

Enhancing Community Participation: Alternative Frameworks for Sustainable Tourism in Makassar City, Indonesia

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Abstract- Community participation has been widely accepted as one of the goals and principles of sustainable tourism. However, if community participation is seen as control over resources without understanding and implementing sustainable principles, sustainable tourism remains conceptual. Hence, frameworks are required to enhance active participation by community. Qualitative approach has guided the researcher in understanding sustainable tourism in Makassar city, Indonesia. Data were collected in 2011 which were then updated until December 2014. Interviews to different stakeholders and observation have enriched information about the research area. This article provides insights on how to encourage community participation in tourism through creating and implementing three interrelated frameworks including institutional, tourism-resources-based and stakeholder frameworks. The frameworks provide the opportunity to achieve sustainable tourism.

Index Terms- Community participation, frameworks, sustainable tourism

I. INTRODUCTION

The central government of Indonesia through the Ministry of Tourism and Creative Economy (currently the Ministry of Tourism) has included South Sulawesi Province as one of proposed destinations for development through destination management organisation (DMO) of Indonesia. The focus of this project is to promote and develop Toraja tourism as one of tourism icons of Indonesia which then links to economic benefits of tourism for community. Makassar, the capital city of South Sulawesi province has also got attention because the international tourists must arrive in Sultan Hasanuddin international airport. Given the promotion of Toraja tourism in international and national scale, there is a need that tourism in Makassar city should be developed together with the promotion of Toraja tourism. The positive consequences of tourism either to the host communities or to the preservation of cultural and natural resources in Toraja should also be in parallel with the advantages of tourism in Makassar city.

Revenue and employment provided by tourism are the reasons for encouraging tourism as economic booster. Makassar has also opportunities to attract international and domestic tourists to see and experience the historical and cultural features of the city as well as its natural splendor. For this reason, the spirit of sustainability has been used by the local government to

generate economic development of communities through tourism. It is widely accepted that the key to achieve the goals of sustainable tourism is to ensure that cultural and natural resources are preserved and the economic well-being of communities is achieved through active participation of the communities (Junaid, 2014; Lim and Cooper, 2009; Mitchell, 2008).

Community participation in particular, has been accepted as the consensus for any tourism development goal in the world. However, current debate indicates that community participation is problematic especially if participation is seen as control of communities over resources as well as how the mechanism of participation in tourism should be implemented (Mitchell, 2008). In this sense, issue of community participation can provide insights on how sustainable tourism should be implemented. Makassar city possibly faces similar condition in which sustainable tourism remains conceptual rather than applicative concept. Limited information on how to enhance communities to participate actively in tourism as well as the lack of understanding of stakeholders in positioning communities in sustainable tourism development indicate that frameworks are required to help stakeholders implement and achieve the goals of sustainable tourism.

The paper provides insights on frameworks to support the goals of sustainable tourism through community participation. Three interrelated frameworks are discussed by integrating various forms of tourism development. Findings and analysis in this article are based on empirical research in Makassar city, South Sulawesi province of Indonesia. Soteriou and Coccossis (2010) argue that sustainable tourism development is not a static concept that does not accept any creative approaches and frameworks. Hence, the article may contribute to the discussion of sustainability or sustainable tourism under one of sustainable issues called "community participation".

II. RESEARCH METHODOLOGY

This paper aims at investigating strategies for enhancing community participation in tourism in an area that mostly promotes cultural and historical artifacts as tourism attractions as well as marine, urban and rural-based tourism. The level of participation will then be used to create and propose frameworks that might be applicative to support the goals of sustainable tourism. Tourism and its various forms can be the driver for

community enhancement by providing and implementing alternative frameworks that might suit the expectation and the aspiration of stakeholders. Hence, the voice of communities in the research area is essential to encourage sustainable tourism through alternative frameworks based on integrative analysis.

Qualitative methodology was implemented to reach the goals of the research. Lima and d'Hautesserre (2011) affirm that by implementing qualitative methodology, a researcher can understand social phenomena because he or she conducts research on the basis of integrative approach through details of constructed knowledge and details of social reality. Social reality basically has meanings and interest (Stedman, 2003) which then the researcher interprets. In qualitative methodology, respondent is considered the expert because his or her view is what the researcher seeks in his or her investigation (Hesse-Biber, 2010). Qualitative approach enables the representation of the respondents' voice because he or she provides information about the social reality and how it is constructed. This is relevant with the purpose of this research that is, to seek communities' understanding about tourism and what they expect to encourage community participation in tourism.

Data obtained in this research was based on semi-structured interviews, in-depth interviews, and participant observation during the fieldwork in 2011. Information was updated in 2014 where the researcher has been staying in the research area as the government employee of the Ministry of Tourism of Republic of Indonesia as well as the native person of Makassar city. Interviews with tourism observers (*pengamat pariwisata*), academics and communities who work in high tourism schools and tourism institutions, and communities around the tourism attractions enriched information about communities' point of view of tourism. Altinay and Paraskevas (2008) argue that the use of interviews in tourism research provides the opportunity for the researcher to explore situations or conditions of the research area as well as the knowledge of the respondents based on the research purpose.

Participant observation substantially helped me grasp knowledge about the research area and communities' condition. Participant observation is appropriate if the researcher implements a community-based research where his or her goals are to understand and interpret meanings of human interaction (Burgess, 1984; Cole, 2005; Silverman, 1993). Since tourism is resulted from human interactions and activities, participant observation provides the opportunity to enrich data from interviews. Information from websites and any published documents were also utilised to support analysis. In analysing the data, the researcher does not emphasise on one specific form of tourism. Rather, discussion is based on three forms of tourism which become the potentials of the research area including cultural tourism, marine-based tourism and other alternative forms of tourism such as rural and MICE tourism. Data reduction, organisation and interpretation as guided by Sarantakos (1993) were implemented to analyse the qualitative information.

III. THEORETICAL FRAMEWORKS

A. Positioning Community Participation in Sustainable Tourism

Sustainable tourism has been widely accepted as one of the most important aspects in tourism development. Efforts by tourism scholars in defining the principles and the practices of sustainable tourism have enriched literature about what sustainable tourism is and how it is implemented in the real world. The acceptance is also shown in the attempts of tourism stakeholders (especially government) in most countries in the world to adopt such concept in their tourism development planning. The general consensus among tourism scholars about sustainable tourism is based on the definition rooted and provided by the World Commission on Environment and Development (WCED, 1987). Meeting the tourists' needs and enhancing the opportunity for the host to preserve their resources and to obtain more economic benefits are the goals of sustainable tourism (Altinay and Hussain, 2005).

Such goals indicate that community is important element in succeeding tourism development. The reason for tourists travel to other destinations in the world is to understand and experience people's life and tangible products (Richards and Hall, 2010). Diverse and unique culture of communities around the world for example, has encouraged tourists to see and to experience how the different communities live. Natural landscapes which are inhabited by communities are attractive features for tourists. Thus, whatever the reason for tourists visiting a destination, they will deal with communities. Community owns natural and cultural resources which are then utilised as tourism products for the need of tourists. Similar benefits should be obtained by the community in terms of improved income for the hosts and the sustainability of the resources. Since tourists conduct contact with people in a destination, there are consequences that the hosts might face including the negative impacts of the tourism activities (Murphy and Price, 2005). Sustainable tourism is adopted because stakeholders in a destination require positive benefits rather than negative impacts of tourism.

In order to achieve the goals of sustainable tourism, community participation should be positioned as the first priority. Kamsma and Bras (2000) give example on how tourism helps improve their standard of living through community participation although there is a reality that equal benefits have not been achieved. According to Kamsma and Bras (2000), the participation of community in Gili Trawangan, Indonesia in tourism activities has enabled the host to understand tourism as economic booster. Nevertheless, small scale entrepreneurs which are essentially the host people should be given equal opportunity to participate actively in tourism. The example indicates that community participation is essential in enhancing community's understanding about the significance of tourism. Since community participation has been widely accepted as one of the criterion for sustainable tourism (Cole, 2006), there is a need that community participation is the key aspect for the successful of tourism development.

Community participation in tourism can be reflected in varied forms which then link to the goal of sustainable tourism. Working as employees in hotels, restaurants, tours and travel, tour guides, etc., are parts of the involvement of the community in tourism. Other form of involvement such as working in transportation, selling souvenirs, etc, enables the community to think and implement the principles of sustainability. Communities are those who are expected to plan and manage their resources as well those who will get benefit through tourism. Nevertheless, debate among scholars concerning how community participation is interpreted and the difference between having control and participating still exists (Cole, 2010). The complexity of community is also the reason why participation becomes a debate. Indeed, the concept of community participation is how to enhance the income of the community especially those who are living in poor condition as well as how to encourage community to be creative one of them is through tourism. To achieve this goal, equal opportunity should be given to community because the aim of cultural and natural preservation can only be achieve if communities have obtained benefits through tourism. This is relevant with the purpose of this research, that is, to help community improve their standard of living through tourism.

B. Significances of Frameworks for Enhancing Community Participation

Countries in the world have concerned with community participation as one of the main goals in achieving development initiatives (Baral and Heinen, 2007; Michael, 2009). Countries that are implementing decentralisation have also considered community participation as essential element for the success of community development. In this sense, decentralisation has led to the necessity to involve communities in development programs and to the reduced role of government in managing resources (Bramwell, 2004). As a developing country, Indonesia is also working on encouraging the higher number of community participation in tourism in particular and in other economic development. The concern of community participation is to ensure that the local community obtains benefits from the establishment of tourism. Thus, it is essential that countries in the world have implemented programs and projects that support community participation.

Community participation can be seen in two important and interrelated factors including participation in decision-making process of tourism development and employment in the tourism industry or tourism activities (Michael, 2009). Decision-making process can be defined as the opportunity of individuals or groups to join in the process of identifying problems or issues, planning and implementing programs and evaluating the establishment of the programs (Tosun, 2000). Willis (1995) affirms that community participation involves the transfer of control and role from those who have more power in decision-making to those who have less authority in managing resources. In this sense, the host community has the right to obtain maximum benefits of tourism establishment through the availability of access to manage and control the resources (Inskip, 1991). Members of the community are those who know

best their own area and how to develop their resources for their own benefit. Thus, decision-making role means treating members of the community as the main stakeholder in tourism together with other stakeholders that can facilitate community involvement.

Given the importance of community participation in tourism development, there should be approaches in understanding how community participation is achieved. In fact, "to date there has been relatively little explanation in the literature of analytical frameworks to understand the sustainable tourism approaches adopted in different tourist areas" (Bramwell and Sharman, 2000:33). Bramwell and Sharman add that sustainable tourism is open to various approaches in achieving its practice and principle. In other words, different approaches and framework might be implemented based on the suitability and the practicality of the approaches. The proposed approaches and frameworks of sustainable tourism certainly consider community of the tourism destination as the policy maker and the manager of the tourism attractions. For this reason, three interrelated frameworks are examined in order to understand how community participation should be enhanced in Makassar city, Indonesia (see figure 1).

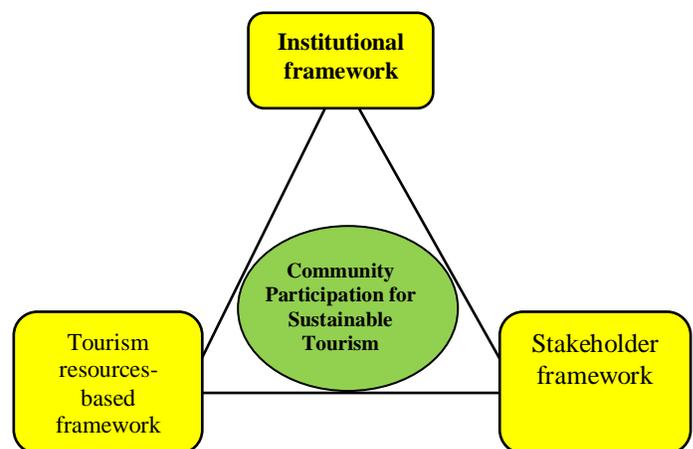


Figure 1. Interrelated frameworks for enhancing community participation
Source: Author, 2015

IV. FINDINGS AND DISCUSSIONS

A. Institutional Framework: Optimizing the Role of Government and Educational Institutions

Makassar, the capital city of South Sulawesi, Indonesia lies on the Southeast part of Sulawesi island and is bordered by Makassar strait in the West, Pangkajene island in the North, Maros regency in the East and Gowa regency in the South (see figure 1). Makassar is one of big cities in Indonesia based on the availability of infrastructure and facilities. Tourism has been one of components that support the development of this area together with other main destinations in Indonesia such as Bali and Jakarta. Since 1970s, the icon of tourism of South Sulawesi is

Toraja which is famous with its ethnic tradition (see figure 2). The promotion of Toraja tourism has encouraged other areas in South Sulawesi including Makassar city to develop tourism as alternative economic booster.

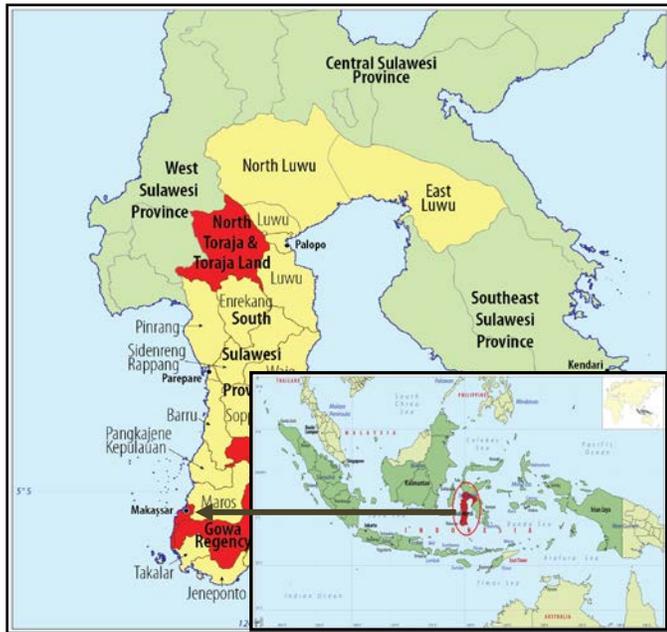


Figure 2. Map showing Makassar city
 Map by Max Oulton, 2014

Levels of government in Indonesia have been working on planning and promoting tourism for economic development. The central government for example, has a commitment in developing tourism through the role of Ministry of Tourism. Sustainable tourism has been stated in the document of strategic plan as one of targets that should be achieved by the central government. One of the commitments is by providing financial funds through a program called community empowerment through tourism (*PNPM Mandiri Pariwisata*). In this program, communities are expected to manage their areas based on their resources in various forms of tourism such as rural tourism. Managing tourism education under the supervision of the central government is also commitment in developing tourism in Indonesia. The tourism educations is expected strengthen their role in helping community through tourism.

The regional government (or provincial government) has also been working to promote tourism. Tourism is believed essential in helping community improve their income and hence, various efforts are done to attract international and national tourists visit to South Sulawesi. Lovely December is a yearly event to support tourism development as well as event of anniversary of regencies in South Sulawesi.

The local government of Makassar city in particular, has been promoting tourism through establishing events, festivals, etc. Events such as Sandeq boat race (marine tourism) and cultural festivals are conducted to enhance community participation in

tourism. In the perspective of the local government, the events have attracted domestic and international tourists to Makassar city. In the last five years, the percentage of tourists to Makassar city improves every year which is reflected in about 1,124 tourists in 2014. Events and tourism programs are believed as driver for developing tourism. In the perspective of community, there should be more efforts to enhance community to participate actively in tourism. Unequal benefits of tourism indicate that the level of participation varies. To some extent, tourism has provided income for those who directly work in the tourism industry. However, people who live around the tourism objects should be prioritised as they own the tourism resources.

Reality in Makassar city requires institutional framework that can guide the levels of government to encourage community participation (see figure 3). It is defined as the role of government, non-government and educational institutions in helping community to understand the importance of sustainable tourism. Each level of government has institutions, units or organisations that work under the supervision of the ministry of tourism, the regional board of tourism or the local board of tourism. In this sense, it is important for the institutions or units to understand the principles of sustainable tourism and it should be implemented. Tourism programs are basically designed by the organisations or units whereas the head of tourism boards may accept or reject programs proposed by each unit. In other words, people who are involved in planning and implementing projects or tourism programs must have knowledge, in-depth understanding sustainable tourism. Sensitivity about helping community should be owned by tourism planners so that they will act and run community-based tourism programs.

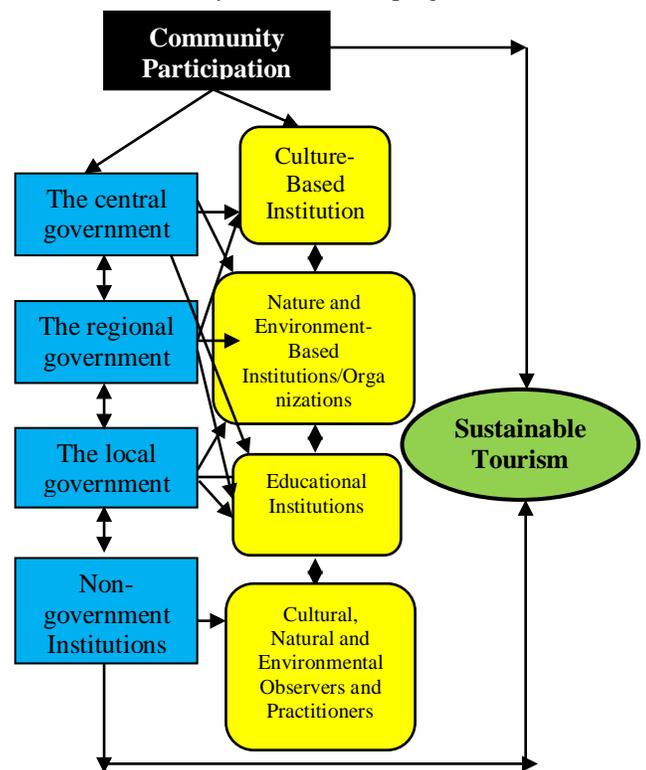


Figure 3. Institutional framework for sustainable tourism

Educational institutions are also expected to contribute to enhance community participation. In Makassar city, private and government tourism educational institutions have been establishing and educating publics about hospitality and tourism. Sustainable tourism should be the main priority in designing curriculum of tourism education. There is a reality where tourism education only focuses on vocational skill. Hence, sustainability should be taught either in tourism high school or in higher tourism schools.

The role of non-government institutions is essential in enhancing community participation. In Makassar city, there are community empowerment organisations that work based on the local government’s supervision and are private institutions. Since they work for helping and facilitating community prosperity, the understanding of sustainability for their members should be strengthened. The understanding and the implementation of preservation of cultural and natural resources should be the priority in designing community empowerment programs. This provides more opportunity for community to understand the principles of sustainability and sustainable tourism.

B. Tourism Resources-Based Framework

Makassar city is well recognised as historical city which is reflected in the potential of cultural artifacts and historical relics. Makassar is surrounded by beach in the Eastern part that provides the chance to promote marine tourism. Rural tourism is also promoted that attracts tourists to enjoy and experience rural scenery as well as alternative tourism (such as event or MICE and theme park tourism). In general, tour package offered by the tourism industry is visiting cultural artifacts as well as nature-based tourism resources.

Although tourism resources have enabled Makassar city to attract international and domestic tourists through tourism, there are obstacles that constrain the implementation of sustainability. Lack of understanding about the significances of tourism in supporting economic development for community seems to be important aspect to overcome. Preservation of cultural and natural potentials is viewed as the main task of government or those who are interested in cultural and environmental conservation. Since community has to struggle to earn money for their family, only certain people can actively get involved in conservation efforts.

Given such condition, framework is needed to help solve the obstacles (see figure 4). A framework that encourages tourism resources that enables community to participate in tourism. Efforts are implemented based on the resources including optimising cultural and natural preservation programs, creating varied tour package and creating and promoting tourism brand. Indeed, tourism resources should only become a pride only. Rather, preserving natural and cultural resources are the responsibility of all stakeholders. Managing rubbish for instance, becomes essential in changing tourists’ mind about tourism destination. Results of interviews to tourists indicate that rubbish in tourism attractions affect their impression. This is also

admitted by tourism planners that community should work together to manage rubbish if tourism is to be achieved.

Creating alternative and varied tour package should also be the main concern in terms of optimising the role of tours and travel industry in designing tours. In addition to cultural tourism promoting cultural tourism product, visit to other tourism attractions should also be offered to tourists. In this sense, active role of local guides is essential since they provide service to the tourists. The understanding of tour guide about sustainable tourism should also be strengthened by providing skills or knowledge.

Efforts have been done by the local government to encourage community to participate actively in the development programs. Currently, a program called “Makassar is not dirty” (*Makassar tidak rantasa, MTR*) has forced community to pay attention to the management of environment especially issue of rubbish. The program has successfully changed community’s point of view to clean their area especially since the program is supported with a brand called “see rubbish, pick it up soon” (*lihat sampah ambil, LISA*). The local government realises that awareness is the main issue in achieving sustainable development. This is the reason why promoting such brand is important in Makassar city. Similarly, “Makassar as the world city” and “visit Makassar” are brands that encourage community to get involved in tourism.

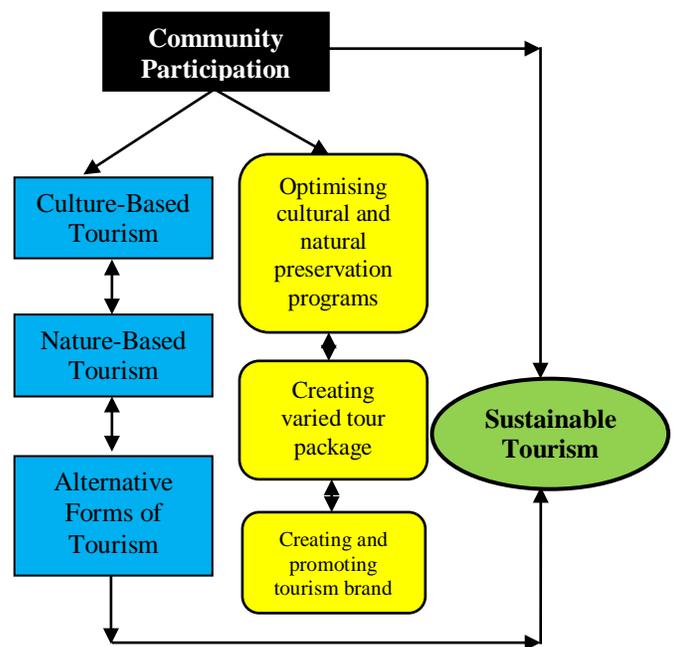


Figure 4. Tourism-resources-based framework
 Source: Author, 2015

C. Stakeholder Framework: Optimising the Role of Stakeholder

Makassar as the city of the world is a brand promoted by the local government to attract more international attention including through tourism activity. The use of brand has proven to be useful in making people aware the potentials of tourism. Compared to other areas in Sulawesi and Indonesia, Makassar offers various attractions and experiences for its visitors including beaches, marine-based tourism cultural and historical relics. This is the reason why tourism is developed and thus, brand such as visit Makassar has been incorporated in other international brand (world city).

In general, stakeholders agree that sustainability or sustainable tourism can be achieved if stakeholders have equal opportunity to get involved in the decision making and management of tourism resources. In order to achieve this goal, efforts should be optimised by involving the stakeholders in any tourism programs or projects (see figure 4). First, the role of government is to create and implement regulation for the tourism industry and community. Since the tourism industry brings tourists to a destination, strengthening regulation is essential by ensuring that the tourists and the tourism industry understand the regulation and the principles of sustainability.

Second, it is necessary to build and maintain relationship among stakeholders. In fact, there is a reality where tourism programs are mostly planned and managed by the local government. Good relationship between the government and community will help avoid domination by government in tourism management. Third, local people especially those who live very closed to tourism objects should be prioritised. In addition to the tourism industry, local (or indigenous people) should be the main concern when involving community in tourism. Fourth, lack of awareness and understanding of community should be overcome by building awareness and providing education and training. Awareness on cultural and environmental preservation and on tourism development can be improved if education and training are really implemented.

Sustainable tourism requires collaborative work among tourism stakeholders. Choi and Sirakaya (2006:128) argue that “local governments should solicit their residents’ broad and direct participation, which can influence decision-making and guarantee to all stakeholders a fair distribution of benefits”. Each destination has its own characteristics and thus, stakeholders should realise how the uniqueness and the characteristics of destination should be developed by active role of stakeholders. The stakeholders also need to support creative industries especially if community has the potential to develop creative industry (see figure 5).

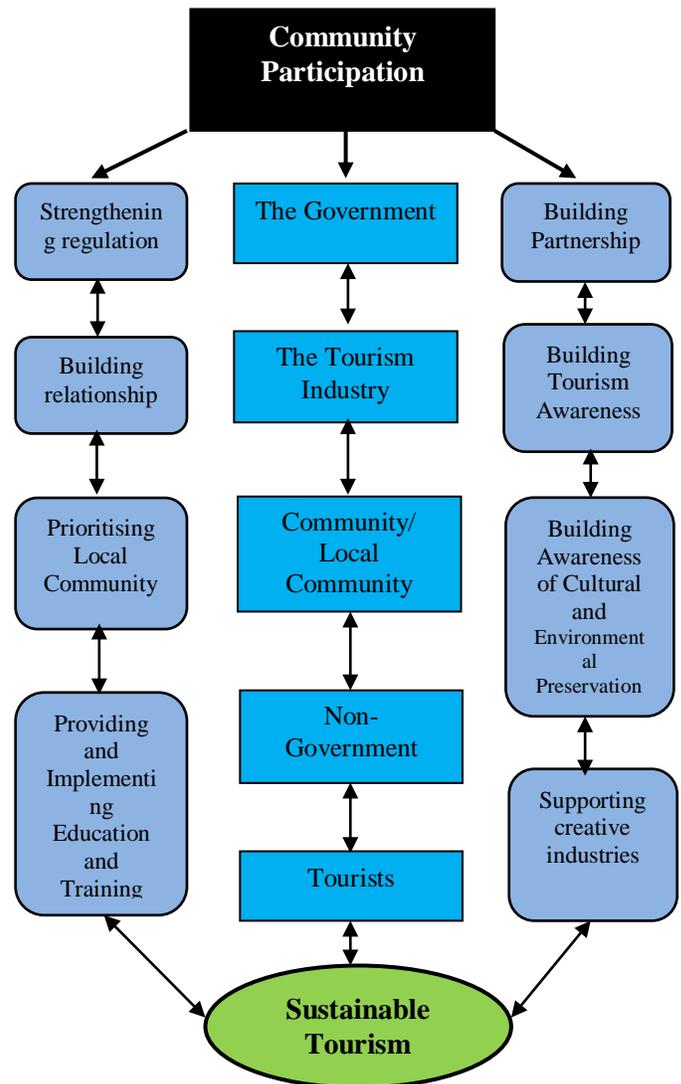


Figure 5. Stakeholder framework for sustainable tourism
 Source: Author, 2015

V. CONCLUSION

Indeed, concept or theory of tourism and sustainability has been understood by tourism planners. However, what is important for enhancing community participation is creating and implementing frameworks that can guide stakeholders in establishing tourism programs. Institutional, tourism resources-based and stakeholder frameworks are resulted from qualitative information provided by respondents or through analysing phenomena in Makassar city. Such frameworks will be useful if stakeholders really realise that they need to work based on the principles of sustainability rather than just concept written in any document of development planning.

It is not surprising that countries in the world are still trying to find formula or strategies in achieving sustainable tourism. The success of tourism in a destination may depend on how a destination defines and implements sustainability. Although many interpretations about sustainability, the main goal is to achieve equal benefits among residents in a destination. There are many ways a destination develops sustainable tourism. The proposed frameworks are alternatives that suit the socio-cultural condition in Makassar city and other areas in the world may implement such frameworks. Overall, sustainable tourism is open to varied approaches as long as the principles of equality are really implemented.

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