



Evaluation of Public Service Performance of the Government at the Lingga Regency Tourism Office

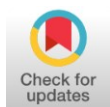
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Abstract:

The tourism sector in Lingga Regency holds significant potential as a catalyst for regional economic development, especially given its rich marine, cultural, and historical assets. However, this potential remains underutilized due to persistent issues in public service performance, particularly within the Tourism Office. The background of this research is the low effectiveness and efficiency of tourism-related public services, as evidenced by the drastic gap between strategic targets and actual outcomes most notably, the revitalization of tourist destinations, which only reached 7.03% of the planned 80% target in 2024. This study aims to evaluate the performance of public service delivery in Lingga's tourism sector using a three-dimensional model comprising input, output, and outcome dimensions. Employing a qualitative research approach, data were gathered through in-depth interviews with key officials, field observations at tourism sites, and analysis of strategic and accountability documents such as LAKIP and RPJMD. Data were analyzed using a structured coding system based on ten performance indicators, including service structure, responsiveness, stakeholder engagement, and policy alignment. The results show that although strategic plans and organizational frameworks exist, implementation is hindered by weak coordination, limited infrastructure, underdeveloped human resource capacity, and low community involvement. Promotional efforts and digital engagement are also insufficient to create a compelling tourism brand. The conclusion emphasizes the need for institutional reform through enhanced capacity building, performance-based budgeting, stakeholder collaboration, and the adoption of community-based tourism.

Keyword: Evaluation, Public Service, Performance



INTRODUCTION

Performance evaluation is a systematic process used to assess the extent to which objectives have been achieved, as well as the effectiveness, efficiency, and accountability of an organization in implementing public programs or policies (Ahearn & Parsell, 2024; Huang et al., 2014). In the context of government institutions, performance evaluation functions as a supervisory and control instrument that supports the realization of good governance. This process does not only focus on outputs but also considers outcomes and the long-term impacts of implemented programs (Ananda et al., 2024). Performance evaluation helps identify weaknesses in planning, implementation, and resource allocation, while also providing a foundation for policy improvement and

data-driven decision-making (Azzopardi & Nash, 2013; Lee, 1984). Thus, performance evaluation becomes a crucial component in creating public services that are transparent, participatory, and result-oriented especially in strategic sectors such as tourism, which has a direct contribution to regional economic development and community welfare.

This study focuses on a critical issue: the low effectiveness and efficiency in the delivery of public services by the Tourism Office of Lingga Regency. This problem is clearly reflected in performance data that reveals a significant gap between the targets formulated in strategic planning documents and the actual results observed in the field. Two key indicators under scrutiny in this context are the revitalization of tourist destinations and the growth of creative economy actors. The revitalization of tourist destinations is a program designed to enhance the competitiveness and quality of tourism sites. However, its realization in 2024 only reached 7.03% of the targeted 80%, indicating a serious failure in policy implementation. On the other hand, the indicator for the growth of creative economy actors who are also expected to play a major role in supporting the tourism sector faced similar obstacles, with achievement levels far below initial projections.

This failure not only reflects weaknesses in technical execution but also highlights structural issues in program management and stakeholder coordination. Within the framework of public performance evaluation, such conditions indicate inefficiencies in resource utilization and weak regional policy monitoring and evaluation systems. Many local governments in developing countries still face difficulties in implementing result-oriented and data-driven performance evaluation systems (Basinga et al., 2011; Liu et al., 2018).

The urgency of this research becomes more pronounced when considering the strategic role of the tourism sector in driving local economic growth and strengthening community resilience particularly in island regions such as Lingga Regency. As an area rich in marine, cultural, and historical tourism potential, Lingga should be able to position tourism as the main driver of regional development. The direct contribution of this sector can be seen in various aspects, from job creation and income generation to community empowerment through creative economic activities and involvement in destination management.

However, this potential has not been optimally utilized, as evidenced by the failure to achieve key performance indicators in public service delivery in the tourism sector. Inefficiencies in managing this sector not only hinder regional economic growth but also affect efforts to achieve the Sustainable Development Goals (SDGs), particularly in the areas of inclusive economic development and inequality reduction (Higgins-Desbiolles, 2018; Pickel-Chevalier et al., 2021). Therefore, it is crucial to conduct a comprehensive evaluation of the planning, implementation, and monitoring mechanisms of tourism programs in Lingga. The tourism sector in island regions has an urgent need to be managed in an adaptive, participatory, and sustainable manner to ensure long-term benefits for local communities and to serve as an effective development instrument amid limited resources and accessibility (Hsu et al., 2024; Su et al., 2016; Xue, 2018).

Previous studies on sustainable tourism governance and local community empowerment such as in Benan Island serve as theoretical and methodological comparisons (Mahadiansar & Aspariyana, 2020). The originality of this research lies in its

measurement of performance across three dimensions in small island regions, incorporating indicators of funding implementation, community involvement, and local revenue (PAD) impact (Adhityatama & Sulistyarto, 2018; De Silva & Sumarto, 2018; Snyman, 2014). The revitalization of tourist destinations has emerged as a major challenge, as reflected by the significant gap between targets and realizations following budget rationalization aligning with global trends emphasizing the importance of destination recovery (Ali et al., 2021; Amalia & Lubis, 2024; Perangin-Angin et al., 2025).

The sustainability of funding and budget management presents a critical challenge, consistent with findings in public performance evaluation regarding the link between budgetary support and service delivery. Community involvement as part of community-based tourism is regarded as a viable strategy to support destination sustainability and enhance local well-being, as demonstrated in various village tourism case studies (Gao & Wu, 2017; Pickel-Chevalier et al., 2021). Issues of governance and public accountability frame the evaluation within principles of good governance, transparency, and public participation. The contribution of this research is twofold: academic (a three-dimensional evaluation model and inclusive indicators) and practical (policy recommendations on budgeting, community engagement, and human resource capacity development) (Labolo & Indrayani, 2017; Poniatowicz et al., 2020; Riwukore et al., 2022).

This study draws lessons from a range of prior research emphasizing the importance of sustainable tourism governance and local community empowerment as the foundation for successful regional tourism development. Frequently cited examples include the Nglanggeran Tourism Village in Yogyakarta and Benan Island in Lingga, where active local community engagement has demonstrably increased economic value, preserved environmental sustainability, and strengthened cultural identity. These studies show that the success of tourism management is highly influenced by the extent to which local communities are given space to participate in decision-making and destination management processes (Klenosky, 2002; Mathew & Sreejesh, 2017; Pearce, 1982). This research positions such studies as theoretical and methodological references to compare with the current realities in Lingga Regency, which still faces significant challenges in integrating community empowerment into its tourism program planning and performance systems.

The uniqueness and originality of this study lie in its approach to measuring public service performance in the tourism sector through three main dimensions: input, output, and outcome. This approach provides a comprehensive overview of how resources are managed (input), how activities are implemented (output), and what impacts are generated for the community and the region (outcome). In small island regions such as Lingga where access, funding, and institutional capacity are limited this approach is particularly relevant. Performance assessment does not merely focus on budget utilization, but also measures the extent of community involvement and how the implemented programs contribute to Local Own-Source Revenue (PAD) and community welfare. This aligns with the regional development evaluation framework recommended by the World Bank, especially for areas with complex geographic and social characteristics.

The achievement of the target for tourism destination revitalization reached only 7.03% of the 80% target. This failure was primarily due to significant budget cuts

(rationalization), which led to the discontinuation of many programs. This phenomenon reflects a global trend, where the tourism sector is among the most vulnerable to fiscal fluctuations and shifting policy priorities. In the context of Lingga, funding instability and weak budget management are critical challenges that hinder the effectiveness of public programs. The absence of sustained financial support further exacerbates the situation and diminishes the likelihood of success for well-designed initiatives.

As a potential solution, active community involvement through community-based tourism (CBT) is seen as an approach that is not only effective in terms of economic empowerment but also efficient in ensuring the sustainability of tourism destinations (Lee, 2025; Phelan et al., 2020). CBT enables local communities to play a role in managing tourism assets, creating local products, and partnering with the government in preserving environmental and cultural heritage. Recent studies show that this approach strengthens social cohesion and enhances the sense of ownership among communities toward tourism destinations (Blanco-Moreno et al., 2024; Mathew & Sreejesh, 2017).

Within the framework of public policy evaluation, this underscores the importance of applying the principles of good governance, such as transparency, accountability, and public participation foundational elements for effective governance in the tourism sector. Therefore, this study contributes not only theoretically through the development of a three-dimensional evaluation model and inclusive indicators, but also practically through policy recommendations aimed at improving governance, enhancing community engagement, and strengthening human resource capacity in the tourism sector of Lingga Regency.

RESEARCH METHOD

This study employs a qualitative research approach to gain an in-depth understanding of the low effectiveness and efficiency of public service delivery in the tourism sector, specifically within the Tourism Office of Lingga Regency. The qualitative method was selected (Miles et al., 2014; Patton, 2002) as it allows for the exploration of meanings behind performance achievement data that fall short of targets, while also identifying structural and cultural factors affecting institutional performance. This approach enables the researcher to examine internal organizational dynamics, managerial practices, and stakeholder interactions in a contextual and interpretive manner.

Data collection was conducted through in-depth interviews with key officials at the Tourism Office, field observations at priority tourist destinations, and document analysis of planning and evaluation reports such as LAKIP, RPJMD, and program implementation records. A coding system called “Coding by Item” (Phillips & Lu, 2018) was used to analyze the data, incorporating ten key indicators such as service structure, stakeholder engagement, infrastructure support, and promotional effectiveness. This coding framework helps identify thematic patterns and interrelations between categories, allowing for a holistic analysis of public service performance in the tourism sector.

To ensure data validity, triangulation of sources and methods was applied by comparing interview results, field observations, and document reviews for consistency and accuracy (Decrop, 1999). Data were analyzed descriptively and interpretively to reveal insights into the implementation failures of tourism revitalization programs and the

underperformance in creative economy development. The study also adopted a three dimensional evaluation framework input, output, and outcome to assess the tangible impacts of tourism programs on community welfare and local revenue. The findings are expected to provide practical policy recommendations for improving governance and performance in regional tourism management.

RESULT AND DISCUSSION

1. Coding by Item: Public Service Performance Analysis

To systematically evaluate the quality and performance of public services at the Lingga Regency Tourism Office, a structured coding framework was developed. This table categorizes critical aspects of public service delivery into ten key coding items, each with clear descriptions, measurable indicators, and relevant data sources. The coding system is particularly useful for qualitative content analysis of interviews, documents (e.g., LAKIP), and field observations. It provides a basis for identifying patterns, strengths, and gaps in how public services are designed, delivered, and improved.

Table 1. Coding by Item

Code	Item Description	Indicator	Source
C1 – Service Structure	Organizational structure and division of public service roles	Clear division between units; cascading performance indicators implemented	Organizational Chart, Cascading Plan
C2 – Responsiveness	Speed and accuracy of service in responding to public/tourist needs	Response time, complaint handling, responsiveness on social media	Social Media Reports, Feedback
C3 – Accessibility	Ease of access to tourism-related services and information	Available communication channels; sufficient physical facilities	Promotion Data, Infrastructure Logs
C4 – Quality of Execution	Implementation of tourism programs according to plan	Achievement of tourist targets, timely execution of events	LAKIP 2024, Program Evaluation
C5 – Stakeholder Engagement	Involvement of community and local businesses in tourism development	Number of local partners; training and partnership activities	Creative Economy & Training Reports
C6 – Transparency & Accountability	Openness in planning, implementation, and reporting	Availability of regular reports, complete documentation	LAKIP, SAKIP, SIPD
C7 – Infrastructure Support	Quality and quantity of supporting facilities at tourist destinations	Progress in revitalization; visitor satisfaction	Physical Infrastructure Indicators
C8 – Promotion Effectiveness	Effectiveness of tourism promotion efforts	Number of promotional events; social media engagement; visitor growth	Promotion Data, Instagram @explorelingga

Code	Item Description	Indicator	Source
C9 – Capacity Building	Enhancement of staff and creative economy actors' competencies	Number of trainings held; participation rate; growth of creative economy actors	Training & Creative Economy Reports
C10 – Policy Alignment	Alignment of programs with RPJMD and Strategic Plans	Programs refer to RPJMD 2021–2026 and Renstra performance indicators	RPJMD & Strategic Documents

Source: Author, 2024

First, the structure and responsiveness of the Tourism Office (C1 and C2) are foundational to understanding service performance. A clearly defined organizational structure ensures that duties are well-distributed and aligned with strategic objectives through cascading indicators. Responsiveness, on the other hand, reflects how quickly and effectively the office addresses inquiries, complaints, and feedback especially through real-time platforms like social media. These two items help assess how institutionally prepared the office is to deliver timely, organized services.

Second, elements such as accessibility (C3), quality of program execution (C4), and stakeholder engagement (C5) provide insight into how inclusive and impactful the services are. Accessibility ensures that the public can reach and benefit from tourism services, while quality of execution speaks to whether plans are translated into tangible outcomes. Stakeholder engagement measures the extent of community involvement a crucial factor in sustainable tourism development, especially in a culturally rich region like Lingga.

Lastly, the table addresses broader institutional performance through items like transparency (C6), infrastructure support (C7), promotional effectiveness (C8), capacity building (C9), and policy alignment (C10). These dimensions highlight the degree to which the Tourism Office operates accountably, builds infrastructure, markets destinations, empowers personnel, and aligns with long-term regional plans (RPJMD and Renstra). Together, these coding items offer a comprehensive lens through which public service performance in the tourism sector can be critically analyzed and improved.

2. Quality of Public Services at the Lingga Regency Tourism Office

The quality of public services at the Lingga Regency Tourism Office reflects a complex interplay between administrative structure, resource availability, and the capacity to execute tourism programs effectively. Structurally, the Tourism Office is organized into several key units including Destination and Tourism Business, Promotion and Marketing, and supporting secretariats and functional groups. This setup is designed to streamline service delivery and ensure focus across strategic areas. However, the actual effectiveness of this structure depends heavily on coordination and clarity of roles, which, according to the report, still face challenges in consistency and implementation. The cascading performance indicators introduced in the LAKIP aim to create clearer links between strategic goals and operational actions, yet their impact on day-to-day service quality remains constrained by limited institutional capability.

The report identifies several critical service quality issues, including limited infrastructure, insufficient human resource competencies, and minimal community

engagement. These issues hamper not just the efficiency of internal processes, but also the accessibility and responsiveness of the services offered to the public particularly tourists, investors, and local businesses. For instance, many tourism destinations in Lingga still lack basic facilities such as clean rest areas, clear signage, and adequate transportation access. This undermines the Tourism Office's ability to provide a seamless and satisfying experience for visitors, which is a fundamental measure of service quality in the public tourism sector.

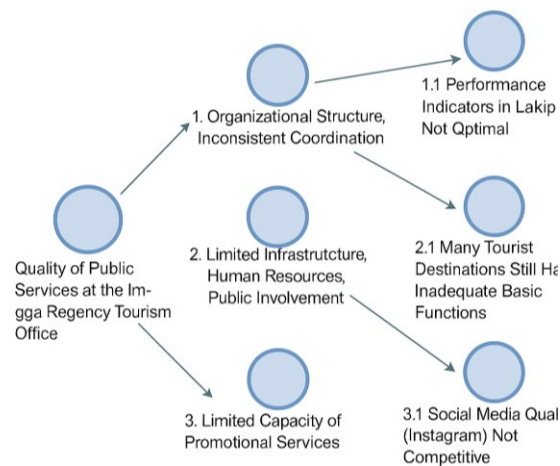


Figure 1. Factors Influencing the Quality of Public Services
Source: Author, 2024

Moreover, the quality of communication and promotional services remains suboptimal. The use of digital media such as Instagram (@explorelingga) has been initiated, yet the reach and content quality require significant improvement to compete with more established destinations. The report also mentions the lack of integrated promotional campaigns and branding, which makes it difficult to convey a unified and appealing image of Lingga's tourism offerings. These shortcomings in the public communication aspect of service delivery limit the effectiveness of the Tourism Office's efforts to engage stakeholders and promote regional attractions.

Finally, public service quality is also influenced by the monitoring and evaluation mechanisms in place. While the Tourism Office has adopted performance-based planning tools and participates in regular accountability assessments (e.g., via LAKIP and SAKIP), the documentation and feedback systems are still underdeveloped. The report notes that program outcomes often lack supporting evidence such as photographs, attendance lists, or detailed minutes, which are essential for validating service performance. This weakens the feedback loop necessary for continuous improvement in service delivery. As such, enhancing documentation practices, integrating digital tools for service tracking, and fostering a culture of service excellence are imperative steps to significantly elevate the quality of public services in the tourism sector of Lingga Regency.

3. Effectiveness of Tourism Program Implementation by the Local Government

The effectiveness of tourism program implementation by the Lingga Regency Government is shaped by how well planning, budgeting, and execution align with the region's tourism potential. Based on the LAKIP report, various programs have been initiated, such as destination revitalization, tourism events, and promotional campaigns.

These efforts demonstrate a commitment to stimulating local tourism. Notably, the target number of domestic tourists in 2024 was exceeded, reaching 29,711 visitors against a goal of 27,413 an indication of positive program outcomes. However, while this quantitative success is commendable, effectiveness also depends on qualitative aspects, such as the sustainability of tourist visits and the long-term impact on the local economy.

Program effectiveness is also evaluated through alignment with strategic goals and community involvement. While the Renstra (Strategic Plan) outlines ambitious targets to make tourism a key driver of economic growth, the report reveals gaps in stakeholder coordination and community participation. Many programs still rely on top-down approaches, with limited grassroots input or empowerment. For instance, the development of tourist villages (desa wisata) and creative economy actors remains below expectations due to insufficient support and training. This highlights a critical weakness: effective program implementation must not only focus on infrastructure and events but also invest in human capital and social engagement.

Table 2. Road Map Program Implementation by the Local Government

No.	Key Area	Inputs	Analysis Focus	Expected Outputs
1	Strategic Planning & Program Alignment	<ul style="list-style-type: none"> Strategic Plan (Renstra) Regional tourism potential data 	<ul style="list-style-type: none"> Alignment of programs with strategic objectives and regional potential 	<ul style="list-style-type: none"> Coherence between planning and implementation Prioritization of regional tourism strengths
2	Program Execution & Quantitative Results	<ul style="list-style-type: none"> LAKIP Report Tourist arrival data (target vs actual) 	<ul style="list-style-type: none"> Evaluation of tourism program success based on visitor numbers Identification of effective programs 	<ul style="list-style-type: none"> Insights into high performing initiatives Sustained tourism growth patterns
3	Community Participation & Empowerment	<ul style="list-style-type: none"> Village tourism (desa wisata) development data Creative economy actors 	<ul style="list-style-type: none"> Level of community involvement (top-down vs bottom-up) Evaluation of training/support programs 	<ul style="list-style-type: none"> Map of local stakeholders Capacity building and empowerment strategies
4	Budget Utilization & Efficiency	<ul style="list-style-type: none"> Tourism budget from APBD & DAK Planned vs realized outputs 	<ul style="list-style-type: none"> Budget absorption rate vs outcome Identification of implementation bottlenecks 	<ul style="list-style-type: none"> Recommendations for better fund allocation and execution Enhanced oversight mechanisms

No.	Key Area	Inputs	Analysis Focus	Expected Outputs
5	Outcome Quality & Long-term Impact	<ul style="list-style-type: none"> • Sustainability of tourist visits • Socio economic indicators 	<ul style="list-style-type: none"> • Economic and social impacts of tourism • Sustainability of programs beyond initial implementation 	<ul style="list-style-type: none"> • Long-term success indicators (jobs, income, branding) • Sustainable tourism development plan
6	Policy Recommendations & Future Strategy	<ul style="list-style-type: none"> • Evaluation findings 	<ul style="list-style-type: none"> • Need for cross-sector coordination • Data driven program design 	<ul style="list-style-type: none"> • Policy suggestions for improvement • Integrated and sustainable tourism ecosystem

Source: Author, 2024

Another key indicator of effectiveness lies in budget utilization and output delivery. The Tourism Office received over Rp 8 billion in 2024 from APBD and DAK allocations, with significant portions allocated to infrastructure and training. However, some training programs for creative economy and tourism personnel failed to reach their targets only 17.85% of the planned participants were trained. Similarly, revitalization efforts covered only 73.33% of targeted destinations. These shortfalls suggest that while funding exists, implementation often faces bottlenecks, including weak planning, lack of trained facilitators, or insufficient monitoring.

In conclusion, although Lingga's Tourism Office has succeeded in increasing tourist visits and organizing multiple promotional events, the effectiveness of its programs remains uneven. Strengths lie in clear strategic frameworks and improved visibility, but weaknesses persist in execution, coordination, and long-term community empowerment. For future improvement, a stronger focus on cross-sector collaboration, capacity building for local actors, and data-driven monitoring is needed to ensure tourism programs not only achieve numerical targets but also contribute to sustainable development and regional branding.

4. Challenges and Solutions in Improving Public Service Performance

Improving public service performance is a complex task that involves overcoming a variety of organizational, structural, and human resource challenges. In the context of regional government institutions such as the Dinas Pariwisata Kabupaten Lingga, issues like limited infrastructure, underdeveloped human capital, and lack of technological utilization often hinder optimal service delivery. These challenges are compounded by fragmented coordination among stakeholders and insufficient community engagement, which result in suboptimal promotion and management of tourism assets. Moreover, bureaucratic rigidity and the lack of responsive and adaptive institutional culture pose significant barriers to innovation and improvement.

To address these issues, strategic solutions have been implemented across various levels of the organization. Capacity building programs, including staff training and development of digital literacy, are introduced to enhance the competency of civil servants. Simultaneously, the institution promotes inter-agency collaboration and public-private partnerships to strengthen the tourism ecosystem. The application of

cascading strategies and business process mapping (Probis) allows for more transparent, accountable, and efficient workflows. Additionally, the introduction of performance-based budgeting and rigorous monitoring and evaluation systems has helped in aligning actions with measurable outcomes, thus improving public accountability and service responsiveness.

Ultimately, sustainable improvements in public service performance require a transformation not just in systems and structures, but also in mindset. The Lingga tourism office emphasizes community involvement through the development of tourism villages and the empowerment of local entrepreneurs. These initiatives not only boost economic growth but also foster a shared sense of ownership and responsibility. Going forward, consistent investment in institutional reform, technology integration, and inclusive policy-making will be vital in overcoming persistent challenges and achieving long term performance excellence in public service.

CONCLUSION

This study highlights the significant performance gaps in the public service delivery of the Tourism Office of Lingga Regency, particularly in implementing tourism development programs. Despite having a clear organizational structure and strategic planning documents, the actual execution falls short, with key performance indicators such as destination revitalization and the growth of creative economy actors far below targeted levels. The research findings indicate that structural inefficiencies, lack of coordination, and inadequate stakeholder engagement are central obstacles hindering effective tourism governance.

Moreover, the analysis reveals that while there are efforts to align programs with the RPJMD and implement performance-based planning, institutional capacity remains limited. Insufficient infrastructure, weak human resource competencies, and minimal use of digital tools significantly reduce the effectiveness of service delivery. The lack of community participation further limits the potential for sustainable development, as many initiatives remain top-down and disconnected from local realities. These shortcomings are especially critical in a geographically complex and resource-constrained region like Lingga, where tourism holds strong potential to drive economic and social progress.

To address these challenges, the study recommends enhancing local capacity through targeted training, strengthening multi-stakeholder collaboration, and promoting community-based tourism approaches. Furthermore, improved monitoring and evaluation systems supported by clear documentation and performance tracking are essential to ensure accountability and continuous learning. The proposed three-dimensional evaluation model (input, output, and outcome) serves as a practical tool for diagnosing service gaps and guiding policy improvements. By adopting a more inclusive, transparent, and adaptive governance framework, Lingga Regency can better harness its tourism assets to support sustainable regional development.

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