

RESEARCH PAPER

Institutional Design as an Instrument for Strengthening Collaboration in the Development of Culinary Tourism in Makassar City

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ABSTRACT

Rapid urbanization and increasing competition among Indonesian cities have encouraged Makassar to strengthen its culinary tourism governance through collaborative institutional arrangements. This study aims to analyze how institutional design is formed and implemented to regulate roles, coordination mechanisms, and authority distribution among actors in the development of culinary tourism under the branding of Makassar City of Delicious Food. Using a qualitative research approach with a case study design, data were collected through in-depth interviews, observations, and document analysis involving government agencies, culinary MSMEs, creative communities, and digital platform partners. Data were analyzed using the interactive model of Miles et al., encompassing data reduction, data display, and conclusion drawing. The findings indicate that collaborative institutional design in Makassar is realized through the establishment of the Makassar Culinary Collaboration Forum (FKKM), which functions as a cross-sector coordination platform integrating formal regulations and informal networks. The institutional structure reflects a polycentric and network-based governance model, characterized by shared responsibility, participatory decision-making, and flexible coordination mechanisms supported by digital communication tools. While formal regulations provide legitimacy and structure, informal communication and community networks enhance adaptability and trust among actors. However, challenges remain in terms of uneven actor capacity, limited community involvement, regulatory transparency, and the absence of clear performance evaluation mechanisms. This study concludes that although Makassar's institutional design demonstrates strong collaborative foundations, strengthening accountability, capacity equality, and monitoring systems is essential to ensure the long-term effectiveness and sustainability of collaborative culinary tourism governance.

Keywords: Collaborative Governance; Institutional Design; Culinary Tourism Development; Stakeholder Participation; Local Tourism Policy

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Introduction

Makassar's rapid urbanization has exacerbated the complexity of culinary governance. Population growth and the development of commercial areas have driven increasing demand for business space, while the city's infrastructure capacity has not always grown in line. The impact is evident in competition for business space, limited public facilities, and pressure on environmental cleanliness and health. These changes require the government to manage these socio-economic dynamics adaptively.

Brand competition between major cities places Makassar in a situation that requires more mature governance strategies. Cities such as Bandung, Medan, and Semarang are leveraging creative networks, digital marketing, and integrated policies to strengthen culinary competitiveness. Strengthening digital promotion, improving service standards, and ecosystem sustainability are key factors requiring Makassar to systematically improve its governance capacity.

The literature shows that trust between actors is a crucial component for successful collaboration. Many MSMEs in early studies assessed that formal communication forums have not consistently ensured sustainable collaboration. Information exchanges are frequent, but the formation of shared understanding and commitment mechanisms across actors has not been robustly established. This situation confirms Ansell & Gash's (2007) argument that collaborative processes cannot succeed without trust-building, shared motivation, and meaningful interactive dialogue.

Data gaps between government agencies also pose a challenge. Various programs lack an integrated database on culinary businesses, their location distribution, service standards, and the condition of supporting facilities. This fragmented information hampers policy formulation, monitoring, and evaluation. Utilizing digital data from online food platforms like GoFood and GrabFood can be a potential source of information, but MSMEs still have varying levels of digital literacy.

Digitalization opens up important opportunities to address fragmentation and strengthen policy responses. Data integration systems, service dashboards, social listening, and digital payment mechanisms can accelerate cross-sector coordination. The existence of digital platforms can also increase transparency and accountability by displaying real-time data on service quality, customer satisfaction, and MSME performance. This digital integration aligns with Emerson et al.'s (2012) framework on adaptive governance.

Experiences from various cities demonstrate that collaborative collaboration needs to be strengthened by contextual levers, particularly MSME empowerment and digital integration. These two dimensions are particularly relevant for Makassar, given its culinary ecosystem's heavy reliance on MSMEs and the dominant presence of digital platforms in the culinary service chain. These two levers also align with Martínde Castro et al.'s (2016) argument that multi-actor collaboration in the creative industries requires the integration of technology-based competencies and resources.

An analysis of Makassar's dynamics demonstrates the need for an adaptive collaboration model that adopts the core framework but enriches it with local context. This model positions MSME empowerment and digital integration as accelerating factors that mediate the relationship between starting conditions, institutional design, collaborative processes, and outcomes. This adaptive design is expected to direct cross-actor collaboration toward clear performance indicators such as service quality, visitor satisfaction, MSME revenue, local revenue contribution, and strengthening city branding.

Methods

This research uses a qualitative approach, understood as a research procedure for generating descriptive data in the form of narratives, oral expressions, and directly observable social behavior (Taylor et al., 205). A qualitative approach emphasizes the process of continuous data exploration and in-depth analysis until researchers gain sufficient understanding to construct meaningful interpretations of the phenomena being studied. With these characteristics, qualitative research enables researchers to capture social dynamics, actor interactions, and policy contexts that cannot be adequately explained through quantitative approaches alone. In the tradition of public administration research, a qualitative approach is considered relevant because it combines analytical rigor with enriched contextual understanding. Ashworth et al., (2019) emphasize that qualitative research plays a crucial role in facilitating theorizing processes based on empirical reality, particularly in the study of public governance and policy. Similarly, Ospina et al. (2018) emphasize that public administration research must prioritize relevance and depth of context, so that research quality is measured not only by methodological accuracy but also by its ability to explain the complexities of government practices in the field. Qualitative research has various traditions, including ethnography, case studies, grounded theory, phenomenology, narrative research, feminist research, critical theory, action research, and participatory research.

From these traditions, this research chose a case study as the research method, focusing on tourism development in Makassar City. A case study is understood as a research strategy that aims to gain an in-depth understanding of a particular case or phenomenon within a real-life context, by considering various interrelated aspects. Case studies are one of the most widely used approaches in qualitative social research, particularly in disciplines such as sociology, management, public administration, anthropology, and psychology. Through this approach, researchers can comprehensively explore how processes, actors, interests, and institutional dynamics interact within a specific context. Therefore, the use of a qualitative approach with a case study research type in this research is expected to be able to reveal in depth the practice of Collaborative Governance in tourism development in Makassar City, both in terms of the process, relationships between actors, and challenges faced in its implementation.

Data Sources

A data source is the place or source of information from which researchers or analysts obtain data for research or analysis purposes (Sugiyono 2020). Data

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sources can vary greatly depending on the type of research or analysis being conducted.

Primary Sources

Primary data, namely empirical data obtained from informants based on interviews. The type of data sought is related to collaborative governance in tourism management in Makassar City.

Secondary Sources

Secondary data is research information obtained by researchers indirectly through intermediaries or collected and recorded by various groups of other parties. This research was obtained through third-party sources, namely related documents and documentation from the Makassar City Government, the Makassar Tourism Office, and other relevant data.

Data Analysis Techniques

The data analysis technique used in this study is the interactive model analysis as proposed by Miles et al. (2015), which is carried out continuously and interrelated through three main stages: data reduction, data presentation, and drawing and verifying conclusions. The analysis process begins with data reduction through the selection, focusing, simplification, and transformation of raw data obtained from in-depth interviews, field observations, and documentation, which is carried out from the interview transcription stage, reviewing observation notes, and collecting supporting documents such as photographs and policies. At this stage, the researcher codes information relevant to the collaborative governance framework, groups the data into themes such as starting conditions, institutional design, facilitative leadership, and collaborative processes, and eliminates data unrelated to the research focus. The reduced data is then presented systematically in the form of narratives, actor role matrices, observation result tables, interview quotes, and collaboration flowcharts, so that the relationships between concepts and the dynamics of interactions between actors in the development of Makassar City's culinary tourism can be understood comprehensively. The final stage of drawing and verifying conclusions is carried out by interpreting the patterns that emerge from the data presentation to explain how collaborative governance takes place, with conclusions being provisional and continuously verified through comparisons between empirical findings and theoretical frameworks until a valid, consistent, and scientifically accountable understanding is obtained.

Results and Discussion

Collaborative Institutional Structure

Institutional design within collaborative governance is a key element determining the sustainability and effectiveness of the Makassar City of Delicious Food program. Institutions serve as a cross-sector coordination forum and a formal instrument for regulating roles, responsibilities, and communication mechanisms between actors. In this context, the establishment of the Makassar Culinary Collaboration Forum (FKKM) by the Makassar City Government represents an adaptive institutional framework that integrates elements of the local government, MSMEs, creative communities, and digital and private partners.

Based on an interview with the Head of the Makassar City Tourism Office, it was stated:

"This forum was established so that all parties have a common space. It's no longer just the Tourism Office that regulates; instead, the Cooperatives and MSMEs Office, communities, and digital platforms are directly involved in activity planning."

The FKKM structure is semi-formal and network-based. The government serves as the primary coordinator, while the culinary community and MSMEs implement activities on the ground. Digital partners such as Gojek, Grab, and Traveloka culinary serve as promotional channels and consumer data providers. The division of roles among actors in culinary tourism development reflects a polycentric governance model, where authority and decision-making processes are distributed across several interconnected centers, yet they retain autonomy in carrying out their functions. This understanding of coordination patterns aligns with Morrison's explanation, which asserts that polycentric governance is characterized by interactions between multiple, complementary decision-making units. This finding also aligns with Alinsunurin and Shinkai's findings, which demonstrate that a tourism governance structure involving multiple centers of authority can increase adaptive capacity and strengthen cross-sector collaboration in the destination development process. The coordination structure within this forum also involves sub-working groups formed based on thematic areas, such as digital promotion, MSME training, culinary event development, and local product innovation research. Each working group has a cross-sector coordinator. A representative of the culinary community stated:

"We are usually involved in promotion and research groups. The government provides the facilities, but many of the ideas and content come from the community and MSME actors themselves."

This participatory pattern demonstrates the principle of policy co-production, where public policy is formulated not solely by the bureaucracy, but through collaboration between public, private, and community actors. This approach aligns with the

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principles of New Public Governance (NPG), which emphasize cross-sector collaboration and institutional flexibility. NPG serves as an umbrella term for intersectoral collaboration in public governance. This view is reinforced by Casady et al. (2020; Nel, 2017), who states that NPG relies on synergy between actors (government, civil society, and the private sector) to create shared public value through adaptive and innovative policies.

However, observations and interviews indicate that challenges remain in terms of inter-unit coordination and clarity of mandates between agencies. Several MSMEs stated that the division of responsibilities remains inconsistent, particularly regarding funding and ongoing development. A culinary entrepreneur stated:

"When it comes to promotions and events, the government is responsive. But when it comes to training or equipment assistance, it's sometimes unclear who handles it, whether it's the MSME Office or the tourism office."

This situation highlights the need for institutional strengthening through more structured work guidelines and a coordination system that includes cross-sector accountability mechanisms. The institutional design of collaboration needs to maintain a balance between network flexibility and formal structures to ensure effective coordination while encouraging innovation. This aligns with the findings of Aaltonen & Turkulainen (2014); Emerson & Gerlak, (2014), who demonstrated how collaborative governance of large projects involves inter-organizational arrangements that maintain institutional stability while enabling adaptation across actors. Furthermore, research by van Prasad et al. (2012) confirms that governance characteristics, particularly institutional structures and relationships, are crucial for the initial success of collaborative networks. Furthermore, this forum also implements regular communication mechanisms through monthly coordination meetings and a digital workspace based on instant messaging applications to accelerate information exchange between actors. This communication innovation demonstrates the existence of an adaptive institutional form that relies not only on formal structures but also strengthens social capital and trust-based coordination.

Overall, the collaborative institutional structure within the Makassar City of Delicious Food program reflects an inclusive and network-based governance pattern. The existence of the FKMM provides a dialogue space that brings together diverse interests and resources, although it needs strengthening in terms of accountability, transparency, and cross-agency integration. A strong institutional design is expected to provide a sustainable foundation for the development of innovative, participatory culinary

tourism that is oriented toward local economic empowerment.

The institutional design for collaborative culinary tourism development in Makassar City is not only built through a formal organizational structure, but also through a set of rules, agreements, and informal coordination mechanisms that allow for flexibility and adaptation on the ground. These two mechanisms complement each other, creating a balance between bureaucratic legitimacy and social innovation in collaborative governance.

Formally, the legal basis for this collaboration rests on Makassar Mayoral Regulation Number 21 of 2022 concerning Strengthening the Creative Economy and Local Culinary-Based Tourism, which emphasizes the need for synergy between agencies in developing culinary tourism destinations. This regulation serves as the legal framework for the establishment of the Makassar Culinary Collaboration Forum (FKKM) as a cross-sector coordination platform. An interview with the Secretary of the Makassar City Tourism Office explained:

"This forum was established based on the mayoral regulation to ensure that collaboration between agencies and private partners has a strong legal basis. Therefore, every promotional activity or culinary event must now be coordinated through the FKMM."

In addition to regional regulations, the city government has also entered into MoUs with various parties, including digital platforms like GoFood and GrabFood, MSME associations, and higher education institutions. These agreements stipulate collaborative commitments in digital promotion, culinary entrepreneurship training, and capacity building for business actors. One representative of a digital partner explained:

"We signed an MoU with the city government to support the digitalization of MSMEs. This includes training on application usage, transaction data collection, and collaboration at major culinary events."

From a formal institutional perspective, the coordination mechanism operates through quarterly cross-agency meetings attended by representatives from the Tourism Office, the Cooperatives and MSME Office, and the Regional Development Planning Agency (Bappeda). These meetings serve to align agendas, determine program priorities, and evaluate the implementation of joint activities. This coordination pattern reflects an inter-agency collaboration model, where horizontal interactions between public institutions strengthen policy synergy and program implementation. This phenomenon has been reinforced by a study by Syarien & Samarah (2023) which found that inter-

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agency coordination significantly contributes to the effectiveness of public services in Jakarta. In addition, Soma et al. (2015) emphasized that collaboration between institutions in regional governance supports policy integration and more responsive decision-making.

Formal–Informal Rules and Mechanisms

However, beyond formal mechanisms, this collaboration is also supported by informal coordination practices that occur flexibly through digital communication and social networks. Most actors interact through cross-sector chat groups to share information, coordinate activities, and resolve technical issues quickly. According to one culinary community administrator:

"We often coordinate via WhatsApp. If there's a sudden event or need for joint promotion, we discuss it directly there. It doesn't always have to be through official letters."

This coordination pattern reflects the inter-agency collaboration model, where horizontal interaction between public institutions strengthens policy synergy and the effectiveness of program implementation. Empirical evidence of this is demonstrated, who found that inter-agency coordination significantly contributes to increasing the effectiveness of public services in Jakarta. These findings align with Qvist (2016), who emphasized that inter-agency collaboration in local governance can encourage policy integration and decision-making that is more responsive to local dynamics. Informal mechanisms also serve as a space for negotiation and policy adaptation when formal regulations do not yet address needs on the ground, for example, in the distribution of promotional proceeds or the regulation of copyright on local culinary content.

Furthermore, informal collaboration serves as a means to strengthen the social legitimacy of the Makassar City of Delicious Food program among the public and small businesses. Informal interactions between the government and the community through culinary festivals, promotional activities, and menu innovation competitions have fostered a sense of shared ownership of this initiative. This phenomenon is consistent with findings in contemporary governance collaboration, where informal relationships and mutual trust are crucial foundations for collaborative effectiveness. For example, Innes & Booher (2003) noted that long-term face-to-face dialogue in collaborative governance fosters trust and commitment among actors, ultimately strengthening cooperation. Furthermore, Siwelani & Nyikana (2025) demonstrated that "trust among stakeholders" is a key factor underlying the success of collaborative governance because it enables deeper participation and more stable collective decisions.

However, challenges remain in the areas of documentation and accountability. Several interviews indicate that decisions made informally are not always well documented in official activity reports. This has the potential to create a lack of synchronization in policy evaluations between agencies. Therefore, an integrative mechanism is needed to bridge informal communication processes with formal reporting systems to ensure transparency and policy consistency.

Conceptually, these findings reinforce the importance of institutional design that balances formal rules and informal norms in collaborative governance. For example, institutional design in water management emphasizes formal rule-making while ensuring the flexibility of informal norms to support collective decision-making. Demonstrate that a robust formal structure (procedures, SOPs) at the outset of a collaborative project needs to be accompanied by leadership capable of adapting to social norms and unwritten practices for collaboration to adapt and endure. In Makassar, this balance appears to be working quite well: local regulations provide legitimacy, while informal networks provide flexibility and speed of adaptation. The combination of these two elements makes collaboration in culinary tourism development not only administratively legal but also socially and culturally vibrant.

Communication and Coordination System Between Actors

The effectiveness of collaboration in culinary tourism development in Makassar City is largely determined by how the communication and coordination system between actors is designed and implemented. In the context of collaborative governance, communication not only serves as a mechanism for exchanging information but also serves as a crucial instrument for building trust, generating shared understanding, and strengthening actors' commitment to the collaborative process. Barrane et al. (2021) study, for example, shows that direct interaction between stakeholders contributes significantly to the trust-building process. Furthermore, in Fardianti & Bintari's research on stunting reduction in Tasikmalaya Regency, cross-sector communication is a crucial factor in facilitating shared understanding and commitment to the collaborative process.

Structurally, the Makassar City Government, through the Tourism Office, serves as the primary coordination hub, managing cross-sector communication. An interview with the Head of Marketing at the Tourism Office explained:

"We have a two-way coordination system. On the one hand, we coordinate across regional government agencies (OPDs) through formal meetings. On the other hand, we maintain intensive

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communication with MSMEs, communities, and private partners through online forums and social media.”

The formal communication system is implemented through periodic coordination meetings, both internally within the government and with external stakeholders. These meetings discuss strategic agendas such as the development of a culinary event calendar, activity evaluations, and the division of roles between institutions. Furthermore, the government utilizes focus group discussions (FGDs) with businesses and communities to gather input and ensure program alignment with field needs. This mechanism aligns with the multi-stakeholder communication framework in collaborative governance, where communication between actors across sectors is seen as the foundation for coordination and joint decision-making.

Adaptive and participatory communication strategies among stakeholders play a crucial role in managing an inclusive decision-making process. Furthermore, Riege & Lindsay (2006) highlighted that in a policy environment involving multiple stakeholders, open and sustained communication is key to addressing power imbalances and strengthening institutional collaboration.

Beyond these formal mechanisms, informal communication systems play an equally important role. An interview with the Head of the Makassar Local Culinary Community explained:

“Coordination is now much more fluid. We often communicate via WhatsApp groups, Zoom meetings, and even Instagram. So if there's a new promotional or event idea, we can discuss it immediately without having to wait for an official invitation.”

This non-hierarchical communication pattern creates a more open and responsive space for dialogue, particularly between the government and MSMEs. This practice illustrates the dynamics of network governance, where relationships between actors rely more on networks of trust and equality than formal hierarchical structures. who demonstrated that network-based governance strengthens trust and accelerates cross-sectoral coordination in local government. Similar findings were also put forward who emphasized that the network governance approach enables local actors to collaborate more equally and adaptively in the policy process.

The use of digital technology has strengthened the integration of communication between actors. Platforms such as Google Workspace, WhatsApp Business, and Zoom Meeting are routinely used to facilitate virtual meetings, share promotional data, and coordinate the logistics of culinary activities. Several private partners, such as GoFood and GrabFood, also provide communication dashboards

to monitor the performance of their fostered MSMEs and synchronize local culinary promotions. According to an interview with a GoFood representative:

“We not only facilitate sales, but also provide a dedicated communication channel for Makassar culinary entrepreneurs so they can directly connect with our promotions team and the Tourism Office.”

Digital communication integration accelerates the flow of information and expands the scope of coordination, especially in organizing large-scale events such as the Makassar City of Delicious Food Festival or Culinary Week. This situation aligns with findings in research on digital collaborative governance, where digital platforms serve as a crucial means for adaptive communication between stakeholders, thus strengthening sustainable collaborative dynamics. For example, a study by Yaumul & Barsei in the context of local government showed that collaboration between actors in the implementation of e-government systems requires responsive and flexible digital communication to ensure smooth collaborative processes.

On the other hand, field observations indicate that not all culinary MSMEs have adequate access to digital communication systems. Some traditional MSMEs still rely on direct communication with government agencies or community representatives. This creates an information gap in program planning and implementation. To address this, the government and community have endeavored to provide digital communication support through regular training for MSMEs to help them adapt to modern coordination systems.

Overall, the communication and coordination system between actors in Makassar's culinary tourism development exhibits a hybrid character, a combination of structured formal communication patterns and flexible informal mechanisms. This combination is highly effective in building adaptive and participatory collaboration. However, long-term success remains dependent on the ability of all actors to maintain information consistency, process transparency, and equal access to communication for all parties.

Thus, the implemented communication system serves not only as a means of technical coordination but also as a social instrument that strengthens cohesion between actors, builds cross-sector trust, and maintains continuous collaboration in realizing the branding of Makassar as the City of Delicious Food as a leading culinary tourism identity at the national level.

An analysis of the collaborative institutional design in the development of Makassar's culinary tourism shows that the established governance structure reflects the principles of institutional design

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recognized in contemporary collaborative governance literature.

These principles emphasize the importance of a flexible, inclusive, and adaptive institutional framework to the dynamics between actors, as well as the need for coordination mechanisms capable of maintaining a balance of authority and resource distribution, which asserts that a combined institutional design combining formal rules and informal norms can support the effectiveness of collaborative processes in complex public governance systems. Furthermore, the success of cross-sector collaboration is strongly influenced by an adaptive governance structure that can adapt to changing contexts and the needs of actors.

Structurally, the establishment of the Makassar Culinary Collaboration Forum reflects an effort to achieve organized cross-sector coordination. This forum serves not only as a communication platform but also as an arena for collective decision-making between the government, MSMEs, creative communities, and private partners. This institutional design demonstrates the characteristics of shared governance, a governance pattern that places each actor in a relatively equal position in the coordination process and distribution of responsibilities. who asserted that network-based governance encourages equal roles between actors and strengthens trust as a foundation for collaboration. Furthermore, the shared governance model is highly relevant in the tourism sector because multi-actor involvement is key to maintaining continuous innovation, sustainable promotion, and responsiveness to market dynamics.

Based on formal rules, the existence of regulations such as Makassar Mayoral Regulation Number 26 of 2022 concerning Creative Economy Development has legitimized the strengthening of the culinary sector as part of the regional creative economy development strategy. However, as field interviews demonstrate, informal coordination mechanisms through community networks and digital communication also play a crucial role in maintaining collaborative flexibility. This aligns with recent findings that the effectiveness of collaborative governance in the tourism sector is highly dependent on the institutional capacity to integrate formal rules with social norms that develop at the culinary community level. A recent study in Indonesia demonstrated that the success of cross-sector collaboration in tourism destination development is determined not only by formal institutional structures but also by the extent to which local actors, such as culinary MSMEs, creative communities, and tourism associations, adhere to and internalize social norms that support cooperation.

The importance of synergy between formal institutions and social norms in stunting reduction efforts, where formal institutions are managed and respected by local norms to strengthen the effectiveness of interventions. That successful institutional design in cross-sector collaboration encompasses formal structures and informal rules as a foundation for active participation and shared leadership.

The effectiveness of collaborative institutional design in culinary tourism development in Makassar City is reflected in the governance structure's ability to accommodate the interests and needs of the various actors involved. The City Government acts as a meta-governor, providing policy direction, regulatory facilitation, and cross-sectoral coordinating support. Meanwhile, culinary MSMEs serve as the primary drivers of economic activity, ensuring production activities, menu innovation, and the provision of direct services to tourists. The creative community contributes through the creation of added value based on design, cultural narratives, and digital promotion. Meanwhile, private partners and digital platforms facilitate connectivity with the broader market through integrated marketing, event management, and real-time information distribution.

This relationship pattern reflects the principles of interdependence and resource complementarity, as explained by recent research on collaborative governance in the tourism and creative economy sectors. Effective collaboration in tourism destination development emerges when each actor understands the interdependence of resources, including social capital, creativity, technology, and regulatory authority, and is able to negotiate their respective contributions proportionally. Similar findings were also presented by Rahmawati who emphasized that institutional structures that facilitate open cross-sector resource exchange are key factors in the success of the local tourism ecosystem. Thus, the institutional design in Makassar can be categorized as effective because it creates a cross-sector resource exchange mechanism that supports sustainable innovation and the responsiveness of culinary tourism destinations to changing market dynamics.

However, an evaluation of the effectiveness of institutional design reveals a number of challenges that require more serious attention. The capacity gap between government actors and MSMEs, particularly in data management competencies, digital marketing, and access to strategic information, limits the full participation of MSMEs in collaborative processes, the digital capacity gap in community-based tourism governance. Furthermore, cross-agency coordination still faces overlapping programs and fragmented authority, hampering the efficient implementation of collaborative policies, which emphasize that

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collaborative institutions at the regional level often face coordination dilemmas when the role boundaries between agencies are not clearly defined and integration mechanisms are not fully established.

From the perspective of contemporary tourism destination governance theory, effective institutional design is understood as an enabling structure that ensures inclusive participation, efficient cross-actor communication, and proportional distribution of benefits to all stakeholders. Demonstrate that adaptive and collaborative destination institutions are key prerequisites for sustainable regional tourism development. In the context of Makassar City, the institutional design developed through participatory collaborative forums and the use of digital communication systems reflects these principles. However, to achieve long-term effectiveness, institutions need to strengthen cross-sector monitoring and evaluation mechanisms and facilitate ongoing institutional learning so that culinary tourism development policies can continuously adapt to market dynamics, changing tourist preferences, and the evolving MSME ecosystem.

Academically, it can be concluded that the institutional design for culinary tourism development in Makassar City demonstrates a strong collaborative foundation. The presence of cross-sectoral forums, adaptive formal regulations, and digital-based communication systems provide crucial institutional capital for the sustainability of culinary tourism governance. However, to increase the effectiveness of collaboration, strengthening aspects of capacity equality, clarity of authority, and transparent collaborative oversight are necessary to ensure this institutional design truly functions as an instrument for inclusive and competitive tourism destination governance.

Respondent Assessment of Institutional Design

To understand actors' perceptions regarding collaborative institutional design, a survey was conducted with respondents on various institutional indicators. The results are presented in Table 1.

Table 1. Respondents' Assessments of Institutional Design

Indicator	Dominant Response	Percentage (%)
Rules supporting collaboration	Neutral / Supportive	±60
Local community involvement	Low	±55
Regulatory transparency	Neutral	±50

Based on the table, most respondents assessed that existing-regulations tend to support collaboration, although there were neutral perceptions, indicating that some actors still felt the regulations were not fully optimal. Local community involvement was considered relatively low, indicating that public participation in program planning and implementation still needs to be strengthened. Meanwhile, regulatory transparency received a neutral assessment from respondents, indicating that despite the existence of a clear formal legal framework, regulatory implementation and communication still need to be improved to be more transparent and understandable by all actors.

These assessment results confirm that the collaborative institutional design in Makassar has provided a fairly robust formal and informal framework, but still requires improvements in terms of community participation and transparency to optimize collaboration effectiveness. An approach that combines formal regulations, informal mechanisms, and active community participation is key to strengthening the foundation of an adaptive and sustainable institutional design.

Discussion

Institutional Design

The collaborative institutional design in Makassar City was formed in response to the need for a formal yet flexible coordination forum. Based on research findings, the local government, along with MSMEs and private partners, established the Makassar Culinary Collaboration Forum (FKKM), which serves as a platform for communication, coordination, and joint decision-making.

FKKM's members include the Tourism Office, the Cooperatives and MSMEs Office, the Communications and Information Office, culinary communities, business associations, and digital partners. This forum serves as an integrative mechanism for integrating cross-sectoral programs, such as digitalization training, culinary promotion, and annual festivals. Structurally, the forum is horizontal, with a rotating leadership mechanism for activities and a representative system in decision-making.

The government acts as a facilitator, providing administrative, policy, and coordination support, without being the primary controller of the collaboration process. This institutional design reflects a transition from a government-driven model to a governance-driven one, in which formal authority is replaced by more flexible and participatory functional coordination. Within the framework of Ansell & Gash this pattern reflects the principles of institutional inclusiveness and shared responsibility, where actors with varying capacities and resources are afforded equal opportunity for

participation. Practices in Makassar demonstrate that this approach enables MSMEs, creative communities, and digital partners to actively contribute to policy formulation, program development, and culinary tourism promotion, thereby strengthening the legitimacy of decisions and the sustainability of collaboration. These findings align with recent research emphasizing that governance-driven models enhance the effectiveness of public-private-community collaboration through clear role allocation, adaptation to local context dynamics, and building collective capabilities.

In addition to formal structures, informal relationships between actors also play a crucial role in maintaining smooth coordination. Many tactical decisions are made through informal communication within culinary community networks and social media groups, demonstrating the adaptive nature of these institutions.

The institutional design also includes supporting regulations, such as the Mayor's Decree on the establishment of forums and memorandums of understanding with digital platforms. This confirms that collaboration in Makassar has reached the institutionalization stage, where collaborative mechanisms become part of the local bureaucratic system.

However, the study also identified weaknesses in the collaboration evaluation system. The Makassar Culinary Collaboration Forum (FKKM) lacks measurable collaborative performance indicators, making it difficult to assess the contribution of each actor to achieving the final outcome. This limitation impacts the forum's ability to conduct systematic self-assessment, which is essential for maintaining the sustainability and effectiveness of collaboration. This finding aligns with recent studies emphasizing that clear performance evaluation and consistent monitoring mechanisms are crucial factors in ensuring the sustainability of public, private, and community collaboration, particularly in tourism and creative economy management. Thus, the collaborative institutional design in Makassar already meets the principles of inclusiveness, adaptability, and legality, but requires improvements in the performance-based monitoring and evaluation system to maintain long-term effectiveness.

Conclusion

The institutional design is realized through the establishment of the Makassar Culinary Collaboration Forum (FKKM) as a cross-sector coordination forum. This forum regulates roles, communication mechanisms, and the division of responsibilities between actors in a participatory and equitable manner. FKKM has a legal basis through

a Mayoral Decree and is supported by a memorandum of understanding with digital partners. In addition to formal channels, informal relationships between actors are maintained through community networks. This design reflects the principles of inclusivity and flexibility as outlined in the Collaborative Governance Regime theory.

Suggestion

The FKKM should have a measurable evaluation mechanism with collaborative performance indicators, so that each actor's contribution to outcomes can be clearly monitored. Furthermore, the forum could develop capacity training for weaker actors in administrative management, digital marketing, or program innovation, so that the principles of inclusivity and institutional flexibility can be optimally achieved.

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