



# Government's Role in Managing Marine Tourism in Tanjung Bira Bulukumba Regency: Collaborative Governance Perspective

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## A B S T R A C T

This study aims to analyze the starting conditions and collaboration between government, private and the community in managing Tanjung Bira marine tourism in Bulukumba Regency. Qualitative approaches are used with descriptive methods. Qualitative data collecting techniques were observation and interviews for primary data and documents for secondary data. In addition, triangulation process had done to reach reliable and valid data. Then, data were analyzed by cross interpreting the interview transcripts and documents. The results showed that conditions in the government, private and the community already had the conditions to support collaboration in managing Tanjung Bira marine tourism in Bulukumba Regency. The collaboration process between the government, private and community in managing Tanjung Bira marine tourism in Bulukumba Regency has gone through all stages or the process of creating collaboration. This research implied that the absence of a continuous collaborative forum is crucial to build trust, commitment, and shared understanding between the Tanjung Bira's stakeholders

## INTRODUCTION

Indonesia has a huge advantage because it has a variety of beautiful and amazing tourist attractions (Mardiastuti, 2022). The sector of tourism is a viable development choice since it can provide a special combination of characteristics that allow for opportunities to fulfill predetermined criteria in the Sustainable Development Goals (SDGs) (Mulyani et al., 2021). Indonesia is a region that has a wealth of abundant natural resources and geographical conditions that provide the beauty of natural panoramas (Anggraini, 2021; Rahma, 2020). South Sulawesi for example, as one of the doors of eastern Indonesia which is one of the tourist destinations in Indonesia by offering a variety of tourist attractions, be it natural, cultural, and even artificial tourism. The uniqueness of tourism in South Sulawesi is able to attract domestic and even foreign tourists. (Juliarti et al., 2021; Sururi, 2020)

Areas in South Sulawesi Province that have natural beauty, one of which is Bulukumba Regency. Tourism development in Bulukumba Regency that has the opportunity to be developed is marine tourism, culture, history and agrotourism (Badan Pusat Statistik Kabupaten Bulukumba, 2022; Musawantoro & Ridwan, 2019). Bulukumba is unique because it has diverse natural wealth and has its own characteristics that are not owned by tourism objects in other regions. Bulukumba Regency Statistics Agency (BPS) showed

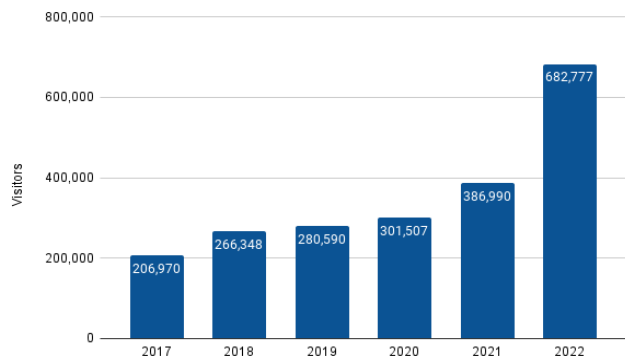


Figure 1. Graph of the Number of Tourist Visits in Bulukumba Regency (2017-2022)

Source: Bulukumba Government Tourism Agency (2023)

Bulukumba Regency has a geographical location consisting of mountainous and coastal areas so that it has a variety of tribes, cultures and tourist attractions (Sirayasa & Jam'an, 2020). As we can see in Figure. 1, Bulukumba Regency had reached 642, 777 tourist visits in 2022. From this tourism activities, Bulukumba Government earned 8 billion Rupiah Local Original Revenue/PAD (RKA SKPD Bulukumba, 2022). This number has not included the Economical multiplier effect that gained from tourism activities to local communities. Therefore, Bulukumba Tourismsector is one of the most vital sectors to Bulukumba Local Government. However, the local government has several

issues related to tourism governance, for example lack of human resources, transparency, accountability, and un-integrated governance (Sannu, Romadhon, & Amelia, 2021)

One of the most charming tourist attractions is the Tanjung Bira tourist area located at the southern tip of South Sulawesi Province, precisely in Bontobahari District, Bulukumba Regency, with a distance of 41 km from the Bulukumba government center or ±200 km from Makassar City (Badan Pusat Statistik Kabupaten Bulukumba 2022).

Tanjung Bira offers white sand beaches with stunning coastal panoramas and is often the location of large activities, like Festival Phinisi 8 2017, Sirkuit Voli Pantai Nasional (Sirnas) Open Seri II Tahun 2017 (Sirayasa & Jam'an, 2020). Governor of South Sulawesi, Syahrul Yasin Limpo in the February 6, 2018 edition of the *Republika* online daily said "Tanjung Bira Beach is the mainstay marine tourism of South Sulawesi." The beach is in great demand by Indonesian and foreign tourists. (Purwadi, 2018). This is proven based on Table 1.

**Table 1.** Visit of Archipelago and Foreign Tourists at Bulukumba Tourism Objects (2017-2022)

Tourism Spot	2017	2018	2019	2020	2021	2022
Bira White Sand Beach	186,145	238,81	258,774	288,091	366,119	537,617
Bira: Zero Point of South Sulawesi	-	-	-	-	-	124,160
Pua Janggo	1,475	1,892	1,138	1,469	7,260	702
Dato Tiro's Tomb	7,640	9,373	8,931	5,546	7,480	12,688
Hila-hila Bathing Place	5,783	7,509	6,786	4,056	4,135	5,278
Lolisang Beach	1,149	1,833	1,872	1,248	590	650
Samboang Beach	1,742	2,808	799	604	959	685
Lemo-lemo Beach	-	101	-	-	-	-
Kahayya Natural Touricm	-	465	30	70	199	149
Bravo 45 Waterfall	-	-	-	130	191	104

Source: Bulukumba Government Tourism Agency (2023)

In 2020 the contribution of Tanjung Bira marine tourism objects to Bulukumba's PAD reached Rp 3.7 billion (Arisandi, 2021). This is proof that Tanjung Bira has become one of the tourist attractions that become a pillar in supporting the economy of the Bulukumba area. One of the revenues is from ticket sales with the number of visitors reaching 6,210 visitors (Isman, 2022). Therefore, this tour needs to be developed effectively in order to attract visitors.

The tourism sector is one of the various sectors that implement collaborative governance to accelerate sustainable tourism development (Lim, 2019). To develop tourism optimally in increasing economic growth, cooperation between various related elements is needed. One of the cooperation models as an effort by the government to improve its development performance is by collaborating (Anggraini & Dadang, 2022). Collaboration is now an important part of the public sector because with the collaboration of each stakeholder can sit together in one forum, build understanding and commitment and feel a (sense of responsibility) in the continuity of tourism development (Devine et al., 2011). Collaboration between stakeholders, namely the government, tourism actors, and local communities are steps that need to be taken to prioritize the interests of the community (Fajrina et al., 2023; Lu et al., 2022; Prabowo et al., 2021; Serrano, 2019)

Over the past two decades or so, a new strategy of governance has been called "collaborative governance" has been developed. This model of governance brings many stakeholders together in a forum with public bodies to be involved in decision making. (Ansell & Gash, 2018) Theory "collaborative governance" emerged in response to the failure of downstream implementation and the high cost and politicization of regulation. Ansel and Gash have reviewed 137 cases collaborative governance across different policy sectors and identify critical variables that influence the success of such collaborations (Ansell & Gash, 2018). Therefore, in this study researchers will use a

collaborative governance approach by Ansel and Gash to analyze the role of government in the Tanjung Bira Tourism sector. Brighouse (2006) argues that collaborative governance and other collective activity can be useful tools in rebuilding a new generation of more just and democratic systems with an additive to social movements. The author also believe that collaborative governance can and should provide a platform for democratic self governance that can serve as a forum to reconcile emerging interests as they collide with existing institutions.

Tourism is a thriving and highly dynamic industry that has the potential to become a pivotal sector for stimulating economic growth especially in rural areas (Febrian, Sandi, Amalia, & Perdana, 2023). It plays a crucial role in job creation, boosting local revenues and living standards, and also serves as a catalyst for the development of other economic sectors (Surjadi, Purnaweni, & Astuti, 2022; Anggraheni, Nurjaman, & Kamil, 2022). Tourism governance strives to plan and coordinate objectives, and work with local stakeholders to define and develop targets. (Presenza et al., 2015), Encourage public-private cooperation, synergy, and valuable commitment, and support policymakers carry out sustainable development (Lim, 2019). The goal of governance is to comprehend the how and why of various components, including institutional design, interpersonal connections, and shared networks. Governance is about structure and process. However, rather than considering the interests of all stakeholders, the tourism administration frequently prioritizes those of both the public and private sectors. (Ansell & Gash, 2008; Rahma, 2020). Prior studies have demonstrated that "good governance" encompasses a variety of elements, including involvement, legitimacy, transparency, and efficiency (Bichler & Lösch, 2019).

Collaboration between actors is crucial for good governance because the tourism industry is fragmented and involves a number of actors collaborating to deliver services (Jamal & Budke, 2020). The management of stakeholder relationships

becomes crucial in this situation to secure legitimacy and acceptance (Hall, 2019). However, when there are numerous and varied hurdles to interacting with stakeholders, these connections may be expensive and time-consuming. We further detail the collaborative governance processes, particularly in ecotourism examined from development planning, implementation, and evaluation to assess these drivers and barriers (Nunkoo & Gursoy, 2012), and the use of ecotourism with sustainable development value (UNWTO, 2023).

This study differs from earlier ones because it gives a more thorough account of how each actor contributed to the growth of Tanjung Bira's tourism industry. It can provide as a template for other areas hoping to build their tourism industries more quickly, particularly in the area of beach-based tourism. Stakeholders need commitment, transparency, and policies that are fair and enable communities to develop their regional potential. In various literature on innovation and government management, the actual conditions faced by the government can basically be overcome by collaborating with various parties including in terms of development and development of marine tourism objects, especially in government and private collaboration in managing Tanjung Bira marine tourism in Bulukumba Regency. In collaborating, there are various options, for example by doing partnership movements with private organizations, non-governmental organizations or with fellow government organizations.

The legal basis that underpins tourism policies that is Undang - Undang Nomor 10 Tahun 2009 tentang Kepariwisata explained that tourism development is needed to encourage equal distribution of business opportunities and obtain benefits and be able to face the challenges of changing local, national, and global lives. Furthermore, it was explained that in order to improve tourism implementation, the Government conducts strategic coordination across sectors at the level of tourism policies, programs, and activities.

Keppres No. 38 tahun 2005, mandates that all sectors must support the development of paratourism in Indonesia. This is an opportunity for Indonesia's tourism development. Moreover, the government has designed that tourism must be the mainstay of Indonesia's development. This policy has implications, among others, the need for comprehensive improvement in various sectors. However, of course, to be more efficient and tourism development, a tourism development platform is needed that is oriented to current and future global tourism trends.

The phenomenon that occurs in Tanjung Bira tourist attraction is still faced with various problems. The results of the preliminary study of researchers to the Tourism Office of Bulukumba Regency and Tanjung Bira tourism location on April 9, 2018 revealed that currently the role of local governments in these attractions is only limited to the sale of entrance tickets, while the provision of infrastructure facilities at these attractions is still managed by the private sector and local communities independently without government intervention.

This causes other problems, such as the lack of clean water supply, even though clean water (fresh) is a basic need for lodging providers, resorts and restaurants, so this problem has an impact on the high cost of renting rooms that affect visitor interest. Another problem that arises is the existence of local people who peddle their wares on the beach freely as pedagang kaki lima (PKL). Without clear rules and agreements, PKL finally makes Tanjung Bira tourist attraction look shabby, so it can have an impact on visitors' buying interest. The field facts above show the

lack of synergy between the government, private sector and community in managing Tanjung Bira tourism.

## METHOD

This study uses a qualitative approach because this study intends to understand phenomena about what is experienced by research subjects such as behavior, perception, motivation, action, and others. Qualitative research has two main objectives, the first is to describe and explore (to describe and explore) and the second describes and explain (to describe and explore) in outline, research can be grouped according to several aspects. Some of these aspects are aspects of objectives, aspects of methods, and aspects of study.

The type of research used is a case study (case study) is research carried out "unity system" this unity can be in the form of programs, activities, events, or groups of individuals bound by a certain place, time, or bond. Case study is a study directed to collect data, take meaning, gain understanding of the case. Cases do not represent the population at all, the conclusions of case studies only apply to those cases, each case has its own characteristics that are different from other cases.

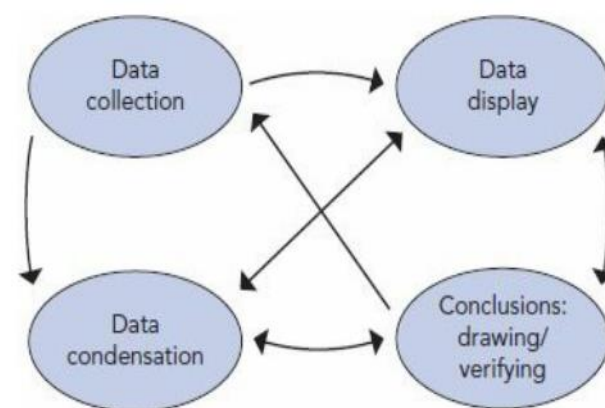


Figure 2. Interactive Model of Qualitative data analysis  
Source: (Miles et al., 2014)

In the data collection technique, the authors use an interview technique which will then obtain primary data from the results of the interview. By using interview techniques as one of the techniques to obtain data, the relationship between researchers and sources / informants is independent. The other primary data were collected through observation. On the other hand, secondary data were collected through documents. The data is analyzed. The data analysis held between the researchers by cross interpreting the same several qualitative data from interviews and documents. The study assigns a higher priority to common ideals, motivations, and institutional capabilities when addressing the "how" and "why" concerns. Researchers looking "how" and "why" from the discourses of the related Bira tourism stakeholders to see the patterns with a detailed and thoroughly triangulation. In addition, data analysis process consistently held with a simultaneous connection between data collection, data display, data condensation, and conclusions drawing verify according to Miles et al (2014).

The triangulation process is carried out by triangulating the sources and methods. Source triangulation is carried out by cross-checking data with facts from different informants and from other research results While the triangulation method is carried out by using several methods in data collection, namely in-depth interview methods and observation. Therefore, a conclusion can

be drawn to understand and provide an objective explanation for each occurrence.

## RESULTS AND DISCUSSION

The results of this study are data that researchers took to assess the collaboration between the Government, Private and Community in managing Tanjung Bira marine tourism. Therefore, researchers interviewed resource persons representing the government, namely the Tourism Office, the Licensing Office, private parties, namely several managers Perhimpunan Hotel dan Restoran Indonesia (PHRI) Bulukumba branch as well as people who come from Tanjung Bira directly. In the interview, questions were asked that had been processed and addressed to the resource persons in order to reveal what kind of collaboration occurred in the management of Tanjung Bira marine tourism. The question is based on problems in research that broadly looks at the initial conditions of Tanjung Bira marine tourism then continues to collaborate in Tanjung Bira marine tourism.

Tanjung Bira marine tourism in Bulukumba is one of the largest sources of PAD for local governments. Therefore, efforts need to be made to increase economic growth and management of these tourist destinations. (Ansell & Gash, 2018) argue that a new governance strategy has developed in the last two decades, namely "collaborative governance." This cooperation model makes many policymakers together in a forum involved in decision making and achieving a goal. The model is presented in the following figure:

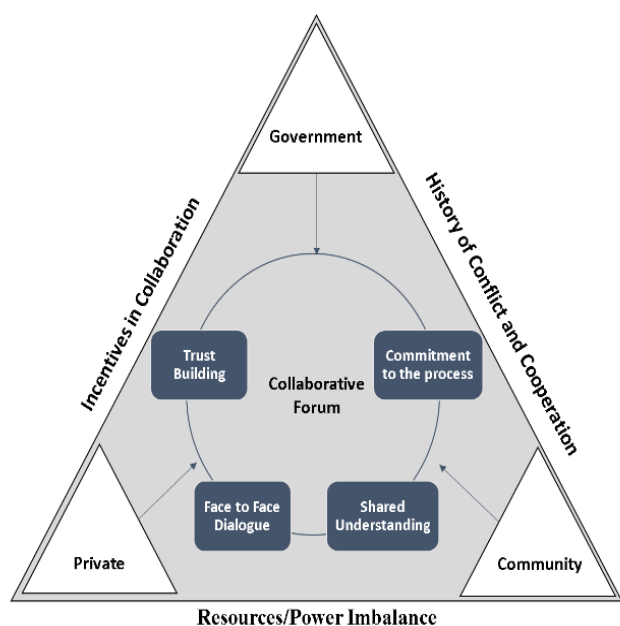


Figure 3. Model Collaborative Governance  
Source: Adaptation (Ansell & Gash, 2008)

Imperial (2005) Defining collaboration is the activity of working together between two or more organizations in order to increase the value of services by working together rather than running each other. Collaboration can also be assessed as an interactive process by involving several figures representing related parties to carry out common rules, carry out each role in order to solve problems, reach agreements, and utilize existing resources such as information, funds or human resources. To assess collaboration in Tanjung Bira marine tourism, researchers first look at the initial conditions or starting points undertaken by the government, private sector and community then continue

at stages in the collaboration process that the three have gone through in achieving common goals.

### *Initial Conditions to Collaborate in Tanjung Bira Marine Tourism*

Conditions that occur both now and in the past and are felt by both the government, the private sector and the community will have an impact on the follow-up of the cooperation of the three. Initial conditions can facilitate or hinder collaboration among stakeholders. In accordance with the theory used in this study, namely (Ansell & Gash, 2018), researchers assessed the initial conditions based on the following variables:

First, the imbalance between Government, Private and Community Resources or Power. Researchers found that the resources and power owned by the government, private sector and society are currently in an unbalanced condition. The role of the government in the management of Tanjung Bira seems to be more dominant than others. This is illustrated in the results of research that the government with adequate human resources, well-functioning infrastructure facilities and the ability to issue rules and policies is the party to look forward to, actions, innovations and solutions to problems that exist in Tanjung Bira marine tourism, even though government funding sources are limited. However, the private sector also has human resources, budgets and opportunities to make changes, but it feels that the government has a hand and task in solving it. On the other hand, private parties that already have organizations, Perhimpunan Hotel dan Restoran Indonesia (PHRI) Bulukumba Branch also has the power to convey his criticisms and suggestions to the government. Mrs. Andi Purnama Nurindah as chairman Badan Pengurus PHRI the Bulukumba Regency branch for the 2018-2022 period is one of the representatives of the private party. While the community who most of the time in Tanjung Bira do not have legal associations or organizations but have often held meetings and gathered to jointly convey their aspirations and led by Mrs. Informant 6 who is a native of Bira. The difference in power possessed by the government, private sector and society ultimately provides unequal participation between stakeholders. The government tends to be the leader, while the private sector and the public are the decision recipients. Although it is undeniable that over time the decision eventually underwent changes due to representatives from the private sector and the public who conveyed their aspirations. This is in accordance with the theory of (Ansell & Gash, 2008) which states that collaborative governance processes will tend to be manipulated by stronger actors. In addition, with limited skills and expertise to engage in technical discussions, the private sector and the public can eventually become disadvantaged parties.

Second variable is incentives in collaboration. Kressler, 2003 defining incentives as material obtained by related parties and can be a motivation both a stimulant and a driver to increase the productivity of their performance in achieving goals. Imbalances of power and resources will affect group incentives to participate in collaborative processes (Ansell & Gash, 2008; Gunton & Day, 2003; Imperial, 2005). In Tanjung Bira marine tourism, the three parties, both government, private and community, both have their own motivations to collaborate. They also depend on each other to achieve these incentives. For example, the government wants to achieve PAD 6.8 billion rupiah which until now has been difficult to achieve because it feels it still needs support from the private sector and the government to become friendly tourism actors and invite tourists to come and feel at home in Tanjung Bira



marine tourism. Private parties who want to provide a sense of comfort and improve the beauty of Tanjung Bira marine tourism for the sake of increasing tourist visits also need government assistance to make rules and actions that support these efforts, as well as community support to be aware of the importance of

cleanliness and beauty of Tanjung Bira marine tourism by accepting the removal of the gazebo area on the lips of Tanjung Bira marine tourism. Motivation based on different interests and the potential for collaboration through the strengths of each stakeholder are summarized in table 2.

Table 2. Strengths and Interests of Stakeholders

Stakeholders	Strength	Interests
<b>Government</b>		
<ul style="list-style-type: none"> <li>- Bulukumba Government</li> <li>- Bulukumba Government Tourism Agency</li> </ul>	<ul style="list-style-type: none"> <li>- Authority in making regulations and policies related to tourism;</li> <li>- Local Government budget allocation authority</li> <li>- Utilization of human resources of regional apparatus</li> <li>- Mandate of Tanjung Bira tourism object management rights</li> </ul>	<ul style="list-style-type: none"> <li>- Increased economic growth of Bulukumba Regency;</li> <li>- Increased Pendapatan Asli Daerah (PAD).</li> <li>- Development and management of Tanjung Bira tourism</li> </ul>
<b>Private</b>		
<ul style="list-style-type: none"> <li>- Pengelola Hotel dan Restoran Indoonesia (PHRI) Tanjung Bira Area</li> <li>- PHRI Bulukumba Branch</li> </ul>	<ul style="list-style-type: none"> <li>- Asset, Human resources and financial deployment</li> <li>- Convey criticism and suggestions to the government representing the collective interests of the assembled hotel and restaurant managers</li> </ul>	<ul style="list-style-type: none"> <li>- Increased business profit;</li> <li>- Customer safety and comfort.</li> <li>- Market penetration of Tanjung Bira area</li> <li>- Tanjung Bira's conduciveness as a hotel and restaurant business district</li> </ul>
<b>Community</b>		
<ul style="list-style-type: none"> <li>- People from Tanjung Bira</li> </ul>	<ul style="list-style-type: none"> <li>- The right to express aspirations through collective action</li> </ul>	<ul style="list-style-type: none"> <li>- Improving welfare and getting a decent livelihood</li> <li>- The cleanliness and beauty of Tanjung Bira's environment</li> </ul>

Source: Processed by the author (2023)

Therefore, it is in accordance with the opinion of that when stakeholders see a direct relationship between their participation and concrete, tangible, and effective policy outcomes will increase their incentives for collaboration. This condition of interdependence according to Ansell & Gash, 2008 is a sign that a collaborative government can work well.

Last variable of the collaboration initial condition is history of conflict and public, private and community cooperation. From interviews with various related sources, researchers know that conflicts and cooperation between the government, private sector and community have occurred, mainly related to land, gazebos, cleanliness and livestock. For land cases, many people claim to be land owners in Tanjung Bira marine tourism sites but do not have certificates. As for the gazebo in 2007 was a place to sell the surrounding community which was considered to damage the beauty of Tanjung Bira marine tourism so that it had received eviction on the order of the Tourism Office to the PP police force but received resistance from the community until they demonstrated to convey their aspirations. From this it can be seen that conflicts that occur in general are caused by community behavior that does not understand the aims and objectives of policies, so in dealing with conflict as an initial condition of inhibiting collaboration, Ansell & Gash, 2008 call facilitated leadership important to unite stakeholders and invite them to engage with each other in a collaborative spirit.

The role of facilitators according to Ansell & Gash, 2008 becomes something needed in forming a decision. Facilitators can be neutral parties in determining policies. However, in Tanjung

Bira marine tourism in 2018, Mrs. Informant 6 felt that the Head of the Bulukumba Tourism Office could be a mediator in conveying her complaints compared to previous years.

**Collaboration Process of Tanjung Bira Marine Tourism**

Ansell & Gash, 2008 state that collaboration is an iterative process (cycle), where the process of governance continues to develop gradually. Feedback from the initial state and each stage of collaboration can positively or negatively affect subsequent collaboration and since communication is at the core of collaboration, Ansell and Gash begin the collaboration cycle with face-to-face dialogue. Communication according to Ansell and Gash is at the core of collaboration. In the formation of a decision or common goal, communication is needed to know each desire, resource, and expected incentive, so that understanding can be achieved between one party and another. Communication in everyday life is divided into two, namely direct and indirect communication.

The government of the Bulukumba Tourism Office also stated that their communication with private parties and the public can be directly both official and unofficial and can also be through letters when warning letters are needed. However, Ansell & Gash, 2008 stated that direct communication or face to face communication needs to be used in the collaborative stage. This is important because in the collaboration process requires interaction through direct communication that will reduce stereotypes or bad perceptions of other parties and increase their trust more objectively. Researchers found that direct

communication has been carried out both by the government to the public and the private sector and vice versa. This is illustrated in the government that socializes decisions and policies to the community, carries out approaches to solve problems and others. The community also conveyed their aspirations directly both through meetings with the Tourism Office, demonstrations and discussions, as well as private parties represented by PHRI. However, there is no direct communication between the private sector and the public to discuss their goals and joint efforts. The government through musrembang should be the party that provides a forum for all parties to sit together, communicate directly and discuss the management of Tanjung Bira marine tourism together.

Since about three years ago, PHRI claimed that it had never been involved in musrembang discussions or development plan deliberations, nor did the community. When the private sector and the public are not involved in decision making, the resulting policies will eventually not work effectively because they will still receive rejection and eventually undergo changes. In addition, according to the theory of Ansell and Gash, a more objective interaction ultimately cannot be established. Because the private sector and the public will judge subjectively the decisions that have been made. Although in its implementation, the Tourism Office claims to always have an annual meeting that invites all related parties, both agencies, and takes a direct approach to the private sector and the community in submitting their decisions. So that [Ansell & Gash, 2008](#) assess that collaboration also implies that non-governmental stakeholders will have real responsibility for policy outcomes. Therefore, it is necessary to impose conditions that stakeholders must be directly involved in decision making. This aligns with Kemmis and McKinney argumentation to return the basic democratic principle that those people most affected by the outcome of a decision must have meaningful input into the decision and its implementation.

After faceto face dialogue, the next important issue is building trust as a necessary requirement to build solid collaboration. Building trust takes a long time, this is because collaboration requires intensive communication (continuous) and adjustment to current conditions from the reemergence of past conflicts (prehistory antagonism). In Tanjung Bira marine tourism in general, trust has been built between the government, private sector and the community. This can be seen from Mrs. Informant 6 who is a representative of the Bira community appreciating the changes that occurred during the current government. Although he is still waiting for the realization of the promises given by the government, one of them is related to the plan to provide clean water through PDAM. The private sector also trusts the government to solve the problem of livestock roaming in the Tanjung Bira marine tourism area. These two parties have given their trust to the government to manage Tanjung Bira marine tourism. But what researchers don't get is trust between the private sector and the public.

In the marine tourism area of Tanjung Bira as if there is no communication that leads to trust between the private sector and the community, both seem to walk each other in achieving their goals. [Ansell & Gash, 2008](#) stated that policy makers or stakeholders, namely the government, private sector and the community, should allocate time to build trust effectively. If not, collaboration should not be done. Moreover, from the results of the study, it is known that the government and the private sector still have a sense of pessimism towards the community. It happens according to Kepala Bidang Pengendalian Usaha As a

result of high egos and people's mindset that only thinks about short-term incentives. Therefore, all parties must take a role in the management of Tanjung Bira tourism and this role should be discussed in a joint forum, so that interaction occurs, objective assessment is carried out and trust is built.

Trust building could not happen without commitment to the collaborative process. In managing Tanjung Bira's marine tourism can be seen that the strategic plan of the Tourism Office in providing innovation and striving to advance Tanjung Bira. One example of a plan that has been implemented is the training of hotel employees involving private parties in order to provide more professional and certified services to Tanjung Bira marine tourism tourists both domestic and foreign. Dinas Pariwisata has also been committed to improving the quality of human resources in the Tanjung Bira marine tourism area by providing English language education programs for tourism actors.

The private sector also showed its commitment in providing services and management of Tanjung Bira marine tourism. His party always tries to convey criticism and suggestions to the government to make Tanjung Bira marine tourism even better. In addition, the private sector and the community are also committed to helping maintain cleanliness by collecting scattered garbage to make it easier for officers deployed by the local government to transport waste and stating that they are ready to move if there is a more strategic place provided by the government.

[Ansell & Gash, 2008](#) assess that commitment will be closely related to the motivation of stakeholders in trying to carry out a collaboration. The commitment itself is influenced by several factors, namely (1) mutual recognition, which is related to mutual recognition; (2) joint appreciation, namely mutual appreciation of actors; (3) trust between actors; (4) ownership of the process, this relates to the influence of each actor in decision making but has a dilemma, due to the complexity of collaboration; (5) Interdependence, namely interdependence between actors. These five factors have been owned by the government, private sector and the community but researchers do not yet know the effectiveness or level of the five. Because these factors are implicit in the commitments made by each party. The difference in capacity of actors creates a sense of dependency that can foster and strengthen commitment.

The other issue is related to shared understanding as an essential aspect to achieve common goals. According to ([Ansell & Gash, 2008](#)) shared understanding can be interpreted as common mission, common purpose, common objectives, and shared vision. This mutual understanding can be created by starting with direct communication to find out the desires and potential of each party. The government, private sector and the public in general have understood the character, interests and needs of each other in managing Tanjung Bira marine tourism. The government realizes that currently Tanjung Bira is not only a tourism pride of the Bulukumba people but also a mainstay destination in South Sulawesi for that it needs joint steps both people in the area, traders and entrepreneurs. It also wants to make a policy that prospers the public and the private sector. The public and private parties also realize the importance of beauty, cleanliness and the purpose of the Tourism Office in the management of Tanjung Bira marine tourism. However, to achieve an understanding intended by Ansell and Gash, the unification of thoughts and common goals needs to be done in real and direct through face-to-face and periodic interactions, so as to minimize the occurrence of misunderstandings between actors.

Last but not least, collaboration is easier when the goals and advantages of collaboration are relatively concrete and when "small wins" of collaboration are possible. These small wins can feed back into the collaborative process, fostering a virtuous cycle of building trust and commitment (Ansell & Gash, 2008; Rogers et al., 1993; Vangen & Huxham, 2003). From the results of interviews with the community, it is known that the community and the government have obtained intermediate or middle ground results for the problem of street vendors on the shoreline of Tanjung Bira. After the community had time to protest to reject the eviction, finally the Tourism Office established a gazebo with agreed rules such as the same gazebo size, which is 2m x 2.5m and garbage collection. However, PHRI as a private party suggested a new location suitable for selling and tourism flow in Tanjung Bira so that all locations can be passed and increase the purchasing power of tourists. The construction of the pier is also considered as a middle ground so that users of speed boats and other water sports are not chaotic and more organized. This suggestion will then soon be realized by the government through construction targeted for completion by the end of this year 2022.

Regarding the problem of waste, intermediate results have also been obtained, namely with officers who transport waste in the Tanjung Bira marine tourism area. The government as the party that pays and orders officers, the community and the private sector take part in trying to collect their waste so that it makes it easier for officers. However, PHRI suggests further efforts from the collection of waste, because if not, waste will continue to accumulate and have adverse long-term effects. Suggestions like this need to be followed up through direct communication between the three parties, both government, private and community.

Given that tourism destinations are geographical areas located in one or more administrative areas in which there are tourist attractions, public facilities, tourism facilities, accessibility, and communities that are interrelated and complement the realization of tourism. Therefore, intermediate roads should be obtained from all aspects of existing problems, namely related to the provision of clean water through PDAM, electricity that has certainty of power and prices, the provision of parking lots, the location of street vendors and others.

In conclusion to this section, researchers believe that collaborative governance is never just consultative. Collaboration implies two-way communication and influence between institutions and stakeholders as well as opportunities for stakeholders to talk to each other. Agents and stakeholders should meet together in deliberative and multilateral processes.

## CONCLUSION

The initial existence and collaboration of the government, private sector and community in managing Tanjung Bira marine tourism can be seen from the conditions that have occurred and are happening to the government, private sector and community have qualified to support collaboration in managing Tanjung Bira marine tourism in Bulukumba Regency. All parties have roles, expectations and experience needed in management to achieve common goals. However, capacity imbalances in consensus or decision formation become problems that will later hinder the collaboration process, due to the role of government that is more dominant than others. Therefore, balancing status, capacity and role is important so that collaboration can be realized.

Collaboration between the government, private sector and community in managing Tanjung Bira marine tourism in

Bulukumba Regency has gone through all stages or processes of creating collaboration. Both direct communication (face to face dialogue), trust building, commitment to the process (commitment to the process), shared understanding, and intermediate outcomes have been carried out by the government, private sector and community. However, these variables have not been met comprehensively due to weaknesses at the direct communication stage.

Communication only involves two parties, both government and private and government with the community. Direct communication does not occur between the private sector and the community due to the absence of a forum that brings together the three so that the stage of trust, commitment and intermediate results is not achieved between the private sector and the community. Communication also takes place conditionally, there is no periodic communication that forces each party to take the time to interact and understand each other objectively. So that ultimately does not make these three elements can collaborate optimally. Collaboration occurs but only on a certain issue, it is not universal to jointly think about efforts to manage Tanjung Bira marine tourism.

However, the limitation in this study is still exist around case study method weakness issues comparing to longitudinal and Participatory Action study. The limitation also exists in terms of theoretical basis. This research does not utilized Ansell and Gash's (2008) framework holistically. Researchers did not use institutional aspects (e.g participatory, inclusiveness, forum exclusiveness, etc), facilitative leadership aspects (e, g. empowerment), and ultimate outcome. Therefore, future research needs to utilize longitudinal or/and participatory study to fully understand the discourse that occur between stakeholders in collaboration process. In addition, future study has to see collaborative phenomena holistically that include institutional aspect, facilitative leadership, and outcome in order to reach a better understanding of collaborative governance in Bira tourism case.

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