



RECEIVED 2 March 2026
ACCEPTED 14 April 2026
PUBLISHED 30 April 2026

CITATION

Hastuti P, Effendy K, Maryani D, Sartika I, (2026). Implementation of National Tourism Strategic Area Policy in the Seribu Islands: Towards a Collaborative Governance Model. *Ijomata International Journal of Management*. 7 (2), 638-650. doi: 10.61194/ijim.v7i2.2227

TYPE Original Research

PUBLISHED 30 April 2026
DOI 10.61194/ijim.v7i2.2227
VOL 7 Issue 2 April 2026

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Implementation of National Tourism Strategic Area Policy in the Seribu Islands: Towards a Collaborative Governance Model

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Abstract

This study examines the implementation of the National Tourism Strategic Area (KSPN) policy in the Seribu Islands Administrative Regency, Indonesia, focusing on multi-level governance challenges and unequal distribution of tourism benefits in archipelagic regions. Existing studies have largely emphasized planning and economic impacts, with limited attention to policy implementation dynamics in contexts of overlapping institutional authorities. Using a qualitative approach within a post-positivist paradigm, data were collected through in-depth interviews, observations, and document analysis involving 28 informants. Analysis employed the Miles and Huberman interactive model with theoretical triangulation based on Grindle's policy implementation framework and collaborative governance perspectives.

Findings reveal that implementation effectiveness is shaped by policy content and implementation context. The policy contributed to a 1.7% increase in tourist visits in 2024 and stimulated local micro and small tourism enterprises. However, structural challenges persist, including regulatory fragmentation, unequal access to tourism opportunities, and limited inter-institutional coordination. The study proposes a collaborative governance model integrating multilevel coordination, community participation, and sustainable tourism principles as an adaptive framework for archipelagic regions.

This research contributes to the literature by offering a context-specific model of tourism policy implementation in archipelagic governance systems and provides recommendations for improving sustainable tourism development in Indonesia's National Tourism Strategic Areas.

KEYWORDS

policy implementation, national tourism strategic areas, collaborative governance, sustainable tourism.

Introduction

Indonesia, as the largest archipelagic country in the world, has enormous natural, social, and cultural tourism potential, spread over 17,504 islands with a coastline length of 99,093 km, the second longest after Canada. Tourism has been positioned as a national strategic priority, not only acting as a foreign exchange generator but also as a driver of an inclusive economy through job creation, increasing people's incomes, and stimulating infrastructure investment (Edgell & Swanson, 2019; Khan et al., 2020).

The post-pandemic era witnessed a significant recovery of the global tourism sector, marked by the phenomenon of revenge tourism. Indonesia recorded 11.68 million foreign tourist visits in 2023, growing 98.29% from the previous year. This recovery trend is in line with the global shift towards natural and sustainable destination preferences (Kuščer et al., 2024). Tourism has also developed into a core economic sector, with coastal and marine tourism contributing substantially to the Gross Domestic Product in various countries. In the context of Indonesia's policy, tourism

In the context of Indonesia's policy, tourism development is regulated through the National Tourism Development Master Plan (RIPPARNAS) as stated in Government Regulation No. 50 of 2011. The key instrument in RIPPARNAS is the determination of National Tourism Strategic Areas (KSPN) as priority destinations aimed at integrated and sustainable development (Amri et al., 2023) (Damiasih, 2023). The KSPN is designed to strengthen the competitiveness of destinations, encourage regional economic growth, and realize sustainable tourism that is in line with the principles of sustainable development (Morrison & Buhalis, 2024).

Fabricius (2021) define tourism policy as regulations, rules, guidelines, directions, and development/promotion goals as well as strategies that provide a framework in decision-making that directly affects the long-term development of tourism and daily activities in a destination. Edgell and Swanson (2019, p. 45) emphasize that tourism planning strengthens the position of tourism policy in development, including a vision and mission statement followed by a set of goals, objectives, strategies, and tactics.

One of the areas designated as KSPN is the Seribu Islands cluster of 110 islands north of Jakarta which has significant ecological wealth, socioculture, historical tourism (Onrust Island), and marine tourism, so it is prioritized as a flagship KSPN. This determination provides a mandate to the Jakarta Provincial Government and the Seribu Islands Administrative Regency Government to implement tourism development policies in a directed, integrated, and sustainable manner.

However, the implementation of the KSPN policy in the Seribu Islands faces multidimensional structural and operational challenges. Previous studies have revealed significant gaps between planning and practice, both in terms of inter-sector coordination, institutional capacity, and sustainability of destination development funding. Qodriyatun (2019) in his research in Karimunjawa found that tourism development in the archipelago has not been sustainable because although economically it has opened up new jobs, socially there has been a change in value and ecologically there has been environmental damage. The study concludes the need for integrated planning involving various sectors and stakeholders.

Recent Indonesian studies highlight similar structural challenges in tourism policy implementation, particularly those related to institutional capacity, infrastructure, and coordination. For example, research on mangrove ecotourism governance in the coastal area of Tanjungpinang revealed that while local regulations set clear objectives, inter-agency fragmentation, centralized decision-making, limited infrastructure, and low community engagement hinder policy realization at the grassroots level. These findings underscore that issues such as weak cross-sectoral coordination and inadequate stakeholder involvement remain persistent obstacles to effective tourism development in Indonesia (Fatmo et al., 2025). Meanwhile, Gartiwi et al (2022) found that the implementation of tourism destination development policies in Pangandaran Regency has not been effective, influenced by factors in policy content.

The Seribu Islands have been identified as having significant potential for community-based ecotourism, with local communities playing a central role in both resource management and tourism development. Studies on Pari Island highlight the importance of leveraging community strengths and addressing weaknesses to sustainably utilize tourism resources for economic and social benefits (Saputro et al., 2024). Rachmatsyah (2023) found that the implementation of sustainable tourism indicators in tourist destinations in the Seribu Islands has not fully met standards, with persistent problems in the availability of clean water, waste management, and adequate infrastructure. Sari and De Fretes (2021) document seven strategies that have been

implemented by local governments but still face challenges in optimizing economic benefits for local communities.

Recent international studies emphasize that tourism governance in island and coastal regions requires adaptive policy coordination across multiple administrative levels and stakeholders. Studies by Hall (2019) highlight that fragmented authority, institutional complexity, and competing economic and conservation interests often complicate tourism policy implementation in island destinations. Similarly, contemporary governance research stresses that multilevel governance arrangements must integrate local participation, institutional coordination, and sustainability considerations to ensure equitable development outcomes (Tiwari et al., 2023). Despite these advances, empirical studies examining how such governance dynamics operate in asymmetric administrative contexts such as non-autonomous island districts within metropolitan provinces remain limited. Recent studies also emphasize the importance of collaborative governance and stakeholder integration in tourism destination management (Bramwell & Lane, 2022). These studies demonstrate that effective tourism governance requires coordination among governmental institutions, local communities, and private actors to balance economic growth with environmental sustainability.

Despite the contributions of these studies, some studies are still significant. First, there has been no study that comprehensively analyzes the implementation of KSPN policies in the specific context of district administration in the framework of asymmetric decentralization, a critical shadow considering the unique status of the Seribu Islands as a non-autonomous region under the DKI Jakarta Provincial Government. Second, existing research has not systematically examined the dynamics of multi-level governance and institutional fragmentation that characterize the implementation of KSPN in archipelago management with overlapping central authority of conservation areas. Third, there has been no research that has developed an integrated collaborative governance model specifically designed to implement KSPN in small island ecosystems that must balance tourism development, conservation mandates, and local livelihood sustainability.

This research framework is based on Grindle's (2017) policy implementation theory, which states that the success of policy implementation is influenced by two main determinants: policy content and implementation context. In this study, policy content reflects the substance of KSPN policies, including actor interests, types of benefits, desired level of change, program implementers, and allocated resources. Meanwhile, implementation context represents the configuration of power, institutional characteristics, actor strategies, and levels of compliance and responsiveness. These two dimensions are assumed to influence the effectiveness of KSPN policy implementation, as measured by infrastructure achievements, community participation, institutional strengthening, and equitable distribution of economic benefits.

However, despite the growing importance of National Tourism Strategic Areas (KSPN) in Indonesia's tourism policy framework, existing studies mainly focus on tourism planning, destination competitiveness, and economic performance. Limited attention has been paid to the governance dynamics of policy implementation in archipelagic regions where overlapping authorities, multi-level coordination challenges, and socio-ecological constraints shape development outcomes.

Furthermore, previous studies have not sufficiently examined how policy implementation frameworks interact with collaborative governance mechanisms in managing tourism development within conservation-oriented island ecosystems. This gap is particularly relevant in the context of the Seribu Islands, where tourism development intersects with marine conservation policies, local community livelihoods, and

regional administrative structures.

This study aims to fill this gap through a systematic analysis of the implementation of KSPN in the Seribu Islands Administrative Regency, identification of influencing factors, and the formulation of a context-specific collaborative governance model. Theoretically, this research contributes to the development of studies on the implementation of tourism policies and governance, especially in the context of archipelago areas and national tourism strategic areas. Practically, this research offers a model framework that can be adopted by stakeholders to build synergistic collaboration in the development of sustainable marine tourism destinations in the Seribu Islands and other archipelago areas in Indonesia.

Despite the growing body of literature on tourism policy implementation and sustainable tourism governance, limited studies specifically examine the implementation dynamics of National Tourism Strategic Areas (KSPN) in archipelagic regions characterized by complex institutional arrangements and overlapping governance authorities. Previous studies have primarily focused on tourism development outcomes, policy planning, or community participation, but have paid less attention to the interaction between multi-level governance actors, conservation authorities, and local economic stakeholders in the policy implementation process. Furthermore, empirical research that integrates policy implementation analysis with collaborative governance approaches in the context of Indonesia's island-based tourism destinations remains relatively limited.

Therefore, this study contributes to the literature by providing empirical evidence on the implementation dynamics of the KSPN policy in the Seribu Islands Administrative Regency, analyzing the interaction among government institutions, conservation authorities, tourism businesses, and local communities in tourism governance, and proposing a context-specific collaborative governance model that integrates top-down policy direction with bottom-up stakeholder participation to improve sustainable tourism management in archipelagic regions.

Methods

Data Collection

The data in this study were collected through three main techniques: field observation, semi-structured interviews, and document analysis. Research subjects were selected purposively, with the primary criteria being direct involvement in the KSPN policy process and the ability to provide relevant and in-depth information (Nyimbili & Nyimbili, 2024). Informants were grouped into three categories. First, policymakers, consisting of the Governor of the Special Region of Jakarta and members of the Jakarta Special Region Regional People's Representative Council (DPRD). Second, policy implementers, including the Regional Secretary, the Assistant Regional Secretary, the Head of the Tourism and Creative Economy Office, four Division Heads, the Head of the Tourism and Creative Economy Sub-Office of the Seribu Islands Regency, and four functional officials. Third, policy targets, consisting of five tourism business actors, five local community members, and five international and domestic tourists. Overall, the number of informants in this study was 28. This number was determined based on the principle of data saturation, where additional informants no longer provide meaningful new information (Rahimi, 2024). With this diverse composition, the interviews were able to capture various perspectives regarding the implementation of tourism governance policies in the Seribu Islands region

Data Analysis

This research uses a qualitative approach with a post-positivist paradigm. This approach was chosen because the research focus requires an in-depth understanding of complex phenomena involving multiple actors, overlapping authorities, and diverse interests within the context of asymmetric decentralization and island tourism governance. The post-positivist paradigm allows researchers to critically approach reality through triangulation and reflexivity, recognizing that perfect objectivity is impossible but can be approached through rigorous methods (John W. Creswell & J. David Creswell, 2023). The qualitative approach facilitates an in-depth description of the policy implementation process, capturing not only the meanings, interpretations, and strategies employed by stakeholders but also situating the findings within specific institutional, geographic, and socio-cultural contexts (Miles & Huberman, 2021; Zheng et al., 2025). The collected data were analyzed using qualitative thematic analysis. The analysis process included data reduction, coding, categorization, and interpretation of themes related to policy implementation, institutional coordination, and interactions between stakeholders. This analytical framework is informed by Grindle's policy implementation model and collaborative governance theory to understand how institutional arrangements influence tourism policy outcomes.

The data analysis follows the interactive model of Miles and Huberman (2021) which consists of three simultaneous activities: Data Condensation: The process of selecting, focusing, simplifying, abstracting, and transforming raw field data. This involves: (1) the development of coding schemes based on theoretical frameworks; (2) preparation of interview transcripts and observation summaries; (3) identification of significant statements and themes; (4) sorting and categorization of data according to Grindle dimensions; and (5) the removal of irrelevant information.

Data Presentation: Organized preparation of information that allows for the drawing of conclusions and the taking of actions. Presentations include: (1) narrative texts; (2) a matrix that maps the position, interests, and strategies of actors; (3) network diagrams illustrating coordination patterns; (4) implementation achievement timeline; and (5) a comparison table between planning and implementation realization.

Drawing Conclusions and Verification: Interpreting the meaning of the data presented while maintaining open-mindedness and skepticism. Verification strategies include: (1) triangulation across sources, methods, and theories; (2) member checking with key informants; (3) peer debriefing with academic colleagues; (4) negative case analysis; and (5) trail audit maintenance

Research Time and Location

The research was carried out in the Seribu Islands Administrative Regency, DKI Jakarta Province, during the period from January 2024 to January 2025.

Procedure

The research was carried out through the following stages. First, preliminary studies to understand the policy context, identify key stakeholders, and develop research instruments. Second, the collection of field data through in-depth interviews, observations, and documentation studies. Third, data analysis was simultaneous during and after data collection using the interactive model Miles, and Huberman (Miles & Huberman, 2021). Fourth, triangulate sources, methods, and theories to verify findings. Fifth, the writing of research reports and the formulation of collaborative governance models based on empirical findings and theoretical synthesis.

Data Instruments

Primary data were obtained through in-depth semistructured interviews using interview guidelines developed

from the research concept framework (Kulesa et al., 2024). The interview lasted 60–120 minutes, was recorded with the informant's consent, and transcribed verbatim. Follow-up interviews are conducted for clarification and verification.

Non-participant observations were carried out to directly observe physical conditions, activities, and interactions related to the implementation of KSPN. The focus of observation includes: (1) the condition of tourism infrastructure (docks, public facilities, transportation); (2) the operational activities of tourism business actors; (3) interaction between government apparatus and the community/policy targets; and (4) the pattern of tourist visits and the atmosphere of the destination (Munir et al., 2025). Observations are documented through field notes and photographic footage.

Secondary data were obtained through a comprehensive documentation review of: (1) national policies (Government Regulation No. 50/2011 on RIPPARNAS, relevant ministerial regulations); (2) provincial policies (Jakarta Regional Regulation No. 6 of 2015 concerning Tourism, RPJMD, RIPPDA); (3) district-level documents (Strategic Plan, RDTR, tourism development plan); (4) reports and technical documents of related agencies; (5) the management plan of the TNKpS Center; and (6) Statistical Publication (BPS, Sudin Parekraf). The documentation study serves to detriplate the findings of the interview and place implementation practices within a formal policy framework.

Data Validity

Triangulation is used to increase the credibility of the data. Source triangulation compares information across informant categories, different time crosses, and across public versus private statements. Triangulation method of cross-verifying findings from interviews, observations, and document analysis. (Donkoh & Mensah, 2023). Theoretical triangulation examines findings through the various theoretical lenses of the Grindle implementation framework, collaborative governance, and multilevel governance to produce richer interpretations and identify convergences or divergences between perspectives.

Result and Discussion

Policy Content Analysis

The designation of the Seribu Islands as a National Tourism Strategic Area (KSPN) involves various actors with diverse and often competing interests. The analysis shows that there are seven main interest clusters in the implementation of this policy.

The central government has regulatory authority through the establishment of RIPPARNAS, marine space zoning, national destination standards, and cross-ministerial coordination. However, there are differences in priorities between ministries: the Ministry of Tourism and Creative Economy focuses on the growth of visits and facilities; Ministry of Marine Affairs and Fisheries Fisheries Frustration; The Ministry of Environment and Forestry prioritizes conservation; while the Ministry of ATR/BPN handles the land aspect. This fragmentation creates regulatory overlap.

The Jakarta Provincial Government seeks to strengthen the image of marine destinations, encourage economic diversification, and achieve tourism performance targets. Meanwhile, the Seribu Islands Administrative Regency Government has an interest in accelerating local economic growth and improving infrastructure, but its capacity is limited due to fiscal dependence on the province.

Local communities, which rely largely on fisheries, are facing pressure due to tourism expansion. They want livelihood protection, access to tourism business

opportunities, equitable distribution of benefits, and preservation of maritime culture. Business actors and investors prioritize regulatory certainty, ease of licensing, and market access, but there is a power imbalance between large investors and local businesses.

Ecosystem conservation actors, ecosystem protection, and operational activities according to the carrying capacity of the environment. On the other hand, travelers expect quality of service, affordable prices, and a sustainable experience. The diversity of interests and unbalanced distribution of power make the implementation of KSPN take place in the same work dynamics and complex contestation, not a linear process.

Types of Benefits Generated

The implementation of the KSPN policy has produced multidimensional benefits, although the distribution is still uneven. The analysis revealed seven categories of benefits. Economic Benefits and Improved Public Well-Being: The most obvious benefit is an increase in tourist visits of 411,161 visitors in 2024 (393,720 domestic; 17,441 foreign), representing a growth of 1.7% from 2023 (404,845). This translates into direct economic impact through tourist spending on transportation, accommodation, culinary services, tour activities, and souvenir purchases. Tourism has created new livelihood opportunities: homestay operations are thriving on populated islands; snorkeling/diving services are expanding with more adequate equipment; Culinary micro-businesses are increasing, especially on weekends and holiday seasons. The Seribu Islands Tourism and Creative Economy Office documented 3,742 micro and small businesses, with 93.80% classified as micro enterprises (3,510 units). However, the distribution of benefits is still concentrated among entrepreneurs who have more capital and stronger network access, while marginalized households, especially traditional fishers who lack tourism skills and capital, are reaping limited benefits.

Improvement of Infrastructure and Public Facilities: The status of KSPN has accelerated infrastructure investment from provincial and national budgets. The improvements observed include: rehabilitation and expansion of piers on several islands (Pramuka, Tidung, Untung Jawa, Pari); construction of public toilets; development of gazebos and rest areas; development of photo spots and public spaces; and improvement of sanitation facilities. These improvements are beneficial for both tourists and residents, improving mobility, comfort, and quality of life. However, infrastructure development is still uneven between islands, with priority destinations receiving investment disproportionately compared to less-visited islands. Social Benefits and Human Capacity Development: Implementation has encouraged community capacity building through training programs in tour guides, homestay management, hospitality standards, digital marketing, and marine conservation.

Women emerged as significant beneficiaries, managing homestays, culinary businesses, and souvenir businesses while participating in hospitality and hygiene training. This represents a shift in gender roles and economic empowerment, although the dual burden of domestic responsibility and business management is still persistent. Environmental and Conservation Benefits: Paradoxically, the development of tourism has catalyzed conservation activities. Collaborative programs between the government, TNKpS, communities, and NGOs have implemented coral transplantation at several snorkeling sites, mangrove rehabilitation, turtle conservation (particularly in the Pulau Pramuka scale turtle captivity), and regular beach cleanup campaigns. The TNKpS 2020–2029 Long-Term Management Plan targets the restoration of 50% of mangrove habitats through mass planting and community partnerships. Tourism thus provides an economic justification for environmental management, although this relationship remains fragile and uncontrollable tourism growth threatens

the very assets that are the basis of it.

Institutional and Governance Benefits: The implementation of KSPN has encouraged: (1) capacity building for planning among tourism-related agencies; (2) the establishment of a cross-sectoral coordination mechanism, although still suboptimal; (3) development of regulatory frameworks for tourism business licensing, service standards, and levies; and (4) strengthening the role of the Seribu Islands Tourism Office as a leader in local tourism development. These institutional developments provide the foundation for more systematic destination management, although implementation and enforcement are still inconsistent.

Spatial and Accessibility Benefits: Improvements to the piers, increased frequency of ferries from mainland ports (Muara Angke, Marina Ancol, Sunda Kelapa), and route rationalization have improved connectivity between the islands. Tourist mobility improves; travel time shortened; reduced logistics costs; and people enjoy more diverse and scheduled transportation options. Nonetheless, transportation remains a binding constraint as weather dependence, limited night navigation, and periodic schedule disruptions continue to affect both the tourist experience and the mobility of residents.

Political and Symbolic Benefits: For the Jakarta Provincial Government, the success of the Seribu Islands KSPN carries significant symbolic weight demonstrating that Jakarta goes beyond its image as a dense megapolis covering world-class marine destinations, supporting its positioning as a global city that emphasizes waterfront development, ecotourism, and sustainable urban development. Tourism programs in the Seribu Islands are often displayed as the governor's achievements that demonstrate his commitment to equitable development and environmental management.

The critical findings, however, concern the distribution of benefits. Despite significant tourism growth and KSPN status, the Seribu Islands recorded the highest poverty rate in Jakarta at 12.37% (March 2025), far exceeding the provincial average of 4.28%. This paradox that the increase in tourism goes hand in hand with persistent poverty that is spatially concentrated indicates that economic benefits have not been distributed in an inclusive manner. Large-scale operators (inland travel agencies, large boat operators, resort owners, external investors) capture disproportionate value, while local micro-enterprises remain in the low-value-added segment with limited bargaining power.

Desired Degree of Change

The KSPN policy in the Seribu Islands is transformational because it demands fundamental changes in the economic, socio-cultural, environmental, and institutional dimensions. (1) Economically, this policy encourages a change from the dominance of the fisheries sector to a more diversified service tourism economy. The transformation includes the transfer of the fishing profession to the tourism sector, business formalization, digitization of marketing and transactions, and the integration of local actors in the tourism value chain. This change not only demands an upskilling of skills, but also an adjustment of household economic strategies. (2) Socio-culturally, there have been changes in the social structure through the emergence of new business actors, shifts in communal work patterns to commercial services, increasing the role of women and youth, and strengthening service culture. The sea is no longer understood solely as a production space, but as a high-value economic asset. (3) In the environmental aspect, policies lead to a conservation-based tourism transition through the fulfillment of zoning towards the goal, community involvement in ecosystem rehabilitation, tourist education, and the implementation of sustainable business practices. (4) In the institutional dimension, the implementation of KSPN requires strengthening multilevel coordination, collaborative

governance, increasing the administrative capacity of district governments, and harmonizing regulations across sectors.

However, this transformation agenda faces obstacles in the form of limited regional authority, social resistance, regulatory fragmentation, and limited funding. The gap between policy ambition and implementation capacity is the main challenge in the implementation of KSPN.

The Position of Policymakers

An analysis of decision-making authority reveals a distinctive multilevel configuration formed by the Seribu Islands administrative district status in asymmetric decentralization.

The Central Government is at the top of the formal decision-making authority through: (1) the determination of RIPPARNAS which designs the status of KSPN and the direction of national tourism development; (2) sectoral legislation that regulates marine space (KKP), conservation areas (KLHK), and land administration (ATR/BPN); (3) the establishment of national standards for destination quality, safety, and sustainability; (4) coordination of cross-ministerial programs; and (5) the allocation of the state budget for national priority programs. The central decree provides a normative framework within which provincial and district actors must operate.

The Provincial Government is the most consequential decision-maker for operational implementation. Key provincial authorities include: (1) APBD budget allocation that determines infrastructure priorities, program funding, and operational support; (2) the formulation of the RPJMD which sets the direction of five-year development; (3) preparation of provincial tourism master plans; (4) technical regulations on transportation, environment, and marine affairs; and (5) the appointment and supervision of the performance of the administrative regent.

The Administrative Regency Government has limited decision-making authority. Unlike autonomous districts, the Seribu Islands do not have: (1) an independent Regional House of Representatives (DPRD); (2) the authority to determine regional regulations (Perda); (3) the capacity to increase independent income; and (4) authority over significant budget allocations. District authorities are primarily operational in implementing provincial programs, coordinating field activities, facilitating community participation, and providing feedback to provincial policymakers. This structural position limits the capacity of districts for rapid response to local needs or policy innovations.

Sectoral Technical Agencies (OPDs) exercise decision-making authority in their respective domains. The Department of Transportation regulates sea transportation routes, dock operations, and ship safety standards. The Environment Agency manages waste collection, environmental monitoring, and pollution control. The KPKP Office supervises the management of fisheries and marine aquaculture. The MSME Office implements a micro business development program. This sectoral dispersion requires cross-agency coordination, which is still suboptimal due to different priorities, budget silos, and limited formal coordination mechanisms.

Non-State Actors exert informal but significant decision-making influence. Tourism entrepreneurs determine service standards, prices, and the quality of visitor experience through daily operational choices. The Pokdarwis group makes decisions regarding community-based tourism activities, environmental clean-up campaigns, and the organization of cultural events. Investors influence the trajectory of destination development through investment decisions and government negotiations. Local communities influence implementation through compliance/non-compliance behavior and participation in the musrenbang process.

This multisite decision-making configuration creates typical implementation challenges: (1) a vertical coordination deficit between the central, provincial, and district levels; (2) horizontal fragmentation between sectoral agencies; (3) the

disconnect between formal decision-makers (provinces) and those who bear the consequences of implementation (districts, communities); and (4) limited downward accountability considering that the appointment of the regent by the governor is not a direct election.

Program Implementer

The implementation of KSPN involves a network of implementers that span various levels and sectors, rather than a single implementing agency.

The Provincial Government functions as the main strategic implementer, responsible for: (1) translating national KSPN policies into provincial programs; (2) allocating and disbursing APBD funds for infrastructure, capacity building, and promotion; (3) establish service standards and operational guidelines; (4) implementing training and certification programs; and (5) monitor and evaluate the progress of implementation.

The Administrative Regency Government plays the role of the frontline operational implementer: (1) coordinating daily cross-island tourism activities; (2) providing community facilitation and dispute mediation; (3) supervise the cleanliness, order, and safety of the destination; (4) implementing provincial programs at the local level; and (5) channeling the aspirations of the community upwards to the provincial authorities. District implementers operate closest to the reality of implementation but with the least formal authority.

Sectoral Technical Agencies implement policy components within their functional domains. The Transportation Department implements transportation system improvements; The Environment Agency implements waste management and environmental monitoring; The KPKP Office implements fisheries and marine resources programs; The MSME Office implements business development initiatives. The effectiveness of the implementation of KSPN thus depends significantly on the quality of coordination between agencies, a persistent challenge given sectoral fragmentation.

The Seribu Islands National Park Authority implements the conservation mandate through: (1) zoning enforcement and issuance of permits for tourism activities within the national park area; (2) ecosystem rehabilitation programs (corals, mangroves); (3) visitor management and environmental education; and (4) the development of partnerships with the community and tourism businesses. The implementer of TNKpS exercises substantial discretion in interpreting and enforcing conservation regulations, significantly affecting the possibility of tourism development.

Local Tourism Actors Homestay operators, boat owners, tour guides, snorkeling instructors, culinary traders, souvenir producers are frontline service implementers who directly produce visitor experiences. Their day-to-day operational decisions regarding service quality, pricing, environmental practices, and safety standards substantially determine whether policy objectives translate into tangible results.

The Pokdarwis group functions as a community-based implementer, organizing collective actions for destination cleanliness, cultural activities, environmental conservation, and community awareness. Their role is particularly significant on populated islands where the formal government presence is limited.

Non-governmental organizations and academic institutions implement special programs, especially in conservation, research, and community capacity building. Partnerships with organizations such as WWF Indonesia have supported mangrove rehabilitation, coral monitoring, and environmental education initiatives.

The multi-stakeholder implementation structure reflects the complexity of KSPN policies, requiring coordination across different levels and sectors. However, this also creates

implementation challenges: (1) the boundaries of responsibility are unclear when many actors share implementation tasks; (2) failure of coordination when actors pursue divergent priorities; (3) resource fragmentation when many actors controlling the implementation of resources differ; and (4) deficit accountability when implementation failures can be attributed to multiple parties.

Deployed Resources

Financial Resources: Primary funding comes from the Jakarta Provincial Budget, allocated for: (1) infrastructure development (wharf rehabilitation, public facility construction, sanitation system); (2) capacity building programs (training, certification, workshops); (3) destination promotion (events, media campaigns, publications); and (4) operational support for tourism agencies. Supplemental resources include: central government DAK for specific programs; private investment in resort development and tourism facilities; CSR contributions from corporate actors; and non-governmental organizations for small-scale initiatives. However, funding remains inadequate relative to the need to develop a persistent infrastructure backlog; capacity building programs reach limited participants; and maintenance funds for completed facilities are often inadequate.

Human Resources: Implementation relies on human resources across various categories: (1) provincial and district government apparatus (planners, program managers, field supervisors); (2) personnel of technical agencies (transportation regulators, environmental monitors, fisheries officers); (3) TNKpS officers and technical staff; (4) trained tourism service providers (certified guides, skilled homestay operators, qualified boat captains); (5) volunteers and activists of Pokdarwis; and (6) community members involved in tourism activities. Persistent capacity constraints: the number of trained personnel is limited relative to the demands of implementation; inadequate technical expertise in specialized areas (marine tourism management, conservation planning, destination marketing); and high turnover interfere with program continuity.

Physical Resources: Physical resources deployed include: (1) docks and port facilities (rehabilitated on some islands, although some are still inadequate); (2) public amenities (toilets, changing rooms, gazebos, information centers); (3) transportation assets (passenger ships, speedboats, cargo ships); (4) tourism equipment (snorkeling equipment, diving compressors, safety equipment); (5) waste management infrastructure (collection points, transport ships, temporary disposal sites); and (6) communication and information technology (websites, social media platforms, information systems). Infrastructure development has advanced, but maintenance deficits, uneven distribution, and capacity constraints limit effectiveness.

Informational Resources: The program has disseminated information through: (1) training and capacity building activities (hospitality training, guide certification, homestay management workshop); (2) socialization campaigns (environmental regulations, safety standards, conservation rules); (3) educational materials for tourists (brochures, information boards, briefings); and (4) coordination and technical guidance meetings. Information dissemination, however, is still uneven, remote islands receive less intensive socialization; New entries into tourism activities may lack access to training; and the quality of information varies between sources.

Technology Resources: The use of technology includes: (1) digital promotion (government websites, social media, online travel platforms); (2) creation of content and documentation for destination marketing; (3) digital mapping of tourist spots and facilities; (4) conservation technology (coral transplant techniques, monitoring equipment); (5) marine safety technology (GPS, communication devices, safety equipment); and (6) a data management system for tourism statistics and

monitoring. Technology adoption is still a partial constraint on digital literacy among the public; limited connectivity on some islands; and inadequate cross-system integration.

Natural Resources: The fundamental resources underlying the implementation of KSPN are the natural environment itself, coral reefs, marine biodiversity, sandy beaches, mangrove forests, beautiful landscapes. These resources are a major tourism asset as well as a conservation mandate. Its sustainability depends on the effectiveness of successful policy implementation, improving resource conservation; Failure to implement lowers the asset base on which tourism depends.

Resource analysis reveals an important finding: while diverse resources have been deployed, their distribution and utilization patterns reflect power asymmetry. The financial resources that control the province flow to the priorities determined by the provincial planning process, not necessarily the priority of the local community. Large investors are deploying large capital that allows the development of premium facilities. Local micro-entrepreneurs operate with limited resources, limiting their capacity to compete in an increasingly sophisticated tourism market. This asymmetry of resources contributes to the unequal distribution of benefits and marginalization of communities that persist throughout the overall growth of tourism.

Implementation Context Analysis

The implementation of KSPN in the Seribu Islands operates in a complex terrain of power relations, intersecting interests, and strategies of diverse actors. The analysis reveals distinctive power configurations and strategic behaviors.

The Central Ministry exercises structural power through regulatory authorities, national policy frameworks, and special technical mandates. The Ministry of Tourism and Creative Economy has agenda-setting power through the design of KSPN and the direction of national tourism development. The Ministry of Maritime Affairs and Fisheries exercises spatial power through RZWP3K zoning and fisheries management authority. The Ministry of Environment and Forestry exercises veto power through conservation mandates within the boundaries of national parks. The ministry's strategy includes: (1) establishing binding national standards and frameworks; (2) allocating national budget resources to priority programs; (3) carry out supervision and enforcement of compliance; and (4) building partnerships with provincial governments and non-state actors.

The Provincial Government exercises dominant implementation power through: (1) budget control that determines the allocation of resources; (2) programmatic authority over infrastructure development and capacity building; (3) regulatory power over transportation, the environment, and spatial planning; (4) the authority to appoint the leadership of the administrative district; and (5) political authority as an autonomous regional government that is responsible for development results. The provincial strategy includes: (1) aligning the implementation of KSPN with the governor's priorities and the broader Jakarta development agenda; (2) coordinating sectoral agencies through cross-sectoral planning and budgeting mechanisms; (3) building partnerships with central ministries to access national resources and programs; and (4) involve the community through a participatory planning process (musrenbang) to build legitimacy and gather local input.

The Administrative Regency Government exercises limited formal powers but significant operational influence through: (1) proximity to the reality of implementation and daily interaction with the community; (2) control over local-level coordination and information flow; (3) discretion in interpreting and adapting provincial programs to local conditions; and (4) the role of intermediaries that bridge provincial authorities, communities, and private sector actors.

The district strategy includes: (1) utilizing provincial resources through the development of effective proposals and advocacy; (2) build public trust through responsive services and visible presence; (3) mediate conflicts between different local interests; and (4) maintain good relationships with provincial decision-makers to ensure district priorities are addressed.

The Seribu Islands National Park Office exercises conservation powers through: (1) zoning enforcement that determines the activities permitted within the national park boundaries; (2) licensing authority for tourism operations in conservation areas; (3) monitoring capacity and sanctions for rule violations; and (4) technical expertise regarding ecosystem management. The TNKpS strategy includes: (1) strict enforcement of conservation regulations within the core zone; (2) collaborative management approach in buffer zones and utilization; (3) developing partnerships with the community for conservation activities; and (4) scientific justification for management decisions based on ecological monitoring.

Local Communities exercise power through: (1) social legitimacy as traditional inhabitants with customary claims over marine and coastal spaces; (2) the capacity for collective action for resistance, protest, or noncooperation; (3) control over local knowledge and practices essential for an authentic tourism experience; and (4) electoral influence at the provincial level (although not at the district level). Community strategies include: (1) participation in the formal planning process (musrenbang) to articulate needs and influence resource allocation; (2) the formation of collective organizations (Pokdarwis, fishermen's groups, MSME associations) to strengthen bargaining positions; (3) selective compliance or non-compliance with regulations that are perceived to threaten livelihoods; and (4) informal negotiations with government officials and private sector actors.

Tourism Entrepreneurs and Investors exercise economic power through: (1) capital investment that determines the quality of facilities and service standards; (2) the provision of jobs that shape local economic opportunities; (3) market access and promotional networks that connect destinations to source markets; and (4) political connections that allow influence over policy and licensing. The entrepreneur's strategy includes: (1) investing in quality infrastructure and services to capture premium market segments; (2) partnerships with government agencies for the promotion and development of destinations; (3) CSR programs to build goodwill and community legitimacy; and (4) collective organization through business associations for advocacy.

Environmental NGOs and Academic Institutions exercise the power of knowledge through: (1) scientific expertise regarding ecosystem conditions and management; (2) research capacity that produces data and analysis that informs policy; (3) the power of inviting for multi-stakeholder dialogue; and (4) public communication that shapes environmental discourse and awareness. Their strategies include: (1) technical partnerships with government agencies for conservation programs; (2) community capacity building for sustainable resource management; (3) advocacy campaigns for stronger environmental protection; and (4) monitoring and public reporting on environmental conditions.

Power analysis reveals a typical configuration: structural power is concentrated at the central and provincial levels; operational power is spread across many implementing actors; social power is in society; economic power is held by investors; and the power of knowledge is exercised by technical experts and academics. This multipolar configuration of power creates ongoing negotiations, contestations, and compromises rather than direct hierarchical implementation.

Institutional and Ruler Characteristics

The implementation of KSPN in the Seribu Islands takes place in a typical institutional context, influenced by the administrative status of the district, conservation mandate, and the geographical character of the islands. As an administrative

district under DKI Jakarta Province, the Seribu Islands does not have legislative authority and fiscal autonomy. The Regent is appointed by the governor and the policy strategy is determined at the provincial level. This condition places the district government more as a policy implementer than an autonomous policymaker, thus creating institutional independence. The Seribu Islands carries a dual mandate as a National Tourism Strategic Area and National Park. This duality creates a tension between the needs of tourism development and the demands of environmental conservation. The coordination mechanism to harmonize the two mandates is still limited.

Sectorally, its implementation involves many regional apparatus and vertical agencies with intersecting authorities, so it requires intensive coordination that is not yet fully effective. In addition, community-based institutions such as Pokdarwis, fishermen's groups, and MSME associations have an important role, but their integration in formal governance is still partial. The character of provincial government regimes also influences policy direction and resource allocation, while geographical factors such as island fragmentation, reliance on marine transportation, and weather vulnerability add to the complexity of implementation. Overall, these institutional characteristics shape a complex governance landscape, so the implementation of KSPN demands cross-institutional coordination, mandate harmonization, and an adaptive approach according to local conditions.

Compliance and Responsiveness

The analysis shows that formal provisions for policy frameworks are relatively high, but substantive provisions and implementation responsiveness still vary.

Formally, its application refers to Government Regulation No. 50/2011 and the determination of KSPN. Regional planning documents such as the Jakarta RPJMD and the Seribu Islands Administrative Regency Strategic Plan place tourism as a development priority. The 2020–2029 TNKpS RPJP also stipulates zoning and conservation strategies. However, the application of the principles of desire, community-based, and carrying capacity as mandated by RIPPARNAS has not been completely consistent.

Compliance with spatial planning and zoning regulations shows variations. The licensing process is generally complied with, but the supervision of activities in protected areas, no-catch zones, and waste management is still not optimal. In terms of safety and service standards, there has been an improvement, but compliance between operators has not been evenly distributed. Community compliance with environmental regulations has also improved through the role of Pokdarwis and community-based programs, although behavior change has not been completely stable.

In terms of responsiveness, the government responds to the needs of the community through formal planning mechanisms and informal channels, but the realization of programs is often uneven between islands. Responses to tourist feedback and environmental change have evolved, including improved services and adaptive management of the area, but are still limited to institutional capacity, resources, and coordination. Overall its implementation shows administrative progress, but substantive effectiveness still holds structural and institutional challenges.

Factors Affecting the Effectiveness of Implementation

The integration of findings across the dimensions of policy content and implementation context reveals four interrelated factors that determine the effectiveness of KSPN implementation in the Seribu Islands.

Factor 1: Complexity of Policy Content and Multiplicity of Interests

The content of KSPN policies is inherently complex,

encompassing many objectives (economic growth, social welfare, cultural preservation, environmental sustainability) that are not automatically compatible. This complexity is reinforced by the multiplicity of interests among the affected actors. The effectiveness of implementation is determined by the degree to which these diverse interests can be harmonized or reconciled. Where convergent interests such as in the improvement of basic infrastructure that benefits all actors, implementation is running relatively smoothly. Where divergent interests such as in the spatial allocation between tourism development, conservation protection, and fisher access implementation become contested and the results reflect the asymmetry of power rather than optimal solutions. Research reveals that the mechanism for aligning interests is still underdeveloped. The formal planning process is inadequate to deal with conflicts of interest; coordination forums lack authority to resolve disputes; and benefit-sharing arrangements do not adequately compensate those harmed by policy implementation. Consequently, the effectiveness of implementation is compromised by persistent interest-based conflicts that remain unresolved.

Factor 2: MultiLevel Governance Dynamics and Power Asymmetry

Implementation occurs in a multilevel governance configuration characterized by significant power asymmetry. The central government exercises regulatory powers and sets standards; the provincial government controls the budget and strategic direction; administrative districts implement with limited authority; conservation boards exercise veto power; private investors mobilize economic resources; society has social legitimacy. This multipolar configuration of power creates implementation dynamics characterized by negotiation, contestation, and compromise rather than hierarchical direction. The effectiveness of implementation depends on the quality of cross-level coordination and the capacity to constructively manage power asymmetry. Where the coordination mechanism functions effectively as in several infrastructure development programs, the implementation runs efficiently. Where coordination fails, such as in spatial planning and zoning enforcement, implementation becomes fragmented and contested. The research found that coordination mechanisms are still underdeveloped relative to the complexity of multilevel governance demands. Formal coordination forums exist but lack authority, resources, and consistent participation to resolve substantive conflicts. Informal coordination relies on personal relationships and is therefore varied and not sustainable.

Factor 3: Sufficiency, Distribution, and Utilization of Resources

The effectiveness of implementation is significantly influenced by the availability of resources and distribution patterns. Financial resources from the provincial budget have funded substantial infrastructure development, but remain inadequate relative to the comprehensive needs of the development of archipelago destinations. The capacity of human resources, both government apparatus and community service providers, has increased through training programs, but remains constrained, especially in special technical areas. Physical infrastructure has developed but maintenance deficits and unequal distribution persist. Critically, the pattern of resource distribution reflects and reinforces power asymmetry. Provincial-controlled resources flow to priorities determined by the provincial planning process, not necessarily the priorities of local communities. Large investors are deploying substantial capital that allows for the development of premium facilities. Local micro-entrepreneurs operate with limited resources, limiting their capacity to compete in an increasingly sophisticated tourism market. This asymmetry of resources contributes to the unequal distribution of benefits and the marginalization of persistent communities despite overall

tourism growth.

Factor 4: Institutional Coordination Capacity and Regulatory Coherence

The effectiveness of implementation depends critically on the capacity of institutional coordination and regulatory coherence. The study reveals significant coordination deficits across multiple dimensions: (1) vertical coordination between the central, provincial, and district levels is incomplete, with information flows, resource allocation, and decision-making often misaligned; (2) horizontal coordination between weak sectoral agencies, with agencies pursuing parallel programs without effective integration; (3) cross-jurisdictional coordination between tourism development authorities and contested conservation agencies, with unresolved tensions between development mandates and protection; and (4) public-private coordination mechanisms are still underdeveloped, limiting collaborative problem-solving capacity.

Regulatory coherence is just as problematic. Many tourism policy regulatory regimes (PP 50/2011), conservation laws (Law 5/1990), marine spatial planning (Law 27/2007), fisheries regulations (Law 45/2009), regional spatial plans intersect in the Seribu Islands without adequate harmonization. This fragmentation of regulations creates uncertainty, increases transaction costs, enables forum shopping, and undermines consistent implementation. Overlapping authority between central ministries and between central and provincial governments creates implementation gaps where no actor takes responsibility, and a veto point where any actor can block actions.

The interaction of these four factors, the complexity of policy content, the dynamics of multilevel governance, resource distribution patterns, and institutional coordination capacity, shape the implementation outcomes (Casula, 2024; Eilstrup-Sangiovanni & Westerwinter, 2022). Positive outcomes (infrastructure development, visitor growth, some community benefits) occur where the factors align favourably. Persistent problems (unequal distribution of benefits, spatial conflicts, environmental pressures) persist where factors combine unfavourably. Improving implementation effectiveness requires addressing these structural factors, not simply adjusting the details of the program.

Collaborative Governance Model

Based on empirical findings and theoretical integration, this study formulates a collaborative governance model for the implementation of KSPN in the Seribu Islands. This model addresses the identified structural challenges of authority fragmentation, multilevel complexity, multiplicity of interests, coordination deficits through institutional design, process mechanisms, and management principles. The model consists of four interconnected components: policy inputs, implementation processes, outputs, and outcomes, linked through multilevel coordination mechanisms, Destination Management Organization (DMO) functions, and adaptive feedback systems.

Policy inputs include: (1) national regulatory framework (PP 50/2011, sectoral legislation); (2) provincial policy directives (RPJMD, RIPPDA, sectoral regulations); (3) budget allocation (APBN, APBD, private investment); (4) human resource capacity (government apparatus, community skills); (5) political commitment across levels of government; and (6) existing infrastructure and natural assets. These inputs provide the fundamental resources and authorization environment in which implementation occurs.

The Implementation Process is the core arena of policy execution, combining:

MultiLevel Coordination: structured interaction between central ministries, provincial governments, administrative districts, and conservation authorities to harmonize policies,

harmonize regulations, and coordinate programs. **Destination Management Organization (DMO):** a multi-stakeholder platform that brings together the government (provinces and districts), the private sector (tourism entrepreneurs, investors), communities (Pokdarwis, fishermen's groups, MSME associations), and knowledge institutions (universities, research centers) for collaborative destination planning, management, and monitoring. **Community Participation:** the substantive involvement of local communities in planning, implementation, and evaluation through formal mechanisms (musrenbang integration) and informal processes (community consultation, participatory monitoring). **Regulation Enforcement:** consistent implementation of spatial planning, zoning, service standards, and environmental rules through coordinated enforcement involving multiple agencies and community-based monitoring. **Circular Economy Integration:** a systematic approach to resource efficiency, waste reduction, material reuse, and sustainable consumption in tourism operations. **Digital Governance:** the use of information technology for transparent information sharing, coordinated planning, real-time monitoring, and stakeholder communication.

Outputs include the results of immediate implementation: (1) improved tourism infrastructure (docks, public facilities, transportation systems); (2) improved institutional capacity (trained personnel, strengthened agencies, improved coordination mechanisms); (3) increasing the involvement of local MSMEs in the tourism value chain; (4) expansion of conservation areas and rehabilitation activities; and (5) the development of promotion and destination imagery.

Outcomes reflect the achievement of medium-term long-term policies: (1) sustainable tourism destinations characterized by balanced economic, social, and environmental performance; (2) improving community welfare which is reflected in poverty reduction, improving livelihoods, and distributing benefits equally; and (3) environmental sustainability that is manifested in healthy ecosystems, protected biodiversity, and maintained carrying capacity. The Feedback and Adaptation Mechanism ensures policy learning through: (1) a comprehensive monitoring system that tracks economic, social, and environmental indicators; (2) regular evaluations involving multiple stakeholders; (3) a structured feedback loop of community and tourist experiences; (4) periodic review and adjustment of policies; and (5) adaptive management responsive to changing conditions and emerging challenges.

The model operates on four interrelated management principles:

Sustainable Tourism as a Normative Framework: All implementation activities must balance economic development, social justice, cultural preservation, and environmental protection. This requires: (1) a carrying capacity assessment that informs development limits; (2) consideration of environmental impact in all projects; (3) cultural sensitivity in the development of tourism products; and (4) long-term sustainability orientation rather than short-term visitor maximization.

Community Empowerment and Inclusion: Local communities should be positioned as the subject, not the object, of tourism development. It requires: (1) meaningful participation in planning and decision-making; (2) capacity building for effective engagement in the tourism value chain; (3) a fair benefit-sharing mechanism; (4) protection of access to traditional livelihoods; and (5) recognition and support for community-based institutions (Pokdarwis, fishermen's groups, MSME associations).

Integrated Ecosystem Approach: Given the archipelago's character and the ecological sensitivity of the Seribu Islands, implementation should adopt ecosystem-based management that recognises: (1) the interconnectedness of the marine land system; (2) the cumulative impact of many activities; (3) spatial

and temporal dynamics of ecosystem processes; (4) the principle of prudence where scientific uncertainty exists; and (5) adaptive management responsive to ecosystem feedback

Distributive Justice: The benefits of tourism must be distributed equitably across social groups and geographical areas. This requires: (1) a progressive benefit-sharing mechanism that benefits marginalized groups; (2) spatial redistribution that ensures that less visited islands receive development support; (3) protection against the capture of tourism opportunities by the elite; (4) fair compensation for communities that bear the costs of tourism (overcrowding, resource competition, cultural disturbances); and (5) affirmative action for fisher households transitioning to tourism livelihoods.

The institutional architecture of the model to deal with coordination deficits is identified through: **Strengthened MultiLevel Coordination Forum:** Formalized coordination mechanisms involving central ministries (Parekraf, KKP, KLHK, ATR/BPN), Jakarta Provincial Government, Seribu Islands Administrative Regency, and TNKpS Center, with: (1) regular meetings; (2) a clear frame of reference and decision-making protocol; (3) the authority to resolve disputes across jurisdictions; (4) joint planning and budgeting process; and (5) a joint monitoring and evaluation system.

Destination Management Organization (DMO): A multi-stakeholder platform with: (1) representative membership from the government (provincial and district tourism agencies), the private sector (tourism associations, investors, entrepreneurs), the community (Pokdarwis, fishermen's groups, MSME associations), and knowledge institutions (universities, research centers); (2) a clear mandate for collaborative destination planning, product development, marketing, and monitoring; (3) special secretariat and operational resources; (4) authority to facilitate stakeholder coordination and conflict resolution; and (5) accountability mechanisms through regular reporting and stakeholder forums.

Strengthened Administrative District Capacity: Increasing the capacity of the district despite its non-autonomous status through: (1) delegation of authority to specific functions; (2) the improvement of technical staff with special skills; (3) improved information systems for planning and monitoring; (4) strengthened community facilitation capacity; and (5) an enhanced coordination role in the multi-stakeholder process.

Community Engagement Platform: Structured mechanisms for community participation include: (1) an integrated musrenbang process that specifically addresses tourism development; (2) regular community consultation on tourism planning and management; (3) participatory monitoring involving community members in data collection and assessment; (4) community representation in DMOs and other governance bodies; and (5) an accessible complaint mechanism for public concerns about the impact of tourism.

Integrated Information Systems: A shared digital platform that provides: (1) comprehensive data on tourism statistics, infrastructure status, environmental conditions, and socioeconomic indicators; (2) transparent information on the progress of planning, budgeting, and implementation; (3) real-time monitoring data that can be accessed by multiple stakeholders; (4) communication tools for stakeholder coordination; and (5) a public information portal for tourists and members of the public.

Figure 1 illustrates the proposed collaborative governance model for tourism policy implementation in archipelagic regions. The model integrates three key components: policy inputs, implementation processes, and governance

outcomes. Policy inputs include national tourism policies, institutional frameworks, and regulatory instruments such as RIPPARNA and spatial planning regulations. The implementation process emphasizes multilevel coordination among national, provincial, and district governments, as well as active participation from community groups and private sector actors. The expected outcomes include sustainable tourism development, improved local economic benefits, and strengthened environmental conservation. The model highlights the importance of collaborative institutions, adaptive governance mechanisms, and integrated information systems in ensuring effective policy implementation.

Compared with existing collaborative governance frameworks (Ansell & Gash, 2008; Emerson et al., 2012), the model proposed in this study introduces a context-specific adaptation for archipelagic administrative regions characterized by asymmetric decentralization. Unlike conventional governance models that assume relatively balanced institutional authority, this framework explicitly incorporates power asymmetry between central ministries, provincial governments, and district administrations. Furthermore, the model integrates tourism development objectives with conservation mandates and local livelihood sustainability, creating a hybrid governance approach suited to small-island socio-ecological systems

This strategic tourism policy implementation model in the Seribu Islands Administrative Regency presents a new contribution to the literature on sustainable tourism management by integrating normative principles (sustainability, community empowerment, an integrated ecosystem approach, and distributive justice) into an operational institutional framework, differing from classical approaches that focus solely on administrative coordination or economic objectives. Recent empirical studies confirm that the pillars of multi-stakeholder collaboration and community participation are key to the success of sustainable tourism governance (collaborative governance) that actively engages the government, local communities, and other sectors in the planning and implementation process to achieve more balanced social, economic, and environmental outcomes (Lubis et al., 2024; Nurlukman et al., 2025; Perdana, 2025). This is in line with research on factors and barriers in ecotourism management that emphasizes the importance of institutional coordination and community participation in achieving sustainable tourism goals and overcoming obstacles to policy implementation (Ittaquillah, 2025; Lawasi et al., 2025; Wondirad et al., 2020). Thus, this model not only offers a comprehensive and adaptive policy implementation framework but also integrates governance, community empowerment, and ecosystem protection approaches into a single, integrated and contextual system for archipelagic regions (Nurlukman et al., 2025).

Conceptually and practically, this model not only offers a policy implementation framework that adapts to the socio-ecological complexities of archipelagic regions but also provides an operational basis for strengthening collaborative governance, enhancing the institutional capacity of administrative regions, and integrating information systems across stakeholders. While this model is grounded in the specific context of the Seribu Islands, its theoretical and practical components offer valuable lessons for broader application. The core challenges it addresses multi-level governance fragmentation, power asymmetry between government levels and private actors, and the imperative to reconcile tourism development with conservation and local livelihoods are not unique to Indonesia. They resonate with

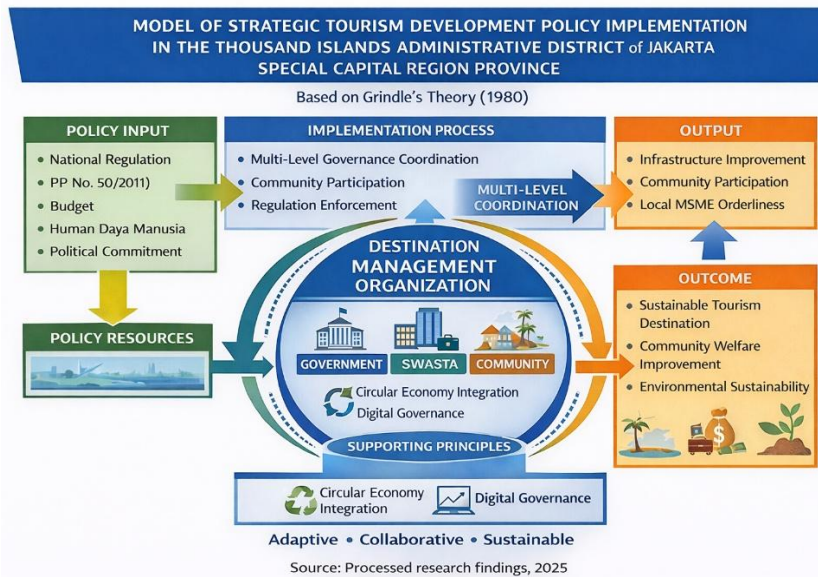


Figure 1. Model of Policy Implementation of National Tourism Strategic Area Development in the Seribu Islands Administrative Regency of Jakarta Special Region Province

governance dilemmas in archipelagic and coastal tourism destinations globally, from the Caribbean to the Pacific Islands.

The model's generalizability lies in its adaptive institutional design principles rather than a prescriptive blueprint. The emphasis on establishing a multi-stakeholder DMO as a coordinating mechanism, the creation of structured platforms for community participation, and the integration of feedback loops for adaptive management are transferable governance tools. For application outside Indonesia, these components would need to be contextualized to fit local legal frameworks, cultural norms of decision-making, and specific configurations of power. For instance, in a context with stronger local government autonomy, the model's "district capacity building" component would shift from seeking delegated authority to enhancing inter-island coordination. Therefore, the model contributes a robust framework for diagnosing implementation bottlenecks and designing context-sensitive, collaborative solutions in complex tourism governance settings worldwide.

Conclusion

This study analyzes the implementation of the National Strategic Tourism Area (KSPN) policy in the Seribu Islands Administrative Regency and identifies key factors influencing its effectiveness. The findings indicate that tourism policy implementation in the archipelago involves complex interactions among various stakeholders, including government institutions, conservation authorities, tourism businesses, and local communities.

First, institutional fragmentation and overlapping regulatory authority remain major challenges hindering effective coordination in tourism governance. Second, although tourism development has generated various economic benefits such as improved infrastructure and the growth of tourism-related businesses, the distribution of these benefits remains unequal among local communities. Third, limited institutional capacity at the local level impacts the effectiveness of policy implementation and coordination among stakeholders.

To address these challenges, this study proposes a collaborative governance model that integrates top-down

policy directives with bottom-up participation from local communities and tourism stakeholders. Strengthening inter-agency coordination, enhancing local institutional capacity, and establishing structured stakeholder collaboration mechanisms are essential steps to achieving more inclusive and sustainable tourism governance.

The implementation of the KSPN policy in the Seribu Islands during the 2022-2024 period has shown significant progress, particularly in infrastructure development, increased tourist visits (reaching 411,161 visitors in 2024, a 1.7% increase from 2023), enhanced community capacity, and expanded conservation programs. These achievements demonstrate the policy's potential to mobilize resources and create development momentum. However, implementation on the ground still faces structural challenges, including: (a) fragmentation of authority between central ministries and between provincial and district governments; (b) limited district administrative autonomy, which hinders local responsiveness; (c) unequal distribution of benefits, reflected in the high rate of persistent poverty (12.37%) amidst tourism growth; (d) unresolved spatial planning conflicts between tourism development, conservation protection, and fishing access; (e) coordination deficits across sectors and levels of government; and (f) regulatory inconsistencies, which create uncertainty and gaps in implementation.

Four interrelated factors have been found to determine the effectiveness of policy implementation. First, the complexity of policy content and diverse interests require underdeveloped alignment mechanisms. Second, the dynamics of multilevel governance and power asymmetries make implementation more negotiation and contestation than hierarchical direction. Third, patterns of resource adequacy, distribution, and utilization reflect and reinforce power asymmetries, which limit local communities' ability to capture tourism benefits. Fourth, institutional coordination capacity and regulatory coherence remain weak, hampering implementation consistency and effectiveness. The interaction of these four factors produces positive outcomes when they are aligned, but persistent problems arise when they are not.

Based on these findings, this study formulates a collaborative governance model specifically designed for the context of the archipelagic KSPN within an asymmetrical decentralization framework. This model consists of three main components. First, an integrated structure that connects policy inputs, implementation processes, outputs, and outcomes

through multilevel coordination, the function of a Destination Management Organization (DMO), and an adaptive feedback system. Second, the principles of sustainable tourism management, community empowerment, an integrated ecosystem approach, and distributive justice. Third, an institutional design that strengthens multi-level coordination, establishes multi-stakeholder DMOs, enhances district capacity, establishes structured community participation platforms, and develops integrated information systems. This model positions collaborative governance not as an add-on, but as an essential mechanism for aligning diverse interests, coordinating various actors, and achieving sustainable outcomes in complex archipelagic regions.

This study has several limitations, as it is based solely on qualitative data from a limited number of stakeholders in one tourism destination. Future research is expected to expand the scope of the analysis to other KSPN regions in Indonesia and employ mixed methods to provide broader empirical evidence on policy implementation tourist.

Based on the findings of the study, policy recommendations are addressed to stakeholders as follows.

For the Central Government, it is necessary to harmonize regulations across the tourism, conservation, marine spatial planning, and agriculture sectors to reduce policy fragmentation. In addition, there is a need to strengthen coordination between ministries, prepare guidelines for the implementation of KSPN in the context of district administration, allocate special funding for the archipelago area, and technical support for the development of a Destination Management Organization (DMO). For the Jakarta Provincial Government, it is recommended to establish a multilevel coordination forum, strengthen DMO institutions, increase district capacity through delegation of authority and technical support, develop a fair benefit distribution

mechanism, accelerate connectivity infrastructure development, and strengthen the environmental management system.

For the Seribu Islands Administrative Regency Government, it is necessary to increase participation in cross-level coordination, strengthen community involvement, improve data systems, develop tourism service capacity, and mediate conflicts between tourism, conservation, and fisheries interests. The TNKpS Center and conservation actors are expected to strengthen collaborative management, provide scientific support for sustainable planning, and encourage the development of conservation-based livelihoods. Business actors and investors need to implement sustainable practices, build inclusive partnerships with local MSMEs, and comply with spatial regulations and service standards. The community and Pokdarwis are expected to increase participation, service capacity, and community-based environmental management. Universities and research institutions play a role in supporting collaborative governance through research, integrated monitoring systems, knowledge dissemination, and local capacity building.

Acknowledgements

The authors express their sincere appreciation to the Government of the Thousand Islands Administrative Regency and the Jakarta Provincial Government for facilitating access to research data and fieldwork activities. The authors also thank all research informants, including government officials, tourism entrepreneurs, community representatives, and conservation stakeholders, for their valuable contributions to this study. This research received no external funding.

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