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**GOVERNMENT STRATEGY IN DEVELOPING SUSTAINABLE TOURISM  
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**Abstract**

This research is motivated by the importance of sustainable tourism development strategies that are not only oriented towards increasing tourist visits, but also on environmental conservation and community involvement. The purpose of this study is to analyze the government's strategy in developing sustainable tourism at Palippis Beach, Bala Village, Polewali Mandar Regency, and to map the actors involved. This study uses a descriptive qualitative approach with data collection techniques such as observation, interviews, and documentation studies. Data analysis refers to Geoff Mulgan's five strategies: goal setting, environmental analysis, direction, action, and learning. The results show that the government's strategy includes guidance, development of facilities and infrastructure, promotion, and community involvement through the Tourism Group (Pokdarwis). Government actions are adjusted to the field situation, including security obstacles, and are carried out through a communicative approach. The study's conclusions demonstrate the importance of collaboration between the government and local communities in supporting tourism sustainability. The novelty of this study lies in the integration of development strategies with a non-interventionist approach and actor mapping that emphasizes the strategic role of local communities as primary managers. These findings contribute to the formulation of community-based sustainable tourism policies.

**Keywords:** Strategy, Government, Sustainable Tourism



## INTRODUCTION

Indonesia is an archipelagic nation with rich natural, cultural, and social resources that offer significant potential for development into tourist destinations. Its natural beauty and cultural diversity offer significant opportunities for tourism development. Technological advancements and urbanization have also encouraged stressed city dwellers to travel for recreation (Suryani, 2017). The tourism sector is also expected to make a significant contribution to the economy, particularly as a promising non-oil and gas sector.

Tourism development by both the government and the private sector contributes to increasing tourist visits and encouraging social interaction with local communities. This impacts the economy, society, and culture of the surrounding community (Choirunnisa & Karmilah, 2022). However, such development must adhere to sustainable principles to avoid compromising resources and the interests of future generations. Sustainable tourism considers both short- and long-term economic, social, and environmental impacts (Noor & Pratiwi, 2016).

The concept of sustainable tourism development is highly relevant for developing countries like Indonesia. This concept encompasses community participation and planned and systematic policies to ensure that development benefits are optimally felt by the community across various sectors, including the economy and culture (Mussadad et al., 2019; Djafar, 2015). Based on UNWTO guidelines adopted by the Ministry of Tourism and Creative Economy (2012), sustainable tourism must maintain ecology, respect cultural authenticity, and provide equitable socio-economic benefits to all stakeholders.

Polewali Mandar Regency is one of the tourist destinations in West Sulawesi Province, boasting strategic access and significant potential, including the Palippis Beach tourist attraction. Located in Bala Village, Balanipa District, approximately 30 km from the regency capital, this beach is easily accessible by land transportation (I, 2009). Polewali Mandar Regency Regulation No. 2 of 2013 stipulates that Palippis Beach is included in a designated natural tourism area, which also supports the sustainable development of underwater and coastal tourism.

The government's strategy for developing sustainable tourism at Palippis Beach is outlined in Regional Regulation No. 8 of 2014 concerning the Tourism Development Master Plan. The strategy encompasses tourism product development, promotion, accessibility, infrastructure, and tourism businesses (Regional Regulation, 2014). Despite its physical advantages and attractive



panorama, Palippis Beach's utilization has not been optimal, and is still dominated by the financial interests of the management. The decline in visitor numbers indicates the need for improved management and facility development that takes into account the public interest (Firmansyah et al., 2021a; 2021b).

## LITERATURE REVIEW

### **Government Strategy in Tourism Development**

Strategy is an overall approach related to the idea, planning, and execution of an activity over a specific period of time. A good strategy includes team coordination, a theme, identification of supporting factors in accordance with the principles of rational implementation of ideas, efficiency in funding, and tactics for achieving goals effectively (Siregar, 2020).

The government's strategy for developing sustainable tourism can be analyzed using the strategy theory proposed by Mulgan (2009), which divides strategy into five main indicators: purposes, environment, direction, action, and learning. Purposes are a description of the organization's mission to be achieved within a specific timeframe. In this context, objectives are measured through indicators of planning, development, and maintenance, reflecting the direction of long-term tourism development. The environment is a crucial indicator that reflects actual conditions on the ground, from an ecological, social, and cultural perspective. This indicator emphasizes the importance of integrating nature conservation and tourism development to create a sustainable balance.

Direction in government strategy refers to actions taken to encourage all involved elements to work together to achieve organizational goals. Mulgan (2009) states that direction consists of four indicators: coordination, motivation, communication, and command. Effective direction is crucial for the alignment of roles and responsibilities among actors in tourism management. Furthermore, action in strategy theory is explained as a response to observations arising from perceptions and followed by specific decisions. According to Notoatmodjo (2005), action is influenced by three main aspects: the external situation, the tools used, and the decision-making process. These three aspects determine the quality and accuracy of strategic steps taken by the government in facing various challenges in the field.

Finally, learning is a crucial component of strategy evaluation. Susanto (2013) states that learning is a combination of teaching and learning activities supported by five indicators: learning management, effective communication



processes, student responses, learning activities, and learning outcomes. In the context of government strategy, learning serves as a reflection to improve future strategies and ensure that the approach taken is not coercive, but rather able to build harmonious relationships between the government and the community. These five indicators provide an important theoretical framework for analyzing the extent to which the government's strategy for developing sustainable tourism can be effectively implemented at Palippis Beach.

### **Sustainable Tourism Concept**

Sustainable Tourism is a rapidly growing tourism sector, including the increase in accommodation capacity, local population, and the environment. Tourism development and new investments in the tourism sector should not have a negative impact and can be integrated with the environment, if we maximize positive impacts and minimize negative impacts. Therefore, several initiatives have been taken by the public sector to regulate tourism growth to be better and prioritize sustainable tourism issues because good businesses can protect important resources or assets for tourism not only now but also in the future (Arida, 2012).

### **RESEARCH METHOD**

The research method used in this study is a qualitative method with a descriptive approach. Qualitative research aims to deeply understand the phenomena experienced by research subjects, such as behavior, perception, motivation, and actions, in a natural and holistic context. This research focuses on the Government's Strategy for Sustainable Tourism Development at Palippis Beach, Bala Village, Polewali Mandar Regency. The researcher played a direct role in collecting data in the field through interactions with informants and observations of the situation being studied.

The data sources in this study consist of primary and secondary data. Primary data were obtained directly through interviews and observations with informants who were considered to have in-depth knowledge of the research problem, while secondary data were obtained from relevant documents and archives. Research informants were determined by purposive sampling, namely the selection of informants who were considered representative and had relevant information to the research focus. Informants in this study included the Head of the Tourism Business Division of the Youth, Sports and Tourism Office of Polewali Mandar Regency, the Palippis Beach tourism manager, the Bala Village Secretary, and tourist visitors.



Data collection techniques used three main methods: observation, in-depth interviews, and documentation. Observations involved directly observing conditions and activities at the research location. Interviews were conducted face-to-face with informants based on interview guidelines. Documentation was used to supplement the data from the observations and interviews through available archives, photographs, and documents.

The obtained data was analyzed through the stages of data reduction, data presentation, and drawing and testing conclusions. Data reduction was performed by filtering and organizing the raw data into relevant and meaningful information. The data was then presented in a coherent narrative to facilitate analysis. The final step was drawing conclusions based on patterns or themes that emerged from the analyzed data.

To ensure data validity, triangulation techniques were used, namely source, technique, and time triangulation. Source triangulation was performed by comparing data from various sources, technique triangulation was performed by examining data through observation, interviews, and documentation, while time triangulation was performed by collecting data at different points in time to assess the consistency of information. This technique aims to increase the validity and credibility of the data obtained in the research.

## **RESULTS AND DISCUSSION**

The Youth, Sports, and Tourism Office of Polewali Mandar Regency is a government agency that focuses on the development of the youth, sports, and tourism sectors in the Polewali Mandar region, West Sulawesi. Based at Jalan Pancasila No. 2 Pekkabata, this agency has a vision to realize a Progressive and Prosperous Polewali Mandar, which reflects a region that is better in terms of economy, infrastructure, and governance compared to the previous period or other regions, as well as a society with a high standard of living and quality human resources. To achieve this vision, this agency carries out strategic missions that include improving the quality of life of the community and religious human resources, strengthening economic independence based on the region's superior potential, developing quality, integrated, and environmentally friendly infrastructure, and establishing modern and efficient governance.

Sustainable tourism is a form of rapid tourism development that maintains a balance between accommodation capacity growth, local population growth, and environmental sustainability. Investment and development in the tourism sector must be integrated with the environment without causing negative

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impacts. By maximizing positive impacts and minimizing negative impacts, the public sector has taken various initiatives to manage tourism growth more sustainably, making this issue a top priority in order to maintain vital tourism resources for the present and the future. The theory used in this study refers to Geoff Mulgan (2009), who states that government strategy consists of five main components: purpose determination, environmental analysis, strategic direction determination, action implementation, and learning from the process that has been carried out.

### **Government strategy in developing sustainable tourism at Palippis Beach, Bala Village, Balanipa District, Polewali Mandar Regency**

#### **Strategies implemented by the government to achieve goals (purposes)**

The research results show that the government's strategy for developing sustainable tourism at Palippis Beach, Bala Village, Balanipa District, Polewali Mandar Regency, focuses on three main aspects: the arrangement, development, and maintenance of the tourist area. This strategy is implemented as an effort to achieve more targeted and sustainable tourism development goals. The main objective of this strategy is to increase the number of tourist visits while maintaining the sustainability of the tourist area through the development of adequate facilities and infrastructure. This is as stated by the Head of the Tourism Business Division of Polewali Mandar Regency, who stated, "Palippis Beach is included in the priority tourist attractions in Polewali Mandar Regency. In fact, the government has developed facilities and infrastructure for the Palippis Beach tourist attraction in previous years. So the strategy we use is to provide guidance and build facilities and infrastructure at a tourist attraction with the aim of increasing the number of tourist visits, in this case at Palippis Beach" (interview, May 8, 2023).

This government strategy aligns with the policy direction outlined in Polewali Mandar Regency Regulation Number 2 of 2013 concerning Regional Spatial Planning and Regional Regulation Number 8 of 2014 concerning the Tourism Development Master Plan, which emphasizes the importance of spatial planning and the development of a safe, comfortable, productive, and sustainable tourism sector. The government has taken the initial step of developing tourist areas. This includes the construction of supporting facilities such as public toilets, prayer rooms, and various other infrastructure deemed capable of increasing tourist appeal. In an interview, BAM explained, "So, the form of planning we are implementing is by organizing and building facilities and infrastructure, such as



public toilets, prayer rooms, and other supporting buildings that are expected to attract tourists" (interview, May 8, 2023).

However, in terms of development, research results indicate obstacles faced by the government, particularly regarding the management structure between the government and the tourism management group, the Tourism Awareness Group (Pokdarwis). This has prevented the government from proceeding with further development. Nevertheless, the management has taken the initiative to develop the area by constructing several additional facilities, such as gazebos, photo spots, and seating for visitors. "We, the management, are developing the area by constructing new structures, such as gazebos, photo spots, and seating for visitors," said AR, the manager of Palippis Beach (interview, May 9, 2023).

In terms of maintaining the tourist area, the local government, through village officials, conducts regular clean-up activities. This maintenance is typically done every two to three months, or before certain events in the Palippis Beach area. W, the Village Secretary of Bala, explained that, "The form of maintenance carried out is cleaning the coastal area as a form of maintenance, especially before holding an activity there" (interview, May 9, 2023). This maintenance demonstrates the government's concern for the sustainability of the tourist area, even though it is not yet equipped with a structurally sustainable management system.

**What steps does the government take to care for the environment so that it can be sustainable?**

The sustainable tourism development strategy at Palippis Beach focuses not only on physical development but also includes environmental stewardship measures to ensure the attraction remains sustainable and attractive for long-term visitors. One of the main principles of sustainable tourism is the involvement of local communities in the management of the tourist area. This is reflected in the active role of the Bala Village community, who are directly involved in the supervision, management, and economic activities around Palippis Beach. As expressed by AR, a manager and local resident, "The management of Palippis Beach involves us as local residents. We, as local residents, participate in monitoring and controlling its management. Furthermore, local residents also establish businesses and sell goods at Palippis Beach" (interview, May 10, 2023). This local community participation not only creates a sense of ownership but also serves as a concrete effort to maintain a balance between the environment and the economy.



Promotional measures are also implemented as part of efforts to maintain environmental and economic sustainability by increasing tourism visits. The local government has held promotional events such as the FIFAF (International Festival of Indigenous Forums and Festivals), which attracts international tourists and raises public awareness of local tourism potential. "In previous years, the FIFAF event served as a promotional platform because in addition to international tourists, the event also attracted many local visitors and participated in the festivities" (interview with AR, May 9, 2023). This demonstrates that environmental preservation is also carried out through promotional approaches that highlight local values and community culture.

In the direction process, the government, through the Tourism Office, employs two primary approaches: coordination and motivation. Coordination is achieved through active communication with the local village and sub-district governments, acting as extensions in the area's management. BAM, Head of the Tourism Business Division, stated, "We frequently invite the government, specifically the Village Government, to coordinate management to develop the tourism potential of Palippis Beach. I even met with the Balanipa Sub-district Head to discuss this. We have done this many times" (interview, May 8, 2023). Furthermore, the government's motivational approach involves persuasive approaches, using village officials such as the Babinsa (village security officer) and the Kamtibmas (community security officer), to raise public awareness of the importance of sustainable tourism management. "We have approached the local government, specifically the village, to discuss how the village, through its partners, the Babinsa and Kamtibmas, can raise public awareness about management..." (interview with BAM, May 8, 2023). This confirms that the Tourism Office prefers an educational and empowerment approach over direct intervention in management.

The government's actions in addressing the tourism management issues at Palippis Beach are based on observations of the external situation. One of the challenges faced is the unresolved security issue. BAM stated, "The reality is that there are parties who are still unwilling to implement the Sapta Pesona (Charm Initiative). The village has not yet been able to find a solution to the security issue in managing Palippis" (interview, May 8, 2023). This factor is a major obstacle to achieving ideal tourism management targets. Therefore, the government's response to this situation is to build intensive communication with the management and village government. "The tool we use is how we communicate with the local government and the management" (interview, May 8, 2023). Meanwhile, in making decisions, the Tourism Office has adopted a wait-and-see



approach, awaiting community initiatives to re-establish cooperation. "Currently, the Tourism Office is taking a wait-and-see approach. If there is a positive response from the local community to collaborate again, we are willing to do so" (interview, May 8, 2023).

The evaluation (learning) of the implemented strategy focused on two main aspects: the implementation of the *Sapta Pesona* (Charm) and the security of the tourist area. BAM emphasized that, "The evaluation is at that point. How can the *Sapta Pesona* be implemented and how is security maintained? Because we cannot force the tourist attraction to open, lest any untoward incidents occur." (Interview, May 8, 2023). This evaluative approach demonstrates the government's caution in not sacrificing visitor comfort and safety. Furthermore, interviews with visitors to Palippis Beach revealed that the beach's main attraction is its visual beauty, including white sand, cliffs, caves, and supporting facilities such as gazebos. "The attractive thing about Palippis Beach is the beauty of the beach and its white sand, open spaces, cliffs, caves, and trees..." (Interview with AW, May 10, 2023). However, a persistent complaint is the low level of awareness among visitors about maintaining environmental cleanliness. "My criticism for Palippis Beach, especially for its visitors, is to not carelessly throw away trash because many people still lack awareness..." (interview, May 9, 2023).

### **Synthesis of Topic**

What is the government's strategy for developing sustainable tourism at Palippis Beach, Bala Village, Balanipa District, Polewali Mandar Regency?

### **Strategies implemented by the government to achieve goals (purposes)**

The government's strategy for developing sustainable tourism at Palippis Beach in Bala Village is to develop and develop facilities and infrastructure, aiming to increase the number of visitors to Palippis Beach. However, no progress has been made due to disagreements between the government and the Tourism Awareness Group, the manager of Palippis Beach, regarding the management structure. The government maintains the beach area by conducting clean-up activities every 2-3 months or when an event is held at the beach.

### **Steps taken by the government to care for the environment so that it can be sustainable.**

Environmental indicators are simple measures that tell us what's happening in the environment. This relates to sustainable tourism, where tourism must be sustainable. This means that tourism doesn't stop at one point, but rather continuously cycles, regenerates itself, and continues to develop. The principles of sustainable tourism that have been implemented at Palippis Beach include



local community participation in Palippis Beach management, the formation of tourism awareness groups, promotion, local ownership, and participation.

### **Participation**

The local community participates in the management of Palippis Beach, demonstrating their involvement by constructing structures such as gazebos, seating, and photo spots.

### **Participation of actors/stakeholders**

A tourism awareness group was formed to help manage tourism activities at Palippis Beach. The tourism awareness group consists of local residents residing in Bala Village.

### **Promotion**

Promote tourist attractions to support increased visitor numbers. This promotion includes the FIFAF International Folk and Art Festival (FIFAF), which promotes local cultural tourism and potential economic investment in Polewali Mandar (Polman). Palippis Beach is one of the tourist attractions in Polewali Mandar Regency visited by FIFAF participants.

### **Local ownership**

Tourism development offers jobs to local communities. Currently, the jobs offered are still in the form of selling places.

### **Form of Direction carried out by the government in achieving the strategy**

Directing is an action to ensure that all group members strive to achieve goals in accordance with managerial planning and organizational efforts. In the directing section, there are two indicators: coordination and motivation.

### **Coordination**

The form of coordination that has been carried out is by facilitating communication with the local government (Village Government) and the management, namely, tourism awareness groups and the community.

### **Motivation**

The government's motivational approach involves raising public awareness that improving the quality of tourism products requires the implementation of the seven elements of "Sapta Pesona" (safety, order, cleanliness, coolness, beauty, friendliness, and memories).

### **Know the Actions Taken by the Government**

This section contains three indicators: external situation, device, and decision-making. These three factors are closely related when taking action.

### **External Situation**

An External Situational Analysis is a comprehensive review of the background of the problem outside the organization. At this stage, we will



understand the actual situation on the ground. The current situation at Palippis Beach is a security issue, with external threats disrupting peace and security.

### **The Device Used (Device)**

This section explains the form of communication between the government and managers, namely, tourism awareness groups and the local community.

### **Decision Making**

The form of decision-making carried out by the government after many efforts have been made is to wait for a good response from the local community/tourism awareness groups to be willing to cooperate again in implementing the Sapta Pesona as a benchmark for improving the quality of tourism products.

### **Know the Learning You Can Get**

The form of learning that is obtained is by not forcing and not intervening in the community because it is feared that this will have a bad impact on visitors or the community.

### **Mapping of actors involved in the development of sustainable tourism at Palippis Beach, Bala Village, Balanipa District, Polewali Mandar Regency**

Mapping actors and establishing a good relationship between them and the local community is crucial because their roles and positions determine the success of sustainable tourism development. The classification of actors in achieving the Sustainable Tourism Development Strategy at Palippis Beach is individual actors, where individual actors act based on personal, group, or class desires. Individual actors act rationally or non-rationally, such as community leaders, religious leaders, political figures, youth leaders, women's leaders, and so on. Meanwhile, organizational actors represent the interests of the organizations they participate in, both formal and informal (Yunindyawati et al., 2022).

### **Organizational/Institutional Actors**

Organizational actors represent the interests of the organizations they participate in, whether formal or informal. The government and the Tourism Awareness Group act as organizational/institutional actors and play a role in developing the facilities and infrastructure of the Palippis Beach tourist attraction.

### **Individual Actors**

Individual actors are those who act based on personal, group, or class desires. Individual actors act rationally or irrationally, such as community leaders, religious leaders, political figures, youth leaders, women's leaders, and



so on. Business actors play a role as individual actors. For example, they act as business owners, cleaners, and ticket collectors.

## CONCLUSION

Based on the results of the research and discussion, it was concluded that the Government Strategy in Developing Sustainable Tourism at Palippis Beach, Bala Village, Polewali Mandar Regency to increase the number of visits to Palippis Beach is by (1) Coordinating and collaborating with stakeholders in this case the managers, where the main role in management is the local community and the government plays a role as a supervisor in management; (2) Carrying out the development of facilities and infrastructure. The strategy cannot be said to be successful because there are still several obstacles. The obstacles faced are the low quality of human resources and, minimal budget for the development of tourist attractions. Efforts that have been made are (1) Preparation of regulations related to development, arrangement, and maintenance; (2) Collaborating with various stakeholders, development of facilities and infrastructure.

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