



Strategy of Implementing Blue Economy Policy in Developing Marine Tourism

Muhammad Roem¹, Muhammad Akmal Ibrahim², Nurdin Nara², Muhammad Tang Abdullah², Didik Iskandar³

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

³Public Administration, Universitas Negeri Makassar, Indonesia

*Corresponding Author: Muhammad Roem



Article Info

Article history:

Received 17 December 2024

Received in revised form 11 January 2025

Accepted 26 January 2025

Keywords:

Implementation Strategy Blue Economy
Marine Tourism Development

Abstract

The researchers evaluate how Blue Economy principles apply during the development of marine tourism activities in Makassar City Indonesia. This study uses qualitative case methods alongside Mintzberg's strategic dimensions: plan, pattern, position, perspective, and play for examining marine tourism governance over institutions and between communities and policy structures. Interviews with government officials alongside community leaders and tourism stakeholders together with field observation and document evaluation served as the data collection methods. Data shows that institutional bodies have started adopting Blue Economy principles yet its practical implementation continues to remain scattered. The absence of legal norms and insufficient regulatory framework exists while stakeholders play unclear roles and environment sustainability takes a backseat priority to quantitative performance targets. The responsible development practices initiated by communities and NGOs create a foundation linking with Blue Economy concepts even though their work remains informal and separate from official programs. The analysis exposes major strategic differences between actors together with a need for tactical fixes because organized plans are missing.

Introduction

Tourism operates as an essential economic growth driver for Indonesia since it holds the position of being the world's largest archipelagic state. Continuous government support for infrastructure development serves as well as institutional improvement and regulatory framework building helps promote the industry growth. Fathan et al. (2022) confirm that the central and local governments continue to implement initiatives which aim at making tourism the primary source of national revenue and employment creation. Tourism served as a 3.83% contributor to the national GDP during 2023 based on data provided by Kemenparekraf (2023). The positive growth numbers in tourism conceal serious environmental problems triggered by rapid tourist growth which threatens coastal ecosystems and marine resources.

The domain of Marine tourism stands as a promising but dangerous sub-sector throughout the main tourism industry (Selvaduray et al., 2023; Gounden, 2021; Abdul & Mokodompit, 2024). The marine ecosystem of Indonesia stands as one of Earth's most abundant and diverse due to its extensive number of islands exceeding 17,000. Coastal regions act as biological connections between land-based ecosystems and oceanic systems making them simultaneously lucrative areas but also extremely susceptible regions (Hailuddin et al., 2022; Asmit et al., 2020). The areas carry significant development potentials but face regular poor administration through

unorganized construction activities along with environmental pollution and destructive fishing habits. Should communities fail to implement cooperative management practices that engage stakeholders then these vital areas will keep deteriorating according to Duxbury & Dickinson (2007) and Cetin (2016) and Elegbede et al. (2023) and Laturette et al. (2021). The modern approach to tourism should shift from basic economic development to become an essential tool for protecting coastal ecosystems sustainably.

The Blue Economy has emerged as a different development model to address the current environmental crisis (Khan & Emon, 2024; Martínez-Vázquez et al., 2021). Traditional economic models have inspired the Blue Economy conceptualization to counter over-exploitation of natural resources through its holistic integration of environmental preservation with economic development and social equity (Goodland 1995, Bastaman 2019, Tracey & Anne 2008). It champions innovation, green technology, and community-based resource governance. The implementation of Blue Economy principles at a practical level faces inconsistent progress throughout Indonesia. The Archipelagic and Island States Forum placed Indonesia at third position in the 2021 Asia Blue Economy Development Index behind Japan and the Philippines although Indonesia has an extensive maritime expanse (Alverdian, 2024; Anwar, 2020). The lower rank becomes a significant issue for Indonesia because it possesses enormous marine resources despite these assets?

A possible reason stems from the mismatch between policymakers' discussions and the governments' ability to execute policies. Strategy development needs to touch multiple levels of intervention to help the Blue Economy start in marine tourism because institutional coordination and local community empowerment remain necessary. Multiple agencies of government must break away from operating separately from each other. Sustainable tourism development succeeds through collaborative operations between state actors and private sector, civil society and local communities (Umar 2022; Turisno et al. 2021; Bhatta & Joshi, 2023; Dangi & Petrick, 2021; Geoffrey Deladem et al., 2021; Rahman & Baddam, 2021). Governance functions as the key foundation which determines the success rate of the Blue Economy. Marine governance requires a complete legal structure and regulatory framework in addition to participation systems that build transparency and accountability (Farmaki 2020; Bramwell 2010; Ruhanen 2013; Skerritt, 2024; Day, 2022).

Makassar City represents both the potential opportunities and the potential difficulties that exist in the development of marine tourism since it serves as the primary capital of South Sulawesi as well as the main entrance to Eastern Indonesia. As an axis point on the Indonesian maritime route Makassar stretches across 12 inhabited islands which form a varied geographical and socio-economic strategic position. The coastal topography enhances Makassar's capability to develop coastal attractions while requiring sustainable development strategies. The strategic geographical benefits of Makassar have failed to materialize into developed marine tourist activities while urban development focuses primarily on other agendas.

The tourism sector of Makassar has started to create observable economic effects. Tourism in Makassar city generated IDR 400 billion for the Regional Original Revenue (PAD) in 2023 above the set target of IDR 390 billion and represented twenty-six percent of the total municipal finance (Freeman, 2023). The substantial growth represents a major concern regarding sustainability since there exists no environmental or social responsibility guidance. The existing marine tourism activities in the city persist in isolated ways because they lack cohesive integration between them for maintaining sustainability. Blue Economy principles would serve as a vital operational direction but their successful implementation demands institutional backing accompanied by well-defined regulations and stakeholder joint work.

Strategic planning emerges as the essential factor at this point. Public policy strategic thinking demands more than wishful ideas because it entails combining goals with effective resource utilization along with strategic management of complex stakeholder dynamics (Ackermann & Eden, 2011; Ansell et al., 2023). Udokwu et al. (2023) and George (1979) agree that strategies establish the future pathway for organizational progression or urban development by expressing which decisions will set the procession timetable. A comprehensive framework of public governance strategy exists via the "Five Ps of Strategy" which Mintzberg (1987) developed into plan, pattern, position, perspective and play.

The goal of this research is to examine how the Blue Economy policy gets executed when promoting marine tourism development in Makassar City. The analysis assesses the current governance practices based on Blue Economy principles while evaluating the city's strategic direction for its future perspective regarding inclusivity and environmental responsibility. Analyzing Mintzberg's typology helps the research examine how planning strategies match up with on-the-ground activities and visionary objectives so Makassar can establish itself as Indonesia's benchmark for sustainable marine tourism.

Methods

This research utilizes qualitative methods that allow scientists to examine complex systems directly in situ because they are successful for studying the exact nature of social interactions between stakeholders in realistic environments. The researchers conduct this research to assess critically the implementations of Blue Economy policy for marine tourism development within Makassar City because descriptive rather than numerical data is required to understand the details. Moleong (2017) explains that qualitative research focuses on intense understanding rather than wide coverage by allowing participants to share their behavioral perspectives and personal meanings.

Research Approach and Rationale

Since the Blue Economy connects with environmental stewardship alongside governmental processes and tourism advancement a qualitative research framework enables investigators to reveal inner principles and performance factors that influence important participants. This study uses a case study design to investigate Makassar City specifically since this location serves as an actual context for implementing blue economy practices within marine tourism. Miles et al. (2014) indicate that case studies excel in tracing "how" and "why" questions within real-world scenarios that blend research variables and subject matter (p.244).

Research Site

The studied area encompassed Makassar City of South Sulawesi Indonesia where this metropolitan city and its 12 islands have numerous marine tourism assets. The site obtained priority because it holds strategic value for maritime development in Indonesia while continuously working to develop marine tourism programs consistent with sustainability goals.

Data Collection Techniques

The data gathering process involved conducting extensive interviews using structured but open-ended questions with employees and stakeholders who officially oversee marine tourism administration and the Blue Economy functions of Makassar. Government officials at the Makassar City Tourism Office together with representatives from community-based tourism groups and relevant stakeholders from provincial government agencies provided information. The designed interview methodology focused on learning about planning processes and

coordination efforts as well as the difficulties and views toward implementing Blue Economy principles.

The observational research included both participant and non-participant observation as a means of grasping the marine tourism practices in Makassar context. The researcher documented both public occasions like stakeholder meetings alongside the casual communications that occurred in island and coastal settings. The research observations enabled the assessment of actual governance operations and infrastructure applications alongside community involvement in marine tourism management activities.

The research analyzed policy documents and regional planning blueprints (Renstra) together with tourism development master plans as well as public reports and academic literature and media publications to supplement interview and observation data. A combination of data sources enabled the research to verify its outcomes and establish a detailed understanding of policy framework and implementation (Miles et al., 2014).

Informants and Sampling Strategy

Purposive sampling served as the foundation when selecting the informants. The research participants consisted of people selected because of their expertise in marine tourism development while also implementing Blue Economy policies. The collected sample featured local administrators as well as those working in tourism and the members of Tourism Awareness Groups (Kelompok Sadar Wisata/KSW) who act as vital connectors between policies and their application in community settings. Through this structure these organizations perform educational delivery and lead behavioral transformation toward sustainability in island communities.

Data Analysis

Data analysis followed an interactive model developed by Miles et al. (2014) through three parallel activities of data condensation, data display, and verification-based conclusion making. The data analysis process under this model unfolds through repeated interactions with the data which naturally brings forth thematic patterns. The initial code construction utilized Mintzberg's (1987) strategic dimensions plan, pattern, position, perspective and play to build the thematic analysis framework. The study applied inductive and deductive approaches to coding to enable novel themes but continue connecting to theoretical foundations.

Result and Discussion

Context of the Study

Makassar City holds a vital position as the center of maritime development in Indonesia since the government recognizes it as the "Center Point of Indonesia." The strategic and geographic position of the area plays a vital role under the national initiative to develop the Blue Economy for sustainable development. Makassar as an administrative unit that incorporates 12 islands and maintains a large coastal distance puts it in a favorable position to establish marine tourism initiatives that balance ecological protections with economic accessibility. Makassar City benefits from considerable potential but struggles with diverse obstacles composed of divided planning activities and insufficient collaboration between departments and a lacking dedicated legal structure that governs Blue Economy maritime tourism management.

The research explores the implementation process of Blue Economy policy toward the growth of marine tourism operations in Makassar City. Stakeholder interviews along with observations and documentation were combined with Makassar City Tourism Office officials and local

community members and provincial departments data to apply Mintzberg's strategic dimensions (plan, pattern, position, perspective, and play) for analysis. Thematic analysis revealed multiple insights about the present implementation strategies which demonstrate both positive trends and same existing barriers.

Strategy as Planning

Strategic planning or its absence directly impacts the implementation of Blue Economy principles for marine tourism development in Makassar according to the first theme. While stakeholders broadly recognize the importance of sustainable planning, the data reveals inconsistencies in institutional commitment, legal backing, and coordination mechanisms. The following quotes reflect the various dimensions of this planning gap.

"We talk a lot about Blue Economy, but in reality, there is still no PERDA or specific regulation that governs it. So what we do is just based on what we think is right at the moment." (Tourism Office Official – Interview 1)

This quotation reveals the existence of unclear legal management policies. Such official regulations about Blue Economy in marine tourism (e.g., PERDA) are missing from municipal frameworks which leaves implementation to unpredictable discretion. Poor institutional accountability and policy enforcement ambiguity prevent the creation of sustainable marine practices through defined policies.

"Planning for marine tourism in Makassar is mostly ad hoc. There is no integrated roadmap that links environmental concerns with tourism development, let alone one based on Blue Economy principles." (Local Academic – Interview 2)

Here, the critique points to the absence of holistic planning frameworks. Environmental plans and tourism plans continue to operate independently from each other. A comprehensive integration of ecological goals in tourism master plans remains essential because Blue Economy ideals otherwise face dismissal as symbolic statements instead of implementing planning targets.

"We are often told about sustainable tourism, but there is no clear plan or budget for activities that actually support sustainability." (Community Tourism Group Leader – Interview 3)

Such circumstances demonstrate the divide between what is spoken about and actual financial backing. Public officials frequently discuss sustainability matters yet neglect to provide funding or strategies which prevent these ideas from remaining dreams. Sustainability acts as an empty buzzword in institutions showing no commitment to funding or strategic development of sustainability efforts.

"The current Renstra (Strategic Plan) does not explicitly mention the Blue Economy, although we are starting to align it for the next planning cycle. Right now, we're in a transition phase." (Development Planning Agency Official – Interview 4)

The statement demonstrates how policy timelines fail to match properly. The forthcoming Strategic Plan (Renstra) will include Blue Economy principles but the current period demonstrates no clear planning strategy. Policy transitions tend to be more prone to stagnation and policy movement during unimplemented periods unless implementing actors receive defined guidance together with transitional support mechanisms.

“There are many stakeholders involved, but without a unified strategy, we all just do our part without seeing the bigger picture.” (Environmental NGO Representative – Interview 5)

The revealed findings clearly illustrate the existence of coordination obstacles. Organization declared its shortage of a strategic blueprint results in stakeholders conducting fragmented efforts towards shared objectives. Well-meaning actions between stakeholders often fail to connect properly which creates situations of repetition and ineffectiveness and sometimes results in opposing conservation and development targets. Multi-stakeholder governance needs collective vision as its foundation for successful Blue Economy implementation.

Several viewpoints demonstrate that Makassar's Blue Economy strategy needs additional development in its planning aspect. The planning environment of Makassar's Blue Economy strategy displays poor strategic development due to legal confusion along with segmented programs and insufficient budget allocation and wrong timing and inactive stakeholder participation. The research matches the findings of Voyer et al. (2018) and Farmaki (2020) because they show that effective Blue Economy governance demands both visionary leadership and enforceable time-sensitive funded plans.

Strategy as Pattern

Patterns of action within Makassar's marine tourism sector drive the implementation of Blue Economy policy regardless of established formal plans. Strategy functions as a pattern because organizations exhibit continuous behavioral patterns even when these behaviors were not initially planned or officially created by Mintzberg (1987). The city of Makassar does not have a unified master plan for Blue Economy-based tourism yet it has established public and government-sector routines supporting this sector. Such behavioral patterns help us better understand how policies materialize in actual practice because they stem from demanding situations or knowledge held by local populations or adjustments made by people in the field.

“We’ve been focusing on mangrove reforestation and involving local groups for years now—even before anyone called it the Blue Economy.” (Environmental Division Officer – Interview 6)

The bottom-up development of ecological practices emerges according to this statement. The behaviors associated with the Blue Economy concept have evolved prior to this policy terminology's emergence. Blue Economy principles function currently at operational levels although they have not received proper policy designation. Such conditions demonstrate how actions take place although there exists no official policy framework.

“Island communities now take the initiative to guide visitors about coral safety and plastic waste—even without formal training. It’s just become a habit over the years.” (Tourism Awareness Group Member – Interview 7)

Such behaviors demonstrate the existence of informal community leadership along with social learning. Repeat experiences have embedded environmentally responsible behaviors and made them supplant institutional mandates. The local community identity and voluntary norms of care can serve as a foundation for establishing official Blue Economy programs despite lacking formal institutional support.

“Every year we give technical guidance to coastal communities on waste management, tourism hospitality, and environmental awareness. This has become our routine activity.” (Makassar Tourism Office Official – Interview 8)

The repetitive administrative pattern serves as an informal strategy to fulfill its objectives. The tourism office regularly conducts guidance activities that establish a stable policy framework through institutional path dependency regardless of regulatory requirements. The administering of these routines creates foundational structures for implementing a more advanced Blue Economy management system.

“Visitors are starting to expect a eco-friendlier experience. That pressure alone pushes us to adapt, even if there’s no official rule.” (Tourism Operator on Samalona Island – Interview 9)

Such behavior patterns correlate with market forces. Local practices face transformations at the hands of demanding consumers who create reputational and economic performance rewards for their strategic changes. External demand functions as an organizing principle to guide stakeholders toward responsible behavior when top-down enforcement is missing. This develops a strategy pattern through informal accountability.

“Some of the NGOs working with us have introduced environmental modules into their outreach programs. They’ve been doing it consistently, even though we haven’t coordinated it officially.” (Provincial Marine Affairs Official – Interview 10)

The statement indicates different parallel initiatives without synchronization. Various non-government entities have autonomously built routines that respect Blue Economy principles although these different initiatives lack overall integration. The distributed strategy pattern develops through autonomous repeating actions yet runs the risk of collapsing into fragmentation when the actions remain unsynchronized.

The study reveals that unstructured strategies have naturally developed between institutional and community levels. These range from routine trainings and environmental practices to community-led visitor management and NGO-led outreach. The observed patterns emerge organically from both institutional memory retention and adaptive behaviors together with internally developed operational norms.

An emergent strategy emerging from patterns represents an encouraging development though maintaining such strategy without formal recognition and integration risks future stagnation and inconsistency. The existing practice needs recognition as basis for future formalization and expansion. Bramwell (2010) explains that sustainable governance frameworks demand the institutional implementation of grassroots processes into planning protocols.

Strategy as Position

The concept of strategy as position describes according to Mintzberg (1987) how organizations or actors should position themselves in reference to wider systems whether these systems are markets or ecological or policy frameworks. The Blue Economy agenda shapes how Makassar's marine tourism sector participants including government agencies and local communities, NGOs and private tourist operators understand their functions as well as their mutual commitments and duties.

The collected data demonstrates that stakeholders maintain some levels of collaborative interaction but this contact primarily exists as formal yet easily breakable networks. Each actor understands their particular position as well as their limitations but they find it challenging to establish cohesive inter-sectorial plans that involve multiple stakeholders. Interview findings are followed by a critical analysis of the information contained therein.

“We’re the leading agency for tourism, but marine areas fall under the marine and fisheries department. So there are overlaps—we’re not always sure who should lead what.” (Makassar City Tourism Office Staff – Interview 11)

The highlighted statement draws attention to the clear boundaries problems within different areas of control. The natural linkages between tourism and marine affairs decline because traditional local government departmental boundaries prevent strategic unification within the Blue Economy framework. The absence of an established framework of role identification leads to unnecessary repetition along with unfinished programs. When alignment between organizational positions remains unclear a strategic breakdown occurs leading to poor coordination and diminished resource productivity.

“We feel like we’re invited just to tick the box—our input isn’t really used in planning, even though we are the ones who live with the impact.” (Island Community Leader – Interview 12)

The problem exists because of symbolic leadership in these situations. Rhetorically the community represents partners in Blue Economy initiatives yet their practical role exists outside formal decisions. The lack of empowerment creates distrust between authorities and local communities thus reducing implementation results especially when there is a need for local ecological management and tourism control in sensitive areas.

“We work with ASITA and Pelindo, but mostly on operational matters like port logistics—not on strategy or sustainability planning.” (Makassar City Development Planning Agency – Interview 13)

The statement shows an operational framework rather than a strategic framework. Inter-agency engagement takes place for technical exchanges but agencies lack shared strategizing between each other. Successful implementation of Blue Economy demands organizations to go beyond logistical coordination by establishing shared goals and joint planning processes and mutual accountability.

“Our media team promotes the city’s marine tourism, but no one tells us which destinations are considered sustainable or not. We just follow what’s popular.” (Local Tourism Promotion Officer – Interview 14)

The current situation illustrates how institutional roles fail to match with each other. The strategic sustainability narrative lacks support for promotional activities leading to branding efforts without benchmarking capabilities. The incorporation of promotional actors into a broad responsible sustainable vision will help separate protected or needs-rehabilitation destinations from sustainable ones in Blue Economy environments.

“Sometimes the provincial agencies develop programs that don’t align with our local realities. There’s often no consultation with us.” (Community-Based Tourism Facilitator – Interview 15)

The observation demonstrates a conflict between organizational governance levels. Regional authorities create programs which disregard practical situations and specific requirements of local populations. Local actors must adjust their actions after events instead of taking part in active decision-making. Vertical integration maintains both a coherent and legitimate strategy throughout different levels of governance.

Analysis indicates that the strategic component of Blue Economy governance across Makassar shows multiple disconnected elements. Agencies and communities maintain separate

operational understanding of their responsibilities however they lack formal methods to connect systems and execute dialogue. The city relies on informal cooperation but lacks sufficient formal strategic alignment solutions between different sectors and governance levels. Voyer (1986) correctly states that successful implementation of sustainable ocean governance depends on clear understanding of institutional positioning and inter-organizational relationships in their work. Insufficient clarity would cause Makassar to maintain fragmented approaches and minimize the transformative power of their Blue Economy plans.

Strategy as Perspective

Mintzberg (1987) defines strategic perspective as an embedded organizational method through which both entities and their environmental surroundings become understood. The organization develops shared beliefs along with values and attitudes which direct both choices between alternatives as well as interpretations of actions. The stakeholders in Makassar experience a struggle between conventional development ideology and the developing sustainability framework regarding marine tourism and the Blue Economy.

The result shows an unclear combination between progressive envisioning and slow institutional decision-making processes. Certain actors within the Blue Economy framework adopt it as an inspirational development model and others try to integrate it into established frameworks and ways of thinking. Multiple viewpoints directly impact how the strategy develops inside organizations and executes itself outside.

“We see marine tourism as a key future driver, but not everyone in the government takes environmental aspects seriously. It’s still mostly about numbers—how many tourists, how much revenue.” (Development Planning Official – Interview 16)

These words illustrate an instance when different philosophies conflict. Because the Blue Economy combines sustainability with economic development some areas persist with extractive practices rooted in growth-focused ideas. Cognitive gaps that form between different viewpoints create problems with policy coherence and interfere with necessary transformable initiatives. A strategic transformation needs values-based organizational change between different departments.

“For us on the islands, tourism is not just about visitors—it’s about protecting our sea so our children can still fish and swim safely in ten years.” (Island Resident and Fisherman – Interview 17)

Such an approach represents a comprehensive ecological framework that stems from practical relationship with environments. The Blue Economy operates based on such intergenerational ethics that form its foundation. Marine tourism serves as an instrument for building resilient communities while protecting the environment according to this perspective which differs from standard bureaucratic or business emphasis.

“There is still a mindset in some offices that marine areas are just ‘extras’—something we can develop after we finish with land-based tourism.” (Tourism NGO Representative – Interview 18)

Marine spaces occupy a lower position in the policy hierarchical structure according to this statement. The Blue Economy receives minimal recognition under this viewpoint because the policy perceives it as an optional accessory instead of a vital development element. Such thinking restricts new ideas from entering the market and safeguards against complete dedication to marine sustainability protection.

“Blue Economy? For many staff here, that’s still a foreign term. We need more than just directives—we need education, exposure, and a mindset change.” (Municipal Civil Servant – Interview 19)

Marine spaces occupy a lower position in the policy hierarchical structure according to this statement. The Blue Economy receives minimal recognition under this viewpoint because the policy perceives it as an optional accessory instead of a vital development element. Such thinking restricts new ideas from entering the market and safeguards against complete dedication to marine sustainability protection.

“We’re proud of our islands, and we want visitors to respect them. So we try to educate tourists ourselves—even though it’s not officially our job.” (Member of Youth Tourism Group – Interview 20)

Such an approach represents public service-minded reasoning. The case shows how local actors develop sustainability values and take charge of responsibility without specific official requirements. Local communities achieve stronger grassroots resilience and increased legitimacy when they adopt the Blue Economy principles as both personal practice and cultural practice.

The different viewpoints which exist in Makassar represent a fundamental element required for strategic transformation because organizations need shared vision. A written formal strategy document remains insufficient for success because proper implementation demands that key personnel adopt the same cultural and perceptual alignment regarding the strategy's execution. The Blue Economy requires transformation from being an official policy to becoming an organizing view and system of values and operational principles. Sustainable development outcomes in marine governance become possible through institutional perspective shifts according to Tracey & Anne (2008) as well as Hassanali (2022).

Strategic Fragmentation presents intricate challenges in the implementation process of the Blue Economy

Strategic fragmentation appears in marine tourism governance through the implementation of Blue Economy principles within Makassar City because plans exist without integration and actions occur without joint operations between institutions and their stakeholders. The discussion applies Mintzberg’s (1987) five-dimensional strategy model to analyze the qualitative research data which evaluates essential gaps and contradictions and identifies future possibilities in today's governance system.

The planning structure of Makassar continues to operate weakly with unclear implementation procedures despite national and local governments starting to accept Blue Economy discourse. The framework of strategy used as a plan for directing prolonged actions through official policy instruments lacks proper development. Makassar lacks a specific municipal legislation (Perda) to embed Blue Economy concepts in marine tourism thus creating an empty governance space that promotes sustainability through empty rhetoric but shows weak implementation practice. Freeman (2023) and Ruhanen (2013) have provided criticism of tourism policy in decentralized systems because these systems tend to exhibit both shallow policy implementation and weak legal basis between discourse and design. The strategic intent becomes unclear because of these circumstances making actors lose their stable policy reference point.

The lack of strategic planning does not result in full organizational immobilization. Strategic activities have emerged as patterns to address some of the organizational voids. A researcher determined that communities together with NGOs and government departments all employed

a chain of persistent procedures which included environmental training programs and mangrove conservation efforts as well as locally driven reef protection programs. The existing practices show tacit support for Blue Economy principles regardless of missing formal policy requirements. According to Bramwell (2010) repeated execution of behavior leads to development of governance norms through informal institutional processes. The patterns indicate that the Blue Economy exists through practical implementation although official policy documents have not been established yet in Makassar.

The observed positive process does not have corresponding strategic coordination between stakeholders. The study of strategic positions demonstrates the incomplete separation between public sector agencies together with the fight for authority between state and non-state organizations. The tourism office along with marine affairs department and local communities and promotional agencies operate independently of each other through informal role negotiations that commonly create overlapping work and unutilized possibilities. The study reveals a breakup pattern similar to Voyer et al. (2018) who confirmed that governance without clear roles and inter-agency coordination causes inefficient systems and impairs accountability. Marine tourism in Makassar encounters severe harm from positional ambiguity due to its necessity for preserving an interconnected relationship between environmental and social values.

All these problems arise due to the lack of a consolidated strategic viewpoint. Different actors display varied and sometimes opposing views regarding the interpretation of the Blue Economy. Community stakeholders adopt sustainability perspectives that span multiple generations and local places yet several government actors persist with growth-oriented approaches that prioritize visitor numbers and monetary earnings ahead of environmental sustainability. Hassanali (2022) identifies this ideological conflict as one that arises when trying to merge bureaucratic modernism with local ecological consciousness. The establishment of a unifying narrative about marine tourism development as a protection and growth method would make strategic alignment achievable.

Through strategy as play stakeholders demonstrate their adaptive methods to overcome institutional barriers while performing tactical changes. Because of low resource availability and high environmental uncertainty actors use deceptive measures such as calling projects Blue Economy for political success and grouping environment initiatives with unrelated programs while staging symbolic events to promote visibility. Using such adaptive methods proves beneficial but reveals underlying organizational weaknesses. According to Freeman (2023) together with Tracey & Anne (2008) the strategic foundation can face long-term damage through ungrounded improvisation unless formal policies and stakeholder trust are implemented.

The total evidence demonstrates an active but fragmented strategic structure which enables conceptual and value sharing although they never form unified goals. These governance dynamics which characterize Makassar's strategic fragmentation exist throughout emerging economies which try to implement global sustainability frameworks with insufficient institutional preparedness according to Farmaki (2020) and Lo'onu et al. (2024). The Blue Economy needs to mature from its status as a policy term by developing official planning mechanisms that help it gain necessary resources while fostering shared principles that bridge division between sectors and ideologies.

The case of Makassar demonstrates both negative lessons and positive prospects. Local community efforts together with flexible approaches and unofficial activities demonstrate that the necessary basis for worthwhile marine tourism management stands ready for

implementation. The difficulty emerges from integrating these four elements to build a consistent strategic system which joins extended sight and operational alignment with public involvement and natural awareness. The Blue Economy will fully manifest its role as a transformative development model for Indonesian coastal cities together with other nations when all components are effectively implemented.

Conclusion

The authors analyzed Blue Economy implementation for marine tourism development in Makassar City by applying Mintzberg's strategic dimensions including plan and pattern as well as position perspective and play. The research discovered that authorities expressed ambitious initiatives while facing challenges from governmental divisions and bureaucratic stagnation and incompatible views between departments.

Planning documents along with strategic rhetoric exist but fail to receive legal enforcement and develop universal cross-sectoral coherence allowing local actors to work through informal adaptive behavior in policy voids. Community activities and departmental operational procedures have started implementing Blue Economy principles in practice which demonstrates that sustainability exists throughout independent uncoordinated local actions across the area.

Organizations face considerable challenges from institutional positioning issues because several stakeholders hold confusing and unclear responsibilities that obstruct both efficiency and accountability functions. Strategic differences between economic development needs and environmental sustainability create additional obstacles which impede the alignment between plans and operational activities. Marine tourism development actors implement strategic tactics during challenging political times to progress their objectives yet these actions may reduce overall program coherence. The experience of Makassar reveals that the Blue Economy needs an integrated policy environment rejecting both visionary and visible-orientated approaches and simple improvisation. For marine tourism to become a genuine driver of sustainable development, the city must move toward a more strategic governance model—one that links formal planning instruments with grassroots practice, clarifies institutional roles, promotes ideological convergence, and reduces dependency on tactical navigation.

References

- Asmit, B., Syahza, A., Mahdum, A., & Riadi, R. M. (2020). Opportunities and prospect for tourism development on rupaat island, indonesia. *Folia Geographica*, 62(2), 133-148.
- Bramwell, B. (2010). Participative planning and governance for sustainable tourism. *Tourism Recreation Research*, 35(3), 239-249.
<http://dx.doi.org/10.1080/02508281.2010.11081640>
- Cetin, M. (2016). Sustainability of urban coastal area management: A case study on Cide. *Journal of Sustainable Forestry*, 35(7), 527-541.
<https://doi.org/10.1080/10549811.2016.1228072>
- Duxbury, J., & Dickinson, S. (2007). Principles for sustainable governance of the coastal zone: In the context of coastal disasters. *Ecological economics*, 63(2-3), 319-330.
<https://doi.org/10.1016/j.ecolecon.2007.01.016>
- Elegbede, I. O., MaxemilieNgo-Massou, V., Kies, F., Lekan, J. T., Kaullysing, D., Al Jufaili, S. M., & Oloko, A. (2023). Marine and coastal resources. In *Encyclopedia of*

- sustainable management* (pp. 2312-2317). Cham: Springer International Publishing. http://dx.doi.org/10.1007/978-3-030-02006-4_304-2
- Farmaki, A. (2020). Regional network governance and sustainable tourism. In *Tourism and Sustainable Development Goals* (pp. 192-214). Routledge. <http://dx.doi.org/10.1080/14616688.2015.1036915>
- Fathan, F. B., Mustahal, M., & Basit, A. (2022). Halal Tourism as a Means of Empowering the People's Economy. *International Journal of Social Science and Religion (IJSSR)*, 21-42. <http://dx.doi.org/10.53639/ijssr.v3i1.57>
- Freeman, R. E. (2023). Stakeholder management: framework and philosophy. In *R. Edward Freeman's Selected Works on Stakeholder Theory and Business Ethics* (pp. 61-88). Cham: Springer International Publishing. http://dx.doi.org/10.1007/978-3-031-04564-6_3
- George, A. (1979). Steiner. Strategic planning. What every manager must know.
- Goodland, R. (1995). The concept of environmental sustainability. *Annual review of ecology and systematics*, 1-24. <https://doi.org/10.1146/annurev.es.26.110195.000245>
- Hailuddin, H., Suryatni, M., Yuliadi, I., Canon, S., Syaparuddin, S., & Endri, E. (2022). Beach area development strategy as the prime tourism area in Indonesia. *Journal of Environmental Management & Tourism*, 13(2), 414-426. [http://dx.doi.org/10.14505/jemt.13.2\(58\).11](http://dx.doi.org/10.14505/jemt.13.2(58).11)
- Hassanali, K. (2022). Examining institutional arrangements toward coordinated regional ocean governance and blue economy policy development in the Caribbean community (CARICOM). *Coastal Management*, 50(5), 385-407. <http://dx.doi.org/10.1080/08920753.2022.2082835>
- Laturette, A. I., Akyuwen, R. J., Latupono, B., Anwar, A., Angga, L. O., & Labetubun, M. A. H. (2021). Natural Resources Management Rights in Land Conservation Areas in Coastal Areas and Small Islands Based on Environmental Sustainability. *International Journal of Sustainable Development & Planning*, 16(7). <http://dx.doi.org/10.18280/ijstdp.160711>
- Lo'onu, A., Ambo, N., Alamsyah, M. N., & Nuraisyah, N. (2024). Implementation Of Ungkea Beach Tourism Object Development Policy At The Tourism Office Of North Morowali District. *Sibatik Journal: Jurnal Ilmiah Bidang Sosial, Ekonomi, Budaya, Teknologi, Dan Pendidikan*, 3(4), 535-552. <https://doi.org/10.54443/sibatik.v3i4.1876>
- 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
- Mintzberg, H. (1987). The strategy concept I: Five Ps for strategy. *California Management Review*, 30 (1), 11-24. <https://doi.org/10.2307/41165263>
- Moleong, LJ (2017). *Qualitative Research Methods*. Bandung: PT. Remaja Rosdakarya
- Ruhanen, L. (2013). Local government: facilitator or inhibitor of sustainable tourism development?. *Journal of Sustainable Tourism*, 21(1), 80-98. <http://dx.doi.org/10.1080/09669582.2012.680463>
- Tracey, S., & Anne, B. (2008). *OECD insights sustainable development linking economy, society, environment: Linking economy, society, environment*. OECD Publishing.

- Turisno, B. E., Suharto, R., Priyono, E. A., Mahmudah, S., & Badriyah, S. M. (2021). Analysis of the role model of coastal area arrangement on improving community welfare through legal perspective. *J. Legal Ethical & Regul. Issues*, 24, 1.
- Udokwu, S. T. C., Oshioste, E. E., Okoye, C. C., Nwankwo, E. F., Azubuikwe, N. U., & Uzougbo, N. S. (2023). Impact of human resources management on organizational performance: A case study. *Corporate Sustainable Management Journal (CSMJ)*, 1(2), 91-102. <http://doi.org/10.26480/csmj.02.2023.91.102>
- Umar, N. (2022). The Role of Government in the Development of Coastal Community in Makassar City. *Sosiohumaniora-Jurnal Ilmu-ilmu Sosial dan Humaniora*, 24(3), 392-99. <https://doi.org/10.24198/sosiohumaniora.v24i3.35845>
- Voyer, J. J. (1986). *The Process Of Implementation: An Eclectic Field Study Of A Strategic Implementation Effort (Management, Organization, Cognitive, Mapping)*. University of Massachusetts Amherst.
- Voyer, M., Quirk, G., McIlgorm, A., & Azmi, K. (2018). Shades of blue: what do competing interpretations of the Blue Economy mean for oceans governance?. *Journal of environmental policy & planning*, 20(5), 595-616. <http://dx.doi.org/10.31230/osf.io/ksq6n>
- Selvaduray, M., Bandara, Y. M., Zain, R. M., Ramli, A., & Mohd Zain, M. Z. (2023). Bibliometric analysis of maritime tourism research. *Australian Journal of Maritime & Ocean Affairs*, 15(3), 330-356. <https://doi.org/10.1080/18366503.2022.2070339>
- Gounden, D. (2021). *An assessment of visitor profiles, consumption patterns and perceptions as well as the state of coastal and marine tourism (specifically beach) sites in KwaZulu-Natal Province, South Africa* (Doctoral dissertation, University of KwaZulu-Natal, Westville).
- Abdul, A., & Mokodompit, E. A. (2024). Mengelola Wisata Bahari di Kota Kendari melalui Prinsip Sustainability dan Blue Economy. *Almufi Jurnal Sosial dan Humaniora*, 1(3), 284-295.
- Khan, T., & Emon, M. H. (2024). Exploring the Potential of the Blue Economy: A Systematic Review of Strategies for Enhancing International Business in Bangladesh in the context of Indo-Pacific Region. *Review of Business and Economics Studies*, 12(2), 55-73. <http://dx.doi.org/10.26794/2308-944X-2024-12-2-55-73>
- Martínez-Vázquez, R. M., Milán-García, J., & de Pablo Valenciano, J. (2021). Challenges of the Blue Economy: evidence and research trends. *Environmental Sciences Europe*, 33(1), 61. <https://doi.org/10.1186/s12302-021-00502-1>
- Alverdian, I. (2024). *Indonesia's Maritime Policy from Independence To 2019: Political Culture and Maritime Geography*. Taylor & Francis.
- Anwar, D. F. (2020). Indonesia and the ASEAN outlook on the Indo-Pacific. *International Affairs*, 96(1), 111-129. <http://dx.doi.org/10.1093/ia/iiz223>
- Skerritt, D. J. (2024). Seeking clarity on transparency in fisheries governance and management. *Marine Policy*, 165, 106221. <https://doi.org/10.1016/j.marpol.2024.106221>

- Day, J. C. (2022). Key principles for effective marine governance, including lessons learned after decades of adaptive management in the Great Barrier Reef. *Frontiers in Marine Science*, 9, 972228. <https://doi.org/10.3389/fmars.2022.972228>
- Ackermann, F., & Eden, C. (2011). Strategic management of stakeholders: Theory and practice. *Long range planning*, 44(3), 179-196. <https://doi.org/10.1016/j.lrp.2010.08.001>
- Ansell, C., Sørensen, E., & Torfing, J. (2023). Public administration and politics meet turbulence: The search for robust governance responses. *Public Administration*, 101(1), 3-22. <https://doi.org/10.1111/padm.12874>
- Bhatta, K. D., & Joshi, B. R. (2023). Community collaboration with tourism stakeholders: Issues and challenges to promote sustainable community development in Annapurna Sanctuary Trail, Nepal. *Saudi Journal of Engineering and Technology*, 8(6), 146-154. <https://doi.org/10.36348/sjet.2023.v08i06.004>
- Dangi, T. B., & Petrick, J. F. (2021). Enhancing the role of tourism governance to improve collaborative participation, responsiveness, representation and inclusion for sustainable community-based tourism: A case study. *International Journal of Tourism Cities*, 7(4), 1029-1048. <http://dx.doi.org/10.1108/IJTC-10-2020-0223>
- Geoffrey Deladem, T., Xiao, Z., Siueia, T. T., Doku, S., & Tettey, I. (2021). Developing sustainable tourism through public-private partnership to alleviate poverty in Ghana. *Tourist Studies*, 21(2), 317-343. <https://doi.org/10.1177/1468797620955250>
- Rahman, S. S., & Baddam, P. R. (2021). Community engagement in Southeast Asia's tourism industry: Empowering local economies. *Global Disclosure of Economics and Business*, 10(2), 75-90. <https://doi.org/10.18034/gdeb.v10i2.715>
- 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. <http://dx.doi.org/10.2991/icoi-19.2019.13>