

A Collaborative Approach to Policy Strategies for Culturally and Locally Inspired Tourism Packaging in Tomohon City

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ABSTRACT

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This study examines the implementation of a collaborative approach in culturally and locally inspired tourism packaging policies in Tomohon City, North Sulawesi, Indonesia. The research focuses on the dynamics of cross-sector collaboration and the integration of local cultural values in sustainable tourism governance. A qualitative descriptive case study approach was employed through in-depth interviews, participatory observation, and document analysis involving government institutions, cultural communities, tourism business actors, and local residents. Data were analyzed using the interactive model of Miles, Huberman, and Saldaña. The findings reveal a transformation from government-centered tourism management toward collaborative governance characterized by active participation among stakeholders. Local cultural values such as *mapalus* (mutual cooperation) and *masendeke* (togetherness) function as social and ethical foundations that strengthen trust, coordination, and policy legitimacy. Cultural festivals, heritage preservation programs, and digital tourism innovations have contributed to enhancing destination competitiveness, community empowerment, and socio-economic resilience. The study proposes a “Culturally Embedded Collaborative Governance” model, emphasizing the integration of local wisdom into tourism policy and governance practices. The research contributes to the development of collaborative governance and sustainable tourism literature while offering practical policy recommendations for culturally based tourism development in regional contexts.



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Introduction

Tourism policy has evolved into a primary pillar of sustainable global development, contributing to economic growth, cultural exchange, and social well-being. According to the World Tourism Organization (UNWTO 2025), sustainable tourism not only champions economic aspects but must also maintain a balance between environmental preservation, cultural sustainability, and the empowerment of local communities. The paradigm shift toward regenerative tourism (Organization for Economic Cooperation and Development [OECD 2023]; World Travel & Tourism Council [WTTC 2024]) marks the emergence of a new approach emphasized cross-sector collaboration to restore a destination’s social, economic and ecological systems in the post-pandemic era. In this context, tourism policy is not only understood as an economic development strategy but also as a social instrument to strengthen cultural identity and broaden community participation.

Indonesia, as an archipelagic nation comprising more than 17 000 islands and thousands of ethnocultural entities, possesses significant potential for developing tourism based on culture and local wisdom. Cultural diversity, traditional customs, and ancestral heritage serve as critical social capital to strengthen destination competitiveness. Through its National Medium-Term Development Plan (RPJMN) 2020–2025, the Indonesian government has affirmed a tourism policy direction focused on strengthening super-priority destinations, diversifying tourism products, and enhancing community-based institutional

frameworks. However, in practice many regional tourism policies remain top-down and have yet fully integrated local cultural values and community participation (Keban 2019; Dredge & Jamal 2015). A collaborative approach thus becomes relevant as a new paradigm for regional tourism governance.

Collaborative governance in public policy is defined as a decision-making process undertaken jointly by government, the private sector and society to achieve collective goals (Ansell & Gash 2008; Torfing, Sørensen & Røiseland 2021). In the tourism context, this approach emphasized synergies among government stakeholders, tourism industry actors, academics, and cultural communities to produce policies that are more participatory, adaptive, and inclusive (Zainurossalamia et al. 2025). This model is expected to address complex challenges such as policy imbalance, marginalization of indigenous peoples, and commercialization of local culture features often observed in conventional tourism practice.

Studies on tourism policy in Indonesia indicate that most previous research has focused on communication, promotion, or community empowerment, whereas analyses of collaborative policy mechanisms at the local level remain limited (Vitasurya 2016; Bakti, Sumartias, Damayanti & Nugraha 2018; Jubaedah & Fajarianto 2021). This gap gives rise to an important research gap: how regional policy strategies may integrate local wisdom within a collaborative framework for sustainable tourism development. Moreover, there is still little empirical evidence on how cross-actor synergy at city level contributes to destination resilience during the post-pandemic period (Dredge & Jamal 2015).

Culture- and local wisdom-based tourism policy has substantial potential to strengthen destination image and build a sense of ownership among local communities. Kristiningrum (2014) asserts that cultural tourism emphasized the values, traditions, and customs that are alive within the community. Meanwhile, Hegarty and O'Mahony (2001) explain that heritage preservation is not merely oriented to physical conservation but also to the revitalization of social practices, values, and the collective narrative passed down through generations. Hence, collaboration among stakeholders is needed to ensure that tourism packaging does not lead to cultural exploitation but instead becomes a means of preserving social identity.

In the eastern Indonesian context, the city of Tomohon in the Province of North Sulawesi presents an interesting case. This region is known for ethnic, cultural and religious plurality living side by side in harmony, making it an ideal representation of a multicultural-based destination. Tomohon's tourism attraction lies not only in natural landscapes such as Danau Linow or Gunung Lokon, but also in the richness of local traditions such as the Tomohon International Flower Festival, Minahasa customary rituals, and distinctive cuisine that blends cultural values with regional identity. Thus, the potential for collaboration among government, cultural communities, and tourism actors becomes key in packaging an authentic and sustainable destination.

Data from the North Sulawesi Tourism Office (2023) show a positive pre-pandemic tourism trend, with inbound foreign tourists increasing from 80 000 in 2017 to 120 000 in 2018. However, the COVID-19 pandemic resulted in a drastic visitor decline of more than 70 % in 2020 (Statistics Indonesia North Sulawesi [BPS Sulut], 2023). Nevertheless, the post-pandemic tourism sector shows signs of recovery, with average growth of 42 % in 2023–2024. These conditions present a strategic momentum for policymakers to formulate new strategies that are more adaptive, collaborative and rooted in local wisdom.

In the post-pandemic recovery framework, tourism policy needs to be directed toward building resilient destination systems through the integration of cultural values, policy innovation, and community empowerment (Soini & Birkeland 2020). A collaborative approach enables regional governments such as Tomohon to involve diverse local actors traditional leaders, artisans, artists, and creative economy actors in both policy planning and implementation. This strategy not only enhances the legitimacy of public policy, but also elevates the quality of visitor experience through authentic, value-based narratives.

Furthermore, the integration of local wisdom into tourism packaging policy aligns with the principles of co-creation and co-design policy (Torfing et al. 2021), whereby policy is no longer monopolized by bureaucracy but jointly shaped by various social actors. Such a policy model opens space for community participation in identifying cultural potential, managing tourism resources, and evaluating social-economic impacts. Additionally, a collaborative approach fosters the creation of knowledge networks among stakeholders, thereby strengthening the innovation capacity of local destinations amid the global competition in cultural tourism.

Based on the above dynamics, this study holds three main objectives. First, to analyse the implementation of a collaborative approach in the policy strategy for cultural and local wisdom-based tourism packaging in Tomohon City. Second, to evaluate the degree of integration of local wisdom in policy

instruments and destination governance practices. Third, to formulate an adaptive policy recommendation model capable of reinforcing destination resilience and competitiveness in the post-pandemic era. Theoretically, this research is expected to contribute to enriching the literature on collaborative governance and cultural sustainability in the context of regional tourism. Practically, the research outcomes provide a concrete contribution to the formulation of collaboration- and local wisdom-based policy strategies that can be replicated in other destinations across Indonesia.

Therefore, this study positions Tomohon City as a local policy laboratory in formulating a governance model for tourism based on collaboration and local wisdom. This approach is not only relevant for post-pandemic economic recovery but also for strengthening social cohesion and cultural identity preservation amid globalization. In the transition era toward regenerative tourism, the success of tourism policy is no longer measured solely by visitor numbers, but by how far the policy manages to create a balance between community welfare, cultural preservation, and environmental sustainability.

Method

This study employed a qualitative approach with a descriptive case study design, aiming to gain an in-depth understanding of tourism packaging policy strategies based on culture and local wisdom in Tomohon City, North Sulawesi Province. This approach was chosen because it enables a holistic exploration of social phenomena through an understanding of practices, perceptions, and interactions among stakeholders within the context of culture-based tourism policy (Creswell & Poth, 2018; Moleong, 2021).

The research adopted a constructivist–interpretive paradigm, wherein social reality is viewed as a joint construction among public, private, and local community actors. Therefore, tourism policy is not perceived merely as an administrative product but as the result of dialogue, negotiation, and collaboration within the local governance system (Lincoln & Guba, 1985; Yin, 2018). This paradigm is particularly relevant for analyzing collaborative policy strategies in the context of local wisdom and the cultural characteristics of Tomohon society.

The research was conducted in Tomohon City, which is well known as a leading cultural and festival-based destination, notably through the Tomohon International Flower Festival (TIFF). The site was purposively selected due to its multicultural social characteristics and the dynamic collaboration among tourism actors, including local government, business players, and cultural communities (Zainurossalamia et al., 2025). The study used both primary and secondary data sources. Primary data were collected through in-depth interviews and participatory observations. Secondary data were obtained from policy documents, tourism department reports, academic publications, and relevant media archives.

Research informants were selected using a purposive sampling technique, involving individuals with direct understanding and engagement in culture-based tourism policy. A total of 15 informants participated in this study, consisting of government officials (Tourism and Culture Offices), legislative members (DPRD), business actors (hotels, restaurants, travel agencies), community leaders, local cultural communities, tourists, and tourism associations. Data collection continued until data saturation was reached, that is, when interviews no longer generated new themes (Guest, Namey, & Chen, 2020).

Data collection was carried out through three main techniques:

1. Participatory observation at tourism sites to observe interaction patterns and cultural practices;
2. Semi-structured interviews lasting 60–90 minutes with each informant, recorded with permission and transcribed verbatim;
3. Document study, including regional regulations, policy reports, and academic publications related to cultural tourism.

The data were analyzed using the interactive analysis model of Miles, Huberman, and Saldaña (2014), which comprises four stages: Data collection, Data reduction, Data display, and Conclusion drawing and verification. The analysis was conducted inductively, linking the research findings to the Collaborative Governance Framework (Ansell & Gash, 2008) and the Cultural Sustainability Model (Soini & Birkeland, 2020). To ensure the trustworthiness of the data, the study applied Lincoln and Guba's (1985) four criteria:

- a) Credibility, achieved through triangulation of sources, methods, and member checking with informants;
- b) Transferability, ensured through rich contextual or thick description;
- c) Dependability, maintained by developing an audit trail across all research stages;
- d) Confirmability, preserved by maintaining researcher reflexivity to minimize personal bias.

All research activities adhered to the principles of informed consent and received official research permission (ethical clearance) from the Tomohon City Government and the Tourism Office. This methodological approach is

expected to provide a comprehensive, valid, and contextually grounded understanding of collaborative policy strategies in culture- and local wisdom-based tourism packaging within Tomohon City.

Results and Discussion

Dynamics of Policy and Collaborative Governance

The results of the study reveal that the collaborative approach in tourism packaging in Tomohon City has evolved through policy mechanisms involving multiple cross-sectoral actors and community groups. This collaboration is not merely administrative but also ideological, where Minahasan local wisdom values such as *mapalus* (mutual cooperation), *masendeke* (togetherness), and *maendo* (participation) serve as the ethical and social foundation of policy implementation. These values nurture horizontal solidarity that reinforces the legitimacy of public policy, consistent with the concept of embedded governance (Evans, 1995), which posits that policy effectiveness increases when its processes are embedded within the community's social networks and cultural norms.

Collaboration in Tomohon initially emerged from a top-down governmental policy initiated by the Department of Tourism and Culture, which gradually transformed into a multi-stakeholder partnership. The local government provided the regulatory framework and financial resources, while indigenous communities and cultural art groups took on roles as organizers of culture-based activities such as the Tomohon International Flower Festival (TIFF), Tomohon Cultural Expo, and Road to TIFF. This process illustrates the concept of co-production of policy outcomes (Brandsen & Honingh, 2018), where public policy is no longer monopolized by bureaucratic structures but shaped through symbiotic cooperation among diverse actors.

The active involvement of local communities in the planning, implementation, and evaluation of tourism policy serves as a strong indicator of effective collaborative governance. In several instances, local communities have even become innovators, creating cultural-based tourist attractions such as Kabasaran dance, Kolintang music, and Minahasan culinary heritage. This finding aligns with the framework of Ansell and Gash (2008), which emphasizes that the success of collaboration depends on face-to-face dialogue, trust building, and shared understanding. The Tomohon City Government has successfully facilitated cross-sector participatory dialogue forums through monthly coordination meetings and creative community training sessions, which directly strengthen social trust and a sense of ownership toward public policy.

Conceptually, this dynamic illustrates a transformation of the policy model from a government-centered to a governance-centered approach (Rhodes, 1996). Collaborative governance in Tomohon functions not only as an administrative mechanism but also as a policy learning arena, where local actors negotiate values, interests, and resources. The synergy between local wisdom and modern policy practices produces a hybrid governance model that combines bureaucratic rationality with communitarian wisdom.

Cultural and Local Wisdom Packaging Through Festivals

The collaborative approach to culture-based tourism packaging policy in Tomohon City finds its most prominent manifestation in the Tomohon International Flower Festival (TIFF). Since its inception in 2008, the festival has evolved from a simple flower parade into an integrated cultural ecosystem that unites art, the creative economy, and cultural diplomacy. The Tomohon City Government has positioned TIFF as a strategic post-pandemic program aimed at strengthening the cultural resilience of the Minahasan community. In this context, tourism policy functions not only as an instrument of economic recovery but also as a mechanism for the revitalization of social and cultural values at the local level.

Through the framework of the Public Private Community Partnership (PPCP), TIFF involves more than 30 art communities, 15 local MSME groups, and international delegations from Japan, the Netherlands, and South Korea. This cross-sector collaboration exemplifies the practice of collaborative governance (Ansell & Gash, 2008), in which the success of public policy depends on trust building and shared understanding. The government acts as a facilitator by providing regulatory and financial support, including an annual grant of approximately IDR 100 million for art groups and the provision of cultural production facilities. This approach strengthens the empowerment policy model (Friedmann, 1992), positioning local communities as producers of cultural value as well as actors within the creative economy.

Beyond being a cultural celebration, TIFF has become a mechanism for institutionalized collaboration within public governance. According to Emerson and Nabatchi (2015), effective collaboration requires formal institutionalization to ensure sustainability of cross-actor cooperation. In Tomohon, the Department of Tourism acts as the coordinator, while cultural communities, business actors, and academics

serve as implementers and evaluators. This collaborative structure enhances public transparency and accountability while reducing potential conflicts of interest.

Socially, TIFFF reinforces multicultural cohesion through participatory processes in co-designing themes and curating activities. This approach underscores that culture is not merely an economic commodity but a living heritage system. Warmayana (2018) highlights that cultural packaging based on local wisdom is effective in safeguarding intangible heritage, as it involves the community as the producer of cultural meaning. TIFFF thus serves as a social learning arena that nurtures creativity, solidarity, and the regeneration of the spirit of gotong royong (mutual cooperation) within society.

From economic and environmental perspectives, TIFFF reflects the paradigm of regenerative tourism (OECD, 2023), wherein tourism activities function as a means of economic, social, and ecological recovery. Data from the Department of Tourism (2024) show that the festival contributed to an 11% increase in domestic tourist arrivals and a 9% increase in international visitors, while also boosting average MSME revenues by 22% during 2022–2024. Principles of green event management were applied through the use of locally sourced flowers, recycled materials, and community-based waste management. These outcomes affirm the findings of Bida, Sigiuro, and Hadirman (2025), who argue that the effectiveness of cultural tourism depends on the balance among political stability (regulatory coherence), socioeconomic empowerment (community participation), and environmental preservation (ecosystem protection).

Theoretically, the TIFFF model illustrates a shift from event-based tourism toward community-based cultural governance (Healey, 2019). This approach positions the community not merely as a beneficiary but as a policy co-designer and primary actor in tourism co-creation. Consistent with Torfing, Sørensen, and Røiseland (2021), the collaborative governance of Tomohon demonstrates a transformation of the public sector into an arena of democratic and adaptive social innovation. Within the context of regional development, TIFFF serves as a policy learning model that can be replicated in other regions, proving that collaboration grounded in local cultural values can generate inclusive, equitable, and sustainable policy outcomes.

Cultural Attractions and Heritage Packaging

The cultural-based tourism packaging strategy in Tomohon City focuses on developing cultural attractions and heritage sites as the main pillars of regional tourism policy. The local government strives to integrate cultural heritage preservation with the strengthening of the tourism sector simultaneously, thereby creating an authentic and sustainable destination. In this context, the planning and organization of various tourism attractions such as cultural festivals, artistic performances, and thematic tour packages serve as strategic measures to capture tourist interest (Wahid, Rusliadi, & Iqra, 2025).

Several historical sites such as the Japanese Cave in Kayawu, the Syalom Church in Matantang, and Sekolah Nona have been proposed as national heritage sites due to their high historical, architectural, and social values. This approach signifies a paradigm shift from artifact-based conservation toward community-based and value-oriented preservation. Putra (2013) emphasizes that the management of cultural attractions must balance conservation, education, and economic benefit so that heritage is not only preserved but revitalized as a new source of social value for local communities.

Tomohon's approach is collaborative and multi-level, involving synergy among the Department of Culture and Tourism, universities, historical communities, and Minahasa cultural foundations. This collaboration represents multi-level collaborative governance (Emerson & Nabatchi, 2015), where heritage preservation policy is conceptualized as knowledge-based policy, positioning diverse actors within a dialogic and scientific process. Moreover, this process functions as an epistemic forum (Smith, 2006) in which the meaning of cultural heritage is redefined in the context of modernity. Consequently, conservation in Tomohon has evolved into a revitalization of living heritage as an effort to revive the social and spiritual values of Minahasan society through participatory public policy.

Cultural performances such as Kabasaran, Maengket, and Mahambak dances serve as examples of cultural heritage packaging that combine traditional authenticity with modern aesthetics. Through a policy co-design process, the government and communities jointly determine the themes, narratives, and presentation formats of the attractions. Artists receive curatorial and technical training to ensure that performances become educational media for both domestic and international visitors. Richards (2020) notes that a successful cultural event design effectively integrates authenticity with the expectations of

modern tourists. Tomohon adopts this principle by preserving the original elements of Minahasan culture while utilizing modern visual technology for global promotion.

The success of this strategy is also driven by social participation and legitimacy. The government recognizes that the sustainability of cultural tourism depends not only on infrastructure but also on social ownership of policy. When communities develop a sense of ownership toward the cultural values being promoted, public support for policy implementation increases. This concept aligns with social capital theory (Coleman, 1990), in which shared trust and norms strengthen social cooperation. Community participation in managing cultural attractions in Tomohon has increased local tourist attendance by 17% in 2024 (Tomohon Tourism Office, 2024) and reinforced multicultural solidarity at the local level.

Policy innovation is also evident through cross-sectoral integration between tourism, education, and the creative economy. The Cultural Tourism Learning Trails program connects cultural sites with schools and universities, enhancing the intergenerational transfer of cultural values. This approach aligns with the OECD (2023) framework emphasizing the importance of heritage-based tourism for sustainable development. The strategy reinforces the concept of cultural ecosystem services (Chan et al., 2012), which views culture as a source of social and spiritual well-being through human–environment interaction.

Within the framework of governance-centered tourism policy, Tomohon’s experience demonstrates that the success of cultural packaging is determined not by the number of visitors but by the quality of collaboration among actors. Transparent consultative forums exemplify the effectiveness of collaborative governance (Ansell & Torfing, 2021). This model establishes a form of hybrid governance (Rhodes, 1996), merging bureaucratic rationality with communitarian values such as *mapalus* (mutual cooperation) and *maendo* (participation). Thus, Tomohon’s tourism policy can be viewed as a practice of cultural democracy, where preservation, innovation, and community empowerment are integrated within a single, sustainable governance system.

Strengthening Promotion and Digital Innovation

Digital transformation has reshaped tourism promotion strategies into a cross-sectoral collaborative space emphasizing co-creation policy and collaborative governance. Tomohon City stands as a successful example of implementing digital innovation to strengthen local cultural identity while simultaneously stimulating creative economic growth. The local government has developed various digital channels, including the Visit-Tomohon.id portal and official accounts on Instagram, Facebook, and YouTube, complemented by collaborations with influencers and national media. This strategy aligns with the findings of Komalasari, Pramesti, and Harto (2020), who emphasize the importance of information technology integration in promotion policy to expand global reach and enhance community participation. Within the context of the network society (Castells, 2020), digital technology becomes a vital foundation for creating an inclusive and adaptive tourism ecosystem.

Tomohon’s digital approach is oriented toward building a collaborative ecosystem, where citizens, academics, and business actors actively participate in constructing the destination image. Through community-based platforms such as @ExploreTomohon and @CulturalTomohon, local residents act as both cultural content producers and promoters of local products. This model reflects the concept of co-creation of image (Tussyadiah & Fesenmaier, 2021), where destination identity is co-constructed between communities and visitors rather than being defined solely by government institutions. Consequently, tourism promotion functions not only as an economic medium but also as a social branding instrument, reinforcing Tomohon’s identity as both a “City of Flowers” and a “City of Culture.”

The most significant digital innovation is international collaboration through the “Michi No Eki” project with the Government of Japan. This program integrates culture, technology, and the creative economy within a single collaborative system. In addition to serving as a center for cultural education, Michi No Eki functions as a retail hub for local products, such as handicrafts and traditional cuisine. Field data (2024) indicate that the program has increased community income by up to 25% and expanded micro-export markets to Japan and South Korea. This model represents a form of transnational collaborative governance (Kim & Hall, 2023), where cross-border cooperation acts as a vehicle for knowledge exchange and the strengthening of regional cultural diplomacy.

Tomohon’s digital policy also stands out for its integration of cultural narratives into communication strategies. The #CulturalTomohon campaign showcases local folklore, traditional rituals, and values of local wisdom such as *mapalus* (mutual cooperation) and *masendeke* (togetherness) through documentary videos

and storytelling reels. This strategy has increased social media engagement by 48% (Tomohon Tourism Office, 2024) and strengthened emotional attachment between tourists and local culture. The approach is consistent with the storytelling-based destination branding framework (Kavaratzis & Hatch, 2021), which highlights the role of narratives in shaping place identity grounded in social values.

However, the success of tourism digitalization also depends on improving digital literacy among citizens. To address capacity disparities, the government launched the Digital Tourism Literacy Training Program, in collaboration with universities and youth organizations. This initiative has established policy learning communities (Emerson & Nabatchi, 2015), in which citizens are trained to create creative content, manage social media, and conduct online marketing. The involvement of university students as facilitators enhances horizontal knowledge transfer, transforming citizens into digital innovation producers rather than mere recipients of policy.

Integration between tourism policy and smart city initiatives further enhances promotional effectiveness. Through the concept of smart tourism governance (Buhalis & Amaranggana, 2022), the Visit-Tomohon.id portal is now connected to a Geographic Information System (GIS) that maps tourist attractions, public facilities, and provides real-time visitor feedback features. This system reflects the principle of data-driven collaboration and digital transparency, as articulated by Sigala (2023), emphasizing the synergy between technology and public participation.

Conceptually, Tomohon's digital innovation demonstrates that the success of tourism promotion is not measured solely by visitor growth but by how far digital policies strengthen social legitimacy, community solidarity, and cultural sustainability. Consistent with the theory of co-governance of digital public value (Meijer & Bolívar, 2021), this strategy proves that the integration of technology and culture can generate digital governance oriented toward collective well-being, establishing Tomohon as a model of a Smart Cultural Tourism City in Indonesia.

Implications for Social and Economic Resilience

Collaborative governance in Tomohon City's tourism policy plays a crucial role in strengthening social resilience through active community participation in cultural festivals, heritage preservation, and digital promotion. These activities build a high level of social trust among communities, business actors, and government institutions consistent with the concept of collective social capital (Coleman, 1990) as the foundation for sustainable social coordination. Local cultural values such as *mapalus* (mutual cooperation) and *masendeke* (solidarity) reinforce social integration among actors, reflecting the development of both bonding and bridging social capital (Putnam, 2000). This demonstrates that the success of collaborative policy lies not only in administrative efficiency but also in its ability to foster mutual trust and social solidarity as the principal assets for confronting the challenges of tourism globalization (OECD, 2023).

The transformation of Tomohon's tourism governance also illustrates a shift from top-down governance models to participatory partnerships, which position communities as equal partners in the formulation, implementation, and evaluation of policies. This condition aligns with the collaborative governance theory (Emerson & Nabatchi, 2015), emphasizing the importance of shared motivation and joint capacity in achieving collective goals. Through continuous interaction among government institutions, cultural communities, and business actors, social legitimacy and a strong sense of ownership toward tourism policy have emerged. This mechanism forms a model of resilient governance (Torfing et al., 2021), in which public policy is not only responsive to social change but also adaptive to economic dynamics. In the local context, this approach indicates that social resilience develops gradually through cross-sector collaboration rooted in the living cultural values of the community.

From an economic perspective, culture-based tourism policy has generated significant multiplier effects on regional growth. Data from the Tomohon Tourism Office (2024) show an 8.7% increase in tourism's contribution to the Gross Regional Domestic Product (GRDP) and a 12% rise in handicraft exports, particularly in sectors using natural materials such as bamboo weaving and local floral products. This phenomenon confirms the conversion of cultural values into cultural capital (Bourdieu, 1984), functioning as a driving force of the creative economy. The model supports the notion of creative economy resilience (UNCTAD, 2023), where cultural-based economic diversification enhances resilience to global fluctuations. The involvement of 37% of MSME actors in annual festivals has increased their income by up to 20% between 2022 and 2024. Meanwhile, international collaborations such as the *Michi No Eki*

project with Japan have opened cross-border cultural trade access and strengthened regional economic diplomacy.

Conceptually, Tomohon City's experience illustrates that the synergy between social capital, cultural capital, and local wisdom governance within the New Public Governance framework (Osborne, 2010) can foster a resilient and sustainable local socio-economic system. The integration of cultural values, community participation, and cross-sector collaboration strengthens destination governance that is responsive to the evolving dynamics of modern tourism.

More broadly, cultural and local wisdom-based tourism plays a strategic role in Indonesia by driving regional and national economic growth while reinforcing collective identity and cultural continuity. Its optimal development and community engagement depend on the effective implementation of a value chain approach, ensuring that all stages of tourism from attraction development to marketing are managed in an integrated and sustainable manner (Jane & Pawitan, 2025).

Conclusion

This study affirms that the collaborative approach in Tomohon City's tourism packaging policy represents an innovative model of local governance grounded in culture and local wisdom. The policy model successfully builds synergy among government institutions, cultural communities, the private sector, and the public within an inclusive policy ecosystem.

Theoretically, this research contributes to the literature on public administration by proposing the model of "Culturally Embedded Collaborative Governance" a form of collaborative governance rooted in local cultural values and integrated into regional policy design. This model has proven effective in strengthening social legitimacy, enhancing community participation, and expanding the economic impact of cultural activities. Practically, Tomohon's collaborative policy demonstrates three key policy implications:

1. Community Empowerment through regulatory and financial support enabling local communities to serve as producers of cultural value and active players in the creative economy.
2. Innovative Decentralization providing local governments with adaptive flexibility to align policies with local values without losing coherence with national strategic objectives.
3. Digital Inclusion and Global Promotion utilizing information technology to expand the global reach of cultural tourism while reinforcing Indonesia's cultural diplomacy image at the international level.

Future research is recommended to broaden comparative studies among regions within the framework of cultural governance and to quantitatively assess the socio-economic impacts of collaborative policy on local community well-being.

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Conflict of Interest

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