

## COLLABORATIVE GOVERNANCE IN MANAGING MARINE ECOTOURISMS: A CASE STUDY AT KLAYAR BEACH, PACITAN REGENCY, INDONESIA

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**ABSTRACT.** This study aims to analyze the collaborative governance process in ecotourism development at Klayar Beach, Pacitan. This study implies that the sustainability of the role of collaboration between the government and non-government must be carried out by looking at the aspects of building trust, and commitment, as well as understanding and mutual agreement with the sustainability goal of marine ecotourism being able to be carried out optimally. This study uses a qualitative method with a case study approach. The results showed that the dynamics of tourists visiting the Klayar Beach ecotourism destination continued to increase every year, even though there had been a decline due to the disaster. However, the government through a collaboration scheme has succeeded in rebuilding the tourism aspect through trust and commitment to development. Looking at future projections, local governments must prepare further strategies in the context of common understanding. In addition, today's progress, which has shown a positive local socio-economic impact with nature conservation that has been implemented, must be able to be maintained and continuously improved along with opportunities for increasing tourists in the future. The conclusion shows that collaboration by local government in Pacitan Regency and non-government in general has shown a positive impact, but it is necessary to pay attention to mutual understanding and agreement within the scope of harmony between implementing parties, considering challenges faced in multi-actor development. It is very complex and has the potential to become an obstacle in the process of development of Klayar Beach Ecotourism.

**Keywords:** collaborative governance; ecotourism; Klayar Beach; Pacitan Regency

## COLLABORATIVE GOVERNANCE DALAM TATA KELOLA EKOWISATA BAHARI: STUDI KASUS DI PANTAI KLAYAR KABUPATEN PACITAN, INDONESIA

**ABSTRAK.** Tata kelola ekowisata bahari memiliki urgensi dalam kaitannya dengan aspek sosial, ekonomi, dan lingkungan bagi seluruh elemen yang ada di dalamnya. Penelitian ini berupaya menganalisis *collaborative governance* dalam tata kelola ekowisata di Pantai Klayar Pacitan. Penelitian ini menghasilkan implikasi argumen berupa keberlanjutan peran kolaborasi antara pihak pemerintah dengan non-pemerintah harus dilakukan dengan melihat aspek pembangunan kepercayaan, komitmen, serta pemahaman dan kesepakatan bersama dengan tujuan keberlanjutan dari ekowisata bahari di Pantai Klayar mampu terlaksana secara optimal. Penelitian ini menggunakan metode kualitatif dengan pendekatan studi kasus. Hasil penelitian menunjukkan bahwa dinamika wisatawan yang berkunjung ke destinasi Ekowisata Pantai Klayar terus meningkat di setiap tahunnya meskipun sempat terjadi penurunan akibat bencana. Namun, pemerintah melalui skema kolaborasi telah berhasil membangun kembali aspek kepariwisataan melalui kepercayaan dan komitmen dalam pengembangan destinasi unggulan tersebut. Melihat proyeksi ke depan, bahwa pemerintah daerah harus menyiapkan strategi-strategi lanjutan dalam konteks pemahaman bersama tentang pengembangan ekowisata. Selain itu, progress hari ini yang telah menunjukkan dampak positif sosial ekonomi lokal dengan konservasi alam yang sudah dilaksanakan, hal tersebut harus mampu dipertahankan dan terus ditingkatkan seiring dengan adanya peluang peningkatan wisatawan di masa mendatang. Kesimpulan dari penelitian ini bahwa kolaborasi oleh pihak pemerintah daerah di Kabupaten Pacitan dan non-pemerintah secara general telah berdampak positif, namun perlu diperhatikan kembali terkait pemahaman dan kesepakatan bersama dalam lingkup keselarasan antara pihak pelaksana, mengingat tantangan yang dihadapi dalam pembangunan multi-aktor sangatlah kompleks dan berpotensi menjadi hambatan dalam suatu proses pembangunan dan pengembangan Ekowisata Pantai Klayar. Penelitian ini terbatas dari segi kajian kolaborasi pelestarian dan konservasi ekowisata. Untuk itu, dibutuhkan kajian mendalam lanjutan terkait *collaborative governance* dalam upaya konservasi alam di Pantai Klayar Pacitan.

**Kata Kunci:** *collaborative governance*; ekowisata; Kabupaten Pacitan; Pantai Klayar

### INTRODUCTION

A beach with advantages in the context of optimizing tourism for the socio-economic community, as well as balancing efforts to maintain environmental quality at Klayar

Beach. The Central Bureau of Statistics of Pacitan Regency (2021) noted that one of the indicators of successful development lies in the significant increase in the number of visitors from 2017 (142,942 visitors); 2018 (396,300 visitors); and 2019 to early 2020 (699,429

visitors). This significant increase certainly has a positive impact on the local government, as well as the local community who will feel the impact. Sustainability and identification of ecotourism constraints are important points about development that have been successfully developed as an evaluation material as well as strategic development in the future.

The development of ecotourism is becoming a new trend in line with the saturation of society towards mass tourism, support for social and environmental value factors, and the goal of tourism sustainability (Beall et al, 2021; Boley & Green, 2015; Mondino & Beery, 2018). In another context, ecotourism focuses on the existence of market trends related to the tendency of business enthusiasts and the high demand for ecotourism as a driving factor for the saturation of popular tourism (Beaumont, 2011). Conceptually, ecotourism itself can form a balance in aspects of social development and poverty alleviation, income generation, increasing access to information, and environmental conservation (Braun et al, 2014; Butcher, 2011; Hunt et al, 2014). In this case, the strategy of economic growth and improvement is not a priority factor that is the main focus in tourism development, but there are patterns of sustainable social and environmental considerations (Ching et al, 2020; Ghorbani et al, 2015; Jamaliyah & Powell, 2018; Walter, 2013).

Collaborative governance is a governance strategy through a consensus network of actors and criteria in the form of initiation of public institutions, participants from government and non-government, decision-making involvement, organized and systematic, consensus, and collaboration within the program scope (Ansell & Gash, 2007). Collaborative governance is a concept that explains the relationship between a network of actors based on ideas and implementation in exploring solutions and shared perspectives to solve problems oriented toward community goals (Ansell, 2014; Charalabidis & Koussouris, 2010; Donahue & Zeckhauser, 2011). From this argument, collaborative governance has an inclusive perspective in the form of prerequisites for incentive sharing, patterns of interdependence, and trust between actor networks (Ansell et al, 2020). However, the inclusiveness that seems flexible and informal must still consider the existence of a legal framework as the basis for implementing collaboration (Qi, 2019). In practice itself, obstacles that often appear include low commitment, weak leadership character, distrust

between actor networks (including in this case ego-sectoral behavior), and lack of understanding of goals (Huxham et al., 2006).

Ecotourism, which is favored by academics and practitioners, in general, is still experiencing obstacles in its development efforts. Although in developing countries ecotourism has been proven to generate income exceeding the regional superior potential (Honey, 2008; McKercher, 2010), several studies have found that in the context of collaborative governance, failures occur due to factors such as ineffective stakeholder collaboration, poor planning integration, low community participation, weak institutional arrangements, and poor technical competence of implementers during ecotourism development efforts (Palmer & Chuamuanngphan, 2018; Rudovsky, 2015; Wondirad et al, 2020). This factor is due to the complexity of the scope of ecotourism, such as the background of implementing actors and differences in interests (Graci, 2013; Zapata & Hall, 2012). For this reason, it is very important to restore the meaning of collaboration in the form of efforts to bridge competition and the interests of development actors (Stone, 2015; Yodsuwan & Butcher, 2012).

This study aims to map the role of local government institutions in the collaborative framework of developing marine ecotourism. In this case, the main object of research being studied is Klayar Beach in Pacitan Regency. The urgency of this research lies in the effort to produce a pattern of mapping roles between institutions during the collaboration scheme within the framework of developing ecotourism. The role of collaboration between institutions plays a role in explaining the dynamics of ecotourism development in Klayar Beach, which will then map how to strengthen the network of actors at work, problems, obstacles, and challenges, to optimization strategies for ecotourism development in a collaborative governance perspective. Practically, the implication of this research will later contribute to solving problems in other areas that are implementing ecotourism development through collaborative governance schemes. Theoretically, this research contributes to the addition of literature to previous studies on efforts to develop ecotourism through collaborative governance schemes.

## METHOD

This research is an original article with qualitative methods and a case study approach (Creswell, 2017), that discusses collaborative

governance in the development of ecotourism at Klayar Beach in Pacitan, East Java. Collecting data in the form of field data, policies and legal products, documentation, program substance, and research documentation. All data collected was then re-filtered with a focus limit of 3 keywords, namely “collaborative governance”, “ecotourism”, and “Klayar Beach”. The research was carried out from 2020 to 2021. Analysis of the data used in the form of triangulation of field results and literature review. Statistical analysis in the form of narrative synthesis of descriptive data. To get the strengthening and contrast of the results of the study, we use previous studies as a comparison of results and analysis.

## RESULTS AND DISCUSSION

### The Dynamics of Klayar Beach Ecotourism Development in Pacitan

Klayar Beach in Pacitan Regency is a marine ecotourism destination located in the south of East Java Province, with a distance of 35-40 kilometers from the city center. Klayar Beach is the main destination for increasing local revenue (PAD) in Pacitan Regency. These ecotourism destinations are always included in the list of development and development plans through physical arrangement by building tourism facilities and supporting completeness facilities (Purnawan, 2018). The urgency of this development is important to implement in order to determine the pattern of readiness and feasibility of tourism components such as attractions, amenities, accommodation, accessibility, as well as ancillary or other supporting components within the scope of tourism, as well as to ensure tourist satisfaction and loyalty (Chin et al., 018; Salmon et al., 2020).



**Figure 1. Graph of Domestic Tourist Visits at Klayar Beach, Pacitan**

Note: This data was taken by field observation and accessed from Source: Pacitan Regency Tourism, Youth and Sports Office (Disparpora) in 2021.

The prospect of visiting Klayar Beach from 2011 to 2020 has continued to increase, only decreasing in 2017. This is because in 2017,

hurricane Cempaka occurred in the southern coastal area of Java Island, which was then followed by floods and landslides in Pacitan. In this case, Klayar Beach which was a tourist destination area then turned into a disaster area (Sucahyo, 2018). This impact resulted in a decrease in tourists by more than 50%. The relocation and realignment budget for disaster-affected tourist areas reaches IDR 3.5 billion with a legal basis in the form of Pacitan Regent Regulation Number 8 of 2018 concerning Action Plans for Rehabilitation and Reconstruction after the 2017-2019 District Flood and Landslide Disasters. The outline relating to the relocation and arrangement is the implementation of the rehabilitation/reconstruction policy, activities, funding needs, identification of programs/activities, sources of funding, and the structuring period, one of which is carried out in Donorejo District, the location of Klayar Beach.

**Table 1. Damage to Infrastructure after the disaster in Donorojo (area around Klayar Beach)**

Description of Damage in Klayar Beach	Area	Category & Area Count
Damage to provincial road	Kalak Road (border with Central Java)	Heavy Damage, 45 m2
Damage to the clean water sub-sector	Donorojo District	Heavy Damage, 1 unit
Damage to the energy sub-sector and PDAM	Donorojo District	Heavy Damage, n/a
Damage to Centrifugal Pump and Panel in Donorojo District	Donorojo District	Medium Damage, 1 unit
Damage to Submersible Pumps and Panels in Donorojo District	Donorojo District	Medium Damage, 1 unit

Source: Pacitan Regent Regulation Number 8 of 2018

In 2018, along with the relocation and structuring process, there was a significant increase in tourists both from 2017 and previous years. Several relocations and special arrangements at Klayar Beach were carried out in the form of improving the physical facilities of tourist destinations, vehicle parking areas, pedestrian paths, as well as business areas and services providing souvenirs typical of tourist areas. In that year, the economic income figure in the tourism sector reached 8.5 billion (surplus), although efforts to reorganize and relocate tourist areas were still ongoing. This condition means that the disaster that occurred in 2017 basically had a fairly severe effect, but the disaster management strategy carried out



was able to overcome post-disaster conditions with a special tourism foreign exchange surplus at Klayar Beach.

Along with the development of interest in tourism trends, the increase in the number of tourists at Klayar Beach is also followed by a strategy for developing and developing areas based on environmental conservation. The Pacitan Regency Tourism Development Master Plan (Riparkab) 2016-2025 has established the predicate of a regency tourism destination (DPK), geopark tourism for Klayar Beach (Riparkab Pacitan, 2016). Visual uniqueness is the main attraction of Klayar Beach which must be accompanied by programs based on sustainability and nature conservation. In other words, the predicate makes a commitment that the implementation of development in Klayar Beach must be based on the principles of sustainable tourism development, be environmentally friendly, and carry out synergies in integrated and sustainable environmental management.

The development commitment in the form of relocation and structuring of the Klayar Beach area after the disaster by the local government, today continued in the form of promoting tourism development through the mission and regional medium-term development plan (RPJMD) of Pacitan Regency 2021-2026. These priorities are based on the evaluation of government performance in Pacitan Regency and the previous RPJMD which established Klayar Beach as a leading tourist destination in the form of geopark ecotourism (RPJMD Pacitan Regency 2016-2021). In developing Klayar Beach ecotourism, the Pacitan Regency Government formulated a program in the form of "Let's Travel to Pacitan", which is a derivative of the mission of "building the community's economy by developing regional potential supported by the availability of adequate infrastructure". This effort involves several managers from the government in the form of collaboration between the Tourism, Youth, and Sports Office (Disparpora) and the Education Office (Disdik) of the Pacitan Regency Government.

### **Collaborative Governance in Strengthening Klayar Beach Ecotourism Governance**

The collaboration carried out in the tourism development program in Pacitan Regency has the target of increasing the performance targets of the regional tourism sector. This target is achieved through a strategy to increase development in the integrated and competitive regional leading

tourism sector with 2 policy directions, namely: first, an increase in the management of leading tourist destinations, and; second, the expansion of tourism cooperation and marketing networks (RPJMD Pacitan Regency 2016-2021). The implementation of improving the management of leading tourist destinations is carried out through efforts to share roles between the Tourism, Youth and Sports Office (Disparpora) and the Education Office (Disdik) of the Pacitan Regency Government through tourism destination development programs and cultural wealth management. In addition, the integration of these roles was then accompanied by a program to expand the co-operation network and tourism marketing by the Department of Tourism, Youth and Sports (Disparpora) of the Pacitan Regency Government. The existence of these multi-actors will eventually lead to a form of interaction and contribution so that there is a pattern towards achieving the vision of regional development through collaboration (Salman, 2012). The collaborative governance framework seeks to provide meaning and framework for the implementation of ecotourism development at Klayar Beach in Pacitan Regency and provides alternative solutions that focus on the quality of the stakeholder interaction process and what contributions are carried out. This is also an effort to strengthen the character of Klayar Beach ecotourism as well as the network pattern that has been developed.

### ***Patterns of Building Trust among Actors (Trust in Developing Roles)***

Collaborative governance within the scope of ecotourism development in Klayar Beach, Pacitan Regency, is not only to negotiate the role and contribution of development, but also to build trust between implementing actors, both from the government, community, or other implementing actors. Every implementing actor who brings material or immaterial interests, of course also brings the consequence that these actors expect rewards from the roles that have been carried out. Not a few of these actors even have a negative perception that later development will be dominated by the owner of the strongest legitimacy (in this case, the government and related agencies) which leads to the ownership of the largest number of benefits. In other words, stakeholders such as the community or fellow governments (other agencies that are supporting agencies) have the perception that the development and development carried out are only exploitative. Of course, these allegations will potentially hamper development and slow down

the achievement of ecotourism development goals in Klayar Beach, Pacitan. So it is necessary to build trust, especially in aspects that prioritize community satisfaction and acceptance of development by the government (Tawil et al, 2021).

Strengthening in building trust between implementing actors is the starting point for those who play a role in developing ecotourism in Klayar Beach, Pacitan. The building of trust is carried out to agree on the willingness and strengthen the legitimacy of development and development through collaborative governance patterns. In the context of 3 things, building trust has important benefits, namely: first, in the context of problem sharing, stakeholders certainly have problems, both from socio-economic conditions and environmental conditions, so there is trust for each to play a role in solving problems collectively together; second, in the context of role sharing, there will be a building of trust related to what role should be carried out later during the implementation of development and development at Klayar Beach, Pacitan, and; third, in the context of benefit sharing, which reflects that there is trust related to the role that will be carried out later bringing positive benefits to all actors according to the intensity or how big the role is so that these actors are motivated to play an optimal role. Based on another perspective, there will be a belief that the results and roles that have been carried out in building and developing Klayar Beach Ecotourism in Pacitan Regency will bring other benefits as a stimulus and trigger in improving public services, innovation, welfare, and attractiveness development. others, both in the scope of ecotourism at Klayar Beach, Pacitan, and other scopes that are affected by the progress of ecotourism.

#### ***Commitment to Process***

Experience in Pacitan Regency shows that it is important to build commitment among implementing actors within the scope of Klayar Beach Ecotourism development to anticipate sectoral egos between institutions and to throw responsibilities at each other during the implementation of development and development. This includes the context of the development of Klayar Beach ecotourism which has been developed in previous years and has provided significant benefits to be sustainable both in terms of tourism and tourism impacts. Commitment between development actors is important considering that commitment is an important variable in the process of achieving

collaborative governance goals (Ansell & Gash, 2007; Ansell et al., 2020; Emerson, 2012). Commitment to the role shows the motivation that becomes the leverage of the efforts of the actors implementing development during the collaborative governance scheme (Johnston et al., 2010). The motives of the implementing actors have two possibilities: first, it will only be a problem in getting an-sich legitimacy alone, and; second, it is fully an effort to generate mutual benefits.

The complexity of the positive and negative opportunities in the commitment to ecotourism development at Klayar Beach in Pacitan Regency requires an agreement that the development and development is carried out by many actors in the long term. In other words, that development is carried out in a sustainable manner which is then accompanied by a commitment to balance between improving the socio-economic quality of the implementing actors and the environment in Klayar Beach. To reduce the negative complexity and uncertainty that will hinder the development and development of ecotourism, the network between implementing actors must be strengthened through balanced contribution and benefit sharing to eliminate gaps and perceptions of the aggrieved parties. Klayar Beach ecotourism in Pacitan Regency as a leading tourist destination in the long term still requires commitment from the implementers in the form of involvement in developing networks and innovative efforts for further development.

#### ***Understanding and Agreement (Common Understanding)***

Understanding and agreement are not only defined as the expertise of implementing actors in building and developing tourism aspects. More than that, understanding and agreement are a collective synergy in building an order of understanding and agreement on the mutual achievement of each implementing actor (Emerson, 2012). Ansell & Gash (2007) describe that the understanding and agreement are in the form of a common mission, common ground, common purpose, shared vision, shared ideology, clear goals, clarity of strategy (clear and strategic direction), and alignment of core values (alignment of core values). The development of ecotourism in Klayar Beach, Pacitan is a long process with various complexities. With this in mind, a shared understanding is needed both in governance and in achieving goals by the mission set out in the tourism scope.

The understanding and agreement have been well understood by the actors implementing the development in Klayar Beach in general terms. The accommodative pattern in collaborative governance schemes must be understood together both in substantive problem-solving, collaboration processes, and accountability between actors (Chang, 2014; Waardenburg et al, 2019). However, sometimes in its implementation, sectoral dynamics still occur which indicates disagreements between implementers. This occurs when there is an opportunity that the distribution of resources resulting from the development of Klayar Beach Ecotourism is not evenly distributed or what is obtained is not commensurate with the efforts of development actors. This is very common given the influence of community structures that are still collective in the process. development in Pacitan Regency. In addition to certain aspects, for example, branding patterns and physical symbols made by one of the stakeholder actors are also sometimes still not effective because the community is still not familiar. This means that in this case, an accommodation pattern is needed in the development process. To gather the wishes of stakeholders, make decisions proportionally, and strengthen the role of each stakeholder involved in the governance of Klayar Beach Ecotourism.

#### **Model of Partisanship, Public Participation, and Environmental Conservation**

The emphasis on collaborative governance focuses on the balance pattern of social impacts and economic welfare, it is also highly recommended to look at aspects of environmental conservation and public support during the development of Klayar Beach ecotourism in Pacitan Regency. Theoretically, collaborative governance has a mission in the context of expanding the relationship between the government and the non-government sector, one of which is to accommodate the interests of the community for welfare (Chang, 2014; Doberstein, 2016). This emphasis means that community support is one of the main cores of collaborative governance schemes. This alignment is achieved by prioritizing the orientation that the community is the main subject in regional development, either as a subject directly or indirectly as an object that has a positive impact on ecotourism.

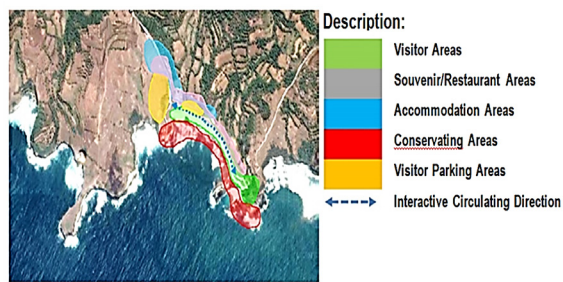
Pacitan Klayar Beach ecotourism is included in the category of community-based tourism (CBT). This is as stated by Nugroho & Purnawan (2015) which states that the concept of tourism activities that can support CBT-based

tourism is one of them in the form of ecotourism (ecotourism). This means that ecotourism optimization will play a role in demonstrating and implementing forms of synergy in problem-sharing, role-sharing, and benefit-sharing between government collaborations and partnering with communities in ecotourism development. The community is not only a spectator but also more for business actors and the development of Klayar Beach Ecotourism in Pacitan Regency. In this case, strong leadership is needed to decide on the facilitation of tourism development and what projections should be made regarding prioritizing the community as a subject in collaborative governance (Hwang, 2017).

The development and development of Klayar Beach ecotourism so far has had a socio-economic impact on local communities in Donorejo District and Pacitan District, especially in terms of economic income. This impact was obtained in line with the local government's decision to make the Klayar Beach eco-tourism a leading community-based tourism destination. These leading destinations are then open for local village communities to participate, especially in terms of participating in opening businesses or managing strategic points in order to earn income. In 2019, for example, based on the local government's partisanship in accommodating the interests of rural communities, there was an increase in the income earned at Klayar Beach, even exceeding the previous income target of 12.5 billion to 13.059 billion, or reaching 107 percent. This condition was confirmed through interviews conducted by researchers with local governments in Pacitan Regency and during field confirmation related to community efforts carried out on Klayar Beach.

The local government and parties outside the government, including the local community, are committed to making Klayar Beach a sustainable ecotourism destination. This has the consequence that efforts to maintain environmental quality in the form of nature conservation are an important commitment during tourism development and development. The significant increase in visitors from year to year certainly has a positive socio-economic impact on the business and tourism environment. However, it must be realized that the higher the number of tourists, there is the threat of environmental degradation such as waste, land use changes, tourists' misunderstandings in interacting with the ecotourism environment, and other conditions that cause damage to coastal ecotourism (Khrisnamurti et al., 2017; Yuliani et al., 2019).





**Figure 2. Zoning Map on Klayar Beach**

Source. Pacitan Regency Tourism, Youth and Sports Office

Collaborative efforts in the context of environmental conservation both in post-2017 disaster conditions and the threat of an increase in tourists are carried out to sustain tourism and overcome future disaster threats. In dealing with disasters, local governments have carried out mapping of areas based on disaster-prone maps that prioritize the safety of tourists and tourism actors. In the hazard area, the area is also a conservation area that is carried out to maintain the sustainability of the ecotourism area. The strategies undertaken include planning the development of tourist area infrastructure with environmental considerations, maintaining the cleanliness of the tourist area, not changing the area's land use or building permanent buildings, structuring tourist roads and transportation facilities, and carrying out the development of green areas in ecotourism locations to prevent abrasion. (disaster mitigation).

## CONCLUSION

The dynamics of tourists visiting the Klayar Beach Ecotourism destination is increasing every year, although there has been a decline due to natural disasters. However, even so, the government through the collaboration scheme that has been carried out, has succeeded in building trust and commitment in developing this leading destination. Looking at future projections, local governments must prepare further strategies in the context of a common understanding of ecotourism development. In addition, today's progress, which has shown a positive local socio-economic impact with nature conservation that has been implemented, must be able to be maintained and continuously improved along with the opportunities for increasing tourists in the future. The main hope is that the sustainability goal of marine ecotourism in Klayar Beach can be carried out in a sustainable manner through the role of collaboration between government and non-government parties. This research produces implications and inputs that the

collaboration carried out by the local government in Pacitan Regency and non-government in general has shown a positive impact. However, from the analysis and field results conducted by the researchers, it is necessary to pay attention to the mutual understanding and agreement in the scope of harmony between the parties, considering the challenges faced in multi-actor development are very complex and have the potential to become obstacles in a development process and development program.

## LIMITATION & FUTURE RESEARCH

Although this study has discussed the pattern of collaborative governance related to tourism and its impacts (social, economic, and environmental), this research still has limitations, especially in terms of collaborative studies in ecotourism conservation and conservation efforts. For this reason, a more in-depth study is needed regarding collaborative governance in nature conservation efforts within the scope of the Klayar Beach tourist area in Pacitan Regency.

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