

Evaluation of Policy Regime in Waterfront City Development

Evaluasi Rezim Kebijakan dalam Pembangunan Waterfront City

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<p>Received : 18-12-2024 Revised : 25-04-2025 Accepted: 28-04-2025</p> <p>Keywords: Waterfront City, Policy Regime, Clarence Stone, Majene, Sustainable Development</p>	<p>Abstract The waterfront city concept is one of the coastal area-based development strategies that is often used to increase the attractiveness of the region, especially in Majene Regency. However, the successful implementation of this policy is highly dependent on collaboration between actors in the government regime. This research aims to evaluate how the policy regime in Majene Regency supports or hinders waterfront city development, using Clarence Stone's regime theory as an analytical framework. The research method uses a descriptive qualitative approach with in-depth interview techniques and policy document analysis. The results show that the policy regime in Majene Regency still faces major challenges, especially in terms of resource mobilization, division of roles between actors, and conflicts of interest. The main recommendation is the need to form a more inclusive governing coalition and strengthen local government capacity in managing resources and collaboration.</p>
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INTRODUCTION

Coastal areas (Yassin et al., 2019) have a strategic role in supporting economic, social and environmental development, especially in maritime-based areas such as Majene Regency, West Sulawesi. One of the popular approaches to coastal area development is the waterfront city concept. This concept aims to integrate coastal resource management with urban development based on local natural and cultural attractions. By utilizing the strategic location and potential of coastal resources, the waterfront city can become a driving force for regional economic growth, especially in the tourism, trade and service sectors.

The implementation of waterfront city development in Majene Regency is inseparable from various challenges. Studies (Ruslin, 2017) and (Sakinah, 2018) show that successful development of this kind of area requires comprehensive planning, the involvement of many actors (such as government, private, and community), and collaboration between stakeholders. On the other hand, limited financial resources, conflicts between actors, and lack of policy coordination are often obstacles that threaten the sustainability of these programs. This shows that the success of coastal development depends not only on the availability of infrastructure, but also on the effectiveness of the policy regime that regulates and manages collaboration between these actors.

To understand the dynamics of waterfront city development in Majene Regency, an approach is needed that can evaluate the patterns of cooperation and the roles of the actors involved. In this case, Clarence Stone's regime theory (Hochschild, 2008) provides a relevant analytical framework. This theory emphasizes the importance of governing coalitions that are formed through the interaction of government and non-government actors in achieving common goals. Through this theory, it can be analyzed how the policy regime in Majene was formed, how the pattern of

cooperation between actors occurred, and the extent to which the regime succeeded in mobilizing resources to support development.

This research aims to: Identify the main actors involved in the development of the waterfront city in Majene Regency. Analyze the pattern of interaction between actors, both government and non-government, in the context of the policy regime. Evaluate the effectiveness of the policy regime in supporting the success of waterfront city development. By evaluating the policy regime through Clarence Stone's theoretical approach, this research is expected to provide an in-depth understanding of the challenges and opportunities in the development of waterfront city in Majene Regency. In addition, this research is also expected to provide practical recommendations to strengthen actor coalitions and policy effectiveness in future coastal area development.

Literatur Review

1. Waterfront City Development Concept

Waterfront city refers to the concept of coastal area development that integrates ecological, economic, social, and cultural functions. The development of these coastal areas is generally focused on supporting urban revitalization, increasing tourist attraction, and maximizing the sustainable use of coastal resources. In addition, waterfront city projects are often positioned as an effort to create areas that are aesthetically pleasing, functional and support economic growth through infrastructure investment and service sector development (Üzümcüoğlu & Polay, 2022).

Waterfront city development is also seen as a solution to the problem of limited urban land as well as a strategy to support regional economic development. However, its success is highly dependent on the local government's ability to develop a comprehensive and collaborative plan. Majene, as one of the coastal areas that has geographical and cultural potential, faces the challenge of making the waterfront city a catalyst for local economic development without ignoring aspects of sustainability (Avni & Fischler, 2020).

2. Clarence Stone's Regime Theory

Regime theory (Regime Theory (Hochschild, 2008) developed by Clarence Stone focuses on power dynamics and collaboration between actors in local governance. Stone explains that regimes are informal coalitions of public, private and community actors that work together to achieve common goals in local development. The theory departs from the premise that local governments often have limited resources and require support from non-government actors to realize certain policies.

Stone divides regimes into several categories: a). Maintenance Regime: Oriented towards policy stability without major structural changes. b). Development Regime: Focuses on economic development through investment and innovation, but often neglects inclusiveness. c). Middle-Class Progressive Regime: Emphasizes sustainability, inclusiveness, and a balance between economic and environmental development.

In the context of waterfront city development, regime theory is relevant to analyze the extent to which the coalition of local actors is able to create stability and sustainability in policy implementation. According to Stone, the success of a regime depends on: (1) the collective capacity of the actors, (2) commitment to a common goal, and (3) the ability to overcome conflicts of interest that arise.

3. Multi-Actor Collaboration in Coastal Area Development

Coastal development requires a multi-actor approach that includes the government, private sector and civil society. Public policy literacy shows that synergy between actors is a key element in the success of strategic area development. According to Healey, multi-actor collaboration in regional planning can increase policy legitimacy, strengthen institutional capacity, and reduce potential conflicts (Febrian, 2016).

On the other hand, weak coordination between actors is often a major obstacle to coastal development. For example, Suhartono's research in Indonesia shows that the dominance of one

actor, such as the local government, can reduce community and private sector participation, which in turn weakens policy stability. In the case of waterfront city development in Majene, multi-actor collaboration needs to be analyzed to identify the strengths and weaknesses of the policy regime (Vojana et al., 2022).

4. Context of Waterfront City Development in Indonesia

Studies on waterfront cities in Indonesia generally highlight several key challenges: Cross-Sector Coordination: Lack of proper coordination between agencies and the private sector often hinders policy implementation. Community Involvement: Community participation often remains minimal due to lack of access to information and space for involvement in the planning process. Ecological Sustainability: Coastal development risks damaging ecosystems if not planned with sustainability in mind.

Previous research has shown that successful development of coastal areas is highly dependent on policy-making that is based on collaboration and sustainability. In the context of Majene, this is a major challenge given the limited institutional capacity and lack of alternative funding innovations to support the waterfront city project.

5. Research Gaps

While many studies have addressed the concept of waterfront city and regime theory in the context of urban development, studies that specifically evaluate the implementation of policy regimes in coastal areas are limited. This research fills the gap by analyzing how the policy regime in the development of waterfront city in Majene reflects the dynamics of collaboration between actors and challenges in realizing sustainable development. Konsep Pembangunan Waterfront City.

RESEARCH METHODOLOGY

This research uses a qualitative approach (Abdussamad, 2021) with a case study design to evaluate the policy regime in the development of a waterfront city in Majene Regency. This approach was chosen because it is suitable for exploring in-depth understanding of the dynamics of collaboration between actors and the challenges of policy implementation in a particular context. Primary data was obtained through semi-structured interviews with key informants, such as local government officials, business actors, and community representatives. In addition, secondary data in the form of planning documents, government reports, and regulations related to coastal area development were also analyzed to strengthen the research results.

The data analysis technique uses a thematic method with steps of data reduction, data presentation, conclusion drawing and interpretation based on Clarence Stone's regime theory framework. The focus of the analysis is directed at identifying patterns of cooperation between actors, types of policy regimes formed, and factors that influence regime stability. To increase validity, data triangulation is used through comparison of interview results, official documents, and field observations. This research is expected to provide empirical and theoretical contributions related to the dynamics of waterfront city development in Majene and its implications for sustainable coastal area development.

RESULTS AND DISCUSSION

1. Context of Waterfront City Development in Majene Regency

Majene Regency has strategic coastal area potential to be developed as an economic and tourism center. The local government has set waterfront city development as one of the priorities in the regional medium-term development plan (RPJMD). The focus of this development includes the development of coastal infrastructure, such as integrated ports, public open spaces, and marine-based tourism facilities. However, the results of interviews and document analysis show that the implementation of this policy still faces several obstacles, such as budget limitations, fragmentation of roles between actors, and minimal involvement of local communities in the planning process.

2. Identification of Actors and Coordination Patterns

The results show that the main actors in the waterfront city development policy in Majene include the local government as the initiator, the private sector as the provider of capital and technology, and the community as the beneficiary. However, the coordination pattern between actors is still hierarchical, with the local government dominating decision-making. a). Local Government: Serves as the dominant actor in policy planning and implementation. However, limited technical and financial capacity is a major obstacle in ensuring program sustainability. b). Private Sector: Private sector involvement is emerging, particularly in port infrastructure investments and commercial facilities, but their participation tends to be limited to financial gain without a commitment to environmental sustainability. c). Community: The role of communities remains marginal. The majority of respondents from coastal communities expressed a lack of access to information and involvement in the planning process. Collaboration between actors tends to be reactive and sectoral, without a clear coordination mechanism. As a result, policies often do not reflect the needs of local communities or consider the ecological impacts of coastal development.

3. Type of Policy Regime Established

Based on Clarence Stone's theoretical framework, the policy regime formed in Majene can be categorized as a development regime. This is indicated by the main focus on infrastructure development to encourage economic growth, albeit at the expense of inclusiveness and sustainability. This regime is characterized by: High dependence on local government as the main driving force. The dominance of the private sector in terms of funding, but with minimal contribution to social development. Lack of an inclusive coalition between public, private and civil society actors, making policy regime stability difficult to achieve.

4. Key Challenges in Policy Implementation

This research identified several key challenges in the implementation of waterfront city development: Budget Limitations: Local governments depend on support from the central government and the private sector, but the available budget allocation has not been sufficient to meet the needs of infrastructure development. Lack of Community Participation: Local communities feel less involved in the planning and policy implementation process, resulting in a gap between community needs and the policies implemented. Ecological Vulnerability: Some development projects, such as reclamation and port development, are considered to have the potential to damage coastal ecosystems if they are not planned with environmental aspects in mind (Hijrawati, 2019).

5. Development Opportunities and Potential

Despite facing various obstacles, this research found that the development of a waterfront city in Majene has a great opportunity to succeed if several strategic steps are implemented. These opportunities include: Strengthening Inter-Actor Coordination: Through the establishment of a collaborative forum involving the government, private sector, and community to ensure consensus in policy planning and implementation. Utilization of Local Resources: Optimizing the role of communities in the development of tourism based on local culture and wisdom to create more inclusive economic benefits. Development of Alternative Financing Models: Such as public-private partnership (PPP) schemes that are more transparent and sustainability-oriented (Suedi et al., 2021)

Policy Regime Analysis: The Role of Informal Actors in Waterfront City Development

1. The Role of Informal Actors in Clarence Stone's Regime Theory Framework

In Clarence Stone's regime theory, local development does not only depend on formal actors, such as the government or the private sector, but also involves informal actors who play a key role in shaping power dynamics and policy implementation. Stone asserts that local political regimes are not only the product of formal institutions, but also the result of informal coalitions that create collective capacity for collective action. These informal actors can be community leaders,

community groups, non-governmental organizations (NGOs), to social networks that provide significant influence in the decision-making process (Rood, 2019).

In the context of waterfront city development in Majene Regency, informal actors play an important role in ensuring policy legitimacy, encouraging community participation, and building social capital that supports successful policy implementation. Although they do not always have formal power, these informal actors often serve as a liaison between the community and the government and play a role in reducing conflicts of interest that arise.

2. Findings: Identification of Informal Actors in Majene District

The results show that in Majene District, informal actors play a role in several key capacities: Traditional leaders and local leaders: Customary figures and local leaders, such as village heads or traditional community leaders, have great influence in building community support for development policies. In some cases, they are also important intermediaries in conveying community aspirations to local governments. In addition, their legitimacy in the eyes of the community makes them key actors in reducing community resistance to development projects, such as reclamation or the construction of port facilities.

Non-governmental organizations (NGOs): Some local NGOs play a role in advocating for ecological sustainability and inclusiveness in waterfront city development. They fill the void of roles that are not accommodated by the government, such as providing training for coastal communities on culture-based tourism or sustainable natural resource management. In the context of Majene, NGOs are also often informal watchdog actors that ensure development projects do not harm local communities.

Coastal Community Group: Community groups of fishermen and micro-entrepreneurs in Majene's coastal areas are important informal actors. Although often excluded from the planning process, they play a significant role in the implementation and utilization of development outcomes. These groups are the main drivers of social and economic sustainability, especially in developing a community-based tourism sector integrated with coastal areas.

3. Analysis of the Role of Informal Actors in Policy Regime Dynamics

Based on Clarence Stone's regime theory, coalitions that include both formal and informal actors have a greater capacity to create inclusive and stable policies. However, the findings in Majene show that the role of informal actors is often overlooked in the formation of the waterfront city development policy regime. Some important dynamics identified are, Reliance on Social Legitimacy: Local governments often need the support of traditional leaders or local communities to gain social legitimacy in policy implementation. For example, traditional leaders play a role in resolving land disputes related to coastal development projects. Without their involvement, the potential for horizontal conflicts in the community may increase, ultimately hampering the stability of the policy regime.

Bridge between Government and Society, In situations where communication between government and communities is weak, informal actors serve as intermediaries. They not only convey community aspirations to the government, but also mediate conflicts of interest arising from development policies, such as land use changes or adjustments to coastal zoning regulations. Drivers of Community Participation. Informal actors play a strategic role in encouraging community participation in waterfront city development. By utilizing social capital, they are able to organize community groups to contribute in the form of active participation, both through public discussions, project supervision, and involvement in the management of built facilities.

Policy Oversight, Informal actors, such as NGOs, are often critical watchdogs of development policies. They advocate for transparency and accountability in budget use and ensure that development projects not only benefit the government and the private sector, but also provide direct benefits to local communities.

4. Challenges in Integrating Informal Actors into Policy Regimes

Although informal actors play an important role, there are some challenges in integrating them into the policy regime of waterfront city development in Majene: Lack of Access to Information and Resources: Many informal actors, especially local communities, do not have adequate access to policy information, so their role is limited to the implementation rather than planning stages.

The dominance of formal actors, in this case the local government, tends to monopolize the decision-making process, overriding input from traditional leaders or NGOs. This results in policies that do not reflect the needs and conditions of local communities. Role Fragmentation: The lack of a collaborative forum that involves formal and informal actors in an organized manner makes the role of informal actors sporadic and uncoordinated. But beyond that, informal actors who have the capacity to become key actors are the private sector or investors, because they have capital and that becomes power, to influence the direction of policy.

5. Implications for the Policy Regime in Majene

The success of the policy regime in the development of waterfront city in Majene Regency is highly dependent on the local government's ability to integrate informal actors into the policy coalition. This step not only increases social legitimacy, but also creates regime stability that is more inclusive and sustainability-oriented. In accordance with Clarence Stone's theory, cross-sector collaboration involving informal actors can increase the collective capacity of the policy regime, especially in the face of complex development challenges.

Strategic recommendations include the establishment of a local collaboration forum involving all actors, providing access to transparent policy information, and strengthening the role of community leaders in development planning. Thus, the policy regime in Majene can move from the dominance of the development regime towards a middle-class progressive regime that is more inclusive and sustainable.

Critique of the Existing Policy Regime

1. Dominance of Formal Actors: Monopoly on Decision-Making

In the context of waterfront city development in Majene Regency, one of the main weaknesses of the policy regime is the dominance of formal actors, particularly the local government, in decision-making. Although the local government acts as the initiator of the policy, this overly centralized approach often excludes contributions from informal actors such as community leaders, local communities and NGOs. The main criticisms of this pattern are: a). Lack of Representation: Policies tend to reflect the priorities of local governments and the private sector, without reflecting the needs and aspirations of local communities. As a result, policies are often not inclusive and risk creating social resistance. b). Neglect of Social Capital: Traditional leaders and local community leaders with high social legitimacy were not actively involved in the planning process. This leads to missed opportunities to utilize social capital in building community support for development policies. c). This dominance of formal actors inhibits the formation of inclusive coalitions that characterize stable regimes in Clarence Stone's theory. A policy regime that relies too heavily on a single actor tends to be fragile and difficult to sustain when faced with conflicts of interest or political change.

2. Inequality in the Distribution of Economic Benefits

The development of the waterfront city in Majene tends to show a pattern that prioritizes economic benefits for the private sector, while the benefits received by local communities are still limited. Criticism of this regime can be seen in several aspects. Economic Exclusion (Pinto & Kondolf, 2020) : Many local small and medium-sized enterprises, especially traditional fisherfolk, do not experience direct positive impacts from development. The focus on large-scale investments by the private sector often overlooks the potential of local economies based on traditional wisdom and community-based tourism.

Unprogressive Policies, This regime reflects more of a development regime pattern, where the main priority is to promote rapid economic growth, without regard to equitable distribution of economic benefits. In Stone's regime theory, this pattern is often criticized for producing social

inequality and worsening the conditions of the most vulnerable groups in society. This inequality in the distribution of economic benefits can lead to discontent at the local level, potentially undermining the legitimacy of the existing policy regime.

3. Lack of Community Participation

Community participation (Hijrawati, 2019) is an important element in inclusive development. However, the results show that local communities in Majene are often positioned only as beneficiaries, not as active partners in the planning and implementation of waterfront city development policies. Some relevant criticisms are: Symbolic Participation Process: Community consultation forums organized by the local government are often just a formality, without really absorbing the aspirations of local communities. This is contrary to the principle of inclusiveness that should be part of a sustainable policy regime

The lack of access to information (Hijrawati, 2019) , makes it difficult for communities to understand and provide substantial input into policies. As a result, there is a gap between the policies designed and the real needs of communities in coastal areas. The absence of the community in the decision-making process shows that the existing policy regime has not been able to create a coalition mechanism that reflects the interests of all parties.

4. Risks to Ecological Sustainability

The waterfront city development policy regime in Majene has also faced sharp criticism regarding the lack of attention to environmental sustainability (Purniawati et al., 2020) . Some of the policies implemented, such as coastal reclamation and large infrastructure development, are considered to ignore long-term ecological impacts. Criticisms include: a). Exploitative Economic Approach: The focus on infrastructure development without in- depth environmental assessments has the potential to damage coastal ecosystems, such as mangrove forests and marine habitats. In regime theory, this reflects a development regime pattern that often sacrifices sustainability for economic growth. b). Lack of Mitigation Policies: Local governments have not shown any real effort to integrate environmental risk mitigation in development projects. This raises concerns that waterfront city development could trigger irreversible environmental damage. Regimes that do not consider aspects of environmental sustainability risk losing legitimacy in the long run, especially amid increasing global awareness of the importance of sustainable development.

5. Lack of Inclusive Coalition between Formal and Informal Actors

Inclusive coalition is the core of an effective policy regime according to Clarence Stone. However, in Majene, the coalition formed tends to be exclusive and dominated by formal actors, while informal actors such as community leaders, local communities, and NGOs are less actively involved. As a result, Role Fragmentation: Informal actors do not have adequate space to contribute to the decision-making process, so the potential for cross-sector collaboration is not optimized. Weak Collective Capacity: The coalition formed does not have sufficient collective capacity to deal with the complex challenges of waterfront city development, such as land conflicts or community resistance to development projects. This lack of an inclusive coalition hinders the establishment of a stable and sustainable policy regime, as idealized in Clarence Stone's regime theory.

CONCLUSION

The conclusion of this evaluation shows that the development of the Waterfront City in Majene Regency reflects the complex dynamics in the relationship between the government, the private sector, and the local community. Using Clarence Stone's Regime theory, the analysis reveals how the development policy was influenced by a coalition of key actors with different interests in economic, social and environmental aspects. Local government, businessmen, and community groups, especially fishermen, form alliances that either support or oppose this policy, depending on their goals and priorities.

The coalition formed through this negotiation process influences the direction of policies implemented in the Waterfront City project. The policies often reflect the interests of those with greater power, such as businessmen and the government, despite concerns from affected local communities, especially fishermen. In this case, the evaluation of the policy regime shows an imbalance in the distribution of development benefits and the expansion of community participation in the decision-making process to achieve more inclusive and sustainable outcomes.

Thus, the Waterfront City development policy in Majene needs to accommodate a diversity of interests through a more democratic approach and based on the principles of good governance to ensure a balance between economic development and environmental protection as well as the welfare of local communities

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