Collaborative Governance in Tourism Sector Development (A Comparative Study in Jayapura City and Selayar Islands Regency)

Agustinus Fatem[1], Yosephina Ohoiwutun[2], Ilham[3]*, Febi Lisa Koridama[4]
[1-4]Cenderawasih University, Indonesia

Abstract: This study aims to analyze and compare the application of Collaborative Governance in the development of the tourism sector in Jayapura City and Selayar Islands Regency. Both regions represent island characteristics with complex governance challenges, such as infrastructure limitations, diversity of actors, and environmental vulnerability. This study employs a library research approach using a descriptive-comparative method based on qualitative analysis. Data were obtained from various secondary sources, such as journal articles, policy documents, scientific proceedings, and official government websites. The analytical framework is based on the theory of Collaborative Governance, which is broken down into twelve indicators of collaborative governance. The results of the analysis show that Jayapura City excels in the involvement of indigenous communities, village deliberation mechanisms, and community-based leadership, despite facing challenges in cross-sector coordination and participatory evaluation. In contrast, Selayar Islands Regency excels in formal institutional aspects, regulatory strengthening, and the role of local actors such as Pokdarwis (tourism awareness group), but is still top-down in its collaboration process. This study concludes that the effectiveness of Collaborative Governance is determined by the suitability of the approach to the local social and institutional context. Strategic recommendations include strengthening collaborative forums, participatory evaluation, and integrating cultural values into tourism policy design.
Keywords: Collaborative; Governance; Tourism.

Correspondence Author: Ilham
Email: ilham@fisip.uncen.ac.id

Introduction

Indonesia is a country rich in biodiversity and culture, making it one of the world's leading tourist destinations. If managed sustainably, this sector has the potential to make a significant contribution to job creation, increased community income, and regional economic growth. This aligns with the statement in Sutawa (2012), which states that tourism development in Indonesia aims to reduce poverty, preserve nature and culture, and improve community well-being through community empowerment and stakeholder participation. Tourism is one of the sectors that plays an important role in the economic development of a region because it is expected to contribute significantly to regional income. Tourism also has a multiplier effect that can encourage other sectors, such as trade and services, housing, and labor, to grow and develop alongside it (Kusuma et al., 2018; Patmasari, 2022). This is also supported by Pendit's statement in Biantoro (2014), who said that tourism is one of the activities that can generate rapid economic growth, especially in terms of job creation, income improvement, living standards, and stimulus for the development of other sectors.

Agustinus Fatem, Yosephina Ohoiwutun, Ilham, and Febi Lisa Koridama

If managed sustainably, the tourism sector has great potential to create jobs and improve community welfare. Therefore, in their study, Hermawan & Hutagalung (2024) emphasize that the complex tourism environment requires a participatory and adaptive governance approach, which involves stakeholders in a collaborative process, sharing responsibilities, and continuous learning. The management of the tourism sector requires an adaptive and participatory governance approach due to its complexity, which includes infrastructure limitations, diversity of actors, and environmental vulnerability (Nasim, 2025). This makes Collaborative Governance a potential paradigm for improving the effectiveness and sustainability of tourism development.

Jayapura City, as the capital of Papua Province, has a strategic position and cultural diversity that are key strengths in the development of the tourism sector. However, efforts to digitize tourism in Jayapura City through the National Tourism Information System (Sisparnas system) still face technical challenges such as limited data collection, low participation across traditional territories, and suboptimal information input by relevant agencies (Wambrauw & Ilham, 2023). The suboptimal involvement of local actors in tourism planning also indicates the need for a stronger collaborative system at the city level (Nasim, 2025).

Meanwhile, Selayar Islands Regency, which is famous for its marine potential such as Takabonerate National Park, also faces obstacles in strengthening collaboration between actors. The local government has attempted to involve the community through a participatory approach, but the level of trust-building between parties and the effectiveness of communication remain major challenges. According to Putra & Andriandi (2025), although the Selayar Islands Regency Regulation on coastal management has been established as a formal legal framework, collaboration has not progressed as expected due to limited community involvement, restricted information sharing, and inadequate government efforts to raise public awareness, resulting in ineffective collaboration. Several community-based management initiatives demonstrate the potential for participatory governance models, but they remain weak in terms of commitment and continuity (Mahadiansar et al., 2023).

The concept of Collaborative Governance, as proposed by Ansell and Gash (2008), is a process and structure of public decision-making that involves cross-sector actors in a consensus-oriented deliberative process. This model requires active participation from the government, private sector, academia, and civil society, and is supported by the principles of transparency, accountability, and inclusivity (Emerson et al., 2012). In the context of tourism development in island regions, Collaborative Governance is seen as capable of addressing the challenges of limited government resource capacity and enhancing social ownership of destinations (Afrisal, 2022).

Previous studies have highlighted that collaborative initiatives in the tourism sector tend to face obstacles in the form of power imbalances between actors, weak facilitation of dialogue forums, and a lack of participatory incentives (Ismail et al., 2023). In Selayar, Pratama (2023) found that the Pantai Berseri Program in Selayar Islands Regency has involved active participation between local communities and the government in beach cleanup activities. This collaboration was marked by the participation of the community and officials in the implementation of the program and the emergence of a sense of ownership that supported the continuity of the activities. However, the researcher noted the need to improve more effective collaborative practices to strengthen cross-actor relationships and maintain long-term sustainability.

According to Putra (2016), the implementation of Regional Regulation No. 16 of 2011 concerning the management of marine and coastal areas in Selayar Regency has not been effective due to a lack of socialization, inconsistency among implementers, weak government enforcement, and a lack of supporting facilities and infrastructure. On the other hand, Jayapura City faces challenges in synchronizing the roles between local government stakeholders and community-based tourism actors who have their own social logic (Wambrauw & Ilham, 2023).

This situation highlights the need for an in-depth study on how Collaborative Governance is applied and interpreted in different contexts. A comparative study between Jayapura City and Selayar Islands Regency is important to explore which collaboration model is more adaptive to the local conditions of each region. Based on the previous description, this study aims to analyze the practice of Collaborative Governance in tourism development in Jayapura City and Selayar Islands Regency, identify the supporting and inhibiting factors of collaboration between stakeholders in both regions, and formulate strategic recommendations for strengthening collaborative governance in the tourism sector in the archipelago.

Theoretical Study

a. The Concept of Collaborative Governance

Collaborative Governance is a form of governance that involves various stakeholders from the government, private sector, civil society, and local communities in a joint public decision-making process. Ansell and Gash (2008) define Collaborative Governance as "a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative." This concept emerged as a response to the limitations of hierarchical governance models, particularly in addressing complex issues such as sustainable development and archipelagic management. Within the framework of Collaborative Governance, deliberative processes and power sharing among actors are important aspects. Initial conditions such as trust, shared understanding, and facilitative leadership are necessary to create an effective collaborative environment (Ansell & Gash, 2008; Emerson et al., 2012).

b. Dimensions of Collaborative Governance

Emerson et al. (2012) developed an integrative framework for Collaborative Governance that includes three main components: (1) Drivers such as shared interests and external pressures, (2) Collaborative Dynamics in the form of inclusive participation principles, facilitation of dialogue processes, and effective coordination mechanisms, and (3) Collaborative Actions manifested in policy agreements and joint implementation. This model emphasizes the importance of transparency, accountability, and sustainability in the collaborative process. In the context of tourism development, Collaborative Governance is not only important for designing adaptive policy strategies but also for ensuring social ownership of the developed destinations (Afrisal, 2022).

c. Collaborative Governance in Tourism

The tourism sector, especially in island regions, is characterized by the involvement of various actors with different interests, such as local governments, tourism businesses, indigenous communities, and environmental NGOs. This requires a governance approach that can accommodate different perspectives and create synergy between actors.

Research by Ismail et al. (2023) shows that the implementation of Collaborative Governance in the tourism sector is often hindered by power imbalances, weak coordination

structures, and a lack of incentives for local communities to actively participate. In coastal areas, such as Selayar Islands Regency, additional challenges arise from insufficient institutional capacity and low continuity of collaborative programs (Putra & Anriandi, 2025).

Conversely, the experience of regions such as Jayapura City shows that the existence of indigenous communities and local social structures can be a strategic potential in building a collaboration model based on local culture as long as there are mechanisms capable of bridging the logic of bureaucracy and community values (Wambrauw & Ilham, 2023; Nasim, 2025).

d. Collaborative Governance in Archipelagic Regions

Archipelagic regions have complex characteristics: geographical isolation, ecosystem vulnerability, and dependence on the maritime sector. Therefore, tourism governance in these regions requires a collaborative approach that can ensure the inclusiveness and adaptability of policies.

Mahadiansar et al. (2023) indicate that the implementation of collaborative governance in community-based coastal tourism in Indonesia still requires various structural improvements. Key factors for successful collaboration include starting conditions, institutional design, facilitative leadership, and intermediate outcomes such as face-to-face dialogue, trust building, and shared commitment among actors. Despite its high potential, implementation in many locations remains suboptimal, particularly in strengthening community empowerment to achieve holistic economic, environmental, and cultural sustainability. Thus, Collaborative Governance is not only a strategy but also a conceptual foundation for designing sustainable tourism governance in island regions.

Method

In conducting research, it is important to use a methodology as a tool to achieve the objectives or answer the research questions (Patmasari, 2024; Muttaqin et al., 2022). This study is a qualitative descriptive-comparative literature review, which is a research method conducted by analyzing various literature sources to address the research questions without directly engaging in fieldwork (Zed, 2008; George, 2008; Tebay & Ilham, 2023; Yunita, 2022). This study aims to analyze and compare the application of Collaborative Governance in the development of the tourism sector in Jayapura City and Selayar Islands Regency based on relevant literature sources. A descriptive-comparative approach is used to describe and examine the differences and similarities in collaborative governance practices in both regions, referencing secondary data from scientific literature (Moleong, 2014; Nazir, 2017).

The data in this study was obtained from secondary written sources, including national and international scientific journal articles, theses and dissertations, conference proceedings, regional policy and regulation documents, and official websites of government agencies and tourism offices. Data collection techniques were carried out through documentation, namely searching, selecting, and recording information from literature that met the following criteria: (1) relevant to the concept of Collaborative Governance and/or tourism management in Jayapura and Selayar, and (2) containing empirical or conceptual information about collaborative practices, governance challenges, or participation models (Sugiyono, 2017).

Data analysis was conducted using a qualitative-descriptive approach, through the following stages: 1) Data reduction: filtering important information from each document; 2) Thematic categorization: grouping data based on 12 Collaborative Governance indicators (e.g., institutional structure, cross-sectoral coordination, dialogue forums, trust levels among actors,

and others); 3) Comparative analysis: comparing the implementation of each indicator between Jayapura City and Selayar Islands Regency; 5) Interpretation: drawing conclusions from patterns of similarities and differences, and formulating strategic recommendations based on literature synthesis (Creswell, 2016; Bowen, 2009). This study uses the Collaborative Governance analytical framework developed by Ansell & Gash (2008) and Emerson et al. (2012), which encompasses three main elements: starting conditions, collaborative dynamics, and collaborative actions. Operational indicators are broken down into 12 main aspects as outlined in the analytical framework. Validity in this literature study is maintained through source triangulation and critical evaluation of the literature, namely by comparing the content and findings of two or more sources to ensure consistency, relevance, and reliability of data (Bowen, 2009; Zed, 2008).

Results and Discussion

1. Results

In the context of sustainable tourism sector development, Jayapura City demonstrates the complexity of governance involving cross-sector actors, ranging from local government, indigenous communities, to local businesses. The Collaborative Governance approach is important considering that this region is not only rich in culture and ecology, but also faces governance challenges such as infrastructure limitations and segmentation of authority between agencies.

As formulated by Ansell and Gash (2008), the success of collaboration is determined by the existence of inclusive initial conditions, consensus-oriented deliberative processes, and the presence of facilitators who are able to bridge the interests of various actors. In the context of Jayapura, this dynamic is evident in efforts to involve indigenous communities in tourism management, strengthen local regulations (such as Kampung Regulations), and develop culture-based destination initiatives.

To systematically understand the application of Collaborative Governance in Jayapura City, Table 1 below details twelve key indicators based on findings from various literature sources and local policy documentation.

Table 1. Collaborative Governance Indicators for Jayapura City

Indicator	Findings in Jayapura City	Primary Source
Institutional Structure	There are the Jayapura City Tourism Office and indigenous communities such as Tobati-Enggros and Skouw who are actively involved in culture-based tourism initiatives.	Tebay (2023); The Land of Papua (2024)
The Role of Local Government	The Jayapura City Government actively facilitates the drafting of village regulations and supports fishing village festivals as a tourism development strategy.	Regional regulations No. 7 Tahun 2022; Leloltery (2025)
Local Community Involvement	The women's indigenous community in Enggros Village and Skouw residents are involved in mangrove conservation and the development of traditional village tourism.	Tebay (2023); The Land of Papua (2024)
Cross-Sector Coordination	The tourism program involves synergy between the city government, traditional institutions, MSMEs, and the local education sector.	West Papua Now (2024); Bawanti (2016)
Dialogue and Communication Forum	Informal forums such as village discussions and traditional village tourism training are used as communication media between actors.	The Land of Papua (2024)
Influence of Local	Traditional village tourism, women's forest	Tebay (2023)

Culture	conservation, and traditional ritual activities are the main strengths in the development of city tourism.	
Decision Making Mechanism	Planning is carried out together with residents through village deliberations to determine tourism zones and customary tourism regulations.	The Land of Papua (2024)
Collaborative Leadership	Traditional leaders and women leaders are initiators of mangrove forest conservation and the preservation of local culture.	Tarigan & Lisnawati (2024)
Legal Framework / Regulations	Regional Regulation No. 7 of 2022 concerning Tourism and Jayapura City Regional Regulation No. 39 of 2023 concerning Tourism Villages are the official legal basis for tourism development in Jayapura City.	Perda Kota Jayapura
Trust between actors	There are efforts to build trust between the government and local communities through traditional approaches and the involvement of indigenous women.	Tebay (2023); Tarigan & Lisnawati (2024)
Monitoring and Evaluation	There is no permanent collaborative evaluation system; evaluations are still carried out sectorally by the government.	Bawanti (2016)
Collaborative Results (Real Programs)	The management of Skouw tourism and the fishing village festival are examples of the tangible results of cross-actor collaboration based on local culture.	Kasipka (2025); The Land of Papua (2024)

Source: Processed (2025)

Based on the twelve Collaborative Governance indicators outlined in Table 1, it can be concluded that Jayapura City shows a tendency toward a collaborative model that relies on the strength of indigenous communities, particularly in terms of culture, local-based decision-making, and natural resource conservation. The collaboration established in this region appears to be more organic and based on social-communal values, although it still faces challenges in terms of sectoral coordination and collaborative evaluation systems. To obtain a more complete picture and compare the dynamics of collaboration across regions, the next section will present the practice of Collaborative Governance in Selayar Islands Regency. This region has a different geographical, social, and institutional context from Jayapura City, making it possible to explore how these differences influence the patterns of collaboration that have emerged.

Selayar Islands Regency is a strategic archipelago in South Sulawesi Province known for its world-class marine tourism potential, such as Takabonerate National Park and the old village of Bitombang. However, the scattered geographical characteristics of the archipelago, limited accessibility, and the need for environmental conservation pose unique challenges for tourism governance in this region. Within the framework of Collaborative Governance, this kind of complexity requires synergy between the government, local communities, businesses, and non-governmental organizations in tourism planning and management.

Referring to the model proposed by Emerson et al. (2012), the success of collaboration requires shared drivers, transparent and inclusive collaborative dynamics, and concrete collaborative actions. The Selayar district government has initiated various collaborative efforts, such as the establishment of tourist villages, strengthening the capacity of Pokdarwis and BUMDes (Village-Owned Enterprises and Tourism Awareness Groups), and organizing cultural events as a means of preserving local identity. To further examine how Collaborative Governance is implemented in Selayar Islands Regency, Table 2 below presents the results of an analysis of twelve key indicators based on available literature sources, official documents, and empirical data.

Table 2. Collaborative Governance Indicators for Selayar Islands Regency

Indicator	Findings in Selayar Islands Regency	Primary Source
Institutional Structure	There is institutional support from the Tourism Office, Pokdarwis, and BUMDes in the development of tourist destinations.	Putra & Anriandi (2025); Pratama (2023)
The Role of Local Government	The local government actively encourages collaboration between tourism villages, cultural groups, and the preservation of old villages such as Bitombang.	Disparbud Selayar (2024); Pratama (2023)
Local Community Involvement	Community participation in the development of marine tourism in Taka Bonerate National Park and Bitombang are actively involved in designing and managing tourist destinations.	Mahadiansar et al. (2023); Masmulyadi (2016)
Cross-Sector Coordination	There is collaboration between the local government, the Tourism Office, BUMDes, NGOs, and local businesses.	Putra & Anriandi (2025); Afiah (2022)
Dialogue and Communication Forum	Village tourism consultation forums such as Bitombang serve as a space for coordination between various actors.	Disparbud Selayar (2024)
Influence of Local Culture	Local cultures such as Assulo are used as tourist attractions in annual events.	Bendo (2025)
Decision Making Mechanism	It is still dominated by a top-down approach from the government, but it has begun to shift towards a participatory approach at the village level.	Pratama (2023)
Collaborative Leadership	The leadership of the regent and the tourism office is considered to be actively promoting cross-sector collaboration.	Radar Selatan (2023)
Legal Framework / Regulations	Regulation No. 10 of 2011 on Coastal Area Management and Regent Regulation No. 72 of 2020 strengthen the institutional structure and legal framework for marine tourism development and coastal conservation.	Putra (2016); Pratama (2023) Regional regulations & regent regulations
Trust between actors	Trust began to be built through collaborative programs such as Pokdarwis management and cultural events.	Mahadiansar et al. (2023)
Monitoring and Evaluation	This was carried out by the agency on a sectoral basis; joint integration and evaluation were still limited	Putra & Anriandi (2025)
Collaborative Results (Real Programs)	Events such as Assulo and the Taka Bonerate Festival, as well as homestay and digital branding training, demonstrate the tangible results of this collaboration.	Pratama (2023); Bendo (2025); Riadi (2024)

Source: Processed (2025)

The results of mapping twelve Collaborative Governance indicators in Selayar Islands Regency show progress in institutional development and the active role of local government in promoting cross-actor collaboration. Initiatives such as strengthening tourism villages, involving Pokdarwis and BUMDes, and organizing community-based cultural events demonstrate collaborative practices that are beginning to move towards a participatory model. However, several challenges remain, such as limited capacity for collaborative monitoring, dependence on government actors, and the need for more inclusive and sustainable dialogue forums.

To provide a more comprehensive overview of the implementation of Collaborative Governance in tourism sector development in the two study areas, Table 3 has been compiled as a comparative table. This table summarizes the similarities and differences in implementation

between the two regions based on the twelve indicators discussed earlier. Through this descriptive-comparative approach, it is possible to analyze how local characteristics, institutional approaches, and social contexts influence the form and effectiveness of collaboration among actors. This table also provides a basis for formulating more adaptive and contextual policy recommendations.

Table 3. Comparison of Collaborative Governance Implementation: Jayapura City and Selayar Islands Regency

Indicators	Jayapura City	Selayar Islands Regency
Institutional Structure	The Tourism Office and indigenous communities (Tobati-Enggros, Skouw) are actively involved in cultural tourism.	The Tourism Office, Pokdarwis, and BUMDes support tourism development.
Role of Local Government	The Jayapura city government facilitates village regulations and supports fishing village festivals.	The local government encourages collaboration between tourist villages and the preservation of old villages.
Local Community Involvement	Indigenous women are involved in mangrove conservation and indigenous tourism.	Village communities are active in tourism planning and management.
Cross-Sector Coordination	Synergy between the municipal government, indigenous communities, MSMEs, and local education.	Collaboration between the local government, BUMDes, NGOs, and local businesses.
Dialogue and Communication Forum	Informal village forums and training.	Village tourism meetings serve as a coordination space for various stakeholders.
Influence of Local Culture	Indigenous tourism and women's forests are key strengths	Local culture (Assulo) as an annual tourist attraction.
Decision-Making Mechanisms	Village deliberations to determine tourism zones and regulations.	Still dominated by top-down approaches, but participatory approaches are beginning to emerge.
Collaborative Leadership	The mayor, relevant agencies actively collaborate across sectors, and female traditional leaders are also initiators of conservation.	The regent and the department are active in cross-sector collaboration.
Legal Framework/Regulations	Local Regulation No. 7 of 2022 as the legal basis for tourism.	Local regulations and the Regent's Decree related to coastal areas and marine tourism.
Trust Among Actors	Trust is built through the involvement of traditional leaders and women.	Trust is growing through the Tourism Working Group (Pokdarwis) and cultural events.
Monitoring and Evaluation	Evaluations are still sectoral and not yet collaborative.	Implemented by the Department; integration and evaluation are limited.
Collaborative Outcomes (Concrete Programs)	Management of Skouw tourism and fishing village festivals, as well as training in digital branding, marketing, and sales for tourism destination managers.	Assulo Event and Taka Bonerate Festival, homestay training, and digital branding.

Source: Processed (2025)

A comparison between Jayapura City and Selayar Islands Regency based on twelve Collaborative Governance indicators shows that each region has its own strengths and challenges in developing inclusive and sustainable tourism governance. Jayapura City excels in the aspects of indigenous community involvement, local wisdom-based decision-making, and community-based collaborative leadership. Meanwhile, Selayar Islands Regency demonstrates strengths in strengthening formal institutions, involving local institutions such as Pokdarwis and BUMDes, and regional regulations that support tourism sector collaboration.

However, both regions still face challenges in participatory evaluation, power imbalances among actors, and the continuity of collaborative forums. These findings underscore the importance of an adaptive approach to local contexts in the implementation of Collaborative Governance. The study also shows that the success of collaboration is highly dependent on a combination of institutional initiatives, grassroots participation, and consistent regulatory support. The results of this comparison serve as an important foundation for formulating policy recommendations that are responsive to the social and institutional dynamics in each region.

2. Discussion

This discussion analyzes the comparative application of Collaborative Governance in the management of the tourism sector in Jayapura City and Selayar Islands Regency based on 12 key indicators. This analysis uses the framework of Ansell and Gash (2008) and Emerson et al. (2012), which emphasizes three main components: starting conditions, collaborative dynamics, and collaborative actions. Each region shows its own configuration of strengths and challenges in realizing collaborative governance.

The institutional structures in both regions show differing orientations. Jayapura City relies on synergy between the Tourism Office and active indigenous communities that preserve local wisdom, such as Tobati-Enggros and Skouw. In contrast, Selayar Islands Regency utilizes official institutions such as the Tourism Office, Pokdarwis, and BUMDes to promote village tourism. These differences indicate that Jayapura is stronger in socio-cultural aspects, while Selayar is more institutional, in line with the importance of early actors in Ansell and Gash's theory.

The role of local government in both regions is equally significant, but with different approaches. The Jayapura City Government emphasizes the facilitation of local regulations through Village Regulations and culture-based empowerment. Meanwhile, Selayar focuses on the development of old villages and the promotion of tourist villages. These two approaches reflect the important function of government as an initiator and facilitator of cross-actor collaboration.

Community involvement is a prominent element in both regions. In Jayapura, the involvement of indigenous women in mangrove conservation is a form of participation that is deeply rooted in cultural and environmental values. Meanwhile, in Selayar, community involvement is more structured through institutions such as Pokdarwis and village consultation forums. Both demonstrate the application of the principle of inclusivity, which is a pillar of collaborative dynamics according to Emerson et al.

Cross-sector coordination in Jayapura involves MSMEs, education, and indigenous communities, creating an informal yet effective synergy pattern. Meanwhile, Selayar develops inter-sector coordination through an institutional approach involving NGOs, BUMDes, and local businesses. This shows a different pattern of collaboration, but still aims for horizontal integration among actors.

Dialogue and communication forums are important tools for bridging the interests of different actors. The city of Jayapura relies on village meetings and informal forums as deliberative platforms, while Selayar utilizes more formal village meetings. This demonstrates how local contexts influence the form of collaborative dialogue facilitation in each region.

Local culture is a strategic strength in shaping tourism identity. Jayapura City showcases traditional tourism and environmental symbolism, such as the women's forest in Youtefa. Meanwhile, Selayar uses annual events like the Assulo Festival as a medium for cultural preservation. Both demonstrate that a culture-based approach can strengthen a sense of ownership and the sustainability of collaborative tourism.

In terms of decision-making mechanisms, Jayapura City emphasizes a deliberative approach through village meetings that involve traditional leaders and residents in determining tourism zoning policies. This reflects a consensus-based decision-making practice. Meanwhile, in Selayar Regency, the decision-making process is still predominantly top-down, but there are indications of a shift towards participatory decision-making through village deliberation forums. This dynamic reflects the importance of inclusive mechanisms as part of collaborative dynamics.

Collaborative leadership takes different forms in the two regions. In Jayapura, leadership emerges from the community, particularly indigenous women, who play a role in mangrove ecosystem conservation and village tourism development. Meanwhile, in Selayar, regional leaders such as the regent and department heads play a more dominant role in directing collaboration between actors. This shows that collaborative leadership can be formal or informal, as long as it is able to foster trust and participation.

Legal and regulatory frameworks form the foundation for collaborative governance. Jayapura has Local Regulation No. 7 of 2022, which specifically regulates local-based tourism. Selayar also has local regulations and a Regent's Decree that support coastal and marine tourism management. These differences in policy focus reflect the adaptation of laws to the geographical and socio-cultural conditions of each region.

Trust among actors is built through different approaches. Jayapura develops trust through the direct involvement of indigenous communities, especially women, in decision-making and program implementation. In Selayar, trust grows through the formation and strengthening of local institutions such as Pokdarwis and the implementation of cultural events involving many parties. Both demonstrate the importance of building mutually trusting social relationships in developing sustainable collaboration.

Monitoring and evaluation in both regions remain a challenge. Jayapura does not yet have an integrated collaborative evaluation system and is still limited to sectoral evaluations by government agencies. A similar situation exists in Selayar, where although evaluations are conducted by the Tourism Agency, the mechanism for involving other actors remains limited. This situation highlights the need to strengthen participatory evaluation systems as part of long-term collaborative learning.

Finally, the tangible results of the collaboration show that both regions have produced collaborative programs based on local potential. In Jayapura, there is the fishing village festival and the management of Skouw traditional tourism, while in Selayar there is the development of Bitombang tourism, the Assulo cultural event, as well as training for homestay managers and the strengthening of digital branding. These successes reflect the implementation of collaborative actions that are able to have a concrete impact on regional tourism development.

Agustinus Fatem, Yosephina Ohoiwutun, Ilham, and Febi Lisa Koridama

This analysis refers to two main theoretical frameworks in Collaborative Governance, namely the Ansell and Gash (2008) model, which emphasizes the importance of starting conditions, collaborative processes, and collaboration outcomes, and the Emerson et al. (2012) framework, which systematically adds the aspects of drivers, collaborative dynamics, and collaborative actions. These two theories provide the basis for assessing the effectiveness of collaborative practices at the local level.

Ansell and Gash (2008) define collaborative governance as "a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative." This definition emphasizes the importance of the role of non-state actors and the existence of formal and deliberative collective decision-making mechanisms. Emerson et al. (2012) explain that collaborative governance occurs when processes and structures enable cross-sector actors to engage in the achievement of shared public goals through participatory, transparent, and sustainable interaction processes. In this context, local community involvement and trust between actors are central components of successful collaboration.

Conclusion

This study shows that the implementation of Collaborative Governance in tourism sector development has dynamics that are influenced by local characteristics, institutional capacity, and patterns of relationships between actors. The city of Jayapura and the Selayar Islands Regency demonstrate different but complementary collaborative approaches in terms of strengths and challenges.

1. In Jayapura City, the strength of collaboration lies in the involvement of indigenous communities, decision-making based on village deliberations, and the emergence of community-based leadership. However, the challenges faced include limited cross-sector coordination, an evaluation system that is not yet optimal, and weak data integration across institutions.

2. Selayar Islands Regency stands out in terms of formal institutional aspects, the presence of supporting regulations, and the involvement of local actors such as BUMDes and Pokdarwis (Village-Owned Enterprises and Tourism Awareness Groups). Nevertheless, collaboration in Selayar is still characterized by a top-down approach, limited horizontal communication, and dependence on the government as the primary initiator.

3. Both regions show potential to strengthen collaborative governance if participatory approaches and dialogue among actors are intensified and built sustainably.

Based on these findings, here are some strategic recommendations to strengthen Collaborative Governance in tourism development:

1. For Jayapura City, establish a regular collaborative forum involving indigenous communities, local businesses, academics, and local government. Develop an integrated tourism information system, with multi-stakeholder involvement in data collection, validation, and utilization. Enhance the institutional capacity of tourism villages through collaborative leadership training and strengthening the role of indigenous women.

2. For Selayar Islands Regency: Promote a shift from a top-down approach to a participatory model, particularly in the planning and monitoring of tourism programs. Facilitate the consolidation of local institutions (Pokdarwis, BUMDes, tourism villages) into a single collaborative platform based on the region. Strengthen community-based evaluation

mechanisms, including community involvement in assessing the social, cultural, and environmental impacts of tourism programs.

3. General Recommendations: Adopt a collaborative evaluation framework based on indicators (such as trust, leadership, institutional design) to periodically measure the effectiveness of tourism governance. Integrate local values and community culture into regional regulations and tourism program design so that collaboration has a strong social foundation. Strengthen cross-regional collaboration among island regions through intergovernmental networks to exchange best practices and innovations in collaborative governance.

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