

Collaborative Governance in Blue Economy Policy in the Development of Marine Tourism In Makassar City

**Muhammad Roem¹, Muhammad Akmal Ibrahim², Nurdin Nara³, Muhammad Tang
Abdullah⁴, Didik Iskandar⁵**

¹Doctoral Student of Public Administration, Department of Public Administration, Faculty of Social and Political Science, Hasanuddin University, Makassar, Indonesia.

²Department of Administrative Science, Faculty of Social and Political Science, Hasanuddin University, Makassar, Indonesia.

³Departments of Administrative Science, Faculty of Social and Political Science, Hasanuddin University, Makassar, Indonesia.

⁴Departments of Administrative Science, Faculty of Social and Political Science, Hasanuddin University, Makassar, Indonesia

⁵Departments of Administrative Science, Makassar State University, Indonesia

Corresponding Author: Muhammad Roem

KEYWORDS

Collaborative Governance,
Blue Economy, Marine
Tourism Development

ABSTRACT

In developing marine tourism, efforts are made to consider environmental preservation and natural conditions, also known as the blue economy, so the collaboration of all stakeholders is needed to realize it. This study aims to analyze collaborative governance in blue economy policy on marine tourism development in Makassar City. This study uses a qualitative research approach with data collection methods, namely observation, in-depth interviews, and documentation. Informants are parties who are authorized and directly involved in the management of marine tourism development in Makassar City. Data sources consist of primary and secondary data. The data analysis technique used is an interactive analysis model. The results of the study indicate that there has been collaborative action in the development of marine tourism in Makassar City using the Penta helix model, namely the involvement of the media and press, academics and students, the private sector, the community, and the government, both the provincial government and the city government. However, there is no special and specific legal umbrella related to the blue economy policy. In addition, the government's authority in the maritime sector still overlaps so that collaborative governance in the blue economy The policy on the development of marine tourism in Makassar City can be said to be still not optimal.

1. Introduction

One of the developments in Indonesia that is currently receiving great attention is the development of the tourism sector. The tourism industry is growing in Indonesia. Various government efforts have been made to encourage tourism in Indonesia. The efforts that have been made by the Government, both the central government and local governments, start from improving tourism infrastructure to regulations in the tourism sector. Many resources have been spent on this because the government wants to make tourism a source of income. In 2023, tourism contributed 3.83% to Indonesia's GDP (Kemenparekraf, 2023). Law Number 10 of 2009 concerning Tourism states that the Implementation of Tourism is aimed at increasing national income to improve the welfare and prosperity of the people and expand and equalize employment opportunities.

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. Coastal areas as transitional areas connecting land ecosystems 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.

However, the current condition we are faced with is 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 (blue economy) began to be developed to answer these challenges. The blue economy

focuses on sustainable development, where the economy grows, people prosper, pay attention to the preservation of nature and air (Bastaman, 2019). The concept of the blue economy (blue economy) optimizing water resources is aimed at increasing economic growth through various innovative and creative activities while ensuring business sustainability and environmental sustainability. Data from Archipelagic and the Island States Forum in 2021, showed that Indonesia is ranked 3rd in Asia in the Blue Economy Development Index, where Japan is ranked 1st in the Asia zone with a score of 5.70, and the Philippines is ranked 2nd with a score of 5.63. Then the data shows that Indonesia is still quite behind in blue economic development, even though Indonesia has very large potential with 17,001 islands (BPS, 2022). However, this potential has not been maximized properly, especially marine tourism potential.

In the development of marine tourism, 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, in other words, collaborating.

The term collaboration in government is new, and this collaboration is characterized by cooperation between actors with different organizational or institutional backgrounds. Each actor believes that the process of achieving goals cannot be achieved or carried out independently. Collaboration is one of the strategies used by practitioners to improve governance in implementing regulatory policies between organizations. It is further explained that collaboration is an activity carried out together between two or more organizations that aims to increase public value by carrying out activities cooperatively and interacting with each other and utilizing norms, roles in structural organizations to solve problems and reach mutual agreements by sharing resources such as information, funds, and skills (Imperial, 2001:3; Halid, 2017).

Collaborative concept Governance is a collaborative governance model that requires all stakeholders to be involved in a dialogue in expressing their respective interests (Booher and Innes, 2002). Collaborative focus governance lies in public policies and issues where in the collaborative process a system has been integrated into one with relationships managed across formal and informal organizational boundaries by organizational principles in realizing success (Edward DeSeve in Sudarmo, 2011). In the opinion put forward by Ratner (2012), collaborative governance passes through three stages that make the collaboration process start from (1) Identification of Obstacles and Opportunities; (2) debating strategy to Influence; and (3) Planning Collaborative Actions. From these three stages, we can identify measurements of each process carried out and determine steps to maintain the collaboration process so that it continues in the long term.

Collaborative perspectives governance has now targeted various sectors in governance, one of which is tourism. Many regions are now aware of the potential of the coast and sea and have begun to develop policies to stimulate activities in supporting marine tourism. One of them is South Sulawesi Province, where South Sulawesi is one of the provinces in eastern Indonesia which is famous for having the potential of marine natural resources and the culture of coastal communities which are very diverse and can be used as potential for tourism. The city of Makassar is geographically located between 119°24'17"38" east longitude and 5°8'6"19" south latitude which is the Center Point of Indonesia with an area of 175.77 km² consisting of 14 sub-districts and 12 islands and is one of the tourist destinations for its marine tourism potential. With all its potential, the development of marine tourism in Makassar City must be supported and involve other sectors in the development process towards a sustainable tourist attraction.

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 can exceed the PAD target set with the amount of PAD realization reaching 400 billion.

Based on this explanation, the focus of this research is to analyze collaborative governance in blue economy policy on marine tourism development in Makassar City.

2. Methodology

This study uses qualitative research methods. Qualitative research methods in this study are methods that aim to explain or describe problems systematically, factually, and accurately regarding the facts (Moleong, 2017).

The location of the research is in Makassar City, where the selection of this location is based on the problem, namely the development of marine tourism in Makassar City, and data collection, the author obtained secondary data or information directly.

The informants in this study are people who are authorized to provide information regarding collaborative governance in blue economy policy on the development of marine tourism in Makassar City, in this case, the leading sector is the Makassar City Tourism Office.

The data obtained include primary data and secondary data. Primary data is data obtained directly from research informants who are actively involved in the development of marine tourism in Makassar City. Secondary data is data obtained in the form of publication data and documents related to marine tourism development studies. Primary data in this study are the results of interviews between researchers and informants directly and observations on the management and development of marine tourism in Makassar City, while secondary data consists of data related to collaborative governance in blue economy policy and marine tourism development from the internet, books, journals, and previous research.

In this research, the main data collection technique is in-depth interview), observation, which is where researchers observe the daily activities of people being observed or used as a source of research data. And documentation studies, which are studying documents or records of past events. And the data analysis technique in this study uses data analysis techniques interactive model proposed by Miles et al. (2014).

3. Result and Discussion

Collaborative governance in blue economy Policy on marine tourism development in Makassar City is analyzed using a collaborative approach. Governance put forward by Ratner, et. al (2012) consists of 3 (three) stages, namely (1) Identifying Barriers and Opportunities; (2) Influential Debate Strategies; and (3) Planning Collaborative Actions. As for description results study from every stage of collaborative governance will be explained as follows.

Identifying Obstacles and Opportunities

Identifying governance obstacles and opportunities or identifying governance obstacles and opportunities is said to be the listening stage. Each stakeholder explains the problem to the other, and other stakeholders listen to each problem explained by each stakeholder involved. Then calculate the opportunities in resolving each identified problem, such as solutions to problems that will occur. Each stakeholder has the same authority in determining policies on each identified problem and calculating the opportunities in the form of achievements that can be obtained from each party involved. This phase is a phase of listening to each other about the problems and opportunities to be able to take advantage of each problem explained by each stakeholder. (Ratner, 2012).

At the stage of identifying obstacles and opportunities, research findings show that the actors or agencies that are leading sectors in the implementation of blue economy policy in the development of marine tourism in Makassar City is the Makassar City Tourism Office. So far there has been no specific policy or regulation or legal product in nomenclature related to the implementation of blue economy policy especially on the development of marine tourism in Makassar City. In addition, the Makassar City Government has limited authority in the marine sector, where the marine sector is no longer the

authority of the district/city government but becomes the authority of the provincial government in this case the South Sulawesi Provincial Government.

In addition, the mindset of coastal and island communities in Makassar City who are still trying to meet their daily needs so that their role in the development of marine tourism can be said to be still lacking where coastal communities still expect assistance from the local government, especially for the economic needs of their respective households so that they tend to be apathetic towards the progress and development of marine tourism in their environment.

However, due to several of the obstacles and constraints above and with government limitations regarding policies and regulations related to the blue economy policy especially on the development of marine tourism that does not yet exist, the practices have been carried out by the Makassar City Government where the Makassar City Tourism Office formed the Tourism Awareness Group as an extension of the Makassar City Tourism Office in several coastal areas and islands in Makassar City. This is in line with the geographical conditions of Makassar City which has 12 islands so that is potential for developing marine tourism in Makassar City. In developing marine tourism in Makassar City, the Makassar City Tourism Office builds relationships and collaborates with the Penta helix model, namely the involvement of the private sector, academics, media, community, and the South Sulawesi Provincial Government, and cross-sector Makassar City Government.

Debate Strategies That Influence

This stage is considered a dialogue stage, where stakeholders involved in the collaboration conduct dialogue or discussion regarding the obstacles that have been explained in the first phase. Discussions conducted by each stakeholder involved include discussions regarding the steps chosen as the most effective steps to solve the problem. Then discuss the parties who can support the resolution of problems in the collaboration that has been explained (Ratner, 2012).

The results of the study show that in terms of the nomenclature of the legal umbrella or policies related to blue economy policy does not yet exist at the Makassar City Government level, especially in the development of marine tourism, moreover, the authority of the marine sector is not the authority of the city/district government but the provincial government. Therefore, in the implementation of the blue economy policy, Makassar City Tourism Office as the leading marine tourism development sector collaborates with the South Sulawesi Provincial Government, namely the Culture and Tourism Office, the Marine and Fisheries Office through the South Sulawesi Marine and Transportation Office Branch. The Makassar City Tourism Office also collaborates with cross-sectoral agencies in the Makassar City Government, namely the Regional Development Planning Agency (Bappeda), the Fisheries and Agriculture Office, and the Makassar City Environmental Office.

In the development of marine tourism in Makassar City, there are also obstacles and constraints, especially regarding the blueprint policy. Economy policy that does not yet exist so in this collaboration there is no blue light communication economy policy. Then the overlapping authority obstacles so that the Makassar City Government coordinates. Coordination, harmonization, and synchronization are carried out more intensively by the Makassar City Tourism Office with the provincial government compared to cross-sector city governments in this case the South Sulawesi Culture and Tourism Office. If the Makassar City Tourism Office carries out programs and activities related to the marine tourism sector, it will report these activities to the South Sulawesi Culture and Tourism Office as it will provide advice and direction to the Makassar City Tourism Office. After coordinating with the South Sulawesi Provincial Culture and Tourism Office, the Makassar City Tourism Office will be directed to further coordinate regarding technical implementation in the field with the Marine and Fisheries Office and the South Sulawesi Provincial Transportation Office.

In addition, the Makassar City Government also coordinates and synchronizes with the private sector, namely PT. Pelabuhan Indonesia (Pelindo) because the coastal area in Makassar City is mostly controlled by the company.

In the collaboration process, stakeholders involved are not free from sectoral egos, and in the development of marine tourism in Makassar City, the provincial government and city government build emotional relationships, namely friendships in collaboration. Discussions between stakeholders are often held where stakeholders involved in the development of marine tourism are given space to discuss what they want, and what kind of marine tourism development model, but remain within the corridor of their respective authorities and do not exceed the predetermined budget ceiling. This can also be seen by the involvement of each stakeholder directly going down together in the field, namely in coastal and island areas in every marine tourism development activity starting from the city government, provincial government, private sector, namely phinisi ship managers, diving and snorkeling equipment rentals on Samalona Island, Travel Association or Travel Agency (Asita), PHRI and tour guides (HPI). Then also involves academics and students as well as the media. The coastal and island communities are also involved through the Tourism Awareness Group. So far there are 18 Tourism Awareness Groups in Makassar City located in coastal and island areas.

Planning Collaborative Actions

In this third stage, stakeholders involved will begin to plan the implementation of each strategy that has been discussed in the previous stage, such as the initial steps that will be taken in the collaboration process between stakeholders. Then identify the measurement of each process carried out and determine steps to maintain the collaboration process so that it continues in the long term (Ratner, 2012).

The research findings show that collaboration between the Makassar City Tourism Office and academics was carried out in terms of conducting a study on the preparation of marine tourism development planning, namely the preparation of the Tourism Corridor Program and the preparation of the Lanjukang Island and Samalona Island Masterplan. In addition, the development of turtle and sea grape cultivation was also carried out which is still in the study stage.

The Makassar City Tourism Office also builds relations with the media team in terms of promoting the potential of marine tourism in Makassar City. This is supported by the leadership of the Head of the Makassar City Tourism Office who has good relations with several media and press teams.

The Makassar City Tourism Office has 18 Tourism Awareness Groups in the coastal and island areas of Makassar City as an extension of the Makassar City Tourism Office which provides education and socialization as well as assistance with tools, namely beans bags, beach umbrellas, gazebos, coconut peeling machines, landmarks and piers. Even technical guidance is given every year so that they can manage the potential of marine tourism in their environment so that the community can be independent and have an impact on improving the welfare of coastal and island communities.

Communication with the provincial government is carried out by the Makassar City Government to coordinate regarding supervision, conservation, and transplantation as well as coaching of community groups, namely with the South Sulawesi Provincial Maritime Affairs and Fisheries Service. Then the construction of infrastructure such as docks with the South Sulawesi Provincial Transportation Service. Related to coordination for coaching activities for fostered community groups, socialization, education, beach cleaning activities, and planting of mangrove plants are also carried out together between the provincial government and the city government, especially with the South Sulawesi Provincial Culture and Tourism Service.

Meanwhile the implementation of blue economy The policies implemented by the Makassar City Tourism Office in developing marine tourism include providing support for tourism facilities in marine tourism attractions, compiling a master plan for Lanjukang Island, compiling a DED for Samalona Island, compiling a master plan for tourism development in Makassar City, training in implementing tourism awareness and the seven charms for KSW, compiling tourism development planning on Barrang Caddi Island, and socializing sustainable development tourism on the island as well as destination management training for island communities and KSW.

4. Conclusion

Based on the results of the research and discussion above, the conclusion of this study shows that there has been collaborative action in the development of marine tourism in Makassar City using the Penta helix model, namely the involvement of the media and press, academics, and students, the private sector, the community, and the government, both the provincial government and the city government. However, there is no special and specific legal umbrella related to the blue economy policy. In addition, the government's authority in the maritime sector still overlaps so that collaborative governance in the blue economy The policy on the development of marine tourism in Makassar City can be said to be still not optimal.

References

- [1] Bastaman , A. (2019, October). Exploratory Analysis of Halal Hotel Service (Based on practices of Halal hotels in three countries). In *2019 International Conference on Organizational Innovation (ICOI 2019)* (pp. 69-74). Atlantis Press.
- [2] Booher, D. E., & Innes, J. E. (2002). Network power in collaborative planning. *Journal of planning education and research*, 21 (3), 221-236.
- [3] Halid, A., Yulianto, K., & Saleh, M. (2022). Waste Bank Management Strategy in NTB (Case Study of Bintang Sejahtera Waste Bank). *Journal of Innovation Research and Knowledge*, 1 (8), 763-770.
- [4] Miles, M.B., Huberman , M., Saldana , J. (2014). *Qualitative Data Analysis. A Methods Sourcebook, Edition 3*. USA: Sage Publication. Translated by Tjetjep Rohin Rohidi, UI Press
- [5] Moleong , LJ (2017). *Qualitative Research Methods* . Bandung: PT. Remaja Rosdakarya
- [6] Ratner, B.D. (2012). Collaborative governance assessment. *Monographs*.
- [7] Sudarmo. (2011). Public Administration Issues in Governance Perspective. Solo: Smart Media
- [8] Law of the Republic of Indonesia Number 10 of 2009 concerning Tourism