboration between the Malang City government and the Gojek company is one of the Malang City Government's steps to improve public services in

the context of tourism development. Due to the COVID-19 pandemic, the tourism sector has experienced a lot of decline. The collaboration with the public private partnership model was carried out by the Malang City Government together with Gojek, which then produced an output in the form of a TIC (Tourist Information Center) application which was then ratified by signing the MoU with letter number 001/AKAB/MoU/MLG/1/2021. One form of output from the Tourism Marketing and Creative Economy Development Program. Through the TIC application, it can be used to promote or market tourism in Malang City. Marketing activities will be easier to do when Malang City Government cooperates with Gojek companies. The Gojek application has been widely used by the public. That is why the Malang City Government signed an MoU with the Gojek company.

The planning of the cooperation carried out by the Malang City Government with Gojek is one of the Malang City Government's strategies in developing the tourism sector in the midst of the COVID-19 pandemic. The Malang City Government is starting to improve itself to revive the tourism sector. One of them is the development of Thematic Villages. Then to support this development, the Malang city government developed an application called the Tourist Information Center (TIC), which will also be connected directly to the Go-Jek application, as a form of collaboration between the Malang City Government and Go-Jek.

TIC (Tourist Information Center) is an application that is being developed by the Malang City Government which is prepared to promote the tourism sector in Malang City. This is a form of collaboration that was then carried out between Gojek and the Malang City Government. This digital-based application can later be used by the public or tourists who come to Malang. So that tourists can determine for themselves which destination to visit, besides that tourists can also directly get a driver from Gojek. This is why the Gojek feature is included in the TIC application. Basically, this TIC is designed as a form of output from the Malang City Government program agenda, which is related to the Tourism Marketing Program and Creative Economy Development. The government's concern, one of which is on tourism development or marketing, is then packaged neatly through collaboration with Gojek. Until then an application called the TIC was formed.

Various efforts and innovations have been made by the Youth, Sports and Tourism Office of Malang City in dealing with the covid 19 pandemic. One of them is by establishing and building good collaborations with the private or private sector. This collaboration is carried out to maintain the existence and sustainability of tourism conditions in the midst of a pandemic. Based on the results of interviews and observations, researchers show that so far the planning of cooperation in tourism development in the midst of a pandemic in the city

of Malang, especially in tourism development is at the stage of releasing an application called TIC (Tourist Information Center). The TIC application is an information service center for tourists from within or outside the country regarding digital-based tourist objects and attractions in Malang City.

### **1) Signing the MoU with Gojek Company**

The cooperative relationship that has been formed is then marked by the existence of an MoU Agreement. The letter is a written form in black and white after a verbal agreement made by several parties. Based on an interview conducted by Endang Sumarlik as Head of the Destinations and Tourism Industry Section, it was stated that the MoU was ratified on January 14, 2021. The purpose and objective of the MoU was to improve public services to the people of Malang City through the "Gojek and Gopay" application. In the MoU number 001/AKAB/MoU/MLG/1/2021 there are three parties involved, the first party is Sutiaji as the Mayor of Malang who acts for and on behalf of the Malang City Government. Then the second party is Budi Gandasoebrata who is the Director of PT. Dompot Anak Bangsa which is also a legal entity engaged in providing electronic money payment services or "GoPay". Furthermore, the third party is Jeffery Johannes as the Regional Operations

Head of PT. Application of the Children of the Nation. The third party is a legal entity engaged in software and platform-based marketplaces with the trademark "Gojek". Signed the MoU in collaboration between the Malang city government and Gojek and Gopay which was carried out to improve public services to the community. In this case it is tourism development which is then integrated with an application called TIC (Tourist Information Center). This digital-based collaboration is one of the new innovations which utilizes digital technology to support the public service sector.

### **2) Coordination meetings**

In connection with the collaboration carried out by the Malang City Disporapar and Gojek companies, intensive coordination needs to be carried out. Coordination meetings are needed to unite views if there are differences of opinion. In addition, coordination meetings are needed to maintain communication between the parties who cooperate with each other. In this study, it was found that the coordination meeting conducted by the Malang City Government (Disporapar Malang City) with the Gojek company had gone well. Where coordination meetings are always held, not only with the Gojek party but with other stakeholders as well.

Based on the results of the interviews above, it can be seen that coordination meetings are very necessary for the continuity of cooperation carried out by several parties concerned. To maintain communication and goals that have been previously planned, the coordination meeting is like a liaison between two or three or more parties who are connected in a cooperative bond. Based on the narrative from Mrs. Ratih, it was stated that the implementation of coordination is the main key in the success of a program to be implemented. So that it can be ascertained that when implementing a program without a good coordination meeting, it will not run smoothly

**B. Implementation and Results of Public-Private Cooperation**

As in the results of observations in this study, it is known that in the context of cooperation with the public private partnership model carried out by the Malang city government with the Gojek company, it is carried out to assist the Malang city government in tourism development and improving public services. The realization of the collaboration between the Malang City Government and Gojek in the context of tourism marketing in Malang City is the design of the TIC application. For the process or flow of application design can be seen in table 4.1. In the table it can be seen how the flow of the journey from the start of coordination between the Malang City

Government with the Malang City Disporapar and Gojek to the application release stage.

**1) App Design Timeline**

The table above is a timeline of TIC application planning activities. What can be seen on December 4, 2021 is the process of coordinating planning and assessment related to making applications which will take approximately one month. Then immediately proceed with the process of making the application with an estimated time of 3 months.

**Table 1..App Design Timeline TIC**

No	Time	Activity
1	4 December 2021 – 1 January 2022	Coordination/discussion related to application development planning
2	3 January 2021 – 3 March 2022	Application creation
3	4 March-25 March 2022	Integration of the TIC application into the Malang city government network system
4	30 March – 30 April 2022	Trials
5	10 – 20 May 2022	TIC app release

Furthermore, the process of integrating the TIC application into the Malang city government system or connected to the Malang City Discominfo. The trial was carried out for one month. The trial was carried out a little longer to stabilize the system if

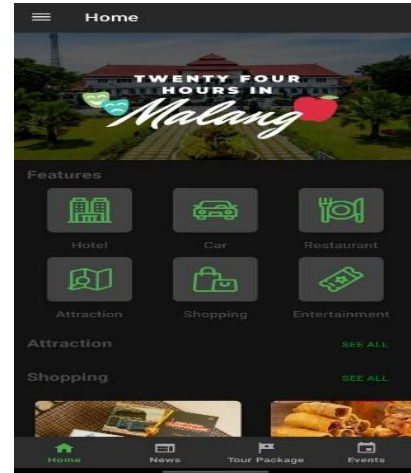
there were some disturbances or obstacles that might occur. And the last is the release of the TIC application which will take place in May 2022.

## 2) TIC Application Display

The development of the tourism sector by utilizing digital technology is the right choice where the current generation is more acquainted with and technologically literate. So that when the government can launch tourism development by collaborating with service companies engaged in technology that is already well known to the public, it will provide many benefits for the government. Apart from the relationship or working partner of the government, the core goal is basically to improve public services, it can also be a medium for tourism promotion for the government. Considering that there are many companies like Gojek and they are often used by today's society, especially the younger generation.

In the context of its implementation, what needs to be noted and continues to be developed is how the program to be launched by the government can then be understood and known by all elements of society. Therefore, there is a need for intensive socialization activities to introduce the TIC (Tourist Information Center) application which is collaborated on the Gojek application.

**Picture 1. App Display Image TIC On Playstore**



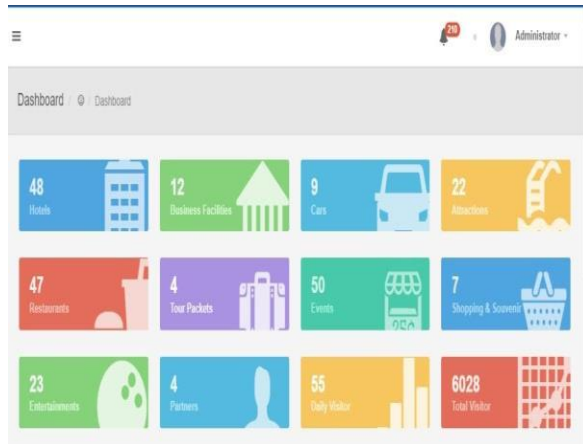
Source: Research Documentation

Shows the appearance of the TIC application that can be downloaded on the playstore. Thus, the general public can directly download the TIC application. While in Figure 4.5 is an image or front view of the TIC application. What can be seen is that there are several menus that have been presented, for example lodging services in the form of hotels, transportation, shopping, attractions, entertainment and also restaurants.

The collaboration between the Malang City Government and the Gojek company, with the TIC application, is concrete evidence that the government also needs to collaborate with the private sector, the aim of which is to improve public services to the community and also increase tourism visits in the city of Malang. The launch of the TIC

application itself will take place at the end of April 2022. This is faster than the schedule or timeline where it is written that the application launch will be carried out in early May 2022.

**Picture 2. TIC Application Activity Pictures**



Source: Research Documentation

Until mid-May 2022, it was reported that the number of tourists entering the city of Malang also continued to increase. This is one of the things that the launch of the TIC application at the end of April can affect the increase in tourism visits, it can be seen in Figure 4.6, namely the activities of this TIC application that the daily visitors are around 55 people and the total total visitors to date are around 6028 thousand visitors. Through these data visits, it can be said that the city of Malang experienced a higher level of tourism visits than before. Of the total increase in tourists of approximately 200 thousand tourists, 55 tourists have used the TIC application. The details are as

many as 14 tourists using restaurant services, 16 tourists for hotel services, and 25 others to get tourist spot search services.

### **3) Tourism Comparison**

In 2021 the number of tourists visiting Malang City can be seen in Figure 1, a total of 63,609. While the calculation of tourism visits in the city of Malang can be calculated every three months, and can be seen in Figure 2 in the early year of 2022, precisely in January, tourism visits were 305,127 tourists, in February 2022 there were 318,543 tourists, until in March there was an increase. as many as 542,246 tourists.

Thus, it can be observed that the pattern of increasing tourists visiting Malang City every month increases by 100 to 200 thousand tourists. However, after the launch of the TIC application whose purpose is to improve and develop tourism, it can be seen that with the TIC application which was released at the end of April 2022, it can actually contribute to increasing tourist visits.

### **4) Socialization**

The picture above is one of the results of the documentation from the Malang City Disporapar on socialization activities related to the development of the tourism sector and improving public services. In addition to coordination meetings between the Malang City Government and Disporapar or stakeholders, outreach activities are also the key to success in program implementation. In



the development of a public service innovation or program from the local government, of course, it must be accompanied by a mature socialization, so that the service or program is conveyed evenly to the wider community.

However, in reality, the Malang City TIC program still has obstacles and shortcomings, namely the lack of socialization to the community regarding the use of the application, so that the wider community, especially the city of Malang, does not fully know about the application. Socialization at this time is still only in the form of postings on the website and on social media.

**c. Monitoring of Tourism Development Activities**

Based on the results of interviews with researchers with the head of the Malang City government as mentioned above, it can be seen that monitoring activities in program implementation or collaboration with the public and private sector are still being carried out. Either starting from the planning stage or during the implementation of a program. Practically, the closer to the day of program implementation, the more intense monitoring activities will be carried out. This monitoring activity does not only look at the object, but in terms of the subject which is a human being, monitoring also needs to be done. This is done to minimize the occurrence of some errors. Therefore, monitoring activities need to be carried out to maintain the sustainability of an ongoing program.

Therefore, after careful monitoring, there is an evaluation of activities whose intent and purpose is to see what are the obstacles or deviations if there is something that deviates. This is why monitoring activities are needed as a valuable input. Based on the collaboration between the Malang City Government and Gojek, which aims to develop the tourism sector and also improve public services, monitoring activities must continue. such as supervising, maintaining the continuity of this program and requesting a weekly report on its status and progress.

**D. Inhibiting Factors of Public Private Partnership in Tourism Development during the Pandemic Period in Malang City**

1. Quality of Community Human Resources, it can be understood based on the results of the interview above that it turns out that the existence of good quality human resources for the community is sometimes also one of the obstacles for the government's steps to realize its policy programs, this can be seen from the government. But if it is seen from the community, then such conditions are basically needed to control behavior and all government policies. So, the government will be careful in issuing all forms of policy. And the hope is that the government can issue policies that are more pro-people than the political elite.
2. Time and Energy, in spending policy programs so that these policies can reach all levels of society, sufficient time is needed to socialize them. Energy also

determines when socialization takes place. So that when the available time and energy are not met properly, these two things can become one of the obstacles. Reflecting on the results of the interview that the characteristics of a city that is crowded with young people, the city will be more dynamic. This means that the city of Malang which is crowded by many students from various universities in the city of Malang makes the city of Malang more dynamic.

3. As a result, all forms of policy programs that the government wants to issue cannot be taken for granted. Therefore, they need discussion and mediation. So that the government basically only needs energy and time to socialize.
4. PPKM (Enforcement of restrictions on community activities in Indonesia). The COVID-19 pandemic, which is still present, has made some government activities and agendas unable to carry out as usual. If Disporapar one of its duties is in the field of tourism development, then the steps of its work are even more limited during the covid pandemic like this. Activities such as promotions, program socialization, tourist visits can be ascertained to be gentler when compared to the COVID-19 condition that does not yet exist. This is why the PPKM policy which has clearly explained that limited community activities is one of the obstacles for the government to be able to socialize and promote tourism in the city of Malang.

5. Public Distrust, one of the most crucial obstacles is the public's distrust of the government and the private sector. The image of the private sector, which is often judged to prioritize provision over the public interest, is one of the reasons why people have less trust in the private sector. Meanwhile, public distrust of the government began to flourish when many government officials or officials committed fraudulent acts such as corruption. Public distrust of the government or the private sector is caused by a trigger. As in the results of the interviews above, it can be understood that a critical society will be much more dynamic. In addition, the behavior of officials and the public sector that often appears in advertisements or social media with their deviant behavior is the reason and concrete evidence that the public cannot take what the government says for granted. Such conditions then become an obstacle in its implementation. Basically, the government works to serve the people.

## **CONCLUSIONS**

Public Private Partnership in Tourism Development during the Pandemic In Malang City it can be understood that the substance to be obtained from the collaboration with the PPP (Public Private Partnership) model is a partnership between the government sector and the private or private sector, to improve public services to the community. Thus, the cooperative relationship between them is for the public interest and problems, meaning that what then becomes

the hope of the community is that the cooperation is actually carried out correctly and does not go out of line with the applicable rules. This cooperation model is close to the concession contract model.

There are many restrictions on tourism activities that have an impact on the passiveness of tourism activities. This condition was then made worse by the refocusing of the budget on the handling of covid 19. So that the movement of the government or in this context is the Malang City Disporapar is very limited. This condition was then tricked by the government to be able to continue implementing the government's work program or agenda, so a working relationship was established with the private sector or private sector (Gojek) to help the government revive the dignity of the tourism sector in Malang City.

In the role of the government and the private sector, there are activities that must be carried out, the first is planning where in these activities the initial process of cooperation between the Malang city government and Gojek. Furthermore, the second is the signing of the MoU, this is a cooperation agreement between the Malang city government and Gojek to bind a mutual agreement. The third activity is the monitoring process where in this activity the Malang city government seeks to monitor the process in tourism development with this application and hold meetings about this.

Furthermore, from the results of the collaboration, the Malang city government

made an application that is engaged in the tourism sector called TIC (Tourist Information Center). Through this application, the cooperative relationship between Gojek and Diporapar and the Malang City Government can be implemented. The two applications, both Gojek and TIC systems will be connected to each other. The official TIC application is released and ready to be used at the end of April 2022. The TIC application is a government program to facilitate access for the general public to facilitate tourism services provided by the Malang city government. The series of cooperation processes or partnerships carried out are the role of the government and the private sector, the implementation of activities, and the results of this tourism development cooperation. However, the lack of socialization to the wider community can result in a lack of integration of the TIC application into Gojek, so that it can hinder the process of connecting to the Gojek application. In the overall process of implementing the collaboration or collaboration, it can be said that it is still in the process of being integrated into the Gojek application. However, after the release of the TIC application, it had a positive impact on increasing tourism in the city of Malang.

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