

Bottom-up Analysis of Cases of Collaboration and Integration in Maritime Tourism Policy Domains in South Sulawesi

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Abstract. *This research examines the bottom-up approach to maritime tourism policy in South Sulawesi, primarily focusing on collaboration and policy integration. This method involves the local community as the primary stakeholder who can determine the potential and needs of maritime tourism in their area. Data was collected through interviews with the South Sulawesi Provincial Culture and Tourism Office and analysis of relevant documents. The research results indicate that policy collaboration is carried out through cooperation between the government, namely the South Sulawesi Provincial Culture and Tourism Office, local actors, and the private sector. Furthermore, integrating inter-sectoral policies ensures that the development of tourism proceeds synergistically by considering several aspects, such as economic, social, and environmental factors. The bottom-up approach also supports the sustainability of maritime tourism through several empowerment initiatives for local communities. They should also be involved in the management of maritime tourism destinations and the promotion of local products. It can be concluded that a bottom-up approach involving inter-sectoral cooperation and policy integration encourages the development of sustainable maritime tourism while still paying attention to several aspects, such as local economic empowerment, social welfare, and environmental preservation.*

Keywords: *bottom-up, collaborative policy, policy integration, tourism, maritime*

Abstrak. Penelitian ini memiliki tujuan untuk melihat bagaimana pendekatan bottom-up dalam kebijakan pariwisata maritim di Sulawesi Selatan, dengan memiliki fokus utama pada kolaborasi serta integrasi kebijakan. Metode ini melibatkan masyarakat lokal sebagai pemangku kepentingan utama yang dapat menentukan potensi dan kebutuhan pariwisata maritim yang berada di wilayah mereka. Pengumpulan data dilakukan dengan cara melakukan wawancara dengan Dinas Kebudayaan dan Kepariwisata Provinsi Sulawesi Selatan serta dengan analisis terhadap dokumen yang relevan. Hasil dari penelitian menunjukkan bahwa kolaborasi kebijakan dilakukan dengan melakukan kerja sama antara pemerintah yaitu Dinas Kebudayaan dan Kepariwisata Provinsi Sulawesi Selatan, aktor lokal, dan sektor swasta untuk mendukung pengembangan infrastruktur pariwisata. Dengan lebih lanjut, integrasi kebijakan antar sektor bekerja memastikan bahwa pengembangan dari pariwisata berjalan secara sinergis dengan mempertimbangkan beberapa aspek, seperti ekonomi, sosial, dan lingkungan. Pendekatan bottom-up juga memberikan dukungan terhadap keberlanjutan pariwisata maritim melalui adanya beberapa inisiatif pemberdayaan terhadap masyarakat lokal. Serta turut dalam melibatkan mereka di dalam pengelolaan destinasi wisata maritim dan melakukan promosi terhadap produk-produk lokal. Dapat disimpulkan bahwa pendekatan bottom-up yang ikut memperlibatkan kerja sama antar sektor dan integrasi kebijakan mendorong kepada pengembangan dari pariwisata maritim secara berkelanjutan dengan tetap memperhatikan beberapa aspek, seperti pada aspek pemberdayaan ekonomi lokal, kesejahteraan sosial, pelestarian terhadap lingkungan.

Kata kunci: bottom-up, kolaborasi kebijakan, integrasi kebijakan, pariwisata, maritim

1. INTRODUCTION

Maritime tourism is an important factor in achieving economic goals by making tourist attractions attractive to international tourists. Implementing digital-based policy is one calculated move to accomplish this objective (Khairina et al., 2023, p. 303). Maritime tourism contributes greatly to the city's economic development by bringing in foreign tourists. Therefore, a basic digital policy is needed to implement sustainable tourism.

Indonesia contains a variety of coastal resources and wealth that can be used to advance the welfare and prosperity of its citizens. The potential for marine tourism is one of our nation's coastal advantages. The maritime tourism industry has contributed significantly to the nation's foreign exchange profits, aside from the oil and gas sector. The creation of job possibilities and the stimulation of economic activity are two other ways that maritime tourism contributes to national development. The issue is that, despite the enormous potential of maritime tourism, very little of it is effectively developed and managed. Ecological, social, economic, and environmental factors have not yet been prioritized or incorporated into the program for growing maritime tourism (Bibin et al., 2020, p. 90). Indonesia has significant potential for marine tourism in terms of foreign exchange earnings and job creation. However, the lack of focus and integration of social, economic, ecological, and environmental issues into the policies controlling the growth of maritime tourism prevents this potential from being completely realized.

Pakistan has emerged as a nation that employs community-based development initiatives along its coastline in an effort to fully use the potential of marine tourism. Plans for reducing poverty through the expansion of coastal areas should also be part of more sustainable strategies. In order to create socially and environmentally responsible regulations, authorities must first determine how maritime tourism can boost the nation's economy and promote its top tourist destinations. Understanding the ramifications and effects of expanded coastal tourism will require the participation of all local, national, and regional stakeholders, which will also raise the possibility that this sector will develop (Shahzad, 2022, p.89). Community-based strategies are needed to optimize marine tourism's potential and alleviate coastal areas' poverty. Maritime tourism policies must be environmentally friendly and involve stakeholders in their formulation to understand the opportunities and impacts of developing this sector.

While enhancing and reorganizing the maritime tourist infrastructure in Pakistan's coastal regions, all pertinent stakeholders must concentrate on particular maritime tourism strategies, such as marketing, branding, certification, and standardization. Government regulations and possible initiatives should work together to promote maritime tourism at the same time. Every local community that has ties to Pakistan's maritime area should be fully protected and have their traditions, customs, and domestic needs respected. Furthermore, development must do everything in its power to preserve these ideals (Shahzad, 2022, p.89). For the development of maritime tourism, these stakeholders need to have certain plans in place for branding, marketing, Therefore, supportive government policies are needed for potential development projects while respecting norms and customs to ensure sustainable development.

This year, the Makassar City Tourism Office is focused on developing maritime and cultural tourism, with the primary goal of attracting tourists to visit Makassar. Maritime tourist attractions focus on three islands, namely Lae-Lae Island, Samalona, and Kodingareng (Buce, 2020). The Makassar City Tourism Office focuses on developing tourism, especially to attract the arrival of tourists.

It was stated by the Head of the Promotion Division of the Makassar Tourism Office, Muhammad Roem, that infrastructure improvements have been carried out on three islands in a gradual and sustainable manner. The infrastructure improvements cost around 1 billion rupiah, focusing on accessibility, information boards, and gazebo facilities. (Buce, 2020). The infrastructure on the three islands has been improved, focusing mainly on facilities and amenities.

Roem emphasized that the Makassar City Government is also focusing on areas other than maritime tourism, namely building an art pavilion in Kampung Paropo, which is planned to be operational by the end of 2020. The construction of this art pavilion aims to become the center for Makassar's artistic performances, featuring several art forms such as the Mangaru Dance, Paduppa, and others, which have a concept similar to Wisnu Kencana in Bali (Buce, 2020). The Makassar City Government is also focusing on the arts sector by building an arts pavilion to become the center of Makassar's artistic performances.

Although the promotion of the art pavilion has a limited budget, Roem emphasized that it will maximize its potential. Although foreign tourists increased by 5.20 percent in 2019, local tourists actually experienced a decline due to a 6.6 percent rise in airfare prices (Buce, 2020). The potential of the arts will be fully utilized despite the limited budget.

In the Makassar Tourism Ambassador event organized by the Makassar Tourism Office, it is hoped that the ambassadors will be able to promote all the tourism potential in Makassar, the capital of South Sulawesi. It was conveyed by the Head of the Makassar City Tourism Office, Moh. Roem, that the tourism ambassadors selected at the city level will be included at the provincial level, with the hope of increasing visits from tourists. The selection of the Makassar Tourism Ambassador is also an opportunity to promote the tourism potential in Makassar (Hasanuddin, 2024). The selection of the tourism ambassador is expected to help promote the tourism potential in the city of Makassar.

It was also conveyed by the Chairperson of the Makassar City Dekranasda, Indira Yusuf Ismail, that tourism is essential in building the regional tourism image and strengthening the community's economy. He also expressed appreciation for the implementation of the tourism ambassador selection as a way to promote tourism. In the selection process, not only physical

appearance is considered, but intelligence regarding tourism and culture is also considered. With the hope that tourism ambassadors can become role models for the younger generation and increase tourism visits (Hasanuddin, 2024). Tourism development is an essential matter in strengthening the economy of the community and introducing the regional tourism image.

Makassar also has various tourism potentials that can compete with other regions. Therefore, comprehensive promotion is needed to attract various tourists, both local and international, to visit Makassar (Hasanuddin, 2024). Makassar has various potentials that need to be promoted more to attract the arrival of tourists.

The phinisi ship owned by the city government needs to be fully utilized to promote tourism, as stated by the Mayor of Makassar, Moh Ramadhan Pomanto. The phinisi ship is also used to host national figures and foreign guests. The use of phinisi ships is also employed to promote new tourist destinations by sailing in the Losari Sea (Hasanuddin, 2024). The city government is increasing the number of phinisi boats to support Makassar as a waterfront city and to introduce Makassar's traditional cuisine.

The Makassar Tourism Office has released 50 calendars of events (CEO) in collaboration with various agencies such as the Youth and Sports Office, the Cultural Office, and other external institutions with activities in sports, tourism, music, entertainment, film, and arts and crafts. This event was inaugurated by Sandiaga Uno, the Minister of Tourism and Creative Economy. Sandi stated that this activity is a strategic program from the Tourism Office to promote tourism in Makassar City, which has various maritime, historical, coastal, and culinary tourist attractions. He also added that the city of Makassar has a rich culinary tourism scene and significant potential in the fashion industry. Therefore, it is necessary to utilize technology to promote the tourism and creative economy industries. This program is hoped to inspire enthusiasm in developing the tourism and creative economy industries. (Aminah, 2022). The activities of this tourism event are expected to promote the potential of the city of Makassar. The use of technology is also needed to promote the tourism industry and the creative economy.

2. METHODS

This research was conducted using a qualitative approach with descriptive analysis to understand the implementation of the bottom-up approach in maritime tourism policies in South Sulawesi. This approach was chosen because it allows for an in-depth exploration of local community participation and collaboration among stakeholders.

Table 1. List of Respodent

No	Position	Background Education	Amount of People
1	Head of the South Sulawesi Culture and Tourism Office	Bachelor's and Master's in Engineering	1

Source: Self Analyzed Data

Here is the interview question regarding Collaboration and Integration in the domain of maritime tourism policy in South Sulawesi.

1. Does the Tourism Office collaborate with stakeholders or involve the local community in the formulation of maritime tourism policies?

3. LITERATURE REVIEW

Maritime Tourism Theory

Maritime tourism encompasses all tourism, recreation, and related activities that occur in maritime and coastal areas, including boating recreation and coastal maritime ecotourism. Additionally, maritime tourism also involves the development of coastal food industries, such as catering and food services, as well as infrastructure like retail, terminals, and event suppliers. Thus, maritime tourism is a broader concept that encompasses beach tourism and elements of maritime tourism (Chizoba et al., 2024, p. 27). Maritime tourism consists of various activities located in coastal and maritime areas and involves the development of the maritime tourism industry.

Coastal cities benefit from their geographical location, offering advantages such as access to beaches, lakes, and rivers. However, with the rise of mass tourism, the nature and scale of maritime tourism have changed significantly. Initially, maritime tourism relied on transportation and fishing, which also influenced coastal development. With the development of society and economic changes, traditional maritime industries, such as beaches and surfing, have become repetitive for tourists. So, tourists are less likely to have unique and meaningful experiences. The homogenization of cultural and scenic aspects causes fatigue among tourists, necessitating changes in maritime tourism offerings (Chizoba et al., 2024, p. 27). With the significant development of maritime tourism, tourism operators have been unable to introduce new services, resulting in a lack of satisfaction among tourists.

To address this challenge, the community, and the government are integrating traditional industries that rely on maritime resources with other tourism services to achieve sustainable

economic development. This approach involves utilizing fisheries, commercial terminals, traditional industries, food, and cultural diversity to create unique experiences for visitors. However, despite efforts to incorporate sustainability into maritime tourism management, achieving efficient utilization of natural environments and promoting sustainable development remains an ongoing task (Chizoba et al., 2024, p. 27). The government is striving to integrate traditional maritime resource-based industries with tourism services, aiming to develop a sustainable economy and enhance tourist satisfaction.

Since trains are the main means of transportation for both passengers and freight, railway tourism can be developed. Maritime tourism contributes as much as or more than other sectors to a country's gross domestic product, making it a significant economic activity in many maritime countries. Maritime tourism is not limited to sea-based activities but also extends to inland areas. It is divided into three segments: the port front area, the port, and the back area or inland port. The maritime tourism industry is one of the fastest-growing industries in the world, having a bright future and serving as an economic catalyst in coastal countries (Selvaduray et al., 2022, p. 725). Maritime tourism also includes port areas and their surroundings. With the potential it possesses, maritime tourism is a sector that has a significant impact on the economy, especially in maritime countries.

Maritime tourism is a component of the blue economy, which is defined as economic activity that uses natural resources and environmental services to produce goods and services in coastal areas, oceans, and on land. The development of tourism aims to both boost the nation's foreign exchange earnings and serve as a catalyst for development (Akyuwen et al., 2021, p. 1591). The development of maritime tourism, which is part of the blue economy, is carried out to increase national income and support development.

Theory of international cooperation

The foundation of international cooperation is a partial consensus among international actors regarding their common interests. National foreign policy behavior begins with national and international interactions. Conflict, antagonism, and overlapping coordination are all part of the interplay of interests between nations. The practical foundation for international cooperation is the fundamental or partial consistency of national interests (Sarkar et al., 2022, pp. 2-3). The agreement of interests among international actors becomes the foundation of international cooperation, with interests that encompass conflict and coordination, as well as consistent interest relations.

The coordination of policies among international players in particular areas of concern is the fundamental component of international cooperation. Every nation bases its foreign policy

on its particular combination of interests. International relations frequently descend into a state of dispute as a result of disagreements and disputes between the foreign policies developed by nations due to the incompatibility of common interests. To assure the achievement of shared interests and to make their foreign policies consistent with those of other nations, certain nations must modify their foreign policies (Sarkar et al., 2022, p. 3). In order to maintain international cooperation in the face of conflicting interests, some nations must modify their foreign policies to conform to those of other nations.

Actors engage in cooperation when they modify their actions to reflect the real preferences that others are expected to have through the policy coordinating process. In turn, policy coordination suggests that each nation's policies have been modified to lessen adverse effects on other nations. Selfishness may be present when independent players coordinate their actions for advantageous outcomes. Actors and topics are the two main facets of international cooperation. The actors might be either people or groups, including non-governmental organizations, political parties, and intergovernmental organizations. These diverse players work together to accomplish a range of objectives on a variety of topics. International cooperation can close off or sacrifice some entities, making it only sometimes desirable from the perspective of those entities (Lisinge, 2020, p. 429). International cooperation can occur when actors adjust their policies to reduce negative impacts on other countries, with the aim of mutual benefit. States, political parties, and other organizations are among the entities involved in this cooperation, which aims to accomplish shared on a number of subjects.

The foundation of the theory of international cooperation is the notion that individuals with disparate motivations can nevertheless engage in strategic collaboration and interaction because of their shared interests. The likelihood that countries will reach a negotiated agreement and their incentive to stick with it are both impacted by distribution issues caused by differences in actors' preferences and policy choices. The validity of commitments and the relationship between concurrent discussions on two or more topics for a cooperative conclusion are among the issues raised by this (Lisinge, 2020, p. 429). Common interests enhance interaction and cooperation among actors. However, differences in policy thinking can hinder the occurrence of this international cooperation.

The structure of international collaboration is sequential, usually starting with discussions and ending with agreement enforcement. This viewpoint clarifies the challenges of establishing collaboration to start and link distribution and law enforcement difficulties. According to this viewpoint, proactive actors who are concerned about or make plans for the future would use their expectations of the enforcement stage as a guide during the negotiating

stage. In the event that countries believe the agreement will be implemented in the second stage, they will engage in intense negotiations in the first stage (Lisinge, 2020, p. 429). In carrying out international cooperation, countries begin with complex negotiations with the consideration that the agreement will be enforced, so they strive to ensure that the agreement can be enforced.

International cooperation is influenced by a number of factors, such as the actors' resources, the number of actors, the power dynamics among them, their relative gains, domestic politics, and the function of state institutions. Cooperation can be coerced or negotiated in a variety of ways (Lisinge, 2020, p. 429). International cooperation is influenced by several factors, especially the actors involved, to achieve the goals of cooperation, namely negotiation and coercion.

Multilateral agreements are well recognized to be complicated and challenging to implement. Reaching an agreement is made more difficult by a multitude of actors with conflicting and incompatible objectives. Since only two nations are involved, bilateral agreements are simpler to negotiate and implement, and they go into effect sooner. Additionally, actors get their perks sooner. There is a general consensus that regional agreements are more substantial than bilateral agreements yet easier to arrange than multilateral agreements. A lot of people view them as building blocks for global agreements. One of the difficulties with regional agreements is the imbalance of power in the area, which frequently leads to agreements that benefit the more important players (Lisinge, 2020, p. 429). Multilateral agreements are more difficult to implement because several actors have inconsistent goals. This is in contrast to bilateral cooperation, which is considered easier to negotiate. Meanwhile, regional cooperation is considered to benefit the more dominant actors more often.

International cooperation has evolved beyond bilateral relations to encompass collaboration between countries and international organizations or even sub-national entities. The guiding principle of international cooperation has found solutions to common challenges. With varied guidelines, international cooperation encompasses various fields, such as social, political, security, defense, cultural, and economic cooperation. The practice of para-diplomacy allows sub-national actors to participate in international networks to pursue their interests directly. Initially considered a subject of international relations, para-diplomacy has gained recognition as an essential aspect of foreign policy conducted by sub-national entities (Dzazira & Pratama, 2023, p. 23). International cooperation has evolved to include collaboration between countries and international organizations, as well as with sub-national entities in various fields, such as politics, security, economics, social issues, and culture.



Figure 1. Collaboration and Integration Maritime Tourism Policies Indicators

4. ANALYSIS

Local actors along with people with less power may participate more actively if power relations are approached from the bottom up. This power model enables a range of stakeholders, including the government, non-governmental organizations, tourism enterprises, host communities, visitors, scholars, and the media, to participate and support the sustainable development of destinations (Dong & Nguyen, 2023, p. 66). The bottom-up approach encourages local actors and those with lower power to take a more active role, thereby creating opportunities to contribute to the sustainable development of tourist destinations. The policy collaboration indicator is appropriate because it involves collaboration among various stakeholders, such as the government, local actors, and the private sector. According to the Head of the Culture and Tourism Office of South Sulawesi Province, they have collaborated with several stakeholders, such as tourist awareness groups (pokdarwis), universities, Micro Small Medium Enterprises (MSMEs), and the private sector (Interview, The Provincial Department of Culture and Tourism of South Sulawesi, October 14, 2024). This is the embodiment of the bottom-up approach, which prioritizes the participation of local stakeholders in developing maritime tourism.



Figure 2. Interview with The Head of Provincial Department of Culture and Tourism of South Sulawesi

Bottom-up by coastal communities, who are the ones who understand what is most beneficial to their environment and themselves. Through investments in the development of local social capital, they are thus seen as the primary stakeholders with the ability to identify customized solutions and strategies, backed by both governmental and non-governmental organizations, specifically Non-Governmental Organizations (NGOs). Financial support, land, and other tangible assistance from outside will only be adequate with the enhancement of relationships within the community and between the community and external stakeholders (Andriess et al., 2022, p. 405). Bottom-up local communities such as coastal communities are key stakeholders who can find appropriate solutions and strategies for themselves with the support of the government and Non-Governmental Organizations (NGOs). The indicator of policy integration is appropriate because it involves various sectors to ensure that tourism policies are synergistic and comprehensive. The results of the interview with the Head of the Culture and Tourism Office of South Sulawesi Province emphasized that tourism development cannot be done partially but rather by involving partners from various sectors, such as trade, industry, cooperatives, and the environment so that it can run effectively (Interview, The Provincial Department of Culture and Tourism of South Sulawesi, October 14, 2024). The bottom-up approach shows that the success of policy integration depends on the synergistic involvement of various sectors, which can support local communities, especially in decision-making.

The bottom-up approach to development emphasizes the need for "participation" from the local communities targeted by development projects. In these development approaches, communities can choose their own goals and the means to achieve them in any development project. Together with participation, the bottom-up approach ensures community ownership, commitment, and accountability toward development projects because this approach seeks development from the ground up (Kaiser, 2020, p. 94). Local community participation is vital

in a bottom-up approach because they are the ones most aware of the potential and opportunities in tourism development. This aligns with tourism development indicators demonstrated by a commitment to improving infrastructure and promoting tourism. The Head of the Culture and Tourism Office of South Sulawesi Province mentioned that they provide assistance in tourism transportation tools and invite investors to develop infrastructure to increase the number of tourist visits (Interview, The Provincial Department of Culture and Tourism of South Sulawesi, October 14, 2024). This can be seen in how the bottom-up approach involves the participation of the local community in developing and promoting maritime tourism.

In order to maximize opportunities for creating a sustainable future for all citizens and businesses, the bottom-up approach aims to influence policy direction through behaviors and practices that have the potential to encourage individual and collective actions to create significant impact built through effective communication and strategies. For instance, individuals can engage in their communities to promote sustainability by starting recycling programs, organizing cycling teams, advocating for sustainable policies, or educating others about sustainability (Adisa et al., 2024, p. 3). The bottom-up approach encourages collective behavior and practices to promote sustainability. Sustainability indicators are appropriate as they are reflected in efforts to promote tourism that empowers the local economy and environmental aspects. The Head of the Culture and Tourism Office of South Sulawesi Province stated that they are collaborating with Micro, Small, and Medium Enterprises (MSMEs) and environmental advocates, as well as focusing on infrastructure and accessibility, demonstrating a commitment to sustainable tourism. (Interview, The Provincial Department of Culture and Tourism of South Sulawesi, October 14, 2024). This reflects that a bottom-up approach involving collaboration from various parties can lead to the sustainable development of maritime tourism that considers aspects of local community empowerment and environmental preservation.

5. CONCLUSION

This research examines the implementation of a bottom-up approach in the maritime tourism policy of South Sulawesi, emphasizing collaboration and policy integration as the primary focus. The bottom-up approach positions the local community as the primary stakeholder who can determine the potential and needs of maritime tourism destinations in their region. And with support through cooperation between the government, Micro Small Medium Enterprises (MSMEs), environmental groups, and the private sector.

This policy collaboration can be realized by supporting tourism infrastructure, such as transportation provision and developing public facilities needed to support maritime tourism growth. The bottom-up approach also ensures policy integration across sectors, involving various fields such as economic empowerment, trade, and the environment. This can generate the synergy needed for inclusive maritime tourism growth.

The bottom-up approach is essential for empowering local communities and sustainably preserving local societies. Strategies oriented towards sustainable development can be seen through initiatives involving local communities in maritime tourism activities, supporting small and medium enterprises (SMEs), and promoting local products. The participation of local communities is crucial to enhance the relevance of policies and ensure maritime tourism's economic and social sustainability.

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