

## The Role of Local Institutions in Establishing Collaborative Governance for Marine Ecotourism on Samalona Island

Andi Sulistiono\*, Agus Subianto, Sri Wahyuni, M Husni Thamrin

Universitas Hang Tuah Surabaya, Indonesia

Email: andizhanglu@yahoo.com\*, agussubianto1961@gmail.com, srwh\_yuni@yahoo.com, m.husnitamrin@hangtuah.ac.id

Keywords	ABSTRACT
Institutional Role; Collaborative Governance; Marine Ecotourism; Samalona Island	The purpose of this research is to analyze the role of institutions in collaborative governance of marine ecotourism in the context of managing tourism in coastal areas and small islands. Research on the research of marine ecotourism governance on Samalona Island, Spermonde Islands, Makassar City. The results of the study show that marine ecotourism governance on Samalona Island is based on local communities that are implemented independently starting from the provision of homestays, diving equipment rentals, transportation services, culinary vendors and tour guides to addressing the problem of natural environmental damage. The policy of designating Samalona Island as a conservation area is not in line with the establishment of Samalona Island as a marine tourism destination in Makassar city, so that the achievement of the conservation area is difficult to achieve. Based on the research results, the researcher's recommendation is to strengthen the institutional design of marine ecotourism governance using a collaborative governance approach starting from strengthening the institutional actors of marine ecotourism governance with a marine perspective in a top-down manner with a strong commitment to building trust and implementing the concept of sustainable ecotourism that provides benefits for economic growth, improvement of socio-cultural life and preservation of the natural environment on Samalona Island. The conclusion of the research is that there is a need to strengthen the institutional design that applies marine ecotourism in collaborative governance between the Makassar City Government, the private sector and the local community.

### INTRODUCTION

Coastal area and small island management is a concrete action to coordinate, plan, utilize, supervise, and control coastal and small island resources carried out by the Government and Regional Governments, between sectors, between terrestrial and marine ecosystems, and between science and management to improve the welfare of the people (Presidential Decree Number 1, 2014). Coastal areas are dynamic areas that have potential and benefits in the development of various business sectors that are useful for the community. According to Yoeti (2008) stated that Indonesia has a very large territory with a variety of natural resources that have the potential to be managed and developed, one of which is the tourism sector which can be used as an effort to improve community welfare and national development. The utilization

and development of small islands is a special concern for the government considering that Indonesia's territory consists of various island groups and optimal efforts are needed, supported by natural potential, to achieve environmental sustainability.

The management of the natural potential of coastal areas and small islands is implemented, among others, through efforts in the tourism sector with an orientation towards environmental sustainability and marine ecosystems in a sustainable manner, including through the development of ecotourism. Tourism Law Number 10 of 2009 explains that tourism is all activities related to tourism and has a multidimensional and multidisciplinary nature that emerges as a manifestation of the needs of each person and country as well as interactions between tourists and local communities, fellow tourists, the Government, Regional Governments, and entrepreneurs. The attraction of marine ecotourism is one of the superior tourism products that has a fairly high competitiveness and is able to attract various types of visitors, with an area of almost 75 percent consisting of sea and 17,504 scattered islands that have the potential to be a favorite marine ecotourism destination. This condition is also accompanied by changes in tourist travel patterns that tend to be interested in something natural and unique, and that is found in marine ecotourism.

Abdur Razak (2013) stated that the development of marine tourism in coastal areas and small islands, historical tourism, and conservation areas requires integration between parties to optimize natural potential, supported by the capacity of human resources to implement programs sustainably. Ecotourism is defined as nature tourism that interacts with the environment and maintains sustainability and improves the welfare of local communities (Hijriati & Mardiana, 2015). According to Prafitri, GR, & Damayanti, (2016), the development of marine ecotourism carried out by local governments, the private sector, and local communities is a step in promoting tourism to local and international communities to be able to visit. According to UNWTO 2016 (Perdomo, 2016) states that one of the tools for developing tourism is the concept of sustainable tourism. Sustainable tourism according to UNWTO (2016), is tourism that considers the overall economic, social, and environmental impacts now and in the future, by meeting the needs of tourists, industry, the environment, and the community.

The utilization of the Spermonde Islands in the tourism sector is in line with the Regional Regulation of South Sulawesi Province Number 2 of 2019 concerning the Zoning Plan for Coastal Areas and Small Islands of South Sulawesi Province for 2019-2039 (South Sulawesi Provincial Regulation, 2019). With this Regulation, Samalona Island becomes a conservation area that must protect all its natural resources and be managed well for the sake of environmental sustainability and improving the welfare of local residents, and one of its uses is through the development of the marine tourism sector. Furthermore, based on Makassar City Regional Regulation Number 4 of 2015 article 54 paragraph 4, it also stipulates that Samalona Island is part of the coastal and small islands conservation area of the Spermonde Islands, Makassar City (Makassar City Government, 2015). According to the explanation of these two regional regulations, the management of Samalona Island carried out by the regional government and local communities in the marine tourism sector is by implementing regional development that is oriented towards preserving the natural environment and maintaining all the sustainability of the potential natural resources owned by Samalona Island. The Spermonde Islands consist of small islands divided into the Makassar City area and the Pangkajene Islands

Regency (Pangkep) area, most of which are developed into marine tourism destinations, including Lae-Lae Island, Samalona Island, Lanjukang Island, Kayangan Island, Barrang Lompo Island, Kodingareng Keke Island, and Kapoposang Island.

Samalona Island is administratively part of the Lae Lae Village, Ujung Pandang District, Makassar City, South Sulawesi Province. This island has an area of 2,342 ha which is categorized as a small island with a population of 17 families (KK) and 16 stilt houses and is quite close to the city of Makassar and can be reached by speedboat or traditional boat with a travel time of approximately 30 minutes. Lae-lae Village itself consists of Lae-lae Island, Lae-Lae Caddi Island and Kayangan Island including Samalona Island, the village government center is on Lae Lae Island. Lae-lae Village consists of 10 RT and 3 RW spread among the small islands, with a population of 1,784 people in 2019 (results of interviews with the Head of Lae-Lae Village, 2025). The current condition of Samalona Island has experienced many changes, especially changes in the condition of tourism potential, this is in accordance with the results of research by Yudha Prakasa (2022) found sedimentation problems due to the rampant development and reclamation along the coast of Makassar City, especially along Losari Beach. Furthermore, according to Kristian Renden Maduan (2022), the waters of Samalona Island are now threatened by the discovery of heavy metal contaminants carried by ocean currents and are known to originate from changes in the contour of the seabed, industrial operations, hotels and hospitals as well as household activities around the island, so that reforestation efforts are needed to rehabilitate the aquatic ecosystem, one of which is by planting mangroves on Samalona Island.

The geographical location of Samalona Island is also very vulnerable to changes in its natural beauty due to environmental pollution originating from industrial activities in the city of Makassar and from the activities of ships passing through the Makassar Strait. According to Yudha Prakasa, (2022) that Samalona Island has white sand beaches, a diversity of marine biota with underwater panoramas, sunrise and sunset views, and a shady island atmosphere overgrown with various trees and recreational areas on the white sand beach. Another attraction is the history of World War II shipwrecks, there are 7 sunken ships around the waters of this area, including the Japanese Maru ship that sank at a depth of 30 meters, the Lancaster Bomber ship, the Dutch-made Hakko Maru cargo ship, and others. The ship turned into a habitat for hundreds of marine biotas and attracted attention to the underwater beauty for marine diving tourism. Research results R, Ratna, Ruth Rinda (2022) among others is that Samalona Island as one of the islands in the Spermonde archipelago is rich in natural potential and is utilized as one of the marine tourism attractions of Makassar City, in addition, the study also states about several stakeholder roles in the development of marine ecotourism on Samalona Island which is realized in the form of improving the condition of tourism infrastructure, developing human resources for tourism managers, empowering Pokdarwis, and promoting tourism using electronic media and mass media.

To come to visit Samalona Island, the marine ecotourism manager on the island does not provide tickets and there is no special price for tourist entrance tickets, visitors who want to come to Samalona Island simply have to come to the ferry dock and buy a boat ticket or rent a speedboat with prices ranging from Rp. 350,000 to Rp. 600,000, this speedboat rental can be done directly from the boat owner, and the purchase of this speedboat ticket does not include the cost of renting a homestay, diving equipment, banana boat games and so on. The cost of

ferry rental and other costs incurred on Samalona Island are managed by each local community business actor. Alfandri (2024) in their research stated that collaborative governance that actively involves all parties can accelerate ecotourism development. The activities of the local community on Samalona Island are open 24 hours and do not apply to weekdays or holidays. This island is the same as other small islands scattered in the waters of the Makassar Strait, and is an island that develops through the utilization of natural resources that are used as marine tourism destinations for the surrounding community. Based on the results of interviews with the head of the Pokdarwis, Mr. Kema and the results of field observations, marine tourism management is generally carried out individually by local residents, namely by means of direct payments manually and everything is not connected to each other such as the management of lodging, recreational facilities and other entertainment venues. According to Suwena, IK, & Widyatmaja (2017) revealed that if tourism facilities are not of good quality and available, it will impact the interest of tourists to visit. According to the statement of Dashti, Monovari, Hosseini, Riazi & Momeni (2020), Tourism management on the island contributes to economic growth and has an impact on culture, the environment, and the quality of life of the community to be better than before.

The management of marine ecotourism also has challenges in the form of damage to the natural environment, this is according to the results of interviews with local residents with the initials IR, 2025 that " the problem of managing environmental damage due to the presence of garbage scattered around the coast is garbage originating from ships passing through the Makassar Strait and also from the activities of visiting tourists." This problem results in The squalor of the coastal area with improperly disposed waste has diminished the beauty of the beaches of Samalona Island. Local residents have addressed this issue by maintaining the local environment by cleaning the area independently every day, and by dumping waste from ships, which is carried away by the current and lands on the beach without any barriers to retain the waste along the coast of Samalona Island. Efforts to address this waste include efforts by the local community and private tourism operators, such as constructing floating nets to retain the waste around the beach and cleaning the dirty area with limited equipment and manpower. However, the results have not been optimal, and waste continues to accumulate around the beach. These community efforts align with research from (Ismail & Habibah, 2020). that e - tourism carried out on small islands is a type of marine tourism that requires local community participation in its development and is a tourism potential that plays an important role in the sustainability of the social and economic environment.

Governance in handling environmental issues on Samalona Island is generally still carried out individually and there has not been a continuous and sustainable collaboration between the local government, tourism managers and the local community. This condition affects maintenance efforts and costs that must be incurred to repair damaged tourism facilities. To improve coordination between stakeholders in this ecotourism management, a joint commitment is needed considering that the management of the tourist island is not only the responsibility of the local community but also the attention of the Makassar City Government Tourism Office and related agencies, especially in the construction of breakwaters and repairing damaged tourism facilities. Other stakeholders and the role of the local community also have the same responsibility to jointly keep Samalona Island free from waste and environmental damage (R, Ratna, Ruth Rinda, 2022).

Based on the description above, it is known that the implementation of the Regional Regulation that establishes Samalona Island as a marine tourism destination and its designation as a conservation island has not been in line with its development, this can be seen that the governance implemented by tourism managers only focuses on developing tourist attractions, while the problem of damage to natural beauty related to conservation efforts has not been carried out with appropriate efforts, so that realizing Samalona Island as a conservation island has not fully run. The results of previous studies also only focus on increasing tourist attractions through community-based governance and have not used a collaborative governance approach, so that from the description there is an unresolved gap in the implementation of marine ecotourism governance on Samalona Island, especially in realizing Samalona Island as a conservation area, and researchers consider it necessary to analyze conditions empirically and find solutions to normative gaps through integration and interaction between local communities, private parties and the Makassar city government in the form of a sustainable governance model, especially in handling the problem of natural environmental damage from waste, coral reef sedimentation and coastal abrasion as well as the arrangement of business actors in the Samalona Island tourist area.

If this condition is allowed to persist for a long time, it will impact environmental sustainability, social life, and the economy in the future. This is in line with research by Dashti, Monovari, Hosseini, Riazi, and Momeni. (2020), that tourism management on the island contributes to economic growth and has an impact on culture, the environment, and the quality of life of the community to be better than before. According to (Syahza, 2023) that efforts to implement public services carried out by an organization or in an organization are called Governance, this explains that governance emphasizes collaborative management and creates a balance between the government, the private sector, and civil society. The management carried out by the three actors illustrates the existence of collaborative cooperative management and is a key effort in governance involving the government, the private sector and the community. Referring to the approach of previous research findings which explain theoretically that community-based governance has not been able to fully solve the problems it faces, so this study takes a theoretical approach using collaborative governance carried out by three key actors in sustainable governance and the research title formulated is "The role of local institutions in realizing collaborative governance of marine ecotourism on Samalona Island, Spermonde Islands, Makassar City".

Based on the gaps and problems that have been identified, the purpose of this study is to analyze the role of local institutions in building collaborative governance for marine ecotourism on Samalona Island, Spermonde Islands, Makassar City; identify the inhibiting factors in the implementation of collaborative governance for marine ecotourism management on Samalona Island; and formulate a model of recommendations for strengthening institutional design through a collaborative governance approach to achieve sustainable marine ecotourism on Samalona Island. This research is expected to provide benefits both theoretically and practically. Theoretically, the results of this study are expected to enrich the development of concepts and theories related to collaborative governance, local institutions, and sustainable marine ecotourism management, especially in the context of small islands, as well as contribute as a reference for further research on the integration of collaborative governance approaches in the management of coastal areas and small islands. Practically, for the government, especially

the Makassar City Government and the South Sulawesi Provincial Government, this study provides strategic recommendations and input for policy makers in formulating more adaptive, inclusive, and sustainable policies for the management of marine ecotourism on Samalona Island. For local communities, the results of this research can serve as a guide for communities and Tourism Awareness Groups (Pokdarwis) to increase their capacity and role in collaborative governance, as well as strengthen their position in the decision-making process related to natural resource management and marine ecotourism. For the private sector, this research offers strategic direction to design more integrated, long-term, Corporate Social Responsibility (CSR) programs and partnership schemes that support environmental conservation efforts and local economic empowerment.

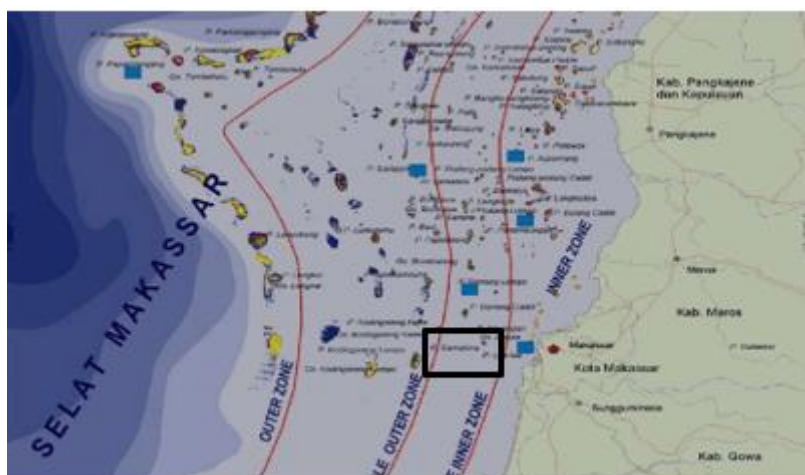
## **METHOD**

The type of research used in this study is descriptive analysis research with a qualitative approach, and the research method used is document study, and previous research continued with field observations, as well as in-depth interviews with several tourism managers, relevant government officials and various sources of information regarding the current condition of marine ecotourism governance. This research was conducted taking a case study on Samalona Island, Makassar City, Spermonde Islands, South Sulawesi Province. The data collection method was carried out by means of an observation approach or direct observation in the field to facilitate the accuracy of the primary data obtained, namely observations regarding the condition of development and governance of marine ecotourism on Samalona Island and conducting interviews with several informants. Data sources were obtained in the form of primary data and secondary data, with data collection techniques through observation and interviews. The data analysis technique in this study used three stages, namely data reduction, data presentation and conclusion drawing.

## **RESULTS AND DISCUSSION**

### **Description of Research Location**

South Sulawesi Province has a strong maritime character with a coastline of 1,937.7 km, a water area of around 48,000 km<sup>2</sup>, and 298 large and small islands, including the Spermonde group, Tanakeke Islands, Sembilan Islands, Kapoposan Island, and Takabonerate Islands located in the Makassar Strait and Flores Sea. (Said, 2020) . Administratively, Makassar consists of 14 sub-districts, 143 villages, and 12 small islands that have potential marine resources and coastal culture, such as Barrang Caddi Island, Barrang Lompo, Bonetambung, Lumulumu, Kodingareng, Kodingarengkeke, Lanjukang, Kayangan, Langkai, Laelae, Samalona, and Kolokoloang, with Samalona Island being one of the favorite marine ecotourism objects close to Makassar City.



**Figure 1. Map of the Spermonde archipelago and Samalona Island**

Source: <https://www.researchgate.net/figure/Map-of-the-Spermonde-Archipelago-Red-lines-indicate>, accessed April 21, 2026, at 9:00 PM WIB

Samalona Island is a small island of approximately 2.34 hectares in the Spermonde Islands group, administratively located in Lae-lae Village, Ujung Pandang District, Makassar City. This island boasts natural beauty in the form of clear blue seas, attractive beaches, and natural coral reefs, and is known as a favorite marine tourism destination with panoramic sunrises and sunsets as well as underwater beauty that is easy to enjoy. Historically inhabited by seven ancestors of the Bugis Makassar tribe, the island is now occupied by approximately 17 families ( $\pm 110$  people), most of whom have shifted from fishing to the tourism sector. Access to the island is by traditional boat (jukung) or speedboat from Makassar City, with community-managed tourism facilities such as homestays, restaurants, shower rooms, and diving and snorkeling equipment rentals. The following is data on the number of local residents and some of their daily livelihoods:

**Table 1. Population Data of Samalona Island**

No	Livelihood	Age (years)	Amount
1	Souvenir shop owner	40-50	4
2	Fisherman	25-50	18
3	Food vendor	25-48	12
4	Speedboat Owner	35-55	12
5	Diving equipment rental	36-45	4
6	Accommodation provider	41-56	10
7	Tour guide	30-45	5
8	Public Toilet Tenant	40-50	4
9	Bale-bale Owner	35-45	5
10	Banana boat owner	45-50	4
11	Culinary stall owner	35-47	4
12	Floating Tire Rental	30-44	4
Amount			82 people

Source: Processed by researchers based on population sources for Samalona Island in 2025

However, the development of Makassar City and the increase in tourism activities have also resulted in environmental impacts such as waste pollution and sedimentation from the land. According to (Suwantoro, 2019), marine tourism is an activity to enjoy the beauty of the

sea, including diving. While the development of tourist destinations requires attention to the 4A components: attraction, accessibility, amenities, and ancillary (Khikmawati & Hardjati, 2022) so that tourism potential can develop sustainably.

### **Forms of Cooperation and Roles Between Stakeholders**

The form of cooperation and roles between stakeholders in the management of marine ecotourism on Samalona Island involve three main actors: the government, the private sector, and the local community. Marine ecotourism in the coastal areas of small islands serves not only as a means of recreation, but also as an effort to preserve the environment and improve the community's economy. In this case, collaboration between stakeholders is a crucial factor, as stated by Choi & Robertson (2014), that the government, the private sector, and the community are key actors in tourism governance. However, in reality, the collaborative relationship established on Samalona Island is still not optimal and tends to operate partially.

The Makassar City Government's role in this collaboration is realized through various programs involving the private sector and the community, such as infrastructure development, human resource development, and tourism promotion. These collaborations include the construction of a pier with PT Aksa Makassar, the rehabilitation of residents' homes, the construction of a seawall, the provision of electricity, and training through a partnership with the Tourism Awareness Group (Pokdarwis). Furthermore, the government is partnering with the hotel sector, travel agents, and the airport to promote Samalona Island as a leading marine tourism destination. However, these programs are still focused primarily on providing physical facilities and have not been accompanied by a sustainable maintenance and management system.

Furthermore, the private sector contributes through various CSR programs and community empowerment. Companies such as PT Bosowa, PT Toyota Astra Motor, PT Pelindo, and PT Kalla Lines provide support in the form of marine transportation assistance, community capacity-building training, coral reef rehabilitation, and the provision of shipping safety equipment. This collaboration demonstrates the private sector's concern for tourism development and environmental sustainability. However, implementation remains sectoral and has not yet been integrated into a sustainable long-term plan.

Meanwhile, the local community of Samalona Island plays a key role in managing marine ecotourism. Their involvement is evident in the provision of tourism facilities such as accommodation, transportation services, snorkelling and diving equipment rentals, and the provision of local culinary delights. Furthermore, the community participates in environmental conservation activities such as coral reef rehabilitation, wave dyke construction, and beach cleanups through the Clean Friday Movement program. This participation demonstrates public awareness of the importance of maintaining environmental sustainability while simultaneously boosting the local economy.

However, based on the results of an interview with one of the community leaders with the initials DS, it was stated that *"activities carried out together with the Makassar city government and several private companies in our area, tend to commemorate national days or cultural events."* This shows that the form of collaboration that is established is still ceremonial and has not been sustainable in addressing fundamental problems such as environmental damage, weak management, and a lack of program integration between stakeholders. This

condition has the potential to threaten the sustainability of Samalona Island's marine ecotourism as one of the leading tourist destinations in Makassar City in the future.

### **Inhibiting Factors in Marine Ecotourism Governance**

Inhibiting factors in marine ecotourism governance on Samalona Island show that although this sector has a significant contribution to regional income, amounting to 5.3% of the South Sulawesi tourism sector (Bappenda Makassar, 2025), implementation in the field still faces various obstacles. The results of the study indicate that the main problem lies in the limited capacity of human resources, both from government officials and local communities, as well as weak coordination between tourism business actors. This condition is in line with the results of the interview which stated that *"the problem of marine ecotourism governance carried out on Samalona Island is basically caused by human resource factors of officials, local communities who do not understand the concept of ecotourism are faced with the problem of threats of damage to the natural environment of Samalona Island such as coastal abrasion, damaged coral reefs plus environmentally unfriendly tourist activities"*.

Environmental issues are a major obstacle to marine ecotourism management. Development activities in the coastal areas of Makassar City, such as industrialization and the reclamation of Losari Beach, have impacted seawater quality and increased waste carried to small islands, including Samalona Island. Furthermore, plastic waste, coral reef damage, and low awareness among tourists and the public about maintaining environmental cleanliness further worsen the ecosystem's condition. Conservation efforts undertaken by the government, the private sector, and the community have not been optimal and tend to be temporary, resulting in recurring environmental problems without sustainable solutions.

Limited human resources also pose a serious obstacle to marine ecotourism management. Low levels of education, a lack of understanding of the concept of ecotourism, and a lack of skills in utilizing information technology mean that tourism management is still carried out conventionally. This is reinforced by the results of an interview with the Head of the Samalona Island Tourism Group (Pokdarwis), who stated that *"the Makassar city government's programs to advance marine ecotourism are still minimal, some programs are not long-term, and the essence of the objectives of the programs implemented is still only to understand how marine tourism can provide economic changes to the community alone, there is no understanding of how marine ecotourism can provide long-term benefits by maintaining the sustainability of natural resources and the tourism potential of Samalona Island in the future."* This condition has an impact on the community's mindset, which is more oriented towards short-term profits.

Furthermore, the role of the Tourism Office and other related agencies is considered suboptimal in supporting the development of marine ecotourism. Based on interviews with the community, it was stated that *"one of the causes of the many damaged tourism infrastructure is the lack of attention from the local government's Tourism Office."* However, the government explained that this responsibility does not lie solely with the Tourism Office, but also involves other agencies such as the Public Works Office, the Maritime Affairs and Fisheries Office, and the Transportation Office. This lack of synchronization indicates weak coordination between agencies, resulting in many programs running independently without clear integration.

Coordination between stakeholders has also not been effective and sustainable. Collaboration between the government, communities, and the private sector is often marred by conflicting interests, particularly in addressing environmental damage and managing tourism

businesses. Communities expect concrete government action to address environmental issues, while the government demands public awareness of environmental sustainability. Meanwhile, the relationship between communities and the private sector is also unequal, with communities often positioned as implementers rather than strategic partners in decision-making.

Lack of publicity and promotion is also a hindering factor in the development of marine ecotourism on Samalona Island. Promotion efforts by the government, private sector, and community are still limited, unintegrated, and do not utilize information technology to its full potential. The resulting promotional content tends to be simplistic and unable to attract a wide range of tourists, and it does not prioritize educational aspects regarding the importance of environmental sustainability within the ecotourism concept. Furthermore, limited internet access on the island also hinders effective information dissemination.

The lack of integrated management of tourist attractions also poses a barrier to improving the quality of ecotourism. Tourism activities are still managed individually without a centralized management system, resulting in irregularities in spatial planning and services to tourists. The numerous semi-permanent structures along the coast and the weak role of organizations such as the Tourism Awareness Group (Pokdarwis) in coordinating business actors indicate that governance remains traditional. This situation is exacerbated by the lack of innovation in the development of more structured and education-based tourism packages.

Furthermore, the limited availability of basic infrastructure, such as clean water and electricity, also poses significant obstacles. The availability of clean water, which still relies on supplies from Makassar City, and electricity that only operates at certain times, limits tourism activities. This was confirmed through community interviews, which stated that *"the limited electricity supply and the limited need for clean water, coupled with the high cost of ferry services to the islands, are factors that significantly impact the marine tourism business run by the community, and this indirectly impacts local economic growth."*

Finally, the lack of clear regulations governing the spatial planning of tourism businesses has exacerbated the management situation. Many businesses have built facilities right up to the beach without considering environmental aspects and tourist comfort. The lack of oversight and enforcement of regulations has prevented the concept of sustainable ecotourism from being optimally implemented. If this situation persists, the sustainability of Samalona Island's marine ecotourism will be increasingly threatened, both environmentally and economically.

### **Strengthening Institutional Design in Collaborative Governance of Sustainable Marine Ecotourism is recommended**

Based on the research results, strengthening institutional design in collaborative governance of sustainable marine ecotourism on Samalona Island is very important considering the high dependence of the community on the tourism sector as the main source of livelihood. Active community participation in managing tourism potential shows strong social capital, but on the other hand, they also face significant pressure due to the impact of coastal development in Makassar City such as reclamation, industrialization, and other economic activities in the Losari Beach area. These impacts trigger various environmental problems such as coral reef damage, coastal abrasion, and marine waste and waste pollution. Although various conservation efforts have been carried out, such as coral reef rehabilitation and beach cleanups, the implementation of the concept of sustainable marine ecotourism has not been optimal.

Therefore, a collaborative governance model is needed that can synergize the roles of government, the private sector, and the community, as recommended in the Ansell and Gash model which emphasizes the importance of initial conditions, collaborative processes, institutional design, facilitative leadership, and achievement of results (outcomes).

#### 1. Starting *Conditions* for Marine Ecotourism Governance

The initial conditions (*starting conditions*) of the management of marine ecotourism on Samalona Island indicate an imbalance of power, resources, and knowledge among stakeholders, which is an important basis for building collaboration. The Makassar City Government has the authority and regulations, but is limited in supervision and implementation, so it is necessary to involve the community and the private sector as strategic partners. This is reinforced by the results of an interview with the Head of the Makassar City Tourism Office, Mr. Achmad Hendra Hakamuddin, who stated that *"the conditions of marine ecotourism management to address natural environmental damage collaboratively are determined by several factors including the limited resources owned by each related party, the purpose of collaboration and the existence of conflicts of interest between stakeholders."* Meanwhile, local communities have close ties with natural resources but are limited in capital and knowledge, and expect an active role from the government, as stated that *"the local community wants the Makassar City Government to take the initiative to invite the community to manage the tourism potential of their area."* Meanwhile, the private sector has capital and technological advantages, but has not been optimally integrated into sustainable governance.

Collaborative incentives are a crucial factor in strengthening institutional design, as each stakeholder has distinct but interrelated interests. The government focuses on increasing regional revenue and policy sustainability, the private sector on investment stability, and the community on natural resource protection and business governance. This is in line with the perspective of (Emerson et al., 2012). Incentives are a key driver of collaboration in economic, social, and environmental areas. Therefore, institutional design needs to accommodate these interests fairly for collaboration to be effective.

The history of cooperation and conflict between stakeholders also influences the current dynamics of collaboration, such as inter-institutional conflict, differing interests, and weak coordination in environmental management. However, these conditions are not merely obstacles but can also form the basis for more constructive collaboration. This is in line with the view (Ansell, & Gash, 2008) and (Emerson et al., 2012) which emphasizes that effective collaboration often emerges from conflict situations. Therefore, strengthening institutional design needs to be directed at creating spaces for dialogue, increasing trust, and establishing clear coordination mechanisms so that conflict can be managed as a strength in realizing marine ecotourism governance.

#### 2. Institutional Design in Strengthening Collaborative Governance

The institutional design for managing Samalona Island's marine ecotourism serves as a crucial foundation for guiding stakeholder collaboration to be more structured, inclusive, and sustainable. The potential for natural and socio-cultural tourism needs to be managed through synergy between the government, the private sector, and the local community. The government plays a role in policy, infrastructure, and human resource development, the private sector in investment, and the community as direct managers.

However, the existing collaboration remains partial and unsustainable, as each party operates according to its own interests. This indicates that the institutional design does not fully reflect the collaborative principles proposed by Ansell & Gash (2008). about the importance of shared ground rules as a foundation for inclusive collaboration.

From the aspect of *participatory inclusiveness*, stakeholder involvement is still suboptimal even though the community has taken the initiative to protect the environment independently. These efforts have not been integrated into systematic collaborative policies, indicating a gap in perception and coordination. Meanwhile, from the aspect of *forum exclusiveness*, communication forums such as beach clean-up activities are still ceremonial and inconsistent. In fact, this forum should be a strategic space for dialogue and the development of joint steps, as stated by Choi & Robertson (2014) regarding the importance of cross-sector involvement in *collaborative governance*.

Regarding *clear ground rules* and *process transparency*, there are still weaknesses in the clarity of regulations and transparency of collaboration processes. Agreements between communities and the private sector often lack a formal basis and strong oversight. On the other hand, the government tends to be flexible. The government's lack of consistency as a facilitator has the potential to create inequality and conflict. Therefore, strengthening institutional design needs to be directed towards clear, transparent, and adaptive regulations, supported by ongoing coordination mechanisms to ensure effective, fair, and sustainable governance.

### 3. *Facilitative Leadership* in Strengthening Collaborative Governance

Facilitative leadership is a key element in strengthening collaborative marine ecotourism governance on Samalona Island, as it acts as a driving force that unites diverse stakeholder interests under a shared vision. This leadership serves as a decision-maker and facilitator, encouraging dialogue, building trust, and ensuring the active involvement of all parties in the collaborative process. (Greenwood et al., 2021; Redha & Hilman, 2024). Ridwan & Hartono (2023) states that facilitative leadership is able to provide a space for deliberation, build shared commitment, and formulate strategic directions by consensus.

On Samalona Island, strong leadership is needed to address conflicting interests among stakeholders and to design an institutional framework that integrates the vision, mission, and objectives of sustainable marine ecotourism development. The role of facilitative leadership in practice is evident in the Makassar City government's efforts to establish strategic policies, such as Regional Regulation No. 4 of 2015 concerning Regional Spatial Planning, which designates Samalona Island as a conservation area. This policy serves as a crucial instrument for maintaining environmental sustainability while simultaneously guiding tourism management to prevent overexploitation. However, the implementation of this leadership remains challenging, particularly as regional development focuses more on land than on small islands. This is reinforced by the interview with the Head of the Tourism Awareness Group (Pokdarwis), who stated that *"it will be more effective and efficient if it begins with government leadership that has public policies that are used to provide guidance and direction to each stakeholder involved in governance."* This statement demonstrates that the community strongly expects the government to play an active role as a facilitative leader, not only in establishing policies but also providing ongoing direction and support.

Furthermore, facilitative leadership is also required to be able to create inclusive dialogue and bridge conflicts arising from differing interests between the government, the community, and the private sector. As stated by (Ansell & Gash, 2008), facilitative leaders must be able to build effective communication and encourage active participation in every stage of decision-making. In practice, programs such as beach clean-up activities have become one form of effort to build interaction space between stakeholders, although they have not been fully effective in resolving the root of environmental problems. Therefore, strengthening facilitative leadership in the future needs to be directed at increasing the intensity of coordination, consistency of policy implementation, and the government's ability to mediate conflicts and ensure that every established regulation can be understood, accepted, and implemented jointly by all parties. Thus, facilitative leadership can be the main driving force in realizing collaborative and sustainable marine ecotourism governance.

#### 4. Collaborative Process in Strengthening Collaborative Governance

The collaborative process in the management of Samalona Island's marine ecotourism demonstrates that interaction between stakeholders still requires strengthening, particularly in *face-to-face dialogue* as a foundation for communication. The existence of Pokdarwis (Tourism Group) is a crucial platform for the community to express their aspirations and bridge government policy, but in practice, this role has not been optimally utilized and is still perceived as merely a complement to the program. Cross-sectoral dialogue involving the government, community, and private sector has also not been ongoing and intensive, resulting in an inability to produce integrated planning to address existing problems. However, regular face-to-face communication through discussion forums, outreach, and environmental seminars has great potential to build trust, reduce sectoral egos, and unite divergent interests. Therefore, the initiation of a more systematic and sustainable dialogue by the Makassar City government as the primary actor is a strategic step in strengthening the collaborative process.

Furthermore, in terms of *trust building*, various government-initiated programs, such as community capacity building outreach and joint activities with the Tourism Awareness Group (Pokdarwis), are initial efforts to build trust among stakeholders. These activities aim to explore the problems faced by the community while fostering collective awareness of the importance of preserving the environment. However, based on interviews with local residents, these activities still tend to be one-way, consisting of appeals and instructions from the government without providing a space for equal dialogue. Nevertheless, the collaborative process facilitated by the government through various joint activities such as coral reef rehabilitation, environmental campaigns, and the development of tourism MSMEs remains the initial capital in building trust. In this regard, transparency, openness, and clear division of roles and responsibilities are important factors that need to be strengthened so that the trust that is built is not temporary.

In terms of *commitment to the process* and *shared understanding*, the main challenge lies in the low consistency and commitment among stakeholders in implementing the results of the joint agreement. Discussion forums that have been implemented have not been able to produce program sustainability due to time constraints, differences in interests, and weak shared commitment. This is reinforced by the statement from the interview with

the Head of the Makassar City Tourism Office who revealed that *"this condition is due to the limitations of the program implemented by the Makassar City Tourism Office and the differences in interests in managing marine ecotourism and the lack of commitment among stakeholders to the collaborative process being implemented."* On the other hand, efforts to address environmental damage such as coral reef rehabilitation, embankment construction, and beach cleanups indicate that the parties actually have a shared understanding of the urgency of the problem, but limited resources and inappropriate technical approaches have resulted in less-than-optimal results. Therefore, it is necessary to strengthen shared understanding that is not only conceptual, but also implemented in concrete, coordinated actions.

Meanwhile, in terms of *intermediate outcomes*, the interim achievements of the collaboration process show inconsistent and unsustainable results. Although there was an initial agreement between the government, community, and private sector to protect the environment, improve human resources quality, and manage tourism facilities, implementation on the ground remains far from expectations. Environmental damage persists, public awareness of maintaining cleanliness is unequal, and existing infrastructure is poorly maintained. Furthermore, the role of the Tourism Awareness Group (Pokdarwis) as a means of cross-sector communication has not been maximized. This situation indicates that the current collaboration process has not been able to produce strong *intermediate outcomes* as a foundation for long-term success. Therefore, strengthening monitoring and evaluation mechanisms, as well as ongoing commitment from all stakeholders, is needed so that each interim achievement can be consolidated into more tangible and sustainable results in the management of marine ecotourism on Samalona Island.

#### 5. Collaborative Governance Outcomes in Strengthening Sustainable Marine Ecotourism

The outcomes of collaborative marine ecotourism governance on Samalona Island demonstrate that a collaborative approach is a relevant and effective strategy in addressing the resource limitations of each stakeholder. Through collaboration, the government, community, and private sector can be united in a single dialogue and communication forum aimed at aligning visions, missions, and technical understanding in managing tourism potential. This is in line with the opinion of (Emerson et al., 2012). which emphasizes that dialogue is a key element in the collaborative process. Samalona Island's tourism potential, including its natural beauty, coral reef ecosystem, and the rich culture of the Bugis people, has had a positive impact on improving the local economy and well-being. However, current management has not fully oriented towards the concept of sustainable ecotourism, as it still faces various challenges such as environmental damage due to abrasion, sedimentation, and suboptimal waste and waste management. In this collaboration, *mutual engagement of participants in a coordinated effort to solve a problem together* is a crucial approach to addressing these complex issues.

Furthermore, strengthening collaborative governance is directed at a model that positions the Makassar City Government as the primary initiator, mediator, and facilitator through a top-down approach supported by formal policies and strong institutional design. The involvement of the private sector in supporting development and the active participation of the community in maintaining and utilizing tourism potential are crucial elements in ensuring the sustainability of the program. Referring to the principles of

sustainable tourism according to UNWTO (2016) in (Perdomo, 2016) , the expected outcome of this collaborative governance is the creation of a balance between environmental, economic, and social aspects. Concretely, this is reflected in the preservation of ecosystem sustainability, increased local economic growth, and an improved quality of life for the people of Samalona Island. In addition, changes in tourist behavior towards more responsible tourism practices are also important indicators of the success of the collaboration, so that marine ecotourism not only provides short-term benefits but also ensures the sustainability of natural resources and community welfare in the future.

## CONCLUSION

The study concluded that local institutions play a crucial role in realizing collaborative marine ecotourism governance on Samalona Island, yet their role has not yet been optimally implemented. Although local institutions have the potential to serve as the primary link between the government, the community, and the private sector in ecotourism management, the study found that their coordination capacity, stakeholder integration, and collaboration mechanisms remain weak, resulting in governance that is not fully collaborative, integrated, and sustainable. This situation is exacerbated by the low synergy between actors and the ineffectiveness of local institutions in facilitating cross-stakeholder cooperation, resulting in partial collaboration. Therefore, strengthening local institutions is key through increased capacity, clarity of roles and authorities, and strengthening networks, supported by the local government through consistent policies, mentoring, and strengthened coordination mechanisms. Furthermore, it is necessary to optimize the role of the private sector through more structured partnerships and increased community participation in environmental protection and the development of sustainability-based tourism businesses, ultimately achieving more effective, adaptive, and sustainable collaborative marine ecotourism governance on Samalona Island.

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