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COLLABORATIVE GOVERNANCE IN TOURISM SECTOR MANAGEMENT TO ENHANCE LOCAL OWN-SOURCE REVENUE (PAD) IN SOUTHEAST MALUKU REGENCY, MALUKU PROVINCE

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Abstract. This study analyzes the implementation of collaborative governance in tourism sector management and its contribution to Local Own-Source Revenue (PAD) in Southeast Maluku Regency. Despite the region's substantial tourism potential and a significant increase in tourist arrivals from 18,264 in 2020 to 129,300 in 2024, the contribution of the tourism sector to PAD declined from 22.73% in 2022 to 18.35% in 2024. The study aims to analyze the implementation of collaborative governance, identify supporting and inhibiting factors, and assess the creation of public value. A qualitative approach with a single-case study design was employed. Data were collected through in-depth interviews with nine informants representing local government, the private sector, and the community, as well as through field observations, document reviews, and the analysis of digital and audiovisual materials. The findings indicate that collaborative governance remains at the stage of pseudo-collaboration. Power, resource, and knowledge asymmetries are highly pronounced. Institutional design remains weak due to the absence of operational technical regulations governing partnerships, as well as the lack of specific tax and levy regulations for the tourism sector. Facilitative leadership has been inconsistent, as evidenced by seven changes in the position of Head of the Tourism Office within a four-year period. Furthermore, collaborative processes are largely event-driven and conducted on an irregular basis. Supporting factors include the government's normative commitment, the Regional Tourism Development Master Plan Regulation (RIPPARKAB), the local Maren culture, and small economic gains generated at the community level. Meanwhile, inhibiting factors are systemic in nature, including government dominance, the absence of technical regulations, non-permanent collaborative forums, low transparency, sectoral ego, and the geographical challenges associated with an archipelagic region. The study concludes that these small wins have failed to be transformed into increased PAD due to the weak institutionalization of collaborative mechanisms and the absence of horizontal accountability.

Keywords: collaborative governance, tourism management, local own-source revenue (PAD), public value, Southeast Maluku Regency

I. INTRODUCTION

The United Nations Tourism defines tourism as the activity of individuals traveling outside their usual place of residence for purposes other than employment, for a period of no more than one year. Tourism is not merely understood as a phenomenon of human mobility but also as an economic and social sector closely linked to sustainable development. Effective tourism management has the potential to stimulate economic growth, create employment opportunities, protect the environment and cultural heritage, empower local communities, and strengthen intercultural relations. However, increasing tourism activities also generate challenges, including carbon emissions, economic leakage, and pressure on local resources. Therefore, strong collaboration and commitment among all stakeholders are required [1].

The direction of tourism sector development in Indonesia is regulated under Law Number 10 of 2009 concerning Tourism. This regulation emphasizes that tourism development aims to promote economic growth, improve community welfare, reduce poverty and unemployment, and preserve nature, the environment, and natural resources. In addition, tourism plays a significant role in cultural preservation, enhancing the nation's image, strengthening nationalism, reinforcing national identity and unity, and fostering international relations. Consequently, tourism management should not be viewed solely as an economic activity but also as a vehicle for sustainable development encompassing social, cultural, and environmental dimensions.

In regional development, fiscal decentralization serves as a strategic instrument for enhancing the autonomy and capacity of local governments in managing public resources efficiently. Through the delegation of fiscal authority as stipulated in Law Number 23 of 2014 concerning Regional Government and Law Number 1 of 2022 concerning Financial Relations between the Central Government and Regional Governments, local governments are granted greater discretion to formulate policies, allocate budgets, and optimize regional economic potential. Theoretically, fiscal decentralization is

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rooted in the Tiebout hypothesis, which argues that local governments possess better knowledge of their communities' needs and are therefore able to provide more responsive public services (Pabayo, 2025). Nevertheless, the effectiveness of fiscal decentralization largely depends on governance capacity, transparency, and regional fiscal independence. High dependence on central government transfers may hinder the optimization of local economic potential, including that of the tourism sector (Ibrahim et al., 2024; Hawari et al., 2024).

Geographically, Southeast Maluku Regency is an archipelagic region with a total area of 4,212.54 km², consisting of 1,031.81 km² of land and 3,180.73 km² of waters. The regency is bordered by the Banda Sea to the north, the Arafura Sea to the south and west, and Tual City and the Banda Sea to the east. This archipelagic geographical condition, characterized by the dominance of marine areas, creates unique development management challenges, particularly in terms of interregional accessibility, limited infrastructure, and dependence on maritime transportation. [4] emphasizes that archipelagic regions such as Maluku face structural constraints, including limited administrative authority, human resources, and public service facilities. Furthermore, [5], through the concept of aquapelagic assemblages, explains that the interconnected relationships among communities, the sea, and the land form a mutually dependent socio-ecological system, making cross-regional coordination difficult when physical distance and transportation limitations impede interactions among actors.

To ensure well-directed and sustainable tourism development, the Government of Southeast Maluku Regency enacted Regional Regulation Number 5 of 2022 concerning the Regional Tourism Development Master Plan for 2021-2036 (Rencana Induk Pembangunan Kepariwisataan Daerah - RIPPARKAB) as the primary framework for tourism development. This policy is aligned with Law Number 10 of 2009 concerning Tourism, which mandates every region to formulate a tourism development master plan. The RIPPARKAB explicitly states that tourism development aims to increase community, regional, and national income through the development of tourism destinations and industries, while also promoting equitable business opportunities and economic benefits for communities surrounding tourism destinations. The policy further emphasizes the importance of enhancing the contribution of the tourism sector to Local Own-Source Revenue (PAD) and regional economic development.

Southeast Maluku Regency possesses rich and diverse tourism resources. Based on the Decree of the Regent of Southeast Maluku Number 445 of 2025 concerning the Designation of Tourism Attractions and Destinations in Southeast Maluku Regency, there are 90 tourism attractions categorized into 44 beach and mangrove sites, 19 historical and cultural attractions, 11 religious tourism sites, and 16 bathing and waterfall attractions. One of the flagship destinations and tourism icons of the regency is Ngurbloat Beach, located in Ngilngof Tourism Village. The beach is renowned for its exceptionally fine and pristine white sand. Owing to its unique appeal, Ngurbloat Beach received the Most Popular Hidden Paradise award at the 2016 Indonesian Enchantment Awards (Anugerah Pesona Indonesia - API) organized by the Ministry of Tourism of the Republic of Indonesia. Subsequently, in 2022, the beach was recognized by the Indonesian World Records Museum (MURI) as having the finest white sand in Indonesia. Its strategic location along international maritime routes, particularly for cruise ships and yachts, also presents significant opportunities for the development of world-class marine tourism. The existence of an international vessel clearance in/out point further strengthens the potential of Southeast Maluku Regency to be positioned as a gateway for maritime tourism in eastern Indonesia.

Supported by its natural beauty, rich cultural heritage, and the hospitality of its people, Southeast Maluku Regency has considerable potential not only to increase tourist arrivals but also to stimulate the growth of tourism-related businesses. From the perspective of tourism psychology, tourists generally seek experiences that contrast with their daily routines. For urban residents who regularly face traffic congestion, pollution, and work-related stress, archipelagic regions such as Southeast Maluku offer a tranquil and natural environment. The pristine surroundings, low pollution levels, and welcoming local culture constitute unique attractions for tourists seeking physical and mental relief from the pressures of urban life. Beyond its physical attractions, [6] confirm that unspoiled natural environments function as restorative tourism destinations capable of improving visitors' mental and physical well-being, a value increasingly sought by modern tourists, particularly urban professionals. Similarly, [7] demonstrate that destination attractiveness (pull factors), such as natural beauty and cultural heritage, combined with the desire to escape daily routines (push factors), significantly shape tourist expectations and encourage visitation intentions. These conditions position Southeast Maluku as a destination with substantial psychological and emotional appeal as a high-value restorative tourism destination for both domestic and international tourists.

Table 1. International and Domestic Tourist Arrivals in Southeast Maluku Regency 2020 – 2024

Year	International Tourists	Domestic Tourists	Total
2020	122	18.142	18.264
2021	781	39.638	40.419
2022	1.078	59.424	60.502
2023	2.133	118.626	120.759
2024	2.163	127.137	129.300

Source: Tourism Office of Southeast Maluku Regency, 2025.

Table 1 presents a significant upward trend in tourist arrivals during the 2020–2024 period. As shown in the table, tourist visits remained relatively low in 2020, totaling only 18,264 visitors due to the COVID-19 pandemic. However, this figure increased substantially to 129,300 visitors in 2024. This growth indicates a recovery in tourist demand in the post-pandemic period and suggests that the promotional efforts undertaken by the local government have begun to yield positive results. Furthermore, the average length of stay increased from two days in 2020 to four days in 2024.

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Table 2. Contribution of the Tourism Sector to Local Own-Source Revenue (PAD) of Southeast Maluku Regency, 2019 – 2024

Year	PAD Revenue from the Tourism Sector	Local Own-Source Revenue (PAD) of Southeast Maluku Regency	Contribution (%)
2019	3.439.896.885,00	16.108.318.996,17	21,35
2020	1.927.893.292,00	9.638.422.958,90	20,00
2021	2.669.929.462,00	10.439.026.758,20	25,58
2022	3.268.599.992,00	14.382.107.972,00	22,73
2023	2.901.518.505,00	12.952.670.542,00	22,40
2024	2.417.091.775,00	13.175.571.804,93	18,35

Source: Regional Revenue Agency (Bapenda) of Southeast Maluku Regency, 2025.

Despite this encouraging trend, data presented in Table 2 reveal a significant discrepancy in the tourism sector's contribution to Local Own-Source Revenue (PAD). Although the sector consistently contributed between 18% and 25% of total PAD annually, its contribution remained relatively stagnant and has declined over the past three years. This condition reflects a gap between the economic potential of tourism and the fiscal performance of the region.

The existence of this gap indicates underlying problems in the governance of tourism management. According to the Strategic Plan of the Southeast Maluku Regency Tourism Office for 2024–2026 (2024), several factors contribute to this situation, including inadequate tourism attractions and destinations; insufficient human resources among government officials, tourism business actors, and creative economy practitioners; limited promotion of Southeast Maluku tourism destinations both domestically and internationally; weak tourism partnership cooperation at national and international levels; the absence of nationally certified specialized tour guides in areas such as snorkeling, diving, history and cultural heritage, ecotourism, and culinary tourism; as well as limited access to capital for tourism and creative economy enterprises. These constraints prevent the tourism sector's economic potential from being fully translated into increased PAD.

These challenges indicate that the local government possesses limited capacity and therefore cannot address tourism development issues independently. The implementation of collaborative governance is required, involving active collaboration among government institutions, business actors, and local communities in tourism management. Through collaborative governance, each stakeholder can contribute according to its respective capacity to enhance destination competitiveness, stimulate tourism-related economic activities, and ultimately promote sustainable growth in PAD.

Based on Regional Regulation of Southeast Maluku Regency Number 5 of 2025 concerning the Regional Medium-Term Development Plan (RPJMD) for 2025–2029, the tourism sector has been designated as one of the strategic sectors supporting regional development through the priority program of Enhancing Tourism Destination Attractiveness. This development direction is consistent with the policy framework governing collaboration in tourism management, which is grounded in Regional Regulation Number 5 of 2022 concerning the Regional Tourism Development Master Plan (RIPPARKAB) 2021–2036. Article 10 paragraph (1) of the regulation stipulates that "the implementation of RIPPARKAB shall be carried out in an integrated manner by the Regional Government, communities, businesses, and industries." Furthermore, Article 6 points (b), (d), and (e) emphasize the importance of community-based tourism development, cross-sectoral integration, and partnerships among actors and institutions in managing tourism resources.

These policy provisions demonstrate that the tourism development strategy of Southeast Maluku Regency has been designed using a collaborative approach that positions local government, business actors, and communities as equal partners in achieving regional economic development objectives. Such collaboration is intended not only to strengthen the effectiveness of public governance but also to facilitate the creation of public value through improved community welfare, stronger local economic development, and the optimization of PAD from the tourism sector as a source of sustainable development financing.

Collaborative governance is defined as a governing arrangement in which one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative, and that aims to formulate or implement public policy or manage public programs or assets [8]. However, in Southeast Maluku Regency, such collaboration has not yet been implemented effectively. The governance challenges in tourism management can be analyzed through the Collaborative Governance framework proposed by Ansell and Gash, which emphasizes four key dimensions: starting conditions, institutional design, facilitative leadership, and collaborative process.

To assess the effectiveness of collaborative governance, this study integrates the concept of public value developed by [9]. Moore defines public value as value created by government together with public actors through three principal components: (1) legitimacy, referring to public trust and support for collaborative processes and policies; (2) operational capacity, referring to the ability of government and collaborative actors to implement programs and generate public value; and (3) public benefit, referring to tangible outcomes experienced by society and the region. The integration of collaborative governance and public value provides a comprehensive conceptual framework for evaluating the extent to which cross-sector collaboration is not only procedurally effective but also capable of generating measurable social and economic public value.

Numerous studies have examined collaborative governance in tourism, both internationally and nationally. [10] emphasize tourist participation in rural tourism governance and find that stakeholder involvement is crucial for achieving sustainable outcomes. [11] demonstrate that collaborative governance in tourism produces more effective results than government-led management alone, with success largely dependent on the level of stakeholder participation and

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interaction. [12] highlights the importance of small and medium-sized enterprises in rural tourism collaborative governance, including the need for competent meeting facilitators, equality of voice, and mutual trust among stakeholders. Similarly, [13] investigate collaborative tourism development planning and conclude that successful collaboration depends on the active involvement of all stakeholders, ranging from academics to the media.

Based on these previous studies, several research gaps can be identified. First, this study addresses a theoretical gap by integrating Collaborative Governance and Public Value theories. Most previous studies have focused primarily on collaborative processes without linking them to the ultimate objective of public governance, namely public value creation. Second, this study adapts the Collaborative Governance model of [8] to the context of an archipelagic region. Most previous collaborative governance studies have been conducted in mainland areas characterized by relatively stable geographical conditions and adequate governmental infrastructure. In contrast, public governance in archipelagic regions such as Southeast Maluku Regency is considerably more complex due to dispersed geography, limited accessibility, and constraints in institutional capacity and human resources.

Based on the conditions and problems described above, this study aims to analyze the implementation of collaborative governance in tourism sector management to enhance PAD, identify supporting and inhibiting factors, and assess the creation of public value. The study is expected to contribute theoretically by providing a more comprehensive understanding of collaborative governance implementation in archipelagic regions with substantial tourism potential and its integration with public value through the enhancement of Local Own-Source Revenue (PAD). In addition, the study offers practical contributions for the formulation of inclusive and sustainable tourism development strategies that generate tangible benefits for community welfare.

II. RESEARCH METHODS

This study employed a qualitative approach using a single-case study design. A qualitative approach was selected because it enables an in-depth exploration of the meanings, processes, and dynamics of collaboration among stakeholders [14]. The single-case study design was chosen because the research focuses on a specific phenomenon with clearly defined temporal, spatial, and policy boundaries, namely the implementation of collaborative governance in tourism sector management in Southeast Maluku Regency [15]. Informants were selected through purposive sampling based on two criteria: a minimum of three years of experience and direct involvement in tourism sector management in Southeast Maluku Regency. A total of nine informants were recruited, representing local government agencies, private sector actors, and community stakeholders. Data were collected through in-depth interviews, field observations, document reviews, and the examination of audiovisual and digital materials. Data validity was ensured through source triangulation. Data analysis was conducted using thematic analysis. The analytical procedures included organizing the data, reading and familiarizing with the entire dataset, coding the data based on the four dimensions of collaborative governance, starting conditions, institutional design, facilitative leadership, and collaborative process, developing codes into broader themes, and presenting the themes in qualitative narratives supported by quotations from informants [14]. In addition, to explain the causal relationship between collaborative processes and their impact on Local Own-Source Revenue (PAD), the study employed [15] program logic model. This model was used to map the sequence of resources, activities, outputs, and outcomes, thereby providing a systematic explanation of how collaborative governance practices influence tourism sector performance and contribute to regional revenue generation.

III. RESULTS AND DISCUSSION

Collaborative Governance in Tourism Sector Management for Enhancing Local Own-Source Revenue (PAD) in Southeast Maluku Regency

Starting Conditions

The study identified three major imbalances in the initial conditions of collaboration. First, there are significant asymmetries in power, resources, and knowledge. The local government dominates strategic decision-making processes, while private sector actors and local communities are involved only in a consultative capacity. Even the Regional Revenue Agency (Bapenda) is not directly involved in tourism planning processes. Financial disparities are evident in the heavy reliance on national and regional government budgets (APBN/APBD), without the implementation of public–private partnership schemes. A technological paradox is also apparent: although government institutions face limitations in digital capacity, local communities are more active in online tourism promotion despite uneven internet accessibility across the region.

Second, regarding the history of inter-actor relationships, collaboration has been established through tourism promotion activities and events such as the Festival Pesona Meti Kei. However, these collaborations remain temporary and event-driven, with no permanent collaborative forum. Although major conflicts among stakeholders have not emerged due to the influence of the local Maren culture, latent tensions are generally resolved informally without standardized procedures.

Third, incentives and barriers to participation remain uneven. Economic incentives are experienced by local communities through the growth of small businesses such as kiosks, homestays, and laundry services. Nevertheless, these benefits are neither evenly distributed nor sustainable. Private sector actors perceive government support as inconsistent. Participation barriers are multidimensional, encompassing low commitment levels, weak coordination, unclear benefit-sharing mechanisms, and the geographical constraints associated with an archipelagic region, including high transportation costs, limited accessibility, and unstable internet connectivity.

According to [8], the effectiveness of collaborative governance is strongly influenced by balanced starting conditions, including equitable distribution of power, resources, and knowledge, supported by inclusive institutional

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design, facilitative leadership, and sustained deliberative processes. The significant imbalances and limited formal institutional arrangements observed in Southeast Maluku Regency hinder the development of equitable and productive collaboration.

From the perspective of public value [9], the findings indicate weak public legitimacy because communities and private sector actors possess limited influence in decision-making processes. Institutional capacity is also low due to the absence of revenue-sharing mechanisms, permanent collaborative forums, and formal mediation procedures. Consequently, public benefits remain suboptimal, as tourism village levies are not transferred to the regency's PAD, resulting in local economic gains (small wins) that fail to generate broader fiscal benefits for the region.

Institutional Design

The study identified systemic weaknesses across all indicators of institutional design. Regarding the rules of the game, the Regional Tourism Development Master Plan (RIPPARKAB) provides a macro-level policy framework; however, it is not supported by operational technical regulations (Peraturan Bupati or Regent Regulations) governing partnership mechanisms, tourism taxation, and tourism-related levies. As a result, collaborative practices are implemented informally through event organizing decrees or ad hoc memoranda of understanding (MoUs).

Although stakeholder roles are normatively understood, implementation remains sectoral, temporary, and characterized by overlapping responsibilities among Tourism Awareness Groups (Pokdarwis), village governments, and Village-Owned Enterprises (BUMO). Concerning collaborative forums and mechanisms, platforms such as the Development Planning Forum (Musrenbang) and tourism attraction associations are available; however, they operate on a situational basis, are not conducted regularly, and are largely driven by specific events. No permanent forum with a fixed agenda currently exists.

Decision-making processes are formally participatory, yet in practice final decisions remain dominated by government actors. Inputs from non-government stakeholders function primarily as consultation mechanisms without binding influence, reflecting a condition of pseudo-consultation. In terms of transparency and accountability, the government provides information through social media channels; however, information dissemination remains fragmented, irregular, and unsupported by real-time information systems. Access to information is therefore uneven among stakeholders. Accountability mechanisms, primarily implemented through Government Performance Accountability Reports (LAKIP), remain vertically oriented toward superiors and do not include joint post-event evaluations involving private sector and community stakeholders.

According to [8], effective institutional design requires clear and operational rules, inclusive and permanent forums, as well as transparency and accountability mechanisms capable of fostering trust among stakeholders. The absence of technical regulations, the predominance of event-driven forums, and accountability mechanisms that remain exclusively vertical have caused collaboration to stagnate at the level of symbolic coordination rather than evolving into genuine collaboration.

From a public value perspective [9], all three dimensions remain weak. Public legitimacy is limited because non-government actors lack legal certainty and equal opportunities for participation. Institutional capacity is extremely low due to the absence of binding guidelines, permanent forums, and real-time data systems. Public benefits are also suboptimal because the absence of specific tourism tax and levy regulations prevents tourism village revenues from contributing to the regency's PAD, while potential revenue leakages remain undetected.

Facilitative Leadership

The findings indicate that leadership in Southeast Maluku Regency has demonstrated positive efforts at the individual level but has not been institutionalized systematically, making collaborative governance highly vulnerable to leadership changes.

With regard to conflict mediation, the Tourism Office has facilitated conflict resolution through dialogic approaches and direct engagement with stakeholders in the field. While these efforts have contributed to maintaining social stability, mediation mechanisms remain informal, reactive, and heavily dependent on the capabilities of individual leaders. No standard operating procedures (SOPs), permanent mediation forums, or professionally trained mediators are available.

In terms of legitimacy and trust, tourism leaders are generally perceived as communicative and approachable. However, trust remains fragile and unevenly distributed due to two primary factors. First, the Tourism Office has experienced seven leadership changes within a four-year period, with most positions filled by acting officials holding multiple responsibilities. This situation has resulted in policy inconsistency and disrupted stakeholder relationships. Second, stakeholders have yet to experience strategic breakthroughs that generate tangible benefits for the private sector and local communities. Consequently, trust remains personal rather than institutionalized.

Regarding participatory leadership, tourism leaders actively engage with local communities and regularly visit tourism villages. Nevertheless, participation among stakeholders remains uneven, selective, and unsupported by institutionalized mechanisms. There are no routine participation forums, formal frameworks governing stakeholder rights and responsibilities, or binding feedback mechanisms.

According to [8], effective facilitative leadership requires institutionalized mediation mechanisms, trust-building through leadership consistency and stability, and inclusive, meaningful participation. Dependence on individual leadership figures without adequate institutionalization creates a fragile collaborative environment.

From the perspective of public value [9], the three dimensions range from low to moderate levels. Public legitimacy remains fragile because leadership turnover creates uncertainty among stakeholders. Institutional capacity is particularly weak because each leadership transition necessitates a new learning process in the absence of mediation

SOPs and permanent participation forums. As a result, public benefits remain limited, as long-term programs, including efforts to optimize PAD from the tourism sector are frequently interrupted before achieving their intended outcomes.

Collaborative Process

The study found that collaborative processes remain sporadic, weakly institutionalized, and highly dependent on specific events and activities. Face-to-face dialogue has been conducted through coordination meetings, socialization activities, and tourism events. However, these interactions are irregular, insufficiently inclusive, and become more intensive only during preparations for major events such as the Festival Pesona Meti Kei (FPMK) or Sail to Indonesia. Access to participation is also uneven, with actors possessing stronger personal networks enjoying greater opportunities for involvement.

Trust-building has gradually emerged through mentoring activities and program achievements, including increased tourist arrivals, the acquisition of Special Allocation Funds (DAK), and the growth of local businesses. Nevertheless, trust remains highly personal, relatively weak, and vulnerable to erosion whenever programs cease or leadership changes occur.

Commitment to collaborative processes is predominantly event-based. Stakeholder commitment tends to increase during major tourism events but declines substantially afterward. No binding mechanisms exist to sustain long-term commitment among stakeholders.

A shared understanding of tourism development exists at a normative level, with all actors agreeing that tourism should be advanced. However, this consensus has not been translated into measurable collective strategies. There is no collaborative roadmap, shared performance indicators, or routine evaluation forum.

Regarding intermediate outcomes (small wins), the study identified several notable achievements, including an increase in tourist arrivals from 18,264 to 129,300 visitors, an increase in average length of stay from two to seven days, full hotel occupancy during FPMK events, the growth of micro and small enterprises, and achievements in the Indonesian Tourism Village Awards (ADWI). Despite these accomplishments, the resulting small wins remain event-based, concentrated in specific tourism destinations, and have failed to generate increased PAD, as reflected by the decline in tourism sector contributions to PAD from 22.73% to 18.35%.

According to [8], effective collaborative processes require regular and inclusive face-to-face dialogue, trust developed through repeated interaction and consistency, institutionalized commitment, operational shared understanding, and small wins that function as the foundation of a virtuous cycle of collaboration. The absence of these conditions has caused collaboration in Southeast Maluku Regency to remain at a coordinative rather than deliberative stage.

From the perspective of public value [9], public legitimacy remains low because non-government actors lack equal opportunities for dialogue and are uncertain about policy continuity. Institutional capacity is weak due to the absence of permanent forums, collaborative roadmaps, shared performance indicators, and evaluation systems. Public benefits are distributed unevenly: while tourism village communities experience increased local income, these gains do not contribute significantly to regency-level PAD because tourism-related levies are not transferred to the regional treasury.

Supporting and Inhibiting Factors of Collaborative Governance in Tourism Sector Management for Enhancing Local Own-Source Revenue (PAD) in Southeast Maluku Regency

Supporting Factors

The study identified four primary factors supporting the implementation of collaborative governance. First, the local government's normative awareness of the necessity of collaboration due to its limited internal capacity has encouraged efforts such as the establishment of tourism attraction associations and the involvement of local communities in tourism promotion and tourism village development.

Second, the existence of the Regional Tourism Development Master Plan (RIPPARKAB) provides a macro-level policy framework that offers legal legitimacy, serves as a common reference for stakeholders, and explicitly targets the enhancement of Local Own-Source Revenue (PAD).

Third, the local kinship-based culture known as Maren fosters harmonious relationships among stakeholders, naturally mitigates conflict, and serves as an important source of social capital for collaborative activities.

Fourth, several short-term achievements (small wins) have strengthened stakeholder confidence in tourism development. These achievements include a substantial increase in tourist arrivals from 18,264 to 129,300 visitors, an increase in the average length of stay to approximately five to seven nights, hotel occupancy rates approaching 100 percent during major tourism events, the growth of local businesses, and achievements in the Indonesian Tourism Village Awards (Anugerah Desa Wisata Indonesia—ADWI), which have facilitated access to Special Allocation Funds (DAK) from the central government.

Inhibiting Factors

The study identified seven interrelated and systemic factors that hinder the effectiveness of collaborative governance.

First, government dominance remains highly pronounced, limiting the participation of non-government actors to a consultative role and resulting in a condition of pseudo-collaboration.

Second, no operational technical regulations (Peraturan Bupati or Regent Regulations) exist to govern partnership mechanisms, tourism taxation, tourism levies, or revenue-sharing arrangements. As a result, only one tourism destination currently operates under a formal revenue-sharing agreement.

Third, collaborative forums are irregular and largely event-driven, lacking fixed agendas, institutional continuity, and follow-up mechanisms.

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Fourth, excessive leadership turnover—seven leadership changes within four years—has generated policy inconsistency and weakened stakeholder confidence.

Fifth, transparency and accountability remain limited. Government Performance Accountability Reports (LAKIP) are not publicly accessible, joint evaluation mechanisms are absent, and no integrated information system exists to support collaborative governance.

Sixth, sectoral ego and weak inter-agency coordination continue to impede collaboration. Notably, the Regional Revenue Agency (Bapenda), which is directly responsible for PAD collection, is not involved in tourism development planning processes.

Seventh, the geographical characteristics of the archipelagic region, including limited accessibility, high transportation costs, uneven digital infrastructure, and shortages of qualified public personnel, create significant operational barriers to collaboration.

Program Logic Model Analysis of Collaborative Governance in Tourism Sector Management for Enhancing Local Own-Source Revenue (PAD) in Southeast Maluku Regency

The Program Logic Model proposed by [15] was employed to map the causal pathway linking resources, activities, outputs, and outcomes, while also identifying the gaps that emerge throughout the collaborative governance process. As illustrated in Figure 1, the model shows how available resources and collaborative activities generate outputs, but fail to produce the expected outcomes due to institutional and contextual constraints.

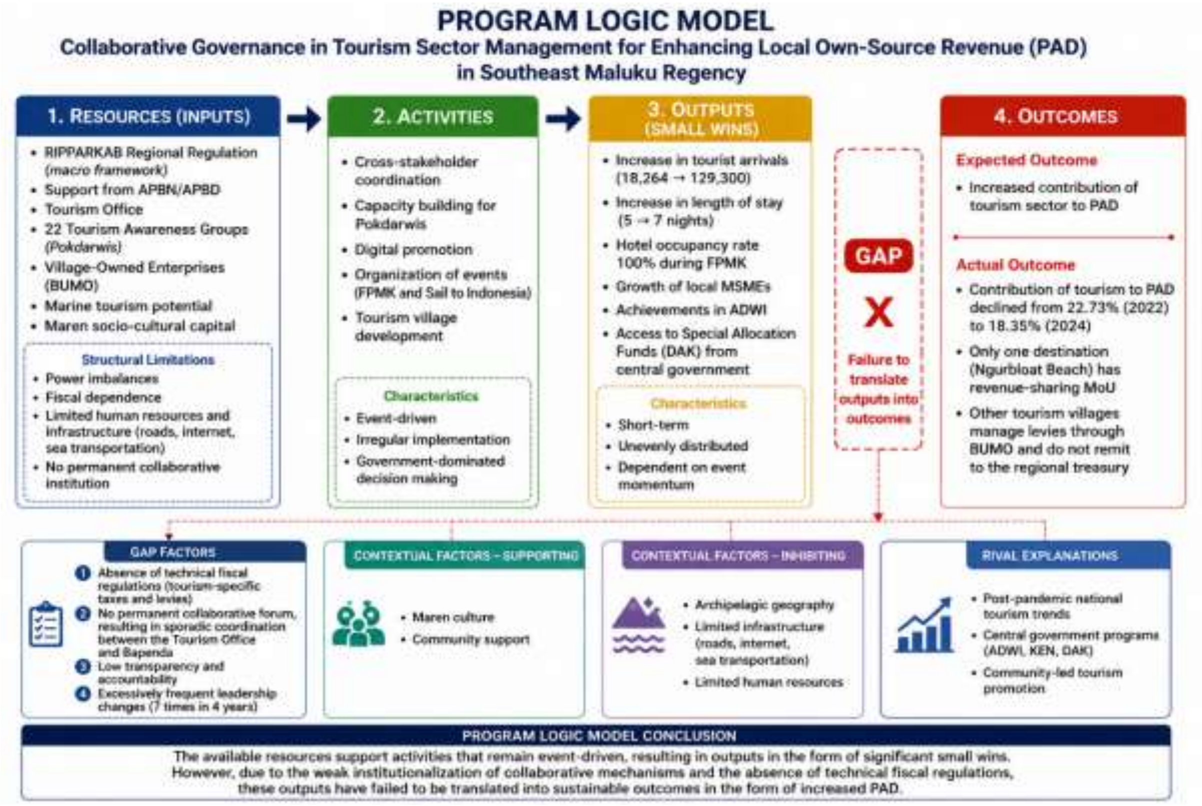

Figure 1. Program Logic Model Framework
Source: Developed by the Researcher, 2026.

a. Resources: The initial resources available include the RIPPARKAB Regional Regulation (macro framework), support from the national and regional budgets (APBN/APBD), the existence of the Tourism Office, 22 Tourism Awareness Groups (Pokdarwis), Village-Owned Enterprises (BUMO), marine tourism potential, and the socio-cultural capital of Maren. However, these resources also face structural limitations, including power imbalances, fiscal dependence, limited human resources and infrastructure (roads, internet, and sea transportation), and the absence of permanent collaborative institutions.
b. Activities: Collaborative activities include cross-stakeholder coordination, capacity building for Pokdarwis, digital promotion, the organization of events (FPMK and Sail to Indonesia), and tourism village development. However, these activities remain event-driven, irregular, and final decisions continue to be dominated by the government.
c. Outputs: The collaboration has generated small wins, including an increase in tourist arrivals (from 18,264 to 129,300), an increase in length of stay (from 5 to 7 nights), hotel occupancy rates reaching 100% during FPMK, the growth of local MSMEs, and achievements in ADWI that

have provided access to central government Special Allocation Funds (DAK). These outputs are short-term in nature, unevenly distributed, and dependent on event momentum.

d. Outcomes: The expected outcome is an increase in the contribution of PAD. However, in reality, the contribution of tourism to PAD declined from 22.73% (2022) to 18.35% (2024). Only one destination (Ngurbloat Beach) has a revenue-sharing MoU, while other tourism villages manage their own levies through BUMO and do not remit them to the regional treasury.

The failure to translate outputs into outcomes is caused by: (1) the absence of technical fiscal regulations (tourism-specific taxes and levies); (2) the absence of a permanent collaborative forum, resulting in sporadic coordination between the Tourism Office and Bapenda; (3) low transparency and accountability; and (4) excessively frequent leadership changes (7 times in 4 years). Moderating contextual conditions include supporting factors (Maren culture and community support) and inhibiting factors (archipelagic geography, limited infrastructure, and human resources). Rival explanations, such as post-pandemic national tourism trends, central government programs (ADWI, KEN, and DAK), and community-led tourism promotion, have also contributed to the increase in outputs.

Program Logic Model Conclusion: The available resources support activities that remain event-driven, resulting in outputs in the form of significant small wins. However, due to the weak institutionalization of collaborative mechanisms and the absence of technical fiscal regulations, these outputs have failed to be translated into sustainable outcomes in the form of increased PAD.

IV. CONCLUSION

This study concludes that the implementation of collaborative governance in tourism sector management in Southeast Maluku Regency has not been optimal and remains at the stage of pseudo-collaboration. The four dimensions of the model proposed by [8] demonstrate interrelated structural weaknesses. The starting conditions are characterized by severe asymmetries in power, resources, and knowledge, with the government dominating decision-making processes while non-government actors are involved only in a consultative capacity. Institutional design is weak due to the absence of operational technical regulations concerning partnerships, tourism taxes and levies, as well as collaborative forums that are only active during events (event-driven). Facilitative leadership is inconsistent due to seven changes in the position of Head of the Tourism Office within four years, resulting in trust that remains personal and fragile. The collaborative process is sporadic, dialogue is irregular, commitment is event-based, and shared understanding exists only at the normative level. The most critical gap is the failure to translate small wins (increased tourist arrivals, length of stay, hotel occupancy rates, MSME growth, and ADWI achievements) into increased Local Own-Source Revenue (PAD). The contribution of tourism to PAD declined from 22.73% (2022) to 18.35% (2024) due to the absence of technical fiscal regulations, the lack of system integration between the Tourism Office and Bapenda, and the absence of horizontal accountability. Supporting factors for collaboration include the government's normative awareness, the existence of the RIPPARKAB Regional Regulation, the kinship culture (Maren), and local economic small wins. The inhibiting factors are systemic in nature: government dominance, the absence of technical regulations, irregular forums, extreme leadership turnover, low transparency, sectoral ego, as well as the geographical constraints of the archipelagic region and limited infrastructure. From the perspective of public value [9], the three components, public legitimacy, institutional capacity, and public benefit are at low to very low levels. Collaborative governance in Southeast Maluku Regency has not been able to create sustainable public value. Recommendations: The Government of Southeast Maluku Regency should immediately formulate a Regent Regulation concerning partnership mechanisms, taxes, levies, and revenue-sharing arrangements, as well as establish a permanent collaborative forum that convenes regularly every quarter. Leadership stability should be maintained by ensuring that the Head of the Tourism Office serves a minimum tenure of two years without rotation. Future researchers are encouraged to quantitatively examine the influence of archipelagic geographical conditions on the effectiveness of collaborative governance through comparative studies across regions.

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