



Factors Hindering the Management of Pentadio Resort Tourist Attraction in Increasing Local Own-Source Revenue

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Abstract

Government-managed tourism destinations in developing countries frequently underperform relative to their economic potential, yet the institutional mechanisms underlying this underperformance remain insufficiently theorized. Drawing on collaborative governance theory, this study investigates the institutional barriers constraining the management of Pentadio Resort a government-administered geothermal tourism destination in Gorontalo Regency, Indonesia and examines how these barriers limit the destination's contribution to local own-source revenue. A qualitative descriptive design was employed, with data generated through in-depth interviews with eight purposively selected informants, supplemented by field observations and document analysis. Thematic analysis of the data reveals three structurally interrelated barriers: limited managerial capacity among Tourism Office personnel, characterized by insufficient educational qualifications and absence of sector-specific training; weak inter-agency coordination, manifested in fragmented task execution and inadequate accountability mechanisms; and underdeveloped stakeholder cooperation, reflected in the absence of formal collaborative frameworks between government units, private actors, and local communities. Critically, these barriers do not operate independently but form a mutually reinforcing governance deficit in which capacity limitations constrain coordination quality, which in turn suppresses the conditions necessary for productive stakeholder cooperation. These findings refine existing understandings of collaborative governance in government-managed tourism destinations and contribute an integrated governance deficit model that conceptualizes managerial capacity, coordination, and stakeholder cooperation as mutually reinforcing institutional constraints. The study recommends a holistic approach to governance reform that simultaneously addresses managerial capacity development, coordination infrastructure, and formal stakeholder collaboration frameworks as prerequisites for sustainable destination performance and local revenue optimization.

Keywords: Inter-Agency Coordination; Local Own-Source Revenue (PAD); Managerial Capacity; Stakeholder Collaboration; Tourism Management

Introduction

Tourism has emerged as one of the most consequential drivers of regional economic development in developing countries, generating employment, stimulating local business activities, and contributing to government revenue through local own-source income ([Khairina & Anggraeni, 2023](#)). In the Indonesian context, In the Indonesian context, where fiscal decentralization has substantially expanded the authority and responsibility of regional governments in promoting local economic development, tourism has emerged as a strategic policy instrument for enhancing regional competitiveness, generating local revenue, and stimulating place-based development ([Shone et al., 2016](#); [Vujanovic, 2017](#)). Nevertheless, the translation of tourism potential into sustainable revenue outcomes

depends not merely on the attractiveness of tourism resources, but on the quality of institutional arrangements that govern destination management ([Ansell & Gash, 2018](#); [Bramwell & Lane, 2011](#)).

The governance of tourism destinations in developing countries is widely recognized as an institutionally complex undertaking. Effective destination management requires the coordinated action of multiple actors including government agencies, private operators, and community stakeholders, operating within overlapping jurisdictional and organizational boundaries. When coordination mechanisms are weak, institutional responsibilities are fragmented, or managerial capacity is insufficient, destinations consistently fail to generate optimal economic returns, maintain service quality, or sustain facility infrastructure ([Dangi & Petrick, 2021](#)). These governance failures are not merely operational; they reflect deeper structural conditions in public sector organizations where hierarchical authority and limited inter-agency collaboration constrain adaptive management ([Reindrawati, 2023](#)). Despite extensive scholarship on tourist satisfaction, destination competitiveness, and sustainable tourism practices, comparatively limited empirical attention has been directed toward the institutional and managerial barriers that specifically constrain government-managed destinations, particularly in developing regions of Indonesia where public sector actors remain the primary agents of tourism development.

Three analytical dimensions are particularly salient in the destination governance literature: managerial capacity, coordination, and stakeholder cooperation. Managerial capacity refers to the organizational resources, human capital, and technical competencies available to destination managers for planning, implementing, and evaluating tourism activities. Coordination denotes the mechanisms through which multiple actors align their actions, responsibilities, and resource flows toward shared destination objectives. Stakeholder cooperation encompasses the quality of relationships and collaborative processes among government bodies, private operators, and communities in pursuit of mutually beneficial outcomes ([Ansell & Gash, 2018](#)). These three dimensions are theoretically interrelated: managerial capacity determines what coordination is possible, while the quality of stakeholder cooperation shapes the conditions under which coordination produces effective outcomes ([Dangi & Petrick, 2021](#)).

Indonesia's tourism sector holds considerable potential, grounded in the country's exceptional biodiversity, cultural diversity, and archipelagic geography. Within this national context, Gorontalo Province has emerged as a regional tourism destination with diverse assets spanning marine tourism, cultural and religious heritage, whale shark tourism, and geothermal attractions. Among the most prominent of these assets is Pentadio Resort in Gorontalo Regency, a government-managed destination centered on natural hot spring facilities with documented potential to contribute to local fiscal revenue. However, preliminary field observations indicate that Pentadio Resort has consistently underperformed against revenue targets, with deteriorating facilities, fragmented authority structures, and insufficient stakeholder collaboration constraining the destination's economic contribution. This pattern of underperformance in government-managed destinations is not unique to Gorontalo; it reflects broader institutional challenges documented across Indonesian tourism governance contexts ([Dangi & Petrick, 2021](#)).

Despite its salience, the institutional performance of government-managed tourism destinations at the regency level in Eastern Indonesia has received negligible scholarly scrutiny. Existing studies on Indonesian tourism governance have predominantly focused on heritage areas, village tourism, and large-scale national priority destinations, leaving local government-managed destinations in peripheral regions analytically underexplored. This study addresses this gap directly. Drawing on collaborative governance theory ([Ansell & Gash, 2018](#)) and the tourism destination management literature ([Dangi & Petrick, 2021](#)), this study investigates the institutional barriers constraining the management of Pentadio Resort, with specific focus on managerial capacity, inter-agency coordination, and stakeholder cooperation. In doing so, the study makes two contributions: first, it extends destination governance theory to a non-canonical organizational context a government-managed geothermal resort in a peripheral region, thereby testing the boundaries of frameworks developed predominantly in Western or heritage tourism settings; second, it generates empirically grounded recommendations for strengthening institutional arrangements in government-managed tourism destinations in Indonesia's outer islands, where governance failures represent a significant but undertheorized constraint on local economic development.

Methods

This study employs a qualitative descriptive design to investigate the institutional barriers constraining tourism destination management at Pentadio Resort, Gorontalo Regency. A qualitative approach was selected because the research objective requires an in-depth understanding of organizational processes, managerial perceptions, and inter-agency relational dynamics that cannot be adequately captured through quantitative measurement ([Creswell & Poth, 2016](#)). Descriptive qualitative inquiry is appropriate here because the study seeks to construct a rich, contextually grounded account of how specific organizational factors managerial capacity, coordination mechanisms, and stakeholder cooperation, operate as barriers to effective destination management and revenue generation, rather than to test pre-specified causal hypotheses.

Research Focus and Analytical Framework

The study is analytically centered on three sub-foci derived from the destination governance literature: (1) managerial capacity, referring to the human resource competencies, technical skills, and organizational resources available to destination management actors; (2) inter-agency coordination, referring to the mechanisms through which responsibilities, information, and resources are aligned across relevant government units; and (3) stakeholder cooperation, referring to the quality and consistency of collaborative relationships between tourism authorities, private operators, and local communities. These three dimensions collectively constitute the institutional architecture through which government-managed tourism destinations either realize or fail to realize their economic potential ([Ansell & Gash, 2018](#); [Dangi & Petrick, 2021](#)).

Research Setting

The research was conducted at Pentadio Resort, a government-managed hot spring tourism destination located in Gorontalo Regency, Gorontalo Province, Indonesia. The site was selected on the basis of theoretical purposiveness: it represents a publicly administered destination with documented underperformance relative to local revenue targets, thereby constituting an analytically productive case through which to examine institutional barriers in government-managed tourism under conditions of limited managerial capacity and fragmented governance ([Creswell & Poth, 2016](#)).

Data Sources and Participant Selection

Data were obtained from two complementary sources. Primary data were generated through semi-structured in-depth interviews with key informants selected through purposive sampling. Informants were chosen on the basis of their direct institutional roles in the management, oversight, or use of Pentadio Resort, ensuring that the data captured multiple positional perspectives on the governance of the destination. The informant composition is presented in Table 1.

Table 1. Research Informant Composition

Category of Informant	Number of Informants
Head of Regional Tourism Office	1
Head of Tourism Division	1
Administrative Staff	1
Field Officers	2
Visitors and Local Community Members	3
Total	8

This informant structure was designed to capture institutional perspectives from multiple organizational levels: strategic, operational, and frontline as well as from non-governmental actors whose experiences reflect the destination's service quality and stakeholder relations. Secondary data were obtained from institutional documents including regional regulations, official decisions, operational guidelines, and technical directives relevant to tourism management and local revenue generation at Pentadio Resort.

Data Collection Procedures

Data collection employed three complementary techniques: in-depth semi-structured interviews, direct observation, and document analysis. Interview protocols were structured around the three analytical sub-foci and were adapted iteratively as the fieldwork progressed. Observations were conducted at the destination site to capture physical conditions, operational practices, and visitor dynamics that may not emerge through interviews alone. Document analysis provided regulatory and administrative context for interpreting informants' accounts ([Creswell & Poth, 2016](#)).

Data Analysis

Data were analyzed using an inductive thematic analysis procedure. The analysis proceeded through four iterative stages: (1) verbatim transcription and data reduction, in which interview recordings were transcribed and coded for thematic relevance; (2) data display, in which emergent themes were organized according to the three analytical sub-foci; (3) cross-source comparison, in which themes derived from interviews were systematically verified against observational records and documentary evidence; and (4) interpretive synthesis, in which findings were interpreted in relation to the theoretical framework on destination governance and collaborative management.

Trustworthiness and Rigor

The rigor of the study was ensured through established qualitative research criteria encompassing credibility, transferability, dependability, and confirmability (Nowell et al., 2017; Stahl & King, 2020). Credibility was enhanced through methodological triangulation by integrating data from interviews, observations, and documentary sources. Transferability was supported through detailed descriptions of the research setting, participant selection, and institutional context, allowing readers to evaluate the applicability of the findings to similar governance environments. Dependability and confirmability were strengthened through systematic documentation of the research process, including interview protocols, coding procedures, analytical memos, and an audit trail that linked empirical evidence to thematic interpretations. Throughout the analysis, reflexive engagement with the data was maintained to ensure that interpretations remained grounded in participants' accounts and documentary evidence rather than researcher assumptions.

Results and Discussion

The findings of this study reveal that three institutional dimensions (managerial capacity, inter-agency coordination, and stakeholder cooperation) collectively function as significant barriers constraining the management of Pentadio Resort and limiting its contribution to local own-source revenue in Gorontalo Regency. Each dimension was found to be operating below the threshold required for effective destination governance. Rather than isolated dysfunctions, these three barriers are structurally interconnected: deficits in managerial capacity constrain the quality of coordination, while weak coordination undermines the foundations necessary for productive stakeholder cooperation. The following sub-sections present and interpret the findings for each dimension.

Managerial Capacity

Findings indicate that the managerial capacity of the Tourism Office (Dinas Pariwisata) personnel responsible for Pentadio Resort is substantially limited. The majority of field officers and administrative staff hold secondary school qualifications as their highest level of formal education and have not participated in any technical training relevant to tourism destination management. As a consequence, personnel demonstrated limited ability to develop service innovations, design visitor attraction programs, or

implement evidence-based management practices that could enhance visitor numbers and revenue generation.

This finding is consistent with the broader literature on tourism human resource development, which highlights inadequate competencies, limited access to specialized tourism training, and insufficient professional development opportunities as persistent barriers to effective destination management and tourism competitiveness ([Sihombing, 2021](#); [Yudistira, 2022](#)). In the Indonesian context specifically, Hall et al. (2023) documented that ineffective human resource development and management constitute one of the most critical governance deficiencies across Indonesia's tourism sector, constraining the translation of destination potential into sustainable economic outcomes. The conditions observed at Pentadio Resort closely mirror this national pattern, suggesting that the challenges faced are systemic rather than institution-specific.

From a theoretical perspective, these findings align with the organizational capacity framework, which holds that destination management effectiveness is a direct function of the human capital, technical competencies, and organizational resources available to managing actors ([Dangi & Petrick, 2021](#)). When personnel lack the knowledge and skills required to design, implement, and evaluate destination management strategies, organizations are structurally incapable of responding adaptively to competitive pressures or visitor demand shifts. The absence of training programs is particularly consequential in this regard: training represents the primary institutional mechanism through which public sector organizations can build managerial competencies in contexts where formal educational credentials are limited ([Reindrawati, 2023](#)). The failure to invest in systematic capacity development at Pentadio Resort therefore constitutes a governance deficit with direct implications for revenue performance.

Inter-Agency Coordination

Findings from field observations and interviews reveal significant deficiencies in both inter-agency and intra-organizational coordination at Pentadio Resort. Field officers and administrative personnel were found to operate largely in isolation from one another, without systematic mechanisms for task alignment, information sharing, or joint accountability. Responsibilities for infrastructure maintenance, visitor facility management, and revenue collection are consequently executed in fragmented and inconsistent ways, directly reducing operational effectiveness and limiting the destination's capacity to generate local own-source revenue.

This pattern of coordination failure is not isolated to Pentadio Resort but reflects a systemic governance challenge documented across Indonesia's tourism sector. Similar governance weaknesses have been observed across Indonesia's tourism sector, where deficiencies in interagency coordination, human resource development, and infrastructure management continue to constrain the effectiveness of tourism planning and destination performance ([Koerner et al., 2024](#)). The conditions observed at Pentadio Resort can therefore be understood as a localized manifestation of these wider institutional governance deficiencies, reproduced at the operational level of a peripheral government-managed destination.

The compounding effects of coordination failure are particularly consequential in tourism contexts, where the activities of multiple actors are inherently interdependent. Deferred maintenance accelerates infrastructure deterioration; uncoordinated visitor management reduces service quality; and fragmented revenue collection undermines PAD generation. When no actor takes collective ownership of these interdependencies, the system defaults to reactive and individualized behavior a dynamic that Emerson identify as a predictable outcome of governance regimes that lack the structural conditions necessary for principled engagement, shared motivation, and joint action ([Emerson et al., 2012](#)). Consistent with this framework, the absence of formal coordination protocols, shared performance indicators, and clear delineation of responsibilities at Pentadio Resort has created an environment in which coordination is both structurally difficult and motivationally unattractive for individual actors.

These findings also resonate with evidence from comparable Indonesian destination governance contexts. Research on tourism development across Indonesia's outer regions consistently documents that weak coordination between government units, private operators, and communities produces reactive and fragmented management systems that are unable to sustain destination quality or generate equitable economic returns. In such environments, even destinations with substantial inherent tourism potential as in the case of Pentadio Resort remain underperforming due to governance failures rather than resource deficiencies.

Analytically, these findings reinforce the proposition that effective collaborative governance depends not only on formal coordination arrangements but also on facilitative leadership capable of fostering alignment, trust, and collective action among interdependent actors ([Ansell & Gash, 2018](#)). The absence of such leadership at Pentadio Resort combined with unclear role boundaries between field officers, administrative staff, and supervisors has produced precisely the accountability vacuum that collaborative governance theory predicts will suppress coordinated behavior. Addressing these coordination deficiencies will therefore require structural interventions beyond procedural reform: a fundamental reconfiguration of accountability frameworks, leadership roles, and inter-unit communication systems within the Tourism Office is necessary to create the institutional conditions under which effective coordination becomes both possible and incentivized.

Stakeholder Cooperation

The third barrier identified concerns the quality of cooperative relationships among actors involved in the management of Pentadio Resort. Interviews and observations revealed that staff and field officers frequently perform tasks without involving or informing colleagues, and that facility deterioration is routinely tolerated without collective corrective action. More broadly, meaningful cooperation between the Tourism Office, local government units, private sector actors, and the surrounding community remains underdeveloped, limiting the destination's capacity to mobilize resources, improve service quality, and attract investment.

These conditions are consistent with the wider literature on stakeholder collaboration in Indonesian tourism destinations. Effective stakeholder cooperation requires the

alignment of stakeholder interests, continuous interaction among actors, and governance arrangements that enable stakeholders to mobilize their complementary resources and collaborative advantages toward shared destination objectives ([Roxas et al., 2020](#)). Where these enabling conditions are absent as observed at Pentadio Resort, stakeholder relationships tend toward passivity or disengagement, resulting in the kind of facility neglect and managerial inertia documented in this study ([Reindrawati, 2023](#)). The absence of formal cooperation frameworks, such as memoranda of understanding between relevant agencies or structured public-private partnership arrangements, further constrains the development of cooperative relationships by providing no institutional architecture within which collaborative commitments can be made and enforced.

From the perspective of collaborative governance theory, these findings illustrate how the absence of prior cooperative relationships, power asymmetries among actors, and insufficient facilitative leadership can suppress collaborative engagement and weaken collective action processes ([Ansell & Gash, 2018](#)). In the specific context of government-managed destinations, this suppression is particularly consequential because the public sector must serve simultaneously as the primary manager, the coordinator of cooperation, and the institutional guarantor of equitable benefit distribution, roles that are difficult to discharge effectively in the absence of inter-organizational trust and established cooperative norms ([Dangi & Petrick, 2021](#)).

Integrated Interpretation: Toward a Governance Deficit Model

Taken together, the three barriers identified in this study limited managerial capacity, weak coordination, and insufficient stakeholder cooperation do not operate independently but form a mutually reinforcing system of institutional constraints. Limited managerial capacity reduces the quality of coordination by producing actors who lack the competencies to design and implement effective collaborative mechanisms. Weak coordination in turn undermines stakeholder cooperation by creating operational environments characterized by mistrust, accountability gaps, and unequal burden-sharing. The cumulative effect is a governance deficit a condition in which the institutional architecture responsible for destination management is structurally incapable of generating the adaptive, collaborative responses needed to sustain destination performance and revenue generation ([Bramwell & Lane, 2011](#)).

This integrated interpretation extends existing frameworks by demonstrating that governance deficits in government-managed tourism destinations are not attributable to any single factor but emerge from the compounded interaction of capacity, coordination, and cooperation failures across organizational levels. This finding has direct implications for both theory and practice: interventions targeting only one dimension are unlikely to produce sustained improvements unless the structural interdependencies between all three dimensions are simultaneously addressed.

Theoretical Contributions

This study makes several contributions to the literature on tourism destination governance and public sector management. First, it extends the application of collaborative governance theory ([Ansell & Gash, 2008](#)) to the under-studied context of government-

managed tourism destinations in peripheral regions of Indonesia, demonstrating the empirical relevance of collaborative governance frameworks beyond the decentralized, multi-stakeholder settings in which they were originally developed. Second, the study contributes an integrated governance deficit model that conceptualizes managerial capacity, coordination, and stakeholder cooperation as interdependent rather than independent barriers a conceptualization that has practical implications for the sequencing and design of governance reform interventions. Third, the study contributes empirical evidence from a geothermal tourism destination, a destination type that has received limited scholarly attention despite its prevalence across Indonesia's volcanic geography.

Practical Implications

The findings carry specific implications for tourism management practice at the local government level. The Tourism Office should prioritize investment in targeted professional development for field officers and administrative staff, focusing on competencies directly relevant to destination operations, visitor experience management, and revenue optimization. Coordination mechanisms require structural reform, including the establishment of regular inter-unit coordination meetings, clarification of individual and collective accountabilities, and the development of standard operating procedures for infrastructure maintenance and visitor management. To strengthen stakeholder cooperation, the Tourism Office should pursue formal institutional arrangements including inter-agency memoranda of understanding and structured public-private dialogue forums that provide an organizational basis for sustained collaborative engagement rather than ad hoc interaction.

Limitations and Future Research

Several limitations should be acknowledged. The study was conducted at a single government-managed destination within one regency, which constrains the generalizability of findings to other institutional and geographical contexts. The purposive sampling design, while appropriate for the exploratory objectives of the study, produces a relatively small informant pool whose perspectives may not fully represent the range of actors involved in destination governance. Additionally, the study's cross-sectional design captures institutional conditions at one point in time and does not permit analysis of how governance arrangements evolve in response to external pressures or internal reform efforts.

Future research should extend this inquiry to comparative analyses of multiple government-managed destinations across Eastern Indonesia to assess whether the governance deficit model identified here represents a generalizable institutional pattern or a context-specific configuration. Longitudinal designs would allow researchers to track whether and how governance reforms affect destination performance outcomes over time. Additionally, quantitative approaches including survey-based measurement of coordination quality, capacity levels, and stakeholder cooperation intensity, would enable hypothesis testing of the structural relationships proposed in the integrated governance deficit model, potentially strengthening the framework's explanatory and predictive value.

Conclusion

This study demonstrates that the management performance of Pentadio Resort as a local government-owned tourism destination is constrained by three structurally interrelated institutional barriers: limited managerial capacity, weak inter-agency coordination, and insufficient stakeholder cooperation. These barriers collectively constitute a governance deficit that prevents the destination from generating optimal contributions to local own-source revenue. The findings reinforce the theoretical argument that effective destination governance requires not merely formal administrative structures but functional capacities the human competencies, coordination mechanisms, and cooperative relationships through which those structures are enacted. For local government managers and policymakers, the study underscores the importance of addressing governance capacity holistically, rather than through isolated operational interventions, if government-managed tourism destinations in developing regions are to realize their economic potential.

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