

Collaborative Governance Process in Likupang Tourism Development In North Minahasa Regency

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ABSTRAK

Pengembangan pariwisata sebagai sektor strategis daerah membutuhkan tata kelola yang efektif dan kolaboratif agar mampu menjamin keberlanjutan, akuntabilitas, serta pemerataan manfaat bagi para pemangku kepentingan. Pariwisata Likupang dikembangkan melalui keterlibatan berbagai aktor, mulai dari pemerintah, sektor swasta, hingga masyarakat lokal, sehingga menuntut adanya tata kelola kolaboratif yang terkoordinasi. Tujuan penelitian menganalisis proses tata kelola kolaboratif dalam pengembangan pariwisata Likupang. Metode yang digunakan adalah penelitian kualitatif. Sumber data utama melalui wawancara terstruktur yaitu wawancara dimana pewawancara menentukan permasalahan dan pertanyaan yang diajukan sendiri. Hasil yang diperoleh adalah koordinasi melalui kerja sama yaitu antara masyarakat dan pemilik resort mengenai pengelolaan sampah dan pemanfaatan lahan perkebunan masyarakat belum optimal. Akses jalan menuju Likupang dan belum tersedianya toko souvenir dan restoran berstandar internasional. Proses kolaborasi dari komunikasi langsung berarti para pelaku yang terlibat berinteraksi dalam pengembangan pariwisata, membangun kepercayaan melalui komunikasi yang intensif dan membangun kapasitas para pelaku untuk menumbuhkan dan memperkuat komitmen serta menyatukan pemikiran dan tujuan bersama dalam pengembangan pariwisata. Proses tata kelola kolaboratif dalam pengembangan pariwisata Likupang hanya terjadi pada tahap dialog tatap muka sedangkan tahap membangun kepercayaan, kapasitas, komitmen untuk menyatukan perspektif belum optimal.

ABSTRACT

Developing tourism as a strategic regional sector requires effective and collaborative governance to ensure sustainability, accountability, and equitable distribution of benefits for stakeholders. Likupang tourism is being developed through the involvement of various actors, from the government and the private sector to the local community, thus necessitating coordinated collaborative governance. The research aims to analyze the collaborative governance process in Likupang tourism development. Qualitative research was the methodology employed. The primary source of information is organized interviews, where the interviewer determines the problems and questions to ask themselves. The findings showed that the community's and resort owners' cooperation, namely with regard to waste management and the use of communal plantation land, was not optimal. The lack of international-caliber restaurants and souvenir shops, as well as the road access to Likupang. Through direct communication, the actors involved in tourist development engage in a collaborative process that fosters trust, strengthens commitment, and unites ideas and shared objectives. The collaborative governance process in Likupang tourism development occurred only at the face-to-face dialogue stage, while the stage of building trust, capacity, and commitment to unite perspectives is not optimal.

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INTRODUCTION

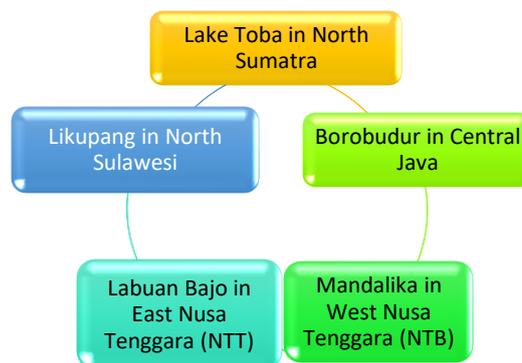
Tourism is one of the essential sectors in the Indonesian economy, where this sector has great potential to increase regional income and provide jobs (Aliansyah & Hermawan, 2021). The temporary and brief migration of people to places other than their typical residences, workplaces, and other activities is referred to as tourism. This is in line with Arida et al. (2017) opinion that tourism was not only seen as a foreign exchange earner, but at the same time also functions as an instrument to promote economic activities, including other sectors related to regional cultural development, equity, and development, as well as an instrument to preserve the environment and support human resources.

Likupang is a hidden paradise in North Sulawesi, which, perhaps, when mentioning favorite destinations in North Sulawesi, the names Manado and Bunaken will often appear compared to the name Likupang. However, with its potential, Likupang is included in the 5 super priority destinations in Indonesia. Although it has become one of the national priority destinations, problems in the field show that there is still a lot of garbage scattered in the tourist area, which can interfere with comfort and aesthetics, and environmental sanitation, which has a negative impact on visitors. This is indicated due to the lack of cross-sectoral communication between regional work organizations. Another problem that arises is the lack of literacy in the form of design and promotion of what products will become a special attraction for tourist visits, both local tourists and foreign tourists (IDN Times, 2022). Another problem that arises is the lack of trust between agencies related to tourism and the lack of commitment to advancing tourism in the region, especially in the Likupang sub-district.

According to (Hapsari et al., 2017), the spirit of managing service is reflected in reliability, especially in providing services as promised, assurance indicators, service personnel must guarantee the service provided and demonstrate expertise or skills in providing service, and the credibility of the service is paramount. Then, tangibles mean paying attention to physical facilities, facilities, and appearance in providing service with a sense of empathy, in the sense of attention and concern for service users. Moreover, the responsiveness indicator displays the alertness and speed of providing service appropriately and correctly.

In addition to the tourist destination of Bali, which is well known to foreign countries, the government is trying to build a national tourism center. Indonesia's tourism industry is expected to benefit from the Five Super Priority Destinations (5 DSP) in the future. Five provinces in Indonesia's western, central, and eastern regions make up the five DSPs, also known as National Tourism Strategic Areas (KSPN). West Nusa Tenggara's Mandalika, East Nusa Tenggara's Labuan Bajo, North Sulawesi's Likupang, Central Java's Borobudur, and North Sumatra's Lake Toba are five DSPs. Though they still require a lot of work to be developed, these five locations have a lot of potential, are distinctive, and are popular tourist sites.

Figure 1.
Five Super Priority Destinations (5 DSP)



Source: Super Priority Destination Areas (CNN Indonesia, 2024)

Literature Review

In addition to the declining number of tourist visits, Likupang's lagging destination is still constrained by a complicated land issue. Indeed, there is a complicated land issue, as there is no meeting point between PT Perkebunan Nusantara XIV and the North Sulawesi Provincial Government regarding the land to be used. In addition, PT Perkebunan Nusantara XIV ended its operation in 2015. The main problem of Likupang Tourism SEZ is still land constraints. The land prepared is 200 hectares in Pulisan Village, East Likupang District. At the Likupang Tourism SEZ location, to this day, only the road is visible. There is no construction of hotels and other tourism support facilities at the location. The process of collaborative governance is closely related to Unsrat's excellent basic research, which is oriented towards explanation or discovery (invention) to anticipate a phenomenon that supports a collaborative governance process in the context of tourism development, to support applied research. Not yet an optimal promotion on a large scale or Likupang tourism campaign, so there is no increase in tourist arrivals and overall tourist acceptance. As Mosbah et al. (2014) point out, this increase has continued over the years. It is now the Tourism of the Future Award from the World Travel and Tourism Council for the Awards tomorrow. These awards honour the most exceptional instances of eco-friendly travel. The awards can be considered the best measure of development, assessment, observation, creativity, and leadership. Recent winners have used these awards to demonstrate their maturity and commitment to their long-term performance (According to the World Travel & Tourism Council in 2015).

The collaborative governance process of Likupang tourism development has not maximally regulated related agencies, the private sector, which directly involves stakeholders, and has not provided a structured procedure for group decision-making. Whereas the process focuses on consensus deliberation and intends to create or carry out public policy or oversee public programmes or assets, including tourism development (Choi, 2014). According to Ansell & Gash (2018), the collaboration process consists of several types of communication. One of them is interface dialogue, which is a very important form of communication to reach a mutual agreement, but communication between agencies has not been optimal in developing Likupang tourism. The type of direct communication used is limited to meetings without follow-up and execution. Direct communication, in collaboration, involves related agencies so that they can talk to each other directly. In the collaboration process, the commitment dimension is a very

important component because this dedication is intimately linked to the initial motivation of the actors to work together. Devotion factors have not been optimally seen, including recognition and appreciation given to the actor, trust between the actor, sense of belonging to the process, and dependence of the actor. Dependency that arises due to the ability of each actor can increase and strengthen commitment.

Likupang tourism development does not yet have a common understanding to unite minds and have the same goals, thus minimising misunderstandings between actors. As Arida et al. (2017) stated, there are principles that can be used for sustainable tourism development. The collaboration process can develop participation, stakeholder engagement, and the use of sustainable resources for training and promotion.

This research aims to analyse the collaborative governance process of Likupang tourism development in North Minahasa Regency. This research is novel in that it contextualizes new public services within the critical context of tourism management. It also produces an operational instrument for indicator-based collaboration and proposes a multi-actor governance model for more democratic, participatory, and accountable sustainable tourism.

RESEARCH METHODS

Qualitative data analysis means classifying and understanding visual and verbal language. The first goal of data analysis is to understand the implicit and explicit aspects of human behavior. The second goal is to use data interpretation to make statements about social life (Robert C. Bogdan & Sari Knopp Biklen, 1982).

The main informants of this research are the Local Community (traditional/religious leaders, fishermen, homestay/Micro, Small and Medium Enterprises) as many as 8 people, the Government (Central/Provincial/District, Tourism Office, Regional Development Planning Agency, Environmental Office, Transportation) as many as 7 people, Private Sector/Investors (hotels/resorts, travel, transport) as many as 5 people; non-Governmental Organizations 4 people and Tourists 4 people.

The interview structure began with self-introduction, research objectives, permission to record, confidentiality, and informed consent. The question was: "Since when have you been involved in tourism development in Likupang?" The focus and relatedness were then grouped based on the stages of collaboration and linked to new public service principles such as priority setting, mapping potential issues; transparency, access to information, government-citizen relations with investors; quality of focus group discussions (FGDs), listening to opinions, and consensus; memorandums of understanding (MoUs), key regulations, roles and benefits; infrastructure, local recruitment, corporate social responsibility (CSR), impact; multidimensional monitoring and evaluation, improvement, and poverty.

Quantitative indicators included: "How many forums were held last year?" "Estimated local workforce absorbed?" and qualitative indicators included: "What is your level of satisfaction/trust? Why?".

RESULTS AND DISCUSSIONS

Table 1.
Actor mapping table and collaboration stages

Stage of Collaborative	Government of the centre and local	Local People	Tourism Investor	NGOs/Academics
Initiation	Establishing Likupang as a super priority tourism destination, inviting stakeholders.	Providing information on cultural potential and local wisdom	Identifying investment opportunities in hotels, resorts, and transportation	Provide potential data and environmental impact analysis
Building Trust	Delivering clear regulations and transparency in spatial planning	Actively involved in village deliberations/tourism awareness groups	Delivering open business plans, Corporate Social Responsibility	Becoming a mediator, facilitator, and environmental advocate
Face-to-face Dialogue	Providing multi-party coordination forums (FGD, tourism forums)	Conveying aspirations, needs, concerns (example: fishermen)	Negotiations regarding economic & labor contributions	Providing research, socio-economic data, and ecological impacts
Commitment Sharing	Develop joint policies, Memoranda of Understanding with investors and the community	Commitment to maintaining culture, local wisdom, and security	Commitment to sustainable investment and recruitment of the local workforce	Commitment to research-based mentoring and capacity building
Program Implementation	Building infrastructure (roads, ports, electricity, internet)	Become a tourism actor (homestay, culinary, crafts, tour guide)	Investment in amenities (hotels, restaurants, transportation)	Human resource training, sustainable tourism development
Evaluation and Sustainability	Policy monitoring & evaluation, tourism performance reports	Providing feedback and maintaining environmental sustainability	Evaluation of investments and socio-economic contributions	Social, cultural, and environmental impact studies, providing recommendations

Source: Ansell, C., & Gash, A. (2018); Emerson, K., Nabatchi, T., & Balogh, S. (2012)

Face-to-Face Dialogue

Communication is significant while working together because it involves reaching a mutual understanding. Face-to-face direct communications in an attempt to lessen stereotypes (i.e., the perception of an actor who recognizes the bad side of another actor) foster mutual regard between the performers. Straightforward dialogue also makes the actor work together more impartially in their interactions.

Interview with YR, a journalist, he said that, unfortunately, until now, there are still many damaged roads in the Likupang area, or from Sam Ratulangi Airport to Likupang. The smooth road is only in the tourist beach area and the main village. Apart from that, the road is damaged.

According to X, policy-making is not only owned or made by the government and overseen by it, but there must be a partnership between the public and the private sector. Stakeholder participation is needed at various levels of the policy process.

Face-to-face dialogue forums, in the form of coordination, discussion, or socialization, both formally and informally, become a place to find problems faced by the public and require government intervention to solve them with a policy. The public and business actors can convey their expectations and ideal conditions to the government. This can then be an indicator to measure policy performance at the monitoring and evaluation stage, whether it can meet the desired standard of expectations or not.

Both formally and informally, the face-to-face dialogue forum is a place to find problems faced by the public and requires policy intervention from the government to solve them. As expected of the government, the public and businesses can convey their expectations and ideal conditions. This can then be used to find out whether policy performance at the evaluation and monitoring stage meets expectations. The Likupang tourism development collaboration, the Coordinating Ministry for Investment and Maritime Activities, identified issues and problems that are important to be resolved and coordinated across stakeholders.

As Bentrup (2001) said, stakeholders should talk to each other directly before building any collaborative governance. Stakeholders need to find opportunities for mutual benefit through consensus-oriented processes that allow for the 'thick communication' allowed through face-to-face discussions. However, face-to-face conversation is more than just a way to negotiate. It's an important part of the process of dispelling myths and other obstacles to communication, which initially obstruct the investigation of mutual benefit.

The Sacramento Water Forum, an organization of environmental, agriculture, local government, and business, engaged in a rigorous five-year consensus-building process. They participated in cooperative policy discussions concerning the equally unstable land use and transportation problems in this quickly expanding area. When environmental organizations chose to sue the regional transport agency for failing to safeguard the region's air quality, the corporate community was prepared to withdraw from this early policy discussion. The only way to address problems is to work together.

Collaborative governance consists of participants who have different interests, skills, and intentions (Bodin, 2017), so open and frequent communication is essential to increase the knowledge base and shared understanding between collaboration participants (Imperial, 2005). The plurality of participants, different perspectives, and opinions can be recognised and discussed in cooperation (Burgos & Mertens, 2022). Both formally and informally, face-to-face dialogue forums provide a venue to discover problems faced by the public that require policy intervention from the government to resolve. As expected of the government, the public and businesses can convey their expectations and ideal conditions. This can then be used to determine whether policy performance at the monitoring and evaluation stage meets expectations. The face-to-face dialogue forum involving community participation and community engagement in tourism development in Likupang is a positive step.

As Warsono et al. (2020) stated, all collaborative governance is based on 'dialogue between stakeholders', a process aimed at reaching consensus or agreement. Usually, stakeholders talk

about opportunities by saying that there will be 'win-win' circumstances for all parties involved. Because cooperation necessitates intense (continuous) communication and adaptation to the current situation due to the resurgence of old conflicts (prehistoric hostility), developing confidence takes time.

According to YR, the Likupang tourism destination has not been felt by many Likupang residents because massive development has not occurred in this place. The proof is that in Likupang, the souvenir shops are rarely found; it doesn't have national or international standard restaurants, the beach management is not good because the existing *KIOSKS* are only modest-sized *KIOSKS* that are very different from the sellers at Kuta Bali Tourism Beach, for example, since Likupang is called The Second Bali in Indonesia. It has been proven that until now, the most tourists who come to Likupang are local tourists, not foreign citizens. As stated by Burgos & Mertens (2022), it is important for collaborating parties to believe that they are committed to achieving common goals, following the rules, and negotiating honestly with each other. It is very difficult to build trust in a situation where there has been a conflict between the government and the community before collaborating. In cases where people have felt betrayed by the bureaucratic apparatus, a special approach is needed to rebuild this trust.

Two crucial concerns are power and trust in inter-organizational relationships in collaborative governance. The origins of power and shared trust, the effects of power asymmetry and sharing on trust building, and the impact of trust building on managing power relations in collaborative governance are all discussed in three dynamic interactions and seven related propositions (Ran & Qi, 2019).

Commitment to the Process

The initial motivation of the actor involved in the collaboration is closely linked to commitment. Number characteristics, including reciprocal recognition, mutual appreciation, trust, a sense of ownership over the process, and interdependence among participants, influence commitment. The actors' disparate capacities create a sense of reliance that can strengthen and promote dedication.

According to YR, the benefits of infrastructure development include highways in the Likupang area, which initially often felt "neglected" because so far development has been centered in the capital of the Regency, namely Airmadidi and its surroundings.

According to Emerson et al. (2012), the purpose of cooperation is to achieve mutually desired results that cannot be achieved by each party individually. To achieve the desired results, the actors must be committed. Commitment, according to Ansell and Gash (2008), is closely related to the initial desire to participate in a joint activity. However, stakeholders may want to participate to avoid being ignored, gain legitimacy for their positions, or simply to fulfill their legal obligations.

According to (Vigoda-Gadot et al., 2013), the six stages expected to understand the collaboration process can be used to provide an overview of what will be done in collaboration. One of these stages is deciding the problem, namely the process of proving whether the collaboration is beneficial or not beneficial to members. It is proven by two conditions: a) The problem is intended to be a joint investment by forming a joint working group; and b) There are clear and appropriate reasons to be trusted. Stakeholders will have significant power and influence in the group.

As Warsono et al. (2020) said, collaboration leaders must have the ability to build trust among stakeholders, because this is an important part of the discussion process. It takes a lot of work and dedication to develop trust, and it takes time.

Shared Understanding

In order to reduce miscommunications between actors, the understanding in question is the unification of ideas and shared objectives.

In tourism development partnerships, there are common goals to be achieved in the long term. This ideal condition can be said to be a vision that, in the process, must be agreed upon by all partnership participants. The vision is described in the mission in the form of steps to achieve the vision. Next, the vision and mission need to be translated into measurable and specific targets to determine the strategic action plan that will be taken. At this stage, it is identified who the implementing actors are who will be responsible for achieving the targets. Public and private partnerships can just serve as a public-private agreement where an actor provides a certain service or performs a certain task. According to Warsono et al. (2020), at some point, stakeholders must be able to reach an agreement on a common goal. Clear common goals, clear problem definitions, and the values to be achieved through collaboration are some examples of this shared understanding.

Shared understanding is needed to build collective cooperation. Constructive pathways related to engagement, collaborative processes, and outputs and outcomes are made possible by shared knowledge of stakeholders across sectors based on the negotiation of various interests, interpretations, positions, and versions of solutions that can be implemented. It is essential that all stakeholders understand the problem and the strategic steps to be taken to solve it. These strategic steps must demonstrate shared commitment, a desire to learn, alignment of values, and a desire to provide services that benefit the community. In some situations, stakeholders are often limited by theories or concepts of elements that may not be appropriate, which limit their involvement in addressing complex public problems (Agbodzakey, J. (2024).Pdf, n.d.).

Shared understanding in the collaboration process means that fellow actors understand and respect differences. Shared understanding leads to the quality of interpersonal interactions between individuals and organizations. The formation of shared understanding is often influenced by the trust that has been formed within the collaboration (Emerson et al., 2012).

Temporary Impact

Small successes will raise everyone's expectations for working together, which will boost commitment and trust in the short term. The results of an interview with YR, who is a journalist, showed that the benefits of the Super Priority Tourism Destination (DPSP) are that many Likupang residents receive training so that new and young MSMEs grow. Unfortunately, the growth of MSMEs is not balanced with a "market" to sell their crafts, so what happens is high production but low sales, aka death. Moreover, many MSMEs are born only to collapse.

To realize public goals, all levels of society are constructively involved in the formal collective decision-making process with non-state stakeholders. This process is also referred to as collaborative governance if non-state stakeholders are directly involved in the formal decision-making process through one or more public institutions. This process also aims to create or implement the truth (Emerson et al., 2012).

As Warsono et al. (2020) indicated, collaboration is more likely to continue when the results of the objectives and benefits of collaboration can be felt in real terms, even though they are still

small as an intermediate result of the collaboration process. This small win can be a driving force in building trust and commitment with stakeholders. Building trust to accommodate community goals, providing training that the government will later promote in tourism development in Likupang.

Quantitative impact indicators are the focus of collaboration actors by looking at the number of regional policies and regulations related to tourism; the number of forums or meetings held to discuss tourism development; the number of focus group discussions or participants; the number of memoranda of understanding signed by the government, private, community, etc.; the amount of investment rupiah, homestays, local workers absorbed; the number of evaluation reports, tourist visit data, and the gross regional domestic product of the tourism sector.

The qualitative impact indicators look at the level of initial stakeholder involvement (trust, openness); Increased public trust in government and investors; all collaborative actors demonstrate quality communication through open dialogue and a high level of consensus. All actors must have a sense of ownership and commitment to preserving local culture/wisdom to create a sense of tourist satisfaction, local community pride, and maintain environmental sustainability, cultural preservation, and community empowerment.

The five super priority tourism destinations (DPSP), Likupang tourism lags in terms of visits compared to Borobudur, Mandalika, Lake Toba, and Labuan Bajo. Data from BPS North Sulawesi Province shows that in April 2024, total foreign tourists were 3,451 who arrived at Sam Ratulangi Airport in North Sulawesi, a decrease of 14.68% compared to March 2024 (M-to-M).

Figure 2.

Trends in foreign tourist visits to Likupang



Source: (Central Bureau of Statistics North Sulawesi, 2024)

The analysis of the relevance of new public services (NPS) is seen from the relevance that the new public service framework, which is oriented towards the community, not just consumers, and focuses on the common interests of the community, strengthens the view that Likupang tourism development is not only oriented towards investment and increasing tourist visits (productivity), but must also respect residents as subjects. Then, the managerial implication aspect is that the local government must act as a facilitator of collaboration between actors and

stakeholders. The community is involved in the co-production of services (providing homestays, tour guides, local culinary, etc.). The private sector is directed to contribute to corporate social responsibility, empowering local human resources, and promoting environmentally friendly sustainability. The successful aspects of new public services encourage making tourism public service management more democratic, accountable, and sustainable.

CONCLUSION

This study finds that the collaborative governance process in the development of tourism in Likupang remains largely ineffective. Although face-to-face dialogue forums—both formal and informal—have been established, they have not functioned as effective coordination mechanisms. Collaboration outcomes are constrained by weak inter-organizational coordination, ineffective communication, low levels of trust among stakeholders, and the absence of formal agreements defining roles and responsibilities. As a result, tourism development in Likupang has shown limited tangible progress, reflected in underdeveloped tourism facilities, low community awareness of tourism potential, weak destination management, and the dominance of local rather than international visitors. These findings indicate that collaborative governance in Likupang is still at an early and fragile stage.

This study contributes to the collaborative governance literature by empirically reinforcing the framework proposed by Ansell and Gash, particularly the centrality of trust-building, institutional design, and sustained dialogue. The findings demonstrate that the mere existence of forums and public-private partnerships does not guarantee effective collaboration; rather, the quality of the collaborative process determines outcomes. Furthermore, by integrating the New Public Service (NPS) perspective, this study extends collaborative governance theory by emphasizing the normative and democratic dimensions of collaboration, highlighting citizens as co-producers of public value rather than passive beneficiaries. This integration enriches governance studies in tourism by bridging procedural collaboration with value-based public service delivery.

From a policy perspective, the findings underline the necessity of strengthening the government's role as a facilitative leader rather than a dominant regulator. Clear institutional arrangements, formalized agreements, and transparent coordination mechanisms are essential to improve stakeholder alignment. Practically, tourism policies in Likupang should prioritize meaningful community participation by providing institutional and physical spaces for local SMEs, such as creative markets and souvenir centers, coupled with capacity-building and market access support. Aligning collaborative governance with NPS principles can enhance inclusivity, legitimacy, and sustainability in tourism development, ensuring that economic growth translates into broader social benefits.

This study is limited by its qualitative approach and reliance on a restricted number of informants, which constrains the generalizability of the findings. In addition, it does not quantitatively assess the economic and social impacts of collaborative governance on local communities. Future research should adopt mixed-methods designs, incorporate longitudinal analyses, and examine power relations within public-private partnerships to better capture the dynamics and outcomes of collaborative governance in priority tourism destinations such as Likupang.

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