



Tourism Governance in the Development of Blue Economy-Oriented Marine Tourism in Makassar City

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Abstract

Marine tourism is one of the issues in the Indonesia Blue Economy index, where the development of marine tourism in Indonesia is a relatively new issue. This study aims to analyze Tourism Governance in the Development of Marine Tourism Oriented to the Blue Economy in Makassar City. The research method uses a qualitative approach. The research location was carried out in Makassar City. Research informants include actors involved in the development of marine tourism. Data collection includes observation, in-depth interviews and document searches. Data sources consist of primary and secondary data. Data analysis uses interactive analysis. The results of the study indicate that trust in tourism governance in the development of marine tourism oriented towards the blue economy on the economic pillar and the environmental pillar has been running effectively in Makassar City. Social capital shows that stakeholders including the government, business actors and tourism awareness groups have collaborated or cooperated in improving the quality and quantity of marine tourism and the preservation of coral reefs and mangroves. The power relationship shows that the government as the leading sector and regulator has not yet issued regional regulations oriented towards the blue economy. The novelty of this study is the Blue Tourism Governance model in the development of marine tourism. This model is a combination of the concepts of blue economy and tourism governance in encouraging the success of marine tourism development in Makassar City.

Keywords: Tourism Governance, Blue Economy, Marine Tourism



Introduction

One of the tourism that has great potential to be developed is marine tourism, because Indonesia has a very promising marine tourism potential, especially in coastal areas. Marine tourism is a natural tourism activity that takes place in coastal and/or marine areas which includes beach tourism, seascape tourism, and underwater tourism.

Coastal areas as transitional areas connecting terrestrial and marine ecosystems are located between the equivalent boundaries and towards land as far as the highest tide and towards the sea as far as 12 nautical miles from the lowest ebb line are very vulnerable to damage and changes caused by various human activities on land and at sea. Coastal areas as one of the wealth of natural resources that are very important for the people and national development must be managed in an integrated, sustainable and optimal manner.

Coastal areas are certain coastal areas designated and/or determined by the government based on certain criteria such as physical, biological, social and economic characteristics to maintain their existence while marine areas are alternative types of tourism related to the sea, both above sea level and activities carried out below sea level. Marine area development plans must be linked to various fundamental interests, namely: empowering coastal communities. Coastal communities are communities that have a lot of knowledge about the objective conditions of their area, therefore in developing marine tourism areas, an approach to the local community should always be started as a model of a participatory planning approach that places coastal communities to allow them to share, improve and analyze their knowledge about the sea and coastal life, make plans and act.

Community-centered development emphasizes empowerment, which views community potential as the main resource in development and views togetherness as the goal to be achieved in the development process. Coastal communities include customary law communities that live traditionally in coastal areas and outside coastal areas.

Therefore, in the context of managing marine tourism areas, the basic principles that must be developed are: a) The principle of co-ownership, namely that marine tourism areas are shared property, therefore there are community rights in them that must be recognized but also protection that must be carried out together; b) The principle of co-operation/co-management, namely that shared ownership requires coastal management to be carried out together by all components of society (stakeholders) consisting of the government, community and non-governmental organizations (NGOs) who must work together; c) The principle of co-responsibility, namely that the existence of marine tourism areas is a shared responsibility because the management of marine tourism areas is a shared goal.

The three principles are implemented in an integrated manner, so that the function of coastal sustainability is achieved by actively involving the role of the coastal community. Therefore, in order for the community to be able to participate, it is necessary to have economic, social and educational empowerment, for this reason the role of the government and various stakeholders is needed in empowering coastal communities to improve their welfare, considering the government's inability to solve public problems alone.

Therefore, the governance perspective is present in encouraging the success of governance based on the involvement of actors such as the private sector and the community together with the government in building sustainable tourism. Sustainable tourism is a continuous process and requires continuous monitoring of the impact of its development, both in the scope of prevention and improvement in a particular tourist area (WTO, 2004). Sustainable tourism does not only mean the planning process, but the resulting tourism product must be able to provide



a high level of satisfaction and meaningful experiences for tourists.

Sustainable tourism includes how tourism has limited negative impacts on the environment, local culture, and efforts to increase employment for local residents and contribute to national development (Musavengane, 2018; Siakwah, 2018). Where this is in line with the concept of the blue economy which emphasizes development that considers environmental aspects, this concept tends to be more effective when carried out with a tourism governance approach. Currently we are faced with a world economic condition that tends to exploit the environment beyond the capacity or carrying capacity of nature. On this basis, the concept of the Blue Economy began to be developed to answer this challenge.

The Blue Economy focuses on Sustainable Development, where the economy grows, people prosper, and pay attention to the preservation of nature and air (Bastaman, 2019). The concept of the blue economy optimizes water resources which aim to increase economic growth through various innovative and creative activities while ensuring business sustainability and environmental sustainability. The development of the blue economy in Indonesia plays a role in supporting Indonesia in achieving the Sustainable Development Goals (SDGs).

The inclusion of a special goal for oceans (SDG 14) emphasizes the importance of oceans in global policies. For island nations, oceans underpin their entire sustainable development agenda, with linkages between SDG 14 and other goals addressing poverty (SDG 1), food security (SDG 2), quality education (SDG 4), affordable and clean energy (SDG 7), decent work and sustainable economic growth (SDG 8), industry, innovation and infrastructure (SDG 9), reducing inequalities (SDG 10), responsible consumption and production (SDG 12), and adaptation to the impacts of climate change (SDG 13).

The achievement of targets across the SDGs can be directly and substantially accelerated by moving towards a blue economy approach. There are strong interdependencies between the SDGs due to the complex interactions between social, economic and ecological components, including across scales, and this requires developing an understanding of the interactions and interdependencies between different policy areas at the national level. The Blue Economy Roadmap (2023) and Indonesia Blue Economy Index (2024) data released by Bappenas explains that the Blue Economy indicators focus on three pillars, namely environmental, economic and social pillars. Where the environmental pillar includes the quality of marine resources and conservation and renewable energy.

The economic pillar includes capture fisheries and aquaculture, marine-based industry, trade, transportation and logistics and marine-based tourism. The social pillar includes welfare, health and R&D and Education. In the context of marine tourism development as stated in the Blue Economy Index, marine tourism issues are placed only on the environmental pillar (sub-pillar of marine resource quality and conservation) and the economy (sub-pillar of marine-based tourism). Meanwhile, the social pillar (sub-pillar of welfare, health and R&D and Education is not oriented towards marine tourism but focuses on fisheries and marine and coastal communities.

The development of the current governance perspective has targeted various sectors in governance, one of which is tourism. Where in this sector the tourism governance approach is developing. The tourism governance approach is a comprehensive approach in encouraging the success of tourism governance that involves various actors working together and building trust, exchanging resources and interacting together (Siakwah, 2020). The tourism sector in Makassar City is one of the sectors that contributes significantly to the Original Regional Income of Makassar City. Where in 2023 the tourism sector is targeted to contribute 390 billion or 26 percent of the Makassar City PAD target of 1.5 trillion. Furthermore, this sector is able to exceed the PAD target set with the amount of PAD realization reaching 400 billion.



In the process, the Makassar City government has prepared regulations or guidelines for the development of Makassar City tourism (RIPPDA) which includes the development of sustainable marine tourism. In addition, providing education and socialization to the community about sustainable marine tourism. Viewed from the perspective of the actors involved, so far the development of marine tourism in Makassar City has involved various stakeholders. First, the government, namely stakeholders, the Central Government, Provincial Government, Regency/City Regions, Tourism Office, Sub-districts, and Village Governments along with the community as the spearhead.

Second, Business/Industry (Tourism Business Association, Professional Association and owners and managers of the tourism industry), all interested parties work together to develop business through tourism. Third, Community, third parties/private parties who have the goal of building Indonesian tourism or Community Groups (Tourism Awareness Groups, LPM and BKM) and community organizations that care about tourism.

Fourth, academics, as tourism development consultants. Coming from universities, they are considered to know the theory and ideal concept of tourism development. And as one form of dedication of a university academic, it is beneficial for the surrounding community. Fifth, media, tourism development must be published as news and distributed via online or offline media. News about tourism development will very quickly have a positive impact on the community if they collaborate and cooperate with the mass media as a publication of tourism activities.

In various previous studies, it has been shown that so far the tourism governance approach has been very rarely carried out in the development of marine tourism oriented towards the blue economy, especially in the economic pillar and the environmental pillar where these two pillars, as referred to in the Indonesia Blue Economy Index, the tourism sector is related to the two pillars. Furthermore, previous studies often only analyze the phenomenon of tourism policy implementation or with an empowerment approach in improving tourism performance. In fact, tourism development, especially marine tourism, requires a comprehensive approach that is oriented towards the blue economy in the development of marine tourism through a tourism governance approach.

Siakwah et. al (2020) explained that the concept of tourism governance is a type of governance that focuses on the tourism sector. In sustainable tourism governance, stakeholders' ability is needed to manage resources and build trust with each other by emphasizing the principles of justice and inclusion in its implementation. Siakwah et. al (2020) further revealed that tourism governance has several important elements or attributes in its implementation, including trust, social capital and power relations. Trust fosters good governance and sustainability by facilitating cooperation among actors (Kugler & Zak, 2017).

It creates goodwill, strengthens relationships, increases stakeholder satisfaction, commitment, and legitimacy (De Clercq & Belausteguigoitia, 2017; Mpinganjira, et. al, 2017; Nunkoo & Smith, 2015). Social capital is the relationship through which groups or individuals identify, communicate, network, dialogue, resolve conflicts, and realize collective/individual potential as agents of change in sustainable tourism governance (Baksh et. al, 2013; Leonard, 2018; Nunkoo, 2017). Musavengane and Simatele (2017) analyze social capital as a collection of dimensions of trust, solidarity, social cohesion, collective action, and cooperation.

As a concept, social capital is centered on social networks, shared norms and values that facilitate cooperation within and between groups and individuals (Baksh et al., 2013). Blewit (2008, p. 78) defines social capital as a relationship through which groups and individuals



identify, network, build trust, and dialogue to realize collective and individual potential as agents of change.

Social capital, trust, and power are inherent in social relationships, useful in reducing conflict and facilitating collaboration in tourism governance (Nunkoo, 2017). Power is a relational and social construct. Based on this, power in governance is “a medium in social relations for structuring the field of action” (Göhler, 2009, p. 36).

In tourism governance, power is sometimes seen as omnipresent, guiding interactions between actors, influencing or attempting to influence policy formulation and implementation (Nunkoo, 2017). These power relations determine how decisions regarding tourism and its benefits are made among various industry actors. However, power and trust are important in tourism development that must be studied together in social relations and institutions (Nunkoo & Ramkissoon, 2012).

Research Methodology

The qualitative approach was chosen by the researcher with the aim of explaining descriptively and analyzing the phenomenon being studied in order to achieve the objectivity of data so that a phenomenon can be understood. The selection of this approach aims to understand the phenomenon of tourism governance in the development of sustainable marine tourism in Makassar City which is oriented towards the blue economy through economic and environmental pillars. The application of economic and environmental pillars in the blue economy refers to the Indonesian Blue Economy Index where the sectors related to tourism are only in the two pillars. The number of informants identified and determined was 7 people who were selected purposively (intentionally) by considering that the selected informants were able to present information regarding the reality of the sustainable marine tourism development process in Makassar City. The data collection process includes primary and secondary data, where researchers use the following data collection methods: Observations were made on marine tourism development activities oriented towards the blue economy in Makassar City. In this research, the researcher conducted in-depth interviews with all informants, namely 7 informants. The documentation obtained in this study includes budget data, tourist visit data, other supporting documents for the Tourism Development Master Plan, the Indonesia Blue Economy Index plan document, photo documentation of marine tourism objects and various other supporting documents.

Analysis and Result

Trust

Trust is a fundamental element in the relationship between individuals, groups, or organizations in tourism governance. In this context, trust refers to the belief that the other party will act in an honest, fair, and mutually beneficial manner. Trust enables effective collaboration between stakeholders in the tourism sector. In the development of marine tourism, trust between the government, local communities, tourism businesses, and tourists is essential so that the policies and actions taken can be accepted and implemented properly by all parties.

Based on field findings related to trust in the development of marine tourism oriented to the blue economy, especially the economic pillar, it shows that the government, in this case the Makassar City Tourism Office, has an understanding regarding improving the quality and quantity of marine tourism and shows a commitment to improving the quality and quantity of marine tourism. However, communication and coordination carried out by the Makassar City Government with other stakeholders such as the Mamminasata Marine Service Branch are not carried out routinely. Furthermore, the government believes that business actors and coastal and island community groups in Makassar City are committed to developing marine tourism



through the formation of various new tourist attractions and the formation of Tourism Awareness Groups.

Likewise, business actors / private sector and community groups who have an understanding and commitment to improve the quality of marine tourism. They also build communication with the government and believe that the government is able to develop marine tourism in Makassar City that is oriented towards the blue economy.

The Makassar City Government, through the Makassar City Tourism Office, in developing marine tourism assumes that the blue economy is a new tourism paradigm that prioritizes quality and is expected to become one of the new segments in the tourism sector where tourism in the blue economy is said to be of quality because tourists will be more concerned and care about the environment with the aim of not only low carbon but zero carbon. This is also supported by the geographical potential of Makassar City which has 12 islands.

Currently, Makassar City is in green tourism which is supported by mangrove areas so that the Makassar City Tourism Office is trying and believes that the blue economy will be a good thing for tourism in Makassar City in the future. Then the Makassar City Government also showed its commitment to developing marine tourism where the Makassar City Regional Development Planning Agency (Bappeda) focused the strategy of implementing the blue economy on 2 (two) things, namely infrastructure and human resources, then how the role of the Makassar City Government is to see and develop the infrastructure and human resources so that cooperation with several related stakeholders is expected.

In addition, the Makassar City Tourism Office also formed community groups, namely 18 tourism awareness groups (KSW) in the coastal and island areas of Makassar City as an extension of the Makassar City Tourism Office which has been directly decreed. The KSW is trusted to assist and convey information and concepts as well as new policies related to marine tourism. Both the Makassar City Tourism Office and coastal and island community groups believe that efforts to improve the quality and quantity of marine tourism oriented towards the blue economy are not difficult because coastal and island communities already have a basis and concern for the environment where when they carry out activities they will take into account environmental aspects or the impacts that will be caused to the environment.

Even marine activists or lovers such as divers have a mindset that really loves nature and the environment so that they rarely damage it because they understand and feel the benefits directly. The tourism awareness group (KSW) also believes and cooperates with the government in this case the Makassar City Tourism Office where they are directly involved by the Makassar City Tourism Office to be given education on the importance of tourism awareness so that those who do not know about the concept of tourism finally know and can follow the development of the times in improving and developing marine tourism oriented towards the blue economy.

Trust in the development of marine tourism oriented towards the blue economy, especially the environmental pillar, shows that the government in this case the South Sulawesi Provincial Marine and Fisheries Office through the Mamminasata Marine Service Branch (CDK) has an understanding and commitment to preserving the coral reef and mangrove ecosystems. The South Sulawesi Provincial Government and the Makassar City Government also build communication but it is not intensive and is not carried out routinely. This also shows that coordination between the two parties is not carried out properly and tends to work alone.

Regarding trust in business actors and community groups, both the Mamminasata Marine Service Branch (CDK) of South Sulawesi Province and the Makassar City Tourism Office believe that business actors and community groups are committed to developing marine tourism in Makassar City. Business actors or the private sector and community groups also have an



understanding and commitment to preserving coral reef and mangrove ecosystems and have trust in the government in preserving coral reef and mangrove ecosystems.

The South Sulawesi Provincial Government through the Marine and Fisheries Service, Mamminasata Marine Service Branch, is committed to maintaining the coral reef and mangrove ecosystem by conducting supervision, conservation, rehabilitation and transplantation every year and collaborating with several stakeholders including fostered community groups, the Makassar City Government, the Water and Air Police Corps (Polairud) and the private sector or business actors. This collaboration is carried out through various activities and involves each other. However, collaboration between the government, both the Provincial Marine Service Branch and the Tourism Service, is rarely carried out considering the differences in government levels which limit coordination and communication.

Social Capital

CapitalSocial capital refers to social networks, social norms, and relationships between individuals or groups that can be leveraged to achieve common goals. It involves active participation in the community, solidarity, and the ability to work together to address challenges or achieve shared benefits. Social capital in tourism governance serves as a driver to create synergy between different stakeholders. In the context of marine tourism development, social capital creates bonds that strengthen cooperation in tourism destination management, environmental conservation, and sustainable local economic development. ConnectionPower refers to the distribution of power, authority and influence among various actors in the tourism management process. It includes how power is used to influence decisions, policies and resource distribution in the tourism sector.

Power relations determine who has a say in decision-making, who controls resources and who benefits from tourism. In marine tourism management, unequal distribution of power can lead to injustice in the distribution of benefits and exploitation of natural resources that have the potential to damage marine ecosystems and ignore the rights of local communities. Based on field findings, the power relationship in the economic pillars in the development of marine tourism oriented towards the blue economy shows that the government is the leading sector in improving the quality and quantity of marine tourism that dominates resources and is a regulator that has authority, while business actors and community groups or KSW are only participants in marine tourism oriented towards the blue economy.

Power Relations

Similarly, the findings related to the power relationship in the environmental pillar in the development of marine tourism oriented towards the blue economy show that the government as the leading sector, the regulator that has the authority and dominates resources in the preservation of coral reef and mangrove ecosystems. Then business actors or the private sector and community groups are only participants and as targets of regulators who have limited resource availability and accessibility.

From several interview results, it was shown that Makassar City is included in the Mamminasata Marine Service Branch (CDK) area of the South Sulawesi Province Marine and Fisheries Service, where the government agency refers to Law Number 23 of 2014 concerning Regional Government. The supervision carried out by CDK Mamminasata is adjusted to the budget portion which is carried out 1 to 4 times a year. Supervision is carried out using ships that require fuel and require 5 hours in one patrol.

This certainly requires quite large resources and budget. CDK Mamminasata also provides assistance with ships and pokmaswas boats that are donated to certain islands such as Lae-Lae Island, Barrang Lompo Island and Lanjukang Island which are used for supervision while also



being used as tourist boats. From this, CDK Mamminasata tends to be transparent to beneficiaries regarding its budget ceiling.

All forms of planning and implementation of destination development, one of which is the development of marine tourism, are the leading sector of the Makassar City Government through the Makassar City Tourism Office as the regulator that holds the main key to a policy matter. And for the regional tourism master plan, it has considered the blue economy aspect in the development of marine tourism, namely in the 2026-2030 Strategic Plan (Renstra) which will also be supported in the future from the budget side. The government has resources to support the blue economy where the Makassar City Government through the Makassar City Tourism Office focuses on infrastructure such as several piers that will be built as access in the island area and the procurement of phinisi ships as part of marine tourism.

Therefore, it can be said that the role of the government is very important in seeing and developing marine tourism that is oriented towards the blue economy in Makassar City. However, the research findings also found that the authority of the marine sector is no longer the authority of the city government but rather the authority of the provincial government. So including if you want to see the blue economy, especially the development of marine resources, then the authority is withdrawn to the provincial government.

Findings and Conclusion

Trust between stakeholders has not been demonstrated in real terms in tourism governance in the development of marine tourism oriented towards the blue economy in the economic and environmental pillars in Makassar City. Collaboration in various stakeholders really shows that there is an understanding of each other's goals, namely improving the quality and quantity of marine tourism and preserving coral reef and mangrove ecosystems. However, this trust needs to be developed by encouraging communication, coordination both formally and informally and carried out routinely. To encourage stakeholder trust, it is hoped that the government as the leading sector will pay more attention in terms of policy support and budget for marine tourism development programs.

Social capital in tourism governance in the development of marine tourism oriented to blue economy in the economic pillar and environmental pillar shows that stakeholders including government, business actors and tourism awareness groups have established or collaborated in improving the quality and quantity of marine tourism and the preservation of coral reefs and mangroves but are very limited, especially education and assistance. In addition, tourism governance actors are still limited, the government should also involve academics and other stakeholders who need to be involved in the development of marine tourism oriented to blue economy.

The power relationship in tourism governance in the development of marine tourism oriented towards the blue economy on the economic pillar and the environmental pillar shows that the government as the leading sector and regulator has not yet issued regional regulations oriented towards the blue economy. It is hoped that the government will immediately formulate regional regulations on the development of marine tourism oriented towards the blue economy.

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