
| RESEARCH ARTICLE

Collaborative Governance in the Development of Likupang Super Priority Tourism Destination in North Sulawesi Province

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| ABSTRACT

This qualitative descriptive study investigates collaborative governance in the development of the Super Priority Tourism Destination (DPSP) Likupang, Indonesia, identifying factors that either support or hinder its effectiveness and efficiency. Indonesia's tourism sector, enriched by its diverse natural and cultural assets, contributes significantly to the economy through revenue, employment, and cultural promotion. However, the governance of DPSP Likupang's development has been inadequate, leading to underperformance in realizing the area's full potential. The research highlights that while the advancement of communication technologies and the collaborative culture of North Minahasa are supportive, significant barriers such as limited resources, insufficient cross-sectoral communication, and low political commitment obstruct progress. To address these challenges, the study proposes the Collaborative Governance Regime Integrated Driver Model, an adaptation of the CGR model by Emerson, Nabatchi, and Balogh (2012). This new model integrates local cultural values and political dynamics into the governance process, enhancing collaborative efforts and potentially leading to more effective development outcomes. This model is specifically tailored to overcome the unique challenges faced by DPSP Likupang, suggesting that integrating cultural insights and strengthening political will are crucial for improving governance and achieving sustainable development in tourism-heavy regions like North Minahasa. The findings and recommendations of this study are intended to guide policymakers and stakeholders in optimizing governance frameworks to better support the strategic growth of tourism destinations.

| KEYWORDS

Collaborative Governance, Likupang, Tourism

| ARTICLE INFORMATION

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1. Introduction

The tourism sector can have a significant multiplier effect on other sectors. Within the national development framework, three dimensions drive economic growth in the tourism sector: economic (foreign exchange and tax revenue), social (job creation), and cultural (introducing foreign tourists to local culture) (Spillane, 2005). However, tourism development cannot be disentangled from various current impacts and problems, including carbon footprint issues (Dewi, 2023), environmental degradation due to uncontrolled tourism infrastructure development (Khrisnamurti et al., 2017), excessive commodification and commercialization diminishing cultural sanctity and local wisdom (Dewayanti and Raafigani, 2016), deculturation in tourist areas (Irwan, 2023), and disparities in economic benefits distribution between tourist and surrounding areas (Rangkuti, 2023).

Indonesia boasts a vital tourism sector due to its abundant natural resources, including exotic beaches, stunning mountains, and unique biodiversity. Besides natural beauty, the diverse culture and history also attract tourists. Various ethnic groups, customs, and historical sites offer a unique experience for tourists exploring Indonesia's richness. Consequently, the government has

implemented various tourism development policies in potential areas, including the Super Priority Tourism Destination (DPSP) Likupang, a part of the national strategic project in tourism.

Likupang was designated as a DPSP through Government Regulation No. 84 of 2019 concerning the Likupang Special Economic Zone. It comprises three districts: East Likupang, West Likupang, and South Likupang. According to RIPPARNAS in Government Regulation No. 50 of 2011, Likupang is one of 222 National Tourism Development Areas in North Sulawesi Province.

The average number of tourists visiting from 2018-2023 was 58,755, with an average of 33,727 international tourists and 25,028 domestic tourists. There was a significant decline in tourist numbers in 2020 due to the COVID-19 pandemic, with an 80% reduction in both international and domestic visits. This fluctuation in tourist numbers indicates that the North Minahasa County tourism sector has not fully contributed significantly to the Gross Regional Domestic Product (GRDP) structure, reflecting the low contribution of the tourism sector to the regional economy, averaging IDR 131.07 billion or 0.85%. The average contribution fluctuation increased by IDR 1.025 billion or 0.06% (Central Bureau of Statistics North Minahasa, 2022).

The development targets and plans for DPSP Likupang set in PP 84/2019 have not aligned with the reality on the ground. Observations suggest that the targets for DPSP Likupang have not been met by either the central or local governments. It was also reported that the development of Likupang, which was supposed to be completed and operational within three years of its designation as a Special Economic Zone, has not been achieved, with various tourism support infrastructures still unfinished. The employment absorption target for the tourism sector was set at 33,262 workers, but according to the National Special Economic Zones Council's report, only 0.07% of the target was met (National SEZ Council, 2021).

DPSP Likupang primarily relies on marine tourism and lacks other developed tourist attractions. Likewise, religious and cultural tourism supporting DPSP Likupang has not been fully explored. However, there are many attractive cultural potentials in Minahasa that could be presented, such as Kuncikan, Tulude Custom Ceremony, Thanksgiving, and others (sulsel.idntimes.com, 2023). Other issues faced since Likupang's designation as a DPSP include land availability due to land release problems between PTPN and the North Sulawesi Provincial Government. The land prepared, totaling 200 hectares in Pulisan Village, has not been fully developed as a tourist destination (mejahijau.com, 2023). Additionally, there are problems with land mafia encroaching on residents' land and double-certification issues leading to land sales by mafia elements to investors, and constructions have been erected on such lands (Regar, 2023). Moreover, the awareness of both locals and tourists to maintain environmental sustainability is low, especially in keeping cleanliness and not littering (Rondonuwu, 2023). Besides trash, another major issue is the weak environmental literacy among the community, with many endemic animals in Sulawesi being hunted, traded, and even consumed (sulsel.idntimes.com, 2023). Previous research related to the tourism sector in Likupang has described the typology of community participation to guide the transfer of local knowledge, empowering them to utilize participatory roles for enhancing sustainable tourism development (Ganda et al., 2021), the impact of socio-economic growth on the community due to the development of DPSP Likupang (Tampenawas and Limpeleh, 2022), and collaborative governance in the development of Likupang tourism (Patadjenu et al., 2023). Complementing previous research, this study presents a novelty in tourism governance through a collaborative governance model designed to boost the effectiveness and efficiency in the development of DPSP Likupang, conducted collaboratively in the context of Public Administration. Given the various problems in the North Minahasa tourism sector, the urgency of studying collaborative governance in the development of DPSP Likupang becomes strategic. This research aims to identify and analyze how collaborative governance is implemented in the development of DPSP Likupang, what factors support and hinder collaborative governance, and how the recommended collaborative governance model is designed to help solve problems to achieve effectiveness and efficiency in the development of DPSP Likupang.

2. Literature Review

Based on the opinions of experts (Mac Iver, 2009; Strong, 1960; Ndraha, 2003; Khasan, 2010; Syafi'ie, 2017), it is concluded that the government is a unified organization that possesses authority, power, and jurisdiction, thereby having the right to command members or the society within its domain. Meanwhile, governance refers to the practical activities in articulating that authority, power, and jurisdiction to regulate, provide public services, and empower those governed.

In the concept of contemporary governance, Rasyid defines government functions into four points: service (public service), development, empowerment, and regulation (Labolo, 2014). The government has two basic functions: the primary function as a provider of public services that cannot be privatized, including defense and security services, civil services, and bureaucratic services. The secondary function acts as a provider for the needs and demands for goods and services that cannot be met independently due to vulnerability and powerlessness, including the provision and development of infrastructure (Ndraha, 2003).

Collaborative governance emerged, recognizing that single governmental organizations alone tend to be incapable of resolving the increasingly complex array of public issues. Thus, most societies globally strive to manage their public problems collectively to achieve goals in implementing e-government. This indicates a fundamental shift from government to governance as challenges

such as globalization, decentralization, technological advancement, climate change, disasters, and the growth of civil society become more prominent (Huxham and Vangen, 2005). Some experts state that the basic principle of collaborative governance is the existence of equal relationships among stakeholders in the public, private, and community sectors based on consensus through deliberation (Sullivan and Skelcher, 2002; Innes & Booher, 2004; and Ansell & Gash, 2007).

Collaborative governance as a structured process in a management system where public policy decision-making involves multiple constructive actors from various sectors—government, private, and community—to achieve a goal that could not be accomplished by any single party alone (Emerson, Nabatchi and Balogh, 2012). In other words, collaboration involves cooperation among two or more stakeholders to manage shared resources that would be difficult to achieve individually. This means that the system for public decision-making where cross-border collaboration represents a pattern of behavior and applicable activities (Emerson, Nabatchi, and Balogh, 2012).

The success of collaboration depends on the dimensions of system context, drivers, and collaborative dynamics, described as follows (Emerson, Nabatchi, Balogh, 2012):

a) System Context

In collaborative governance, the system context operates when components that justify the need for collaborative governance in the implementation of a public policy or program are present. These components drive the process and development of collaborative governance.

b) Driver

An initial condition of collaboration can facilitate or prevent cooperation among stakeholders. The collaborative framework tends to integrate the system context dimension with specific drivers. However, in the framework mentioned above, system context indicators are separated from drivers. Without the drivers dimension, the impetus to collaborate becomes hindered and does not develop at all. Components included in drivers are:

- 1) *Leadership*, mengacu pada sosok pemimpin yang dapat berinisiatif untuk memulai dan membantu mempersiapkan sumber daya untuk mendukung pelaksanaan collaborative governance dengan segala kapasitas yang dimilikinya;
- 2) *Consequential incentives*, mengarah pada bagian baik internal (masalah sumber daya, kepentingan, atau kesempatan), maupun eksternal (krisis, ancaman, kesempatan situasional/institusional) dimensi *drivers*. Insentif konsekuensial tidak selalu bersifat negatif. Dengan adanya insentif maka akan mendorong para pemimpin dan anggota dalam kerja sama terlibat bersama-sama;
- 3) *Interdependence*, kondisi ketika individu dan organisasi tidak dapat mencapai sesuatu dengan usaha dan kapasitas satu pihak. Untuk itu mengapa tindakan kolaboratif dapat berkembang untuk dilaksanakan; dan
- 4) *Uncertainty*, ketidakpastian menjadi tantangan utama dalam mengelola permasalahan publik. Ketidakpastian kolektif tentang bagaimana kelompok-kelompok berkolaborasi untuk menyelesaikan masalah. Dengan kata lain berbagi-bagi dalam mengurangi risiko. Ketidakpastian kolektif tentang bagaimana mengelola masalah sosial juga berkaitan dengan driver lain yaitu interdependensi.

c) Collaborative dynamic

The third dimension is the dynamics of collaboration, which consists of three components:

- 1) Principled Engagement which emerges over time among various stakeholders and parties in different settings. Through principled engagement, parties involved in different content, relationships, and goals can collaborate to address issues, mitigate conflicts, and create value. Principled engagement develops through repeated interactions of the following four elements: (a) Discovery, focusing on identifying shared values, issues, and interests; (b) Definition, a process characterized by continued efforts to clarify intentions and objectives, agreement on the concepts to be used to achieve these goals, and reclarification of the rights and obligations of each participant; (c) Deliberation, meaningfully addressing and acting on an issue requires thoughtful assessment, considering the perspectives of others and orienting towards the public interest, thus avoiding a mere confluence of interests of the parties involved; and (d) Determination, procedural decisions and substantive provisions are a combination of two processes in every policy-making within principled engagement.
- 2) Shared Motivation emphasizes the elements present in the invisible aspects of each individual, often referred to as social capital, consisting of four elements: (a) Mutual Trust, trust will develop as parties collaborate, understand each other, and demonstrate that they are worthy, predictable, and reliable; (b) Mutual Understanding, specifically refers to the ability to understand and respect each other's positions and interests, even when there

is disagreement. In other words, how each individual has empathy for the issues faced by the other; (c) Internal Legitimacy, mutual understanding, and respect for the roles and conditions of each individual leads to trust (interpersonal validation and cognitive legitimacy). Each person feels that participation is trustworthy and credible as a colleague, and (d) Shared Commitment allows participants to blur the boundaries of sectoral, organizational, and/or jurisdictional limits of each individual or group and commit to sharing.

- 3) Capacity for Joint Action, with collaboration in implementing a policy or program, it enhances the capacity of both parties to achieve a common goal. Capacity for joint action includes: (a) Procedural/Institutional Arrangements, covers the process guidelines and organizational structures needed to manage relationships within the system; (b) Leadership, collaborative governance requires and strengthens the role of leadership so that the system and processes operate according to the policy framework or agreement; (c) Knowledge, social capital, knowledge, work ethos integrated with the values of all parties involved; and (d) Resources, collaboration benefits all parties in terms of resources, as it brings out the potential for sharing and utilizing the limited resources available. With the integration of human, physical, and financial resources, collaboration can function autonomously.

d) Actions

Collaborative actions are underpinned by the idea that goals are difficult to achieve if only one group or organization acts alone. Actions within collaboration are central to the Collaborative Governance framework. According to Innes and Booher in Emerson, Nabatchi, and Balogh (2012), collaborative actions are the main outcomes of the linear collaboration process, which are sometimes linked to impacts. This is because the process and outcomes are fundamentally inseparable from the impacts themselves.

e) Impacts and adaptation for collaboration dynamics

The impacts in Collaborative Governance Regime (CGR) refer to temporary effects that occur during the collaboration process. The characteristics of impacts include expected, unexpected, and unforeseen impacts. Expected impacts are "small-wins," which are positive results that continually inspire the actors involved. Meanwhile, unexpected impacts, such as obstacles in executing collaboration, and unforeseen impacts can emerge either directly or indirectly during the collaboration process. These various impacts produce feedback, which is then adapted by the collaboration. The intended adaptation is how the collaboration responds to feedback from each actor involved. Effective adaptation involves all collaborating actors, meaning that the interests of individual organizations do not dominate, thus preventing efforts to exploit the collaborative benefits for one's own organizational gain. Adaptations should be based on the nature of the collaboration and are influenced by the openness of the collaboration itself.

Tourism development involves a series of efforts to achieve integration in the use of various tourism resources and to integrate all forms of aspects related to tourism, both directly and indirectly, for the sustainability of tourism development (Swarbrooke, 1999).

In tourism development, collaborative governance means adopting a collaborative approach among various stakeholders, including government, local communities, the private sector, and non-governmental organizations, to plan, manage, and promote tourism destinations together. This approach allows various parties to cooperate in decision-making, resource allocation, and program implementation to achieve mutually beneficial objectives, such as sustainable tourism development, empowerment of local communities, environmental preservation, and enhancement of local economies. Thus, collaborative governance in tourism development emphasizes the importance of cross-sectoral cooperation and active participation from all relevant parties to achieve long-term success in tourism destination development.

3. Methodology

The type of research conducted is field research. Qualitative research is intended to understand human or social issues by creating a comprehensive and complex depiction presented in words, reporting detailed perspectives obtained from information sources, and conducted in a natural setting (Creswell, 2009). Meanwhile, based on its type or nature, the research is classified as descriptive because the researcher aims to systematically and factually describe the facts, characteristics, and relationships among the phenomena studied. The purpose of the descriptive method is "to create a systematic, factual, and accurate description, depiction, or painting of the facts, characteristics, and relationships among the phenomena investigated" (Nazir, 2011).

Primary data is collected directly from its sources through interviews and field observations, while secondary data is acquired from other sources through documentary study. Informants are individuals who are observed and provide data and information using purposive sampling techniques, based on the consideration that informants are parties directly or indirectly involved with the implementation of the DPSP Likupang development, possess competence, knowledge, and insights, hold authority or authority related to the development of DPSP Likupang, and are parties impacted by the DPSP Likupang development policy.

The analysis of primary and secondary data uses descriptive techniques which include activities of data collection, data condensation, data presentation, and drawing conclusions (Miles and Huberman, 2009). The triangulation technique used in this study is source triangulation, which involves comparing and checking back the credibility of information obtained through different data sources, in this case, data obtained through interviews, observations, and documentation.

4. Results and Discussion

4.1 Collaborative Governance in the Development of DPSP Likupang

Principle engagement is an ongoing element in collaboration, facilitated by face-to-face dialogues or through technological intermediaries to mobilize shared principles. Within this component, there is a reiteration of shared goals and the formation and development of shared principles, often expressed from the various perspectives of the involved stakeholders. Therefore, the unification of principles is at the core of this process (Emerson, Nabatchi, and Balogh, 2012).

Principle engagement in collaborative governance for the development of DPSP Likupang has not been effective. Within the dimension of principle engagement, aspects such as the affirmation of shared goals and the formation and development of shared principles, often expressed from various perspectives of the involved actors, have not reached a point of unified principles. This is due to the lack of spaces that intensively bring together all collaborative actors, including government and non-government parties, inclusively to communicate, dialogue, and strive to mobilize shared principles towards substantial goals in the development of DPSP Likupang using a collaborative approach.

In this dimension, it is evident that neither the central nor local government has influence or stance in choosing which actors can be involved in collaboration, nor do they hinder actors from participating. Consequently, the government's role in realizing collaboration in the development of DPSP Likupang is not visible, making it difficult to implement shared principles, which ultimately fails to optimize the development of DPSP Likupang.

In the dimension of shared motivation, the lack of quality interactions among all collaborative actors fails to form mutual trust and understanding, thereby creating internal legitimacy recognition, which influences shared commitment. These four elements develop and influence each other, maintaining shared motivation. However, shared motivation cannot be optimized to enhance performance because inclusive forums do not function to accommodate all stakeholders involved in the development of DPSP Likupang. In this dimension, it appears that neither the central nor local government plays a role or has influence in ensuring that all parties, especially those outside the government, have shared motivation and participate in the collaborative governance approach to the development of DPSP Likupang.

Not all collaborative actors have the capacity to act effectively in contributing to the development of DPSP Likupang. In this dimension, it is apparent that neither the central nor local governments are able to enhance their capacities, as it has been noted that the government has limited resources, thus requiring investment and implementation efforts from the private sector.

Actors involved in the development of DPSP Likupang in North Sulawesi have taken several concrete actions to support collaborative governance, including facilitating meetings among all stakeholders, providing financial and technical resources, expanding cooperation networks, organizing coordination meetings, consulting with experts and academics, and collaborating with relevant institutions for additional support. However, not all actors fully take concrete actions to support collaborative governance. They may not facilitate meetings among all stakeholders, provide adequate financial and technical resources, or effectively expand cooperation networks. These limitations can hinder collaborative progress and slow down the development of Likupang as a premier tourism destination.

It is hoped that through collaborative governance, the development of DPSP Likupang will lead to significant improvements in local tourism, including sustainable economic growth, job creation, increased community income, and the protection of the environment and cultural heritage. Potential negative impacts such as congestion, waste increase, economic disparities, or environmental degradation may arise if development is not well managed. Additionally, considering the potential for conflicts of interest among different stakeholders is also an unexpected impact. Despite thorough planning, unforeseen impacts such as regulatory changes, natural disasters, or changes in government policy can affect the progress of the Likupang development project. Through collaboration and awareness of potential impacts, stakeholders must strive to optimize the positive impacts and reduce the negative effects of developing Likupang as a tourism destination.

The expected response from the central government is to intensively monitor developments and accommodate the development needs and resources of DPSP Likupang. The expected response from the regional government, in this case, the provincial government, as ideally done by the central government, involves continuous monitoring and evaluation and opening dialogues with all related parties. The expected response from the local government, in this case, the North Minahasa district government,

should be to respond quickly to changing conditions and needs and coordinate with related parties. Similarly, the legislative body as a check and balance to the executive, can draft responsive policies and oversee them. The expected response from the private sector is to adapt to the financial and operational technical resource needs to support the acceleration of performance in the development and expansion of DPSP Likupang. The expected response from community elements, including NGOs, involves monitoring and oversight, as well as providing feedback to related stakeholders. Similarly, the academic community can offer study results and recommendations on adaptation steps and policy inputs for stakeholders.

4.2 Supporting and Inhibiting Factors of Collaborative Governance Development of DPSP Likupang

Leaders demonstrate a strong commitment to the collaborative process as they recognize the inherent interdependence within the tourism industry (Bichler and Löscher, 2019). Developing tourism in Likupang requires commitment, particularly from local leaders, including the governor of North Sulawesi and the regent of North Minahasa. With leadership in partnership, individuals have the ability to guide and motivate others to achieve their goals (Rainey, 2009). The role of leadership is a critical factor in the success of collaborative governance processes. The leadership role of an older and more experienced person who shows a willingness to negotiate and shift from previous positions is also a supporting factor for partnership success (Imperial and Kauneckis, 2003).

Leadership often becomes a hindering factor in collaborative governance due to an imbalance of authority among various stakeholders. When one party has significant dominance, it can impede the active participation and involvement of all parties in decision-making. Furthermore, policy non-partisanship and frequent policy changes can obstruct the development of DPSP Likupang, as well as conflicts of interest among various stakeholders, which can hamper progress in collaborative governance. Competition between the private sector, political interests, and local community aspirations can obstruct the decision-making process and program implementation. Additionally, dominant authority in developing DPSP Likupang resides with the central government, as the DPSP policy is included in top-down policies, although proposed by the local private sector.

Resource limitations hinder collaborative governance in the development of DPSP Likupang in North Sulawesi. Constraints on funds, expertise, infrastructure, and other resources can hinder collaboration among various stakeholders. Without adequate resources, efforts to facilitate meetings, draft policies, implement programs, and monitor the development of Likupang are limited. Moreover, resource limitations can also reduce the active participation of various parties, as they may not have the access or capacity to fully engage in the development process. As a result, the agreements reached may not be optimal, and the implementation of development programs may be hindered. To overcome these barriers, efforts are needed to find additional resources, whether from the government, private sector, or international donors. A strong understanding of the allocation and management of resources efficiently and sustainably is also crucial. Collaboration in wisely utilizing and managing limited resources will be key to ensuring the success of collaborative governance in developing Likupang as a sustainable tourism destination.

Interdependence is a condition where individuals and organizations cannot achieve something with the effort and capacity of one party alone. This is why collaborative actions can develop for implementation (Emerson, Nabatchi, and Balogh, 2012:9). Collaborative governance is driven by several key factors. First, open and ongoing communication among all stakeholders enables smooth information exchange and a better understanding of each party's needs and interests. Additionally, effective communication channels and well-established mechanisms for sharing knowledge, data, and experience can enhance understanding of the interdependence among various aspects of DPSP Likupang development.

In the context of developing tourism in Likupang, the partnerships that have been established between the government and non-government actors are currently at the cooperation to coordination stage. For example, cooperation between resort owners on Bangka Island and the community regarding waste management and the use of community plantation land, the results of which are supplied to the resorts. For a higher level, namely coordination, it is currently initiated by the Deputy Coordinator for Tourism and Creative Economy, Coordinating Ministry for Maritime Affairs and Investment, which regularly conducts monthly coordination meetings on the development and follow-up of DPSP Likupang. The monthly meeting results at the Level I and II then become materials at the Coordinating Ministerial Meeting discussing the Development of 5 DPSPs. Strategic issues and problems identified during coordination require innovative problem-solving frameworks from the government, especially the local government, which has the greatest interest in developing tourism in Likupang. Collaboration involving cross-level government, non-government actors from various sectors, and the community as beneficiaries of tourism activities in their area is needed.

Excessive reliance on procedures can actually hinder collaboration and does not lead to progress in improving the quality of collaboration. Dependence on procedures and a reluctance to take risks are some of the barriers to effective collaboration. Collaboration fails because the top-down concept is still maintained by the government when establishing collaborations with others, the continued dominance of the government, and not running agreements based on a cooperative and egalitarian mentality as required for a collaboration to function. Collaboration also fails because participation from interest groups or other stakeholders is often still considered not a main thing and not necessary, unimportant, and dominated by the dominant group or

the government through a top-down approach. Collaboration can also fail due to a divide-and-conquer strategy of co-optation by accommodating the interests of pro-government groups and ignoring anti-government groups (Gravelle, 2008).

Culture becomes a potential supporting factor in collaborative governance, as illustrated in the North Minahasa region, where the Mapulus culture is the dominant value adopted by the people of North Sulawesi, simply referring to cooperation and mutual help in doing work. This concept reflects the essence of the motto "Si Tou Timou Tumou Tou" concretely, with aspects such as deliberation, consensus, family, religious, and cooperation being integral parts of daily life (Pangalila and Mantiri, 2019; Salaki, 2014; Umbas, 2011).

On the other hand, the motto "Torang Samua Basudara" has permeated the life of the North Sulawesi community, reflecting high harmony and solidarity. This principle is not just an empty slogan but has become a strong cultural identity, even attracting national and international attention (Pangalila and Mantiri, 2019). Thus, both the Mapulus culture and the motto "Torang Samua Basudara" have become important social capital for the people of North Sulawesi, creating conditions conducive to harmony and joint progress.

Local wisdom becomes a supporting factor in collaborative governance from the perspective of community culture. While from an organizational culture perspective, it becomes a hindering factor. This is due to the co-optation of interests of pro-government groups and ignoring groups contrary to the DPSP Likupang development policy. The tendency for government and private domination in the development of DPSP Likupang, mixed with bureaucratic pathology and the tendency for significant potential for corruption, fraud, and nepotism, become hindrances in the collaborative governance of DPSP Likupang development.

The main reason for the success of multi-stakeholder engagement is the result of a smart coordination team and effective communication strategy (Ma et al., 2018). Procedural and institutional arrangements include various process protocols and organizational structures required to manage repeated interactions over time (Emerson et al., 2012). A larger, more complex, and long-lasting collaborative partnership requires clearer structures and protocols to guide and manage the work (Milward & Provan, 2006). The institution of the partnership needs to be legalized by public officials who have authority and power. This is to bind and strengthen the legitimacy of the partnership. Whoever is involved, who does what, up to the control, reporting, and evaluation mechanisms must be regulated because collaborative governance is a joint effort. The type of mutually reinforcing relationship can maximize the benefits of cooperation if well managed (Cehan et al., 2021).

Collaboration can fail due to a lack of innovation by leaders in achieving complex and contradictory political goals. Forward-looking leadership is a leader who can introduce various values and goals that can serve as the core of collaborative governance and, inspire the set agenda and can lead to the achievement of positive outcomes. Collaboration may be hindered if the leaders of collaborating groups are less or not innovative in achieving political goals that tend to be complex and likely to cause conflicts with each other. Through this collaboration, goal conflicts that are often represented as the goals of each interest group can be minimized. Another thing that causes collaboration to fail is changing agreements and differences in interests among the involved stakeholders. Collaboration can fail due to changes in agreements that were agreed upon at the start of the cooperation and the emergence of new and different interests among the stakeholders, including the leaders of each group (Gravelle, 2008).

A lack of political will is a major obstacle in collaborative governance. Political will refers to the commitment and determination of political leaders to support and encourage collaboration among various stakeholders in achieving common goals. Without strong political support, the collaborative process tends to be hindered and difficult to achieve significant progress in developing Likupang as a premier tourism destination.

A lack of political will can occur for various reasons. First, political leaders may have different priorities and agendas that do not align with the goals of DPSP Likupang development. They may be more focused on their own political and economic interests rather than prioritizing collaboration and sustainable development. Second, the absence of strong political support can also be caused by a lack of understanding or awareness of the importance of collaborative governance in tourism destination development. Political leaders may not realize the potential benefits of collaboration among various stakeholders or may not consider it a priority in their agenda. Third, political interest conflicts can also be an obstacle to political will to support collaborative governance. Political leaders may fear that collaboration could threaten their political position or interests, so they tend to oppose or hinder collaborative efforts.

Political preferences, political polarization, and political elite dominance can be hindering factors in collaborative governance of DPSP Likupang development in North Sulawesi. Political preferences refer to the tendency of political leaders to prioritize their own political interests and agenda over the common interest of sustainable development. Political polarization, where stakeholders are divided into opposing camps, can also hinder cooperation and agreements in Likupang development. Additionally, political

elite dominance, where a small number of political leaders or groups have significant influence and control over the decision-making process, can hinder active and inclusive participation from all relevant parties in collaborative governance. As a result, decisions made may not represent the interests and aspirations of the entire community and may potentially hinder progress in developing Likupang as a sustainable tourism.

4.3 Model Collaborative Governance Pengembangan DPSP Likupang

Model collaborative governance pengembangan DPSP Likupang disusun peneliti atas pertimbangan bahwa pengembangan DPSP Likupang dianggap belum dijalankan dengan pendekatan collaborative governance yang baik. Model collaborative governance yang selama ini dijalankan dalam pengembangan DPSP Likupang apabila ditinjau dari model Emerson, Nabatchi dan Balogh (2012) maka dapat dikatakan bahwa proses kolaborasi meliputi dimensi penggerakan prinsip bersama, motivasi bersama, dan kapasitas melakukan tindakan yang kurang berjalan dengan baik.

Hal ini dapat dilihat bahwa penggerakan prinsip bersama dan motivasi bersama, tidak didukung oleh intensitas yang cukup baik dan konsisten dalam menyediakan ruang-ruang forum bersama yang inklusif antara pihak pemerintah dan pihak di luar pemerintahan. Forum bersama dalam pengembangan DPSP Likupang cenderung hanya menghadirkan pihak pemerintah dan sektor swasta, sementara elemen masyarakat lain seperti LSM, masyarakat, maupun pihak akademisi tidak terlalu signifikan perannya dalam collaborative governance.

Demikian pula jika menyimak banyaknya faktor penghambat dibanding faktor pendukung, sebagaimana temuan peneliti bahwa terdapat faktor penghambat dalam dimensi perspektif kepemimpinan, insentif konsekuensial, interdependensi, budaya, institusi dan politis. Temuan-temuan tersebut, menurut pendapat peneliti, terkait tidak terpenuhinya aspek-aspek pada berbagai dimensi collaborative governance, membawa dampak pada kurang tercapainya efektivitas dan efisiensi pengembangan DPSP Likupang. Hal ini dapat dilihat dari ketercapaian pengembangan dalam hal pembangunan sarana prasarana dan infrastruktur penunjang DPSP Likupang yang tak mampu mencapai target. Demikian pula, hal tersebut terkait investasi yang dikeluarkan pemerintah pusat maupun pemerintah daerah tidak mampu memenuhi seluruh kebutuhan pembiayaan pembangunan berbagai infrastruktur penunjang DPSP, sehingga pada beberapa proyek infrastruktur belum tercapai keseluruhannya akibat kurangnya sumber daya anggaran. Maka dipandang perlu merekonstruksikan model collaborative governance dalam pengembangan DPSP Likupang sebagaimana berikut:

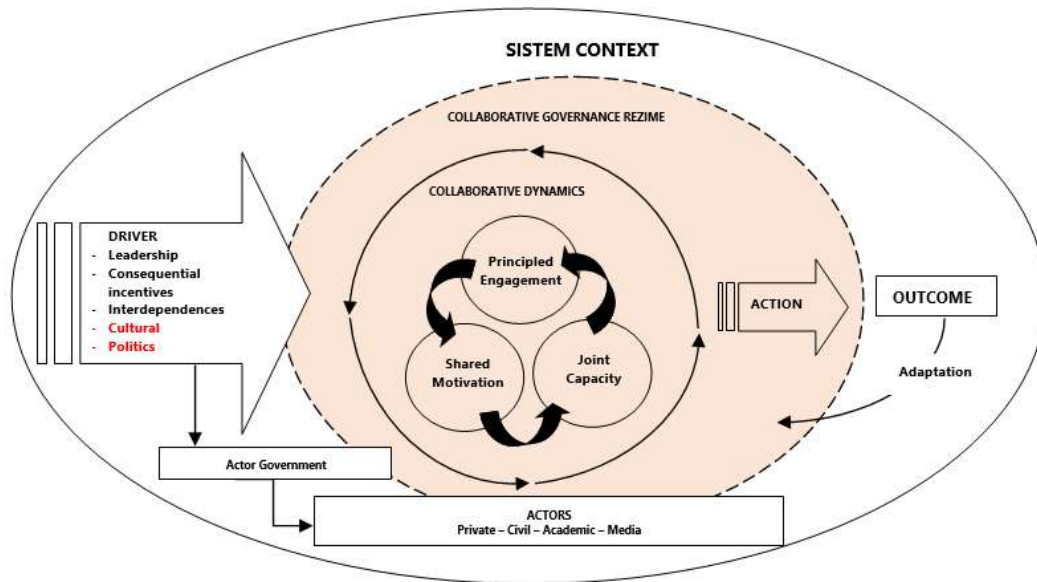


Figure 1 Collaborative governance model for DPSP Likupang development (CGR Integrated Driver Model)

The collaborative governance model for the development of DPSP Likupang proposed by researchers is the CGR Integrated Driver model, constructed from problem exploration and referencing the CGR model by Emerson, Nabatchi, and Balogh (2012) and the pentahelix model proposed by Lindmark, Suresson, and Roos (2009).

The construction of the model is based on the theory of Emerson et al. (2012:2), which posits that collaborative governance is a structured process within management where public policy decision-making involves multiple constructive actors from various sectors, including government, private, and community, to implement the public interest that cannot be achieved by one party alone. Therefore, Emerson et al. (2012) recommend the CGR model of collaborative governance, which emphasizes the success of

collaborative governance on the dimensions of system context, driver, collaborative dynamic, action, and impacts and adaptation for collaboration dynamics.

Based on existing findings at the research locus regarding the implementation of collaborative governance for the development of DPSP Likupang and its supporting and hindering factors, the researcher considers reconstructing the model by adopting all dimensions of Emerson et al. (2012) and adding cultural and political aspects within the driver dimension, as well as incorporating collaborative governance actors referenced from the pentahelix concept by Lindmark, Suresson, and Roos (2009) to clarify who is needed in the collaborative governance of DPSP Likupang.

The theory in the CGR model presented by Emerson, Nabatchi, and Balogh (2012) is conceptually quite sound and can represent the ideal practice of collaboration expected to occur optimally at the research locus. However, based on the findings of how collaborative governance is conducted in the development of DPSP Likupang, the researcher also considers the significant hindering factors compared to supporting factors, leading to the need to reconstruct and add some aspects in dimensions that have not yet been able to represent the ideals necessary to achieve effectiveness and efficiency in the development of DPSP Likupang.

The model posits that the development of DPSP Likupang in North Sulawesi faces complex challenges requiring a structured collaborative approach. To formulate the right framework, the researcher has integrated the CGR Integrated Driver Model with the pentahelix concept. This model is inspired by the CGR (Collaborative Governance Regime) framework by Emerson, Nabatchi, and Balogh (2012), identifying four main elements in collaboration: stakeholders, structure and process, context, and outcomes.

The cultural uniqueness and political dynamics of North Sulawesi require adjustments. Therefore, the CGR Integrated Driver model is enriched with political and cultural aspects of the North Sulawesi community in the driver. This allows the model to be more adaptive to the local context and more effective in addressing the challenges faced. The pentahelix proposed by Lindmark, Suresson, and Roos (2009) is also included, emphasizing government actors as leaders in collaborative governance. This approach strengthens the government's role in facilitating collaboration among stakeholder groups and leading the development efforts in Likupang. Thus, this model offers a holistic and inclusive approach that considers political, cultural, and structural dynamics in the development of DPSP Likupang. Implementation of this model is expected to enhance the effectiveness of collaborative governance and lead to effective, efficient, sustainable, and inclusive development of DPSP Likupang.

In the context of DPSP Likupang development in North Sulawesi, the political aspect plays a very important role as one of the drivers in collaborative governance. Politics influences various aspects of policy, decision-making, and implementation of development programs. In the collaborative governance framework, political factors determine the dynamics of relationships among stakeholders, policy influence, and the direction and priorities of development. The success of collaboration in developing Likupang is greatly influenced by the political will of various parties, including local government, legislative bodies, and other interest groups, to cooperate and reach mutual agreements. A strong and proactive political presence can facilitate dialogue, accelerate decision-making processes, and mobilize the necessary resources. However, at the same time, political polarization and competing interests can be obstacles in collaborative governance, impeding the collaboration process and complicating the achievement of common goals. Therefore, a deep understanding of local political dynamics and the ability to manage conflicts of interest are key to ensuring the effectiveness of collaborative governance in the development of DPSP Likupang.

The collaborative governance model for the development of DPSP Likupang formulated by researchers is the CGR Integrated Driver model, constructed from exploring issues and referencing the CGR model by Emerson, Nabatchi, and Balogh (2012) and the pentahelix model proposed by Lindmark, Suresson, and Roos (2009).

The model's construction is based on Emerson et al. (2012:2), which posits that collaborative governance is a structural process in management wherein public policy decision-making involves multiple constructive actors from sectors such as government, private, and community. These actors collaborate to realize the public interest, which cannot be achieved by any single party alone. Therefore, Emerson et al. (2012) recommend the CGR model of collaborative governance, emphasizing the success of collaborative governance in the dimensions of system context, driver, collaborative dynamic, action, and impacts and adaptation for collaboration dynamics.

Based on existing findings at the research locus regarding the implementation of collaborative governance in developing DPSP Likupang, including supporting and hindering factors, the researcher considers reconstructing the model by adopting all dimensions of Emerson et al. (2012) and adding cultural and political aspects within the driver dimension. Additionally, the model incorporates collaborative governance actors derived from the pentahelix concept by Lindmark, Suresson, and Roos (2009) to clarify the necessary actors in the collaborative governance of DPSP Likupang.

The CGR theory proposed by Emerson, Nabatchi, and Balogh (2012) is conceptually robust and represents the ideal collaboration practice expected to occur optimally at the research locus. However, considering the findings on how collaborative governance transpires in the development of DPSP Likupang, the researcher also acknowledges the significant hindering factors compared to supporting factors. Thus, it is deemed necessary to reconstruct and add some aspects in dimensions that have yet to represent the ideals necessary for achieving effectiveness and efficiency in the development of DPSP Likupang.

The model reflects that the development of DPSP Likupang in North Sulawesi faces complex challenges that require a structured collaborative approach. To devise the appropriate framework, the researcher has integrated the CGR Integrated Driver Model with the pentahelix concept. This model, inspired by the CGR (Collaborative Governance Regime) framework by Emerson, Nabatchi, and Balogh (2012), identifies four main elements in collaboration: stakeholders, structure and process, context, and outcomes.

Cultural uniqueness and political dynamics of North Sulawesi necessitate adaptations. Hence, the CGR Integrated Driver model is enriched with political and cultural aspects of the North Sulawesi community in the driver, making the model more adaptive to the local context and more effective in addressing the faced challenges. The pentahelix proposed by Lindmark, Sureson, and Roos (2009) is included, emphasizing government actors as leaders in collaborative governance. This approach enhances the government's role in facilitating collaboration among stakeholder groups and leading development efforts in Likupang. Thus, this model offers a holistic and inclusive approach that considers the political, cultural, and structural dynamics in the development of DPSP Likupang. The implementation of this model is expected to enhance the effectiveness of collaborative governance and lead to the effective, efficient, sustainable, and inclusive development of DPSP Likupang.

In the context of DPSP Likupang development in North Sulawesi, political and cultural aspects are primary drivers in collaborative governance. Visionary political leadership is crucial, where political leaders establish a shared vision considering cultural values and the political aspirations of the local community. They also play a role in facilitating collaboration between the public, private sectors, community, academia, and media, creating an environment that supports participation from all parties. Moreover, integrating cultural values into development ensures the preservation of local cultural heritage in planning and implementing the Likupang development program. Inclusive, sustainable development is also a focus, creating a balance between economic development in tourism and the preservation of natural and cultural environments, as well as empowering the local community. Effective and inclusive communication through public dialogues and prudent media use is also a key strategy in building mutual understanding among all stakeholders, considering the cultural and political sensitivities of the local context. By incorporating political and cultural aspects, collaborative governance in the development of DPSP Likupang is expected to ensure sustainable, inclusive, and culturally aligned tourism development.

The model fundamentally touches on the essence of collaborative governance regarding consensus. With additional drivers such as cultural and political aspects, consensus among the pentahelix actors is possible, enabling the effectiveness and efficiency of DPSP Likupang's development. Consensus is driven by cultural aspects through the internalization of local cultural wisdom of the North Minahasa community, building participation and involvement, thus fostering a cooperative culture, cultural interactions evolving into interactions between government and its people, simultaneously building a good organizational culture, thus improving the bureaucracy's performance and the performance of those implementing the development of DPSP.

On the political aspect as a driver, consensus built through political will focuses on a political understanding concerning authority, power, and agreement among political elites community elements as an ecosystem that supports the creation of consensus towards the existence of collaboration, thus supporting the achievement of effectiveness and efficiency in the development of DPSP Likupang.

Thus, the designed model is believed to contribute to achieving effectiveness and efficiency in the development of DPSP Likupang. As substantively relevant, the super-priority tourism destination is a strategic tourism area designated by the government as a priority in development and enhancing quality as a leading tourist attraction. This destination is chosen based on its potential, from natural and cultural attractions to promising development prospects, grounded in normative regulations, making it a formal policy *de jure*. Moreover, the primary goal of designating super-priority tourism destinations is to increase international tourist visits to Indonesia through improved accessibility, amenities, tourist attractions, and more vigorous promotion. With the prioritization of development, it is hoped that Likupang will become an icon of Indonesian tourism and be competitive in the global market.

5. Conclusion

The development of DPSP Likupang is not supported by the optimal implementation of collaborative governance, which affects the effectiveness and efficiency of its development. This observation stems from several points: first, collaborative actors recognize the importance of having shared principles and interests through disclosure, deliberation, and determination in the collaborative

governance of DPSP Likupang's development. However, not all actors can be intensively involved in inclusive forums to mobilize shared principles. Second, collaborative actors acknowledge the importance of shared motivation, which is formed by trust, mutual understanding, internal legitimacy, and commitment in collaborative governance. However, there is no initiator to encourage actors to have shared motivation. Third, the actors have the potential capacity to take collective action through institutional agreements, knowledge, resources, and facilitative leadership. However, not all actors have and avail many opportunities to take collective action in the collaborative governance of DPSP Likupang. Fourth, actions within collaborative governance are dominated by government and private actors. The involvement of the community and parties outside the government is still insufficient. Fifth, the impact of collaborative governance has not been significantly felt for the effectiveness and efficiency in the development of DPSP Likupang. The outputs of collaborative governance have not significantly contributed to and been implemented in the development of DPSP Likupang.

Supporting factors include the advancement of ICT, providing various communication and coordination channels; and the culture of the North Minahasa community with values of mutual assistance. Hindering factors include limited budget resources and competent human resources, lack of interdependence and cross-sectoral communication, differing interests, and low political will.

The collaborative governance model for DPSP Likupang development formulated by researchers is the Collaborative Governance Regime Integrated Driver (CGR Integrated Driver) model, reconstructed from the CGR model by Emerson, Nabatchi, and Balogh (2012) and supplemented with the Penta-Helix dimension as collaborative actors. A novel feature is the need for a cultural aspect through the internalization of local cultural wisdom values of the North Minahasa community and a political aspect within the Driver. The model is believed to lead the performance of collaborative actors towards effectiveness and efficiency in the development of DPSP Likupang.

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