E-ISSN 2622 – 0253 DOI: 10.31334/transparansi.v9i1.5481

Museum Retribution and Hybrid Organization: A Sustainable Funding Model for Cultural Heritage Preservation in Jakarta

Selvi [1*], Milaty Fatwa Indah [2], Maryatul Kibtiah [3], Anita Maulina [4]

[1,2,3,4] Institut Ilmu Sosial dan Manajemen STIAMI, Jakarta, Indonesia
[1] selvi300990@gmail.com*; [2] milatyfatwaindah11@gmail.com; [3] maryatul008@gmail.com; [4] anita@stiami.ac.id;
*** corresponding author : selvi300990@gmail.com**

ARTICLE INFO

Article history:
Received : 25 December 2025
Revised : 20 Juni 2026
Accepted : 30 Juni 2026

Keywords:
Museum Retribution;
Hybrid Organization;
Sustainable Funding;
SSM;

ABSTRACT

Museum retribution plays an important role in supporting the preservation of cultural heritage in Jakarta; however, its contribution remains insufficient to finance museum operations, conservation activities, and educational programs. This study aims to analyze the existing museum funding system using Soft Systems Methodology (SSM) to identify institutional problems, stakeholder roles, and fiscal constraints, and to develop a sustainable hybrid organization-based management model. A qualitative approach was employed through interviews with museum managers, field observations, and document analysis. Data were analyzed using the seven stages of SSM, including rich picture development, CATWOE analysis, conceptual modelling, and comparison between the conceptual model and the existing system. The findings reveal that the primary challenge lies not in the lack of revenue potential but in the bureaucratic management system, which limits managerial autonomy and prevents museums from utilizing their own retribution revenue. The SSM analysis further demonstrates that a tourism-oriented regional-owned enterprise (BUMD) operating as a hybrid organization provides a feasible institutional alternative by diversifying funding sources, strengthening stakeholder collaboration, and improving financial sustainability while preserving the museum's public mission. These findings contribute to the development of a sustainable museum funding model and offer policy recommendations for strengthening cultural heritage governance in Jakarta.

INTRODUCTION

Museums are not merely places for storing historical artifacts; they serve as living witnesses to the cultural journey and identity of society. However, museum management in Jakarta has long faced significant challenges, particularly in terms of funding. Based on the researcher’s observations during visits to the National Museum and the Jakarta History Museum, it was evident that conservation facilities are limited, exhibition spaces are not optimally utilized, and several educational programs are frequently suspended due to funding constraints. Official data from the DKI Jakarta Department of Culture (2023) supports these findings, indicating that revenue from museum retribution covers only a small portion of annual operational needs. While low retribution tariffs are intended to maintain public accessibility, the consequence is that retribution becomes a symbolic rather than a substantive source of funding (Prasetyo, 2022; Suryani, 2021).

These limitations compel the government to adopt more creative approaches. International research shows that modern museums, particularly in developing countries, rarely survive solely on ticket sales or public retribution (Frey & Meier, 2006; Towse, 2010). Toepler (2019) emphasizes that philanthropy and community participation can serve as important funding sources, especially when local government budgets are constrained. In Jakarta, several museums have begun experimenting with crowdfunding initiatives or involving local communities; however, these practices remain sporadic and have yet to become systematic strategies (Yulianti, 2020).

In addition, the private sector offers considerable potential through corporate social responsibility (CSR) and public–private partnerships (PPP). Klamer (2016) highlights that private sector involvement can enhance the financial sustainability of museums, provided that transparency and accountability mechanisms are in place. A study by Setiadi (2022) indicates that PPP initiatives in Indonesian museums are typically limited to specific restoration projects and therefore have not yet become sustainable funding solutions.

On the other hand, the concept of hybrid organization presents an attractive opportunity. Battilana et al. (2017) argue that hybrid organizations are capable of balancing social and economic objectives, while Ebrahim et al. (2014) stress the importance of maintaining equilibrium between social missions and financial demands. In Indonesia, the application of this model in the cultural sector remains rare, although it has begun to emerge in several public and environmental sectors (Rachmawati, 2023).

In Jakarta, this concept could be implemented through the establishment of a tourism-oriented regional-owned enterprise (BUMD) with a mandate to manage heritage areas, including museums. Such a BUMD would function as a hybrid organization by combining commercial activities, such as ticket management, cultural events, merchandising, and tourism services, with public functions, including conservation, education, and cultural heritage preservation. Under this arrangement, the local government would continue to perform regulatory and supervisory functions, while the BUMD would be responsible for operational management and business development. This institutional arrangement is proposed as a conceptual alternative to improve the sustainability of museum funding while maintaining the museum's public mission..

Accordingly, this study aims to analyze the existing museum funding system using Soft Systems Methodology (SSM) in order to identify institutional problems, stakeholder roles, and fiscal constraints, and to develop a hybrid organization-based management model that supports sustainable funding for cultural heritage preservation in Jakarta

METHOD

This study employed **Soft Systems Methodology (SSM)** as the primary data analysis technique. The analysis was conducted iteratively through the seven stages proposed by Checkland (1981) and Checkland and Scholes (1990). First, qualitative data obtained from interviews, field observations, and policy documents were compiled and coded to identify recurring issues related to museum funding, retribution management, institutional constraints, and stakeholder involvement. Similar responses were grouped into common themes representing the main problems in the existing museum management system.

Second, the identified issues were synthesized into a **rich picture** to illustrate relationships among stakeholders, financial flows, institutional responsibilities, and existing conflicts. The rich picture served as a visual representation of the problematic situation. Third, the researcher formulated the **root definition** of the relevant system using the CATWOE framework (Customers, Actors, Transformation, Weltanschauung, Owner, and Environmental Constraints). This analysis clarified the perspectives of different stakeholders and defined the desired transformation from the current bureaucratic management model to a hybrid organizational model.

Fourth, a **conceptual model** was developed based on the root definition. The model describes the logical activities required to achieve a sustainable museum funding system through collaboration between the government, tourism BUMDs, private partners, and local communities. Finally, the conceptual model was compared with the existing management practices using interview findings and official documents. This comparison enabled the identification of feasible and desirable changes (Stages 6 and 7 of SSM), which formed the basis for the proposed hybrid organization model and its implementation recommendations. To enhance the credibility of the findings, data triangulation was conducted by comparing evidence from interviews, observations, and documentary sources.

The research location was the Jakarta Old Town area, encompassing the Fatahillah Museum, Wayang Museum, and Fine Art and Ceramic Museum. This area was selected for three reasons: (1) it is Jakarta's primary heritage area with the highest concentration of museums; (2) it holds high tourism economic value, yet museum retribution contributes minimally to local revenue; and (3) it has potential for integration with tourism-sector BUMDs owned by the DKI Jakarta Provincial Government, such as the Jakarta Experience Board (JXB), enabling the application of a hybrid organization model.

E-ISSN 2622 – 0253 DOI: 10.31334/transparansi.v9i1.5481

Interviews were conducted with the management unit of the Jakarta History Museum (Fatahillah Museum) as the main informant. The key informant was Ms. Istiqomah Armitawati, Head of the Service Unit of the Jakarta History Museum. Through these interviews, the researcher obtained information on actual museum management conditions, funding and retribution mechanisms, organizational roles and limitations, and challenges in cultural heritage preservation. This information was used to depict real conditions and to compare them with the conceptual model within the SSM framework.

RESULTS AND DISCUSSION

1. Problematic Situation of Museum Retribution Management in Jakarta

Based on data on revenue targets and realization of retribution income of the Jakarta Historical Museum Management Unit for Fiscal Year 2025, overall performance of museum retribution revenue shows positive results. Actual revenue exceeded the predetermined target, particularly from retribution for recreational and museum services as well as the utilization of museum assets for commercial activities such as film shooting and commercial photography. This achievement indicates that museums possess considerable economic potential, both as cultural tourism destinations and as public spaces that can be utilized for various activities.

However, field observations reveal that the majority of regional museums in Jakarta remain heavily dependent on the Regional Revenue and Expenditure Budget (APBD) for operational and conservation costs. Retribution collected from visitors remains symbolic and does not contribute significantly to overall funding. As a consequence, public education programs, collection maintenance, and facility modernization are often delayed.

Furthermore, the management of the Jakarta History Museum currently faces multiple constraints that affect service quality and operational sustainability. Based on observations and interviews with museum managers, the main challenges stem from limited funding, human resources, and managerial flexibility. The museum is almost entirely dependent on the APBD of the DKI Jakarta Provincial Government, which accounts for approximately 95–97 percent of its total funding. Although the museum generates around IDR 4 billion annually in retribution revenue and exceeds its revenue target, all income is directly transferred to the regional treasury and cannot be utilized by the museum itself. Meanwhile, operational costs particularly employee salaries exceed IDR 6 billion per year, rendering retribution insignificant in supporting museum financing.

Interview results also indicate that the existing bureaucratic system limits the museum’s flexibility in managing revenue and establishing partnerships with private actors. Museums are not permitted to receive sponsorships in the form of direct funding, and any utilization of museum assets must comply with regional retribution mechanisms. This condition causes museum managers to focus more on administrative compliance than on developing funding strategies or program innovation.

In addition, limitations in human resources constitute a major challenge. The number of available staff is not supported by sufficient technical museum professionals, such as curators, conservators, and educators. As a result, many employees are required to perform multiple roles simultaneously, limiting program development and innovation.

These financial and human resource constraints have a direct impact on the lack of innovation and promotion. Exhibition concepts are rarely updated, reducing the museum’s attractiveness—particularly for repeat visitors. Promotional activities are generally limited to temporary events or exhibitions and are not supported by an integrated and sustainable marketing strategy. Moreover, authority over ticket pricing lies outside the museum’s control, meaning that tariff increases may affect visitor numbers without being accompanied by improvements in service quality.

Overall, the interview findings indicate that reliance on the APBD and retribution, without support from a more flexible management model, constitutes the main structural constraint in the management of the Jakarta History Museum. Additionally, lengthy bureaucratic processes prevent museums from directly collaborating with private sector actors. Government attention tends to focus on administrative aspects rather than on strategies for economic sustainability.

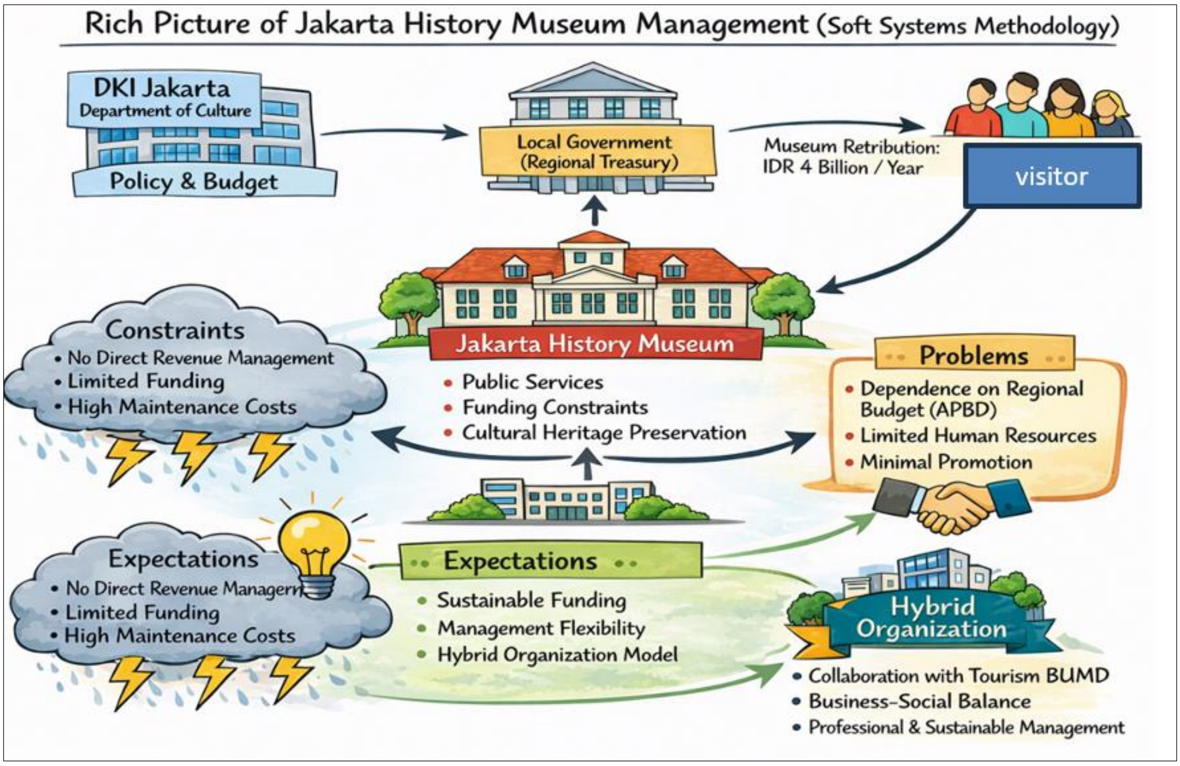
DOI: 10.31334/transparansi.v9i1.5481 E-ISSN 2622 - 0253

2. Rich Picture Analysis

Following observations and interviews aimed at understanding the management situation of the Jakarta History Museum and the challenges it faces, this study employed a rich picture within the Soft Systems Methodology (SSM) framework. The analysis indicates that the management of the Jakarta History Museum remains fully under the control of the DKI Jakarta Provincial Government through the Department of Culture. The museum functions as a technical implementation unit responsible for public services and cultural heritage preservation but possesses very limited authority. All museum funding originates from the APBD and entrance ticket retribution, which is directly deposited into the regional treasury, preventing the museum from utilizing the revenue it generates. Consequently, needs related to building and collection maintenance, service quality improvement, and promotional activities are often not optimally fulfilled.

The analysis also highlights limitations in human resources. A small number of staff members must handle multiple responsibilities simultaneously, ranging from visitor services to collection management and educational activities. This condition negatively affects management quality, particularly in terms of program innovation and promotion. On the other hand, visitors increasingly expect more engaging and high-quality tourism experiences, which the museum struggles to provide due to budgetary and managerial constraints.

In addition to illustrating existing problems, the analysis also points toward potential solutions. A more flexible and collaborative management model is required so that museums are not solely dependent on the APBD. Through cooperation with regional-owned enterprises (BUMDs), private sector actors, cultural communities, and educational institutions, museums can become integral components of the city’s tourism ecosystem. This approach is expected to improve service quality, expand promotional reach, and strengthen funding sustainability without compromising the museum’s primary role as a cultural preservation institution. Overall, the main issue identified is not the absence of revenue potential, but rather a management design that is excessively dependent on the APBD and rigid bureaucratic systems.



E-ISSN 2622 – 0253 DOI: 10.31334/transparansi.v9i1.5481

3. Root Definition of the Relevant System

Based on observations, review of official government sources, and interviews with managers of the Jakarta History Museum (Fatahillah Museum), museum management remains entirely under the authority of the DKI Jakarta Provincial Department of Culture. All aspects of management—including finance, programs, and human resources—are controlled bureaucratically by the regional government. The museum relies solely on APBD funding and entrance ticket retribution, which remains relatively small, while expenditures for employee salaries, heritage building maintenance, promotion, and visitor services continue to increase.

Although the museum generates approximately IDR 4 billion in annual retribution revenue, these funds cannot be directly utilized because they are fully transferred to the regional treasury. As a result, the museum remains highly dependent on the APBD and has limited room for innovation. Nevertheless, informants emphasized the importance of strict regulation to ensure that preservation values are not sacrificed for commercial gain.

The CATWOE analysis outlines the proposed new system as follows:

1. Visitors, local communities, and local economic actors surrounding the museum.
2. Department of Culture, Tourism BUMDs, cultural communities, and private sector partners.
3. A shift from a bureaucratic museum retribution system to a professional, sustainability-oriented hybrid management model based on a tourism BUMD.
4. Museums as centers of cultural economy, not merely as heritage institutions.
5. The DKI Jakarta Provincial Government as the majority shareholder of the BUMD.
6. Regional fiscal policies, retribution regulations, and cultural heritage preservation principles.
7. Conceptual System Model

Based on the CATWOE analysis, the transformation required is not merely increasing museum revenue but redesigning the institutional arrangement governing museum funding. The analysis indicates that sustainable museum financing requires separating regulatory functions from operational management while maintaining accountability for cultural heritage preservation. Accordingly, the conceptual model proposes a tourism-oriented regional-owned enterprise (BUMD) as a hybrid organization responsible for operational management, whereas the local government retains its regulatory and supervisory functions. The proposed conceptual system model introduces the role of a BUMD as a hybrid organization, in which:

a. The government continues to collect basic retribution from visitors as a fiscal function.

b. The tourism BUMD manages museums and surrounding areas through social business strategies, including:

    1. integrated tourism packages (museums, culinary experiences, heritage walks);
    2. management of souvenir shops and museum cafés;
    3. rental of spaces for cultural and educational events;
    4. partnerships with private actors for international events and exhibition digitalization.

c. A portion of the BUMD's profits is transferred to the local government as dividends, replacing traditional retribution-based local revenue contributions.

The conceptual management model presented in this section was developed directly from the findings of the Soft Systems Methodology (SSM) analysis. The problematic situation, rich picture, and CATWOE analysis consistently revealed institutional rigidity, limited managerial autonomy, and fragmented stakeholder collaboration as the main barriers to sustainable museum funding. Therefore, the proposed hybrid organization model represents the conceptual outcome of the SSM analysis and addresses the third objective of this study by providing an alternative institutional arrangement for sustainable museum management. This model reflects a paradigm shift from a "passive retribution system" to a "productive fiscal system."

DOI: 10.31334/transparansi.v9i1.5481 E-ISSN 2622 - 0253

5. Comparison Between the Actual System and the Hybrid Organization Model

Aspect	Actual Condition	Conceptual Model
Funding	Dependent on APBD and small retribution	Diversified through BUMD business units
Institutional structure	Department of Culture as operator	BUMD as professional manager
Program innovation	Limited by bureaucracy	Flexible, market- and culture-oriented
Contribution to local revenue	Insignificant	Greater through dividends and tourism taxes
Community participation	Low	Increased through community collaboration and CSR

The application of Soft Systems Methodology (SSM) successfully addressed the objectives of this study. First, the analysis identified the key stakeholders involved in museum funding and management, including the Provincial Government of DKI Jakarta, the Department of Culture, museum management, tourism BUMDs, private sector partners, local communities, and museum visitors. Each stakeholder performs distinct roles within the museum funding ecosystem and influences the sustainability of cultural heritage preservation.

Second, the SSM analysis revealed the primary institutional and fiscal conflicts affecting museum sustainability. Although museum retribution generates annual revenue, the funds are fully transferred to the regional treasury, preventing museums from directly utilizing the revenue for operational improvements, conservation activities, and educational programs. This bureaucratic arrangement limits managerial flexibility and reduces incentives for innovation.

Third, the conceptual model developed through the CATWOE analysis proposes a hybrid organizational arrangement in which the local government retains its regulatory and supervisory functions, while a tourism-oriented regional-owned enterprise (BUMD) assumes responsibility for operational management and business development. This institutional design enables diversified funding sources, stronger stakeholder collaboration, and improved financial sustainability without compromising the museum's public mission.

Overall, the SSM analysis demonstrates that the main issue is not the lack of revenue potential but the institutional design governing museum funding. Therefore, the proposed hybrid organization model provides a feasible institutional alternative for improving the effectiveness of museum retribution as a sustainable local fiscal instrument.

6. Feasibility and Desirability

Based on the comparison between the conceptual model and the existing museum management system, several changes are considered both feasible and desirable. Institutionally, the establishment of a tourism-oriented regional-owned enterprise (BUMD) is feasible because the DKI Jakarta Provincial Government already possesses tourism-related BUMDs that could potentially expand their mandate to include museum management. Economically, the model enables diversification of funding sources beyond museum retribution and the regional budget (APBD). Socially, the proposed arrangement maintains the government's responsibility for cultural heritage preservation while providing greater managerial flexibility for operational activities. Therefore, the hybrid organization model represents a realistic institutional alternative for improving the sustainability of museum funding in Jakarta

7. Implementative Actions: Balancing Efficiency and Public Value

Analysis through the seven stages of Soft Systems Methodology (SSM) indicates that the principal challenge in Jakarta's museum management is not the limited amount of retribution revenue but the institutional arrangement that separates revenue generation from operational management.

E-ISSN 2622 – 0253 DOI: 10.31334/transparansi.v9i1.5481

Consequently, the proposed actions focus on improving institutional effectiveness while maintaining the museum's public mission.

First, the role of the local government should be reoriented toward regulation, supervision, and cultural heritage preservation, while operational management is delegated to a tourism-oriented regional-owned enterprise (BUMD). Such an arrangement would enhance managerial flexibility without reducing public accountability.

Second, the tourism BUMD should manage museum operations through integrated tourism services, including cultural events, museum merchandising, educational programs, digital promotion, and strategic partnerships with private companies, universities, and cultural communities. This approach enables museums to diversify funding sources beyond the regional budget (APBD) and entrance ticket retribution.

Third, the museum retribution system should be modernized through digital ticketing and transparent financial management. Although retribution remains an important form of public participation in cultural preservation, a more productive funding mechanism is required so that museum-generated revenue can contribute more directly to operational improvements while remaining consistent with regional fiscal regulations.

Finally, strengthening institutional capacity through staff development and collaboration with relevant stakeholders is essential for supporting innovation, improving service quality, and ensuring the long-term sustainability of museum management. Collectively, these actions translate the findings of the SSM analysis into practical institutional recommendations for developing a more adaptive and financially sustainable museum governance model.

CONCLUSION

This study aimed to analyze the existing museum funding system in Jakarta using Soft Systems Methodology (SSM) to identify institutional constraints, stakeholder roles, and fiscal challenges affecting the sustainability of museum financing. The findings indicate that the main obstacle is not the limited revenue generated from museum retribution but the existing institutional arrangement, which restricts museums from utilizing their own revenue and limits managerial flexibility in supporting conservation, education, and service improvement.

Through the SSM analysis, this study identified the need for an alternative institutional arrangement that better aligns funding mechanisms with operational responsibilities. The proposed hybrid organization-based management model, involving a tourism-oriented regional-owned enterprise (BUMD), emerged as a conceptual solution derived from the SSM analysis rather than as a predetermined management approach. This model is intended to strengthen stakeholder collaboration, diversify funding sources, and improve the long-term sustainability of museum financing while preserving the government's regulatory role and the museum's public mission.

These findings contribute to the development of a sustainable museum funding framework for Jakarta and demonstrate how SSM can support the design of institutional alternatives for improving museum governance and cultural heritage preservation. From a theoretical perspective, this study demonstrates the applicability of Soft Systems Methodology for designing institutional innovations in museum funding. Practically, it offers policy recommendations for local governments seeking to improve the financial sustainability of public museums through hybrid organizational arrangements.

REFERENCES

Ackoff, R. L. (1971). Towards a system of systems concepts. Management Science, 17(11), 661–671. https://doi.org/10.1287/mnsc.17.11.661

Checkland, P. (1981). Systems thinking, systems practice. John Wiley & Sons.

Checkland, P., & Scholes, J. (1990). Soft systems methodology in action. John Wiley & Sons.

Checkland, P., & Poulter, J. (2006). Learning for action: A short definitive account of soft systems methodology and its use for practitioners, teachers and students. John Wiley & Sons.

Dinas Kebudayaan Provinsi DKI Jakarta. (2022). Laporan kinerja museum di wilayah DKI Jakarta tahun 2022. Pemerintah Provinsi DKI Jakarta.

Flick, U. (2018). An introduction to qualitative research (6th ed.). Sage Publications.

Gibson, C., & Kong, L. (2005). Cultural economy: A critical review. Progress in Human Geography, 29(5), 541–561. https://doi.org/10.1191/0309132505ph567oa

Hood, C. (1991). A public management for all seasons? Public Administration, 69(1), 3–19. https://doi.org/10.1111/j.1467-9299.1991.tb00779.x

Miles, M. B., Huberman, A. M., & Saldaña, J. (2018). Qualitative data analysis: A methods sourcebook (4th ed.). Sage Publications.

Peraturan Daerah Provinsi DKI Jakarta Nomor 3 Tahun 2021 tentang Retribusi Daerah.

Peraturan Daerah Provinsi DKI Jakarta Nomor 10 Tahun 2023 tentang Pembentukan BUMD Jakarta Experience Board.

Sugiyono. (2019). Metode penelitian kualitatif, kuantitatif, dan R&D. Alfabeta.

UNESCO. (2015). Recommendation concerning the protection and promotion of museums and collections, their diversity and their role in society. UNESCO.

Yuliana, I., & Prasetyo, A. (2021). Kolaborasi pemerintah dan BUMD dalam pengelolaan pariwisata berkelanjutan di Jakarta. Jurnal Administrasi Publik Indonesia, 7(2), 115–128. https://doi.org/10.25077/japi.7.2.115-128.2021