

IMPLEMENTATION OF THE RAMSAR CONVENTION ON THE CONVERSION OF MANGROVE LAND IN COASTAL AREAS OF SOUTH SULAWESI

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Abstract

The purpose of the international Ramsar Convention is to prevent, control, and stop the destruction of mangrove areas in various coastal areas, both internationally, nationally, and locally. The type of research used is normative, namely examining the normative elements in the Ramsar Convention regarding various cases of conversion of mangrove land in the South Sulawesi Coast. The approach used is a legal approach. Various cases of conversion of mangrove land are mostly dominated by cases of conversion into fishponds by local communities themselves who have long lived in the mangrove areas of the South Sulawesi Coast, such as Maros, Pangkep, Takalar, Jeneponto, Pinrang, and Luwu. Based on the findings and data that have been presented, the application of the most appropriate management concept to control the conversion of mangrove land in the South Sulawesi coastal area is to consistently implement the principles mandated in the Ramsar Convention. The first principle of the Ramsar Convention is the concept of wise use. The second principle of the Ramsar Convention is the obligation to maintain the ecological character of wetlands. The third principle is the concept of conservation combined with sustainable use. The fourth principle is an integrated approach to policy and governance. The fifth principle is community and stakeholder involvement. As an ideal way to resolve the conversion of mangrove land in the coastal areas of South Sulawesi, the five principles of the Ramsar Convention must be implemented.

Keywords: Ramsar Convention Principles, Mangrove Conversion, South Sulawesi Coast

1. INTRODUCTION

The international objective of the Ramsar Convention is to prevent, control, and halt the destruction of mangrove forests in various coastal areas, both internationally, nationally, and locally. The Ramsar Convention has provided direction for resolving mangrove conversion issues, particularly along the coast of South Sulawesi. The international objective of the Ramsar Convention is to protect the endangered mangrove ecosystem. This ecosystem is crucial for its sustainable maintenance as it supports longterm human life. One of the mandates of this Convention is to limit land conversion.

Indonesia ratified this Convention in 1991, as outlined in Presidential Decree No. 48 of 1991 (Alongi, 2022). This ratification has given it an element of responsibility to implement the contents of the Ramsar Convention, including the South Sulawesi Coastal Area. The Ramsar Convention mandates the state in the form of state ownership obligations, which will then be extended to local coastal areas in the form of communal responsibility obligations (Arfan, 2018).

The responsibility aspect of mangrove ecosystem restoration provides concrete evidence that this is what the coastal areas of South Sulawesi should be doing, considering various aspects (Carrasquilla et al, 2017). As is known, environmental restoration is the main form that must be upheld as a member state, especially the coastal areas of South Sulawesi. However, what we see in reality is a gap between the mandate of the Ramsar Convention and the reality in society. There are various deviations in the management of mangrove land that has changed function. This certainly triggers drastic changes in the condition of the mangroves. Land reduction, even land loss, has been occurring in this local area for decades.

Over time, the conversion, encroachment, and destruction of mangrove areas have continued, but to this day, local governments have yet to respond effectively. This has become increasingly problematic, particularly in the imposition of environmental sanctions on violators of the mangrove environment, with legal action remaining weak. As mandated by the Ramsar Convention, each member state is obligated to impose strict sanctions on anyone who violates the mangrove environment (Feria, 2025).

Many still misunderstand the conservation principles outlined in the Ramsar Convention in this region. However, the conservation in question is permitted if it meets environmental requirements or environmental carrying capacity. Violators focus solely on economic factors rather than environmental ones. This has had the greatest impact on the current conversion of mangroves in coastal areas of South Sulawesi. Based on this description, the research question is how the ideal concept of the Ramsar Convention effectively addresses mangrove conversion in coastal areas of South Sulawesi.

2. METHODOLOGY

The type of research used is normative, namely examining the normative elements in the Ramsar Convention regarding various cases of mangrove land conversion on the South Sulawesi coast. The approach used is a legal approach or Legal Approach (Ramdhan, 2021). The international legal approach to the form of local cases.

The materials used are primary and secondary. Primary materials are sourced from the 1971 Ramsar Convention on Wetland Protection, while secondary materials are sourced from various previous studies, journals, papers, books, archives, documents, and other reports. The data collection technique applied in this research is a literature study to collect primary and secondary materials (*Library Research*). The data obtained will be collected and analyzed to answer the formulation of this research problem.

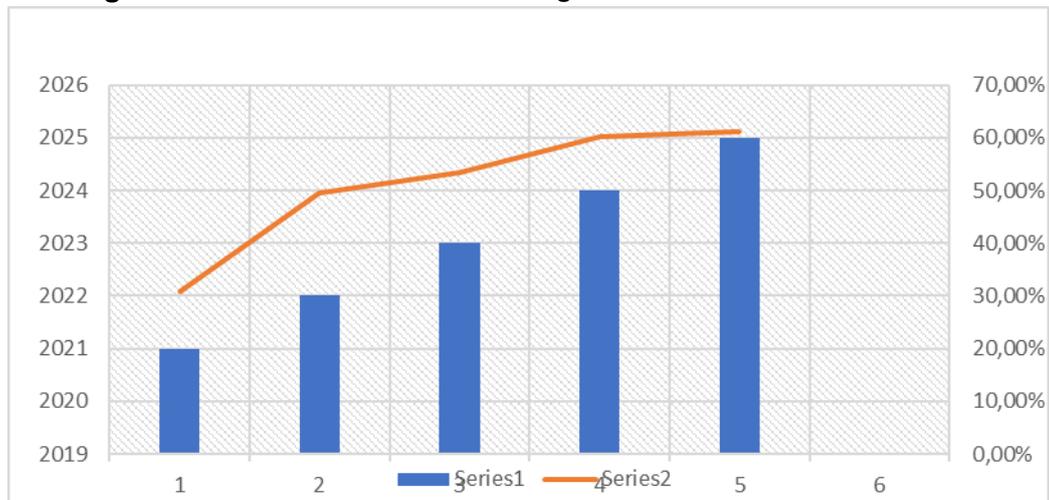
3. FINDINGS AND DISCUSSION

Various cases of mangrove land conversion are mostly dominated by cases of conversion into fishponds by local communities themselves who have long lived in the coastal mangrove areas of South Sulawesi such as Maros, Pangkep, Takalar, Jeneponto, Pinrang, and Luwu (Gardner et al, 2025). They think that this conversion is to fulfill their economic factors. These communities consider this pond pattern to be a cultivation center, but what actually happens is large-scale logging of mangrove forests which affects the erosion of mangrove stands. Even though in terms of function, the erosion of mangrove trees will actually cause natural disasters (Gupta et al, 2018). This results in there being no longer any protected areas from pollution and tsunami barriers. The chosen concept is clearcutting.

The construction of rectangular ponds with a modern concept is actually not in line with the principles of the Ramsar Convention which encourages the implementation of the silvofishery system as a form of sustainable and environmentally friendly cultivation (Ilman, 2021). On the other hand, the management of the mangrove ecosystem in the region faces various obstacles, especially those originating from social issues, such as the increasing rate of population growth, the low quality of human resources, and differences in community perception regarding the value and important role of the mangrove ecosystem.

Field observations indicate a dynamic change in land cover during the period 1993–2013. The land cover area, which initially reached 1,330.05 ha, decreased to 951.11 ha. This reduction is closely related to the change in the function of the mangrove ecosystem into a pond area, where the pond area increased from 1,690.80 ha to 2,068.18 ha, or an increase of approximately 32.25% over a period of two decades (Matthew et al. 2020). This change is influenced by various factors, especially human activities, such as land conversion for cultivation activities, expansion of residential areas, and charcoal industry activities that contribute to the reduction in mangrove area. Over the past 41 years (1972–2013), pond activities have continued to increase (Matthews, 2023). This trend shows that mangrove cover in the coastal areas of South Sulawesi tends to decrease, which indicates a significant shift in land use from mangrove ecosystems to ponds, thus impacting the degradation of mangrove resources.

Figure 1. Persentase Kerusakan Mangrove di Pesisir Sulawesi Selatan



Source: Laporan DLHK Provinsi Sulawesi Selatan (2023)

Approximately 30% of the shrimp farming business permits issued in the 2015-2020 period were recorded as being located in areas legally designated as Protected Forest Areas based on the Decree of the Minister of Forestry (Nasir, 2025). This situation has given rise to a conflict of interest and overlapping authority between the Coastal and Marine Resources Management Center (BPSPL), which has a mandate to protect coastal ecosystems, and the Investment and One-Stop Integrated Services Agency (DPM-PTSP), which is oriented towards accelerating investment. This situation is inconsistent with the principles of the Ramsar Convention and in practice opens up space for business actors to operate in zones that should be restricted (Nicolas, 2020). This problem is also exacerbated by the disharmony of the Regional Spatial Plan (RTRW), which is still under adjustment and revision at the district level. In addition, the practice of discharging aquaculture waste directly into seawater without the support of an adequate waste processing system or wastewater treatment plant (IPAL) also violates the provisions of the Ramsar Convention.

Another emerging phenomenon is the fading of local wisdom, such as the Lakkang or Tallang practices that previously served as tradition-based mangrove conservation mechanisms. These practices have now been replaced by an economic orientation that emphasizes maximizing short-term profits. Based on the findings and data presented, the most appropriate management concept for controlling mangrove land conversion in coastal areas of South Sulawesi is to consistently implement the principles mandated by the Ramsar Convention.

The first principle in the Ramsar Convention is the concept of wise use, which is expressly regulated in Article 3 paragraph (1) of the 1971 Ramsar Convention (Philippe et al, 2020). This provision emphasizes that each participating country is obliged to prepare and implement plans aimed at maintaining the sustainability of wetlands listed in the Ramsar List, while simultaneously striving for sustainable use of

wetlands throughout its jurisdiction. Thus, the state's obligations are not limited to protecting Ramsar sites alone, but also include managing all wetland ecosystems so that they continue to provide benefits without sacrificing their sustainability.

From a normative perspective, the provisions of Article 3 paragraph (1) of the Ramsar Convention serve as the primary legal basis for the application of the principle of wise use, which emphasizes that the use of wetlands is permitted as long as it does not damage their ecological character or natural function. In relation to changes in the designation of mangrove land, this norm provides an international legal basis for controlling or limiting mangrove conversion practices that have negative impacts. Specifically in the coastal areas of South Sulawesi, this article can be used as an argumentative basis that every coastal area development policy and the issuance of mangrove conversion permits must be in line with the state's obligation to ensure that wetland management is carried out sustainably and responsibly.

Furthermore, the principle of wise use as stipulated in Article 3 paragraph (1) of the Ramsar Convention cannot be understood in isolation, but is directly connected to the state's obligation to maintain the ecological character of wetlands as emphasized in other Ramsar provisions. Thus, this provision places the state as the primary subject that bears the responsibility to balance economic, social, and development interests so as not to cause damage to the sustainability of wetland ecosystems, including mangrove ecosystems. In the context of the South Sulawesi coast, Article 3 paragraph (1) can be used as an international legal basis that strengthens the role of the state and local governments in regulating and limiting the conversion of mangrove land effectively and oriented towards sustainability.

The principle of wise use as stipulated in Article 3 paragraph (1) of the Ramsar Convention cannot be separated from the state's obligation to maintain the ecological integrity of wetlands as emphasized in other Ramsar provisions. This provision emphasizes the central role of the state as the party responsible for ensuring that economic, social, and development agendas do not proceed at the expense of the sustainability of wetland ecosystems, including mangroves. In the context of the coastal area of South Sulawesi, Article 3 paragraph (1) can be used as an international legal basis that strengthens the obligations of the state and local governments in regulating and limiting the conversion of mangrove land in a targeted, effective, and sustainable manner.

The second principle in the Ramsar Convention is the obligation to maintain the ecological character of wetlands (maintenance of ecological character), which is explicitly regulated in Article 3 paragraph (2) of the 1971 Ramsar Convention (Rosenqvist et al, 2020). This provision emphasizes that each state party must have a mechanism to obtain information as early as possible if the ecological character of a wetland within its territory and listed on the Ramsar List experiences changes, has the potential to change, or is threatened with change due to technological developments, pollution, or other forms of human intervention. Thus, this article places

the state in an active position to carry out monitoring, early identification, and take responsive steps to any dynamics that may affect the ecological condition of wetlands, especially those with Ramsar site status.

From a normative perspective, the provisions of Article 3 paragraph (2) emphasize that efforts to protect wetlands do not stop at determining the status of the area, but must be followed by sustainable management to maintain its ecological condition. The principle of maintaining ecological character requires the state to take preventive measures against the decline in the quality of wetlands caused by human activities, such as changes in land use, environmental pollution, and infrastructure development. In relation to the mangrove ecosystem, ecological character includes the role of mangroves in protecting coastal areas from abrasion, maintaining the sustainability of biodiversity, controlling water quality, and supporting the social and economic life of coastal communities.

In the context of changes in the designation of mangrove land on the coast of South Sulawesi, Article 3 paragraph (2) of the Ramsar Convention can be used as a basis for international law that any mangrove conversion action that causes or has the potential to cause changes in ecological character must be prevented, controlled, and reported by the state. This provision also contains corrective responsibilities, namely encouraging the state to implement recovery efforts when the ecological character of wetlands has decreased. Thus, the principle of maintaining ecological character in Article 3 paragraph (2) places the state and regional governments as the main parties responsible for maintaining the sustainability of mangroves and regulating land use changes effectively, in line with Indonesia's commitments in the Ramsar Convention. The third principle is the concept of conservation combined with sustainable use (Friess, et al 2023). Although the term is not stated explicitly in a single article in the Ramsar Convention, this principle is normatively reflected especially in Article 2 paragraph (2) and Article 3 paragraph (1) of the 1971 Ramsar Convention. If these two articles are interpreted systematically, they form a foundation that emphasizes the protection of wetlands in harmony with sustainable use.

Article 2 paragraph (2) of the Ramsar Convention states that in designating a wetland as part of the List of Wetlands of International Importance, States Parties must take into account its ecological, botanical, zoological, limnological, or hydrological value. This provision reflects the principle of conservation, as it emphasizes that wetland protection is based on the inherent ecological value of the ecosystem. In the context of mangroves, this article provides the basis that mangroves should be viewed as a strategically valuable ecosystem whose existence needs to be protected from degradation and destructive conversion.

On the other hand, Article 3 paragraph (1) of the Ramsar Convention expressly requires state parties to prepare and implement plans aimed at protecting wetlands listed on the Ramsar list, while simultaneously striving for the wise use of wetlands within their jurisdiction. This provision is the main basis for the principle of sustainable

use, because it emphasizes that the use of wetlands should not be completely prohibited, but should be directed to maintain their ecological function and natural character. Thus, Article 3 paragraph (1) acts as a balance point between conservation efforts and sustainable use.

When applied to the case of mangrove land conversion on the South Sulawesi Coast, the principles of conservation and sustainable use derived from Article 2 paragraph (2) and Article 3 paragraph (1) of the Ramsar Convention emphasize that mangroves must be protected as important ecosystems, but can still be utilized in a limited and controlled manner to support the welfare of coastal communities. This utilization must be carried out within a sustainable framework, such as through ecosystem-based management, silvofishery, or other forms of business that do not eliminate the ecological function of mangroves. Therefore, any form of total, permanent, and destructive conversion of mangroves can be seen as contradicting the principles of conservation and sustainable use as mandated in the Ramsar Convention.

Thus, the legal basis for the principles of conservation and sustainable use in the Ramsar Convention is found in Article 2 paragraph (2) and Article 3 paragraph (1). These two provisions together regulate the state's responsibility to maintain the ecological value of wetlands and simultaneously manage them wisely and sustainably. The fourth principle, namely the integrated approach to policy and governance in the Ramsar Convention, is not directly mentioned in one article with that term. However, legally this principle can be traced and interpreted primarily through Article 3 paragraph (1) and Article 5 of the 1971 Ramsar Convention (Finlayson, 2020). These two provisions systematically emphasize the importance of coordination, integrated planning, and collaboration between sectors and between regions in wetland management.

Article 3, paragraph (1) of the Ramsar Convention requires each State Party to develop and implement plans that support the conservation of listed wetlands and the wise use of wetlands throughout its territory. This provision indicates that wetland management should not be carried out in isolation or sectorally, but must be integrated into national and regional development policies, including spatial planning, coastal area management, and environmental policies. Therefore, Article 3, paragraph (1) serves as a normative basis for the principle of policy integration, as it requires harmony between conservation efforts and development agendas.

Article 5 of the Ramsar Convention stipulates the obligation of States Parties to consult and cooperate in implementing the Convention, particularly regarding the management of transboundary wetlands, the management of shared water systems, and the protection of wetland-dependent flora and fauna. While the focus of this article is international cooperation, its core provisions reflect the principle of integrated governance, namely that wetland protection requires coordination between various parties, regions, and sectors. This principle is also relevant in domestic settings

because it requires synchronization between central and regional governments and coordination between authorized institutions.

In the case of mangrove land conversion in the coastal areas of South Sulawesi, the principle of policy integration and governance derived from Article 3 paragraph (1) and Article 5 of the Ramsar Convention emphasizes that coastal development policies, granting business permits, and natural resource management must be viewed as part of an interrelated whole, rather than being carried out separately without paying attention to the need for mangrove protection. Mangrove management needs to be placed within an integrated policy framework, combining environmental, economic, and social aspects, and involving various authorized institutions in coastal areas. Thus, this principle becomes the legal basis for assessing and criticizing sectoral and fragmented policy practices, which are often the main causes of uncontrolled mangrove conversion.

Thus, the legal basis for the principle of policy integration and governance in the Ramsar Convention is found in Article 3 paragraph (1) which is the basis for integrated planning, and Article 5 which is the basis for coordination and cooperation. Both provisions together emphasize the need for a comprehensive and integrated approach to wetland management (Somogyi et al, 2025).

The fifth principle, namely community and stakeholder involvement in the Ramsar Convention, is not explicitly written in one article with the term "participation". However, legally this principle can be drawn and interpreted primarily from Article 3 paragraph (1) and is strengthened by Article 4 paragraph (1) of the 1971 Ramsar Convention. When read as a whole, these provisions show that wetland management requires the participation of various parties (Thomas et al, 2017).

Article 3 paragraph (1) of the Ramsar Convention requires state parties to develop and implement plans that support the conservation of wetlands and their wise use. The obligation to develop these plans indirectly includes elements of community and stakeholder involvement, because wetland management, particularly mangroves, will not be effective without the involvement of local communities who depend directly on these ecosystems. Within this framework, the principle of participation is seen as part of good governance, where coastal communities, business actors, and local governments participate in the planning, implementation, and monitoring of mangrove management.

In addition, Article 4 paragraph (1) of the Ramsar Convention stipulates that state parties must encourage the conservation of wetlands by establishing nature reserves and implementing appropriate management. This concept of appropriate management can be interpreted as the requirement to consider the social, economic, and cultural conditions of communities surrounding wetlands. In practice, appropriate management cannot be separated from the involvement of local communities and other stakeholders, because they have the most in-depth understanding of ecosystem

dynamics and are the parties most affected by conservation policies and land conversion (Tetiana, 2021).

In the context of mangrove conversion on the coast of South Sulawesi, the principle of community involvement derived from Article 3 paragraph (1) and Article 4 paragraph (1) of the Ramsar Convention emphasizes that mangrove protection efforts should not be carried out only in a top-down manner (Utami et al, 2024). The participation of coastal communities is key to ensuring that land conversion control policies do not conflict with their livelihood needs, while also preventing illegal or unsustainable mangrove conversion practices. By involving communities and other stakeholders, the Ramsar Convention encourages wetland management patterns that are inclusive, adaptive, and sustainable.

Although the Ramsar Convention does not include the phrase “principle of community participation” in a specific article, the principle can actually be legally derived from the provisions of Article 3 paragraph (1) which emphasizes wise planning and utilization and Article 4 paragraph (1) which regulates proper management (Weber et al, 2025). Thus, the principle of community participation becomes a strong normative foundation for making communities and stakeholders important parties in efforts to manage and protect mangroves, especially in facing the challenges of mangrove land conversion in the coastal areas of South Sulawesi.

The principle of community and stakeholder involvement (participatory approach) emphasizes that the success of wetland conservation depends heavily on the active contribution of local communities in the management and monitoring processes. Particularly in coastal South Sulawesi, the role of local communities is key to curbing the uncontrolled rate of change in mangrove function, while ensuring that conservation programs do not neglect the social and economic needs of residents. By positioning communities as the primary actors, this principle serves as a preventative measure against land conversion practices that are detrimental to the ecosystem.

3. CONCLUSION

As an ideal way to address the conversion of mangrove forests in coastal areas of South Sulawesi, the five principles of the Ramsar Convention must be implemented. These principles are: wise use, maintenance of ecological character, conservation and sustainable use, an integrated policy and governance approach, and community and stakeholder participation.

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