

# Study of Tourism Governance in Gunungkidul (An Initiative Proposing Guidelines for Beaching Tourism Governance)

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## Abstract

This research focuses on the study of the need for Guidelines for the management of tourist areas, especially in the tourist beach area. In addition to coastal tourism areas, Gunungkidul Regency also has other types of tourist areas such as mountain tours, cave tours, village tours, cultural tours, historical tours, and educational tours. The study on the need to formulate governance guidelines is urgent and mandatory considering the large contribution of the tourism sector in increasing Regional Original Income (PAD) on the one hand and the existence of both positive and negative impacts from the development of businesses in the tourism sector in this area. This study uses a qualitative descriptive method approach and uses a theoretical framework of public policy processes, community-based tourism development (CBT) and a framework of analysis of good governance (Good Governance). The tourist area on the South Coast of Gunungkidul Regency which is the object of this research stretches from Nguyahan Beach, Saptosari District to Jungwok Beach, Girisubo District. The research period was the period of July-October 2018 with DIPA funds for Beginner Lecturers allocated by Kopertis Region V which is now LLDikti Yogyakarta.

**Keywords:** Community-based Tourism, good governance, Participatory Development

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## 1. PRELIMINARY

### 1.1. Background

Tourism has become one of the mainstay sectors for development in various regions in Indonesia, including in Gunung Kidul Regency (DI Yogyakarta Province). This is because the tourism sector is one of the biggest contributors to Regional Original Income (PAD). Tourist visits are increasing every year, in the year 2015 recorded 2.64 million tourists who entered Gunungkidul and 80% of them have visited coastal tourist destinations. The explosion of tourist visits made the Gunungkidul Regency Government get PAD of 20.9 billion (Kompas, 2015).

Gunungkidul is currently famous for its beautiful coastal tourist destinations, one of which is the Watu Kodok beach tourist destination. The beach was originally an unkempt area, but has now turned into a coastal village and has become one of the most visited coastal tourist destinations in Yogyakarta. Rugiyati (a resident of Watu Kodok and an activist of the Mataram Coastal Community Association) revealed that the opening and management of the Watu Kodok beach destination was first carried out by the local community. That is because there was no initiative from the government to develop the potential of the coastal area in Watu Kodok before.

The following is an excerpt of news about the natural disasters that hit the South Coast along the coast of the Indonesian Ocean including Gunungkidul tourist beaches at the end of July 2018:

High waves hit the south coast in the Gunungkidul region on Wednesday (18/7/2018). As a result, dozens of tourist infrastructure and fishing equipment were damaged. Coordinator of Search and Rescue (SAR) Satlinmas Region II Baron, Marjono, reported that the impact of rising waves on the south coast caused damage to a number of beaches in Gunungkidul. He said that on Somandeng Beach there were 15 damaged gasebos. At Ngandong Beach, it was reported that two gasebos had collapsed, three stalls were damaged and four food stalls were damaged by broken walls. At Drini Beach, five boats were damaged, a gasebo was lost to the current, three gasebos were damaged, the shelter for a clothes seller collapsed and a sack of fishing nets (20 sets) was lost to the current. As for Sepanjang Beach, two gasebos were damaged. "The data is collected due to the increase in waves until Thursday [19/7/2018] hours 00.30 WIB," wrote Marjono in his report at 06.00 WIB. 1

Kenyataan akan adanya potensi gelombang laut yang tinggi dan ganas secara berkala namun sulit diprediksi ini memiliki potensi merusak lahan-lahan usaha yang dibangun di garis pantai pada kawasan wisata di pantai Selatan Gunungkidul. Hal ini hendaknya menjadi momentum bagi Pemerintah Daerah untuk menata kembali keberadaan bangunan atau infrastruktur di kawasan pantai yang rawan bencana dan yang jelas telah melanggar ketentuan pemerintah mengenai sempadan pantai.

*"However, since the end of 2012 after the enactment of the Privileges Law (UUK), the Yogyakarta palace claims that the area along Watu Kodok is a land belonging to the Kraton or Sultan Ground (SG)," said Rugiyati.* dalam diskusi MAP Corner-Club MKP. SG's claim has sparked conflict between the people (who are thought to have occupied the land - the drafting team) and the Yogyakarta Palace. The Watu Kodok community responded to SG's claims in their living space by forming an organization and movement network called the Mataram Pesisir

Kawulo Community (PKPM).

Another consideration is the existence of conflict in the management of tourist attractions in Goa Pindul, as an illustration of the existence of land conflicts in the tourist area, between individuals who claim that Goa Pindul is under their ownership land and tourism management groups that require the role of local government (Tribun Jogja, 2016). Behind the fantastic numbers of benefits obtained from the management of Goa Pindul and the benefits felt by the surrounding community and the local government itself in improving the economy of the surrounding community, there are parties who feel disadvantaged and do not feel the results of the management of Goa Pindul. Atiek Damayanti, a resident who claims that Goa Pindul is under his land where there is an underground cave and river. Atiek Damayanti pocketed proof of state documents in the form of Freehold Land Certificate Number 01335

Bejiharjo and Freehold Land Certificate Number 01336. According to Atiek, he feels that he is the person who has the right to use the underground space and groundwater / underground river under his land. The local government has not responded quickly to conflicts that arise in the community, resulting in prolonged conflict. Local government is late in making and issuing

policy as the legal umbrella for managing a tourism object and being late in reading the situation of the community, the resources in the environment around the community concerned, and the needs of the community.

Indrayanti tourism object conflict between land owners and the community. On Pulang Syawal Beach or what is also often called Indrayanti Beach, conflicts have occurred between the government, the public and the private sector as managers. The private sector, which initially bought the land rights of Sultan Ground around the coast and made Pulang Syawal clean, were actually rejected by the government for a number of reasons. Starting from landscapes that cannot be privatized by the private sector to the question of the name of the beach. The management also had a demonstration by the residents. The government is obliged to resolve conflicts that have occurred as well as potential conflicts that may arise in such tourist objects. The government needs to issue policies that focus on empowering and improving people's welfare.

Currently, there are 319 regencies / cities located in coastal areas, these districts / cities have an important and strategic role apart from being the center of population concentration, as well as being the center of economic growth. The growth and development of prospective economic activities in coastal districts / cities, such as: fisheries activities, maritime industry, marine tourism, transportation, trade services, and settlements. Making most of the capital city of the Province, regency / city in the coastal area.

Although the flow of tourists continues to increase every year, there are major problems in increasing tourism in Gunungkidul, namely road infrastructure, parking lots, and telecommunications networks. The local community also hopes that the future Gunungkidul leaders will understand and be able to take advantage of the abundant tourism potential to improve the community's economy. To make tourism management more developed but not disturbed by conflicts in the management of tourist areas, the Gunungkidul regional government also needs to make basic improvements, namely by having management guidelines, namely regional tourism management that is regulated.

## 1.2. Formulation of the problem

Based on the background of the problem, the following research questions are generated:

- a. What is the Tourism Governance policy in the Gunungkidul Regency Government?
- b. What obstacles are faced in the implementation of the Regional Regulation on Tourism in the Gunungkidul Regency?
- c. How can the participation of local communities be accommodated and empowered in managing coastal tourism areas in a sustainable manner?

## 1.3 The objectives to be achieved in this research:

- a. To describe the Tourism Governance policies in Local Government Gunungkidul Regency.
- b. To find out the obstacles faced in implementing Tata policies Manage Tourism in the Regional Government of Gunungkidul Regency

## II. LITERATURE REVIEW

### 2.1. Policy Implementation

Implementation of public policies as an activity in the public policy process is often contrary to expectations. That is why the implementation of public policy requires a deep understanding of public policy studies. Ramdhani and Ramdhani (2017) explain that policy implementation is a continuation of the policy formulation and determination process. So that implementation policy can be interpreted as actions taken, either by individuals or by government groups, which are oriented towards achieving the goals outlined in policy decisions. The implications of implementing policies are the consequences that arise as a result of the implementation of these policies. The results of the evaluation on the implementation of policies can produce the expected (intended) impact or the

unexpected impact (spillover negative effect).

Wahyudi (2016) argues that Edward III has identified four aspects that are strongly suspected of contributing to policy implementation, namely: communication, resources, dispositions or attitudes of executors, and bureaucratic structures. These four aspects influence policy implementation, either directly or indirectly, and each aspect influences other aspects.

There are three groups of variables that influence the success of public policy implementation, namely: the characteristics of the problem (tractability of the problems), the characteristics of the policy / law (ability of statute to structure implementation), and environmental variables (nonstatutory variables affecting implementation).

Meter and Horn theory explains that there are at least five variables that affect the performance of public policy implementation, namely: policy standards and objectives; resource; communication between organizations and strengthening activities; implementing agent characteristics; and social, economic and political conditions.

The successful implementation of policies requires democratic and participatory involvement of stakeholders. Stakeholders and policy makers must continuously engage in dialogue to analyze the consequences of implementing the policy. Therefore, it is necessary to evaluate the implementation of policies to see the accountability and performance improvement of a public policy. Helmut Wollman's model describes the evaluation of policy implementation into three main types, namely: ex-ante evaluation, on-going evaluation, and ex-post evaluation (Lintjewas et al., 2016).

The government hopes that community welfare can be increased through tourism development in tourist villages. The coastal tourism area in Gunungkidul is also a rural area that has unique and special characteristics to become a tourist destination, including: natural environment, tradition and culture still held by the community, special food, agricultural systems and kinship systems. Coastal tourism area as a tourist destination certainly needs to be supported by adequate facilities for tourists. These facilities include: supporting infrastructure, lodging / homestay, so that tourists can really feel the daily atmosphere of the village as it is, restaurants / food stalls, activity arenas in nature / outbound facility) and various facilities for tourists. The increasingly diverse choices of tourists' desires, awareness of environmental conservation, the issue of global warming, have made tourism actors look at the concept of back to nature. Rural tourism is actually a form of special interest tourism that is packaged comprehensively so that tourists can interact completely both with the natural environment and with the surrounding community including the culture and traditions therein. Tourists can see and feel firsthand the values of local wisdom that still have a pulse in people's daily lives. These wisdoms such as: mutual cooperation, ceremonies traditional sadranan (alms sea), sambatan / rewang, kenduri / slametan, child's play, traditional arts, and so on. Of course, so that visitors to tourist villages feel at home, it is very necessary to involve the active participation of the local community to ensure the sustainability of tourism activities in the tourist village. Thus, the concept of rural tourism is to offer hope for a better life for local communities, by increasing active community participation and encouraging community involvement in any activities aimed at visitors to the coastal tourism area. This involvement of local community members is the key word for the adoption of the concept of community-based coastal tourism development.

Efforts are made to promote tourism as one of the development activities to be in line with the concepts and principles of (sustainable development development), which according to Gumelar (2010) 2 the local government together with the local community need to apply the following principles:

1. Long-term and holistic oriented tourism development (holistic) not only utilizing but at the same time preserving tourist objects and attractions that provide equitable benefits for all.
2. Development of tourism in accordance with the character of the area, environmental conditions, social context and cultural dynamics.
3. Creating harmony between the needs of tourists and tourism service providers by local communities, which creates a reciprocal relationship and mutual respect for values, customs, habits, heritage, culture, and so on.

Gumelar (2010) further explains that the management of tourism activities is responsive to changes that occur from both the demand (market) and supply (product) sides. Community-based tourism as an empowerment approach that involves and places the community as an important actor or important determinant in the context of a new development paradigm, namely sustainable development (sustainable development paradigm); Community-based tourism is an opportunity to mobilize all the potential and dynamics of society, in order to balance the role of large-scale tourism businesses. Community-based tourism does not mean that it is only a small and local effort, but it needs to be put in the context of global community cooperation. From some of the reviews above, it can be concluded that community-based tourism is tourism in which the community or local residents play an important and major role in decision making to influence and benefit life and In the concept of community-based tourism contained in it is the concept of community empowerment, community empowerment efforts are essentially always related to the characteristics of the target as a community that has characteristics, background, and community empowerment, the most important thing is to start with how to create.

The realization of a possible strategy in community empowerment is the development of community-based tourism which conceptually has unique characteristics as well as a number of characters which Nasikun (2000: 26-

27) puts forward as follows<sup>3</sup>:

1. Community-based tourism finds its rationality in its unique properties and characteristics and characterization is organized on a small scale, this type of tourism is basically, ecologically safe, and does not have as many negative impacts as those generated by conventional types of tourism.
2. Community-based tourism has the opportunity to be better able to develop small-scale tourist objects and attractions and therefore can be managed by local communities and entrepreneurs.
3. Very closely related and as a consequence of both of them are more than conventional tourism, where local communities involve themselves in enjoying the benefits of tourism development, and therefore empower the community more. The challenge of realizing community-based sustainable tourism is that it requires community empowerment that is really carried out by , from, and for society in a participatory manner emerged as an alternative to a top-down and centralized development approach. Referring to the concept of governance, aspects of community participation need to be prioritized.

## 2.2. Governance of Coastal Tourism Areas

The concept of tourism area governance, including coastal areas, can be analyzed by adopting the theory of good governance or the principles of good governance. Although no one has defined it formally and comprehensively, the concept of governance is considered important to ensure the welfare of society nationally. Good governance good, or can be called good governance according to the agreement of the United Nations 3 Nasikun, 1999, Globalization and a New Paradigm of Community-Based Tourism Development, Workshop on Tourism Arrangement in Welcoming a New Indonesia, organized by DEPARI, Harian Suara Pembaruan, and PUSPAR-UGM, Puncaka .

Nation (PBB) is one of the functions and responsibilities of the state and its people.

Several definitions of good governance have been put forward by several institutions<sup>4</sup>. One of them is the United Nation Development Program (UNDP) or the United Nations agency for the development of countries in the world that defines good governance as a responsibility of economic authority, administrative authority, and political authority to regulate the country's social problems. From this understanding, it can be seen that the three main sectors of government authority are then used for the greatest benefit of the people.

Meanwhile, the World Bank looks more at governance from an economic perspective. In its definition, it is said that a country has achieved good governance if it has succeeded in implementing a strong, responsible and responsible state development regulatory system, while remaining in line with the principles of democracy and the principles of efficient markets. In addition, good government governance will avoid mistakes in the allocation of development funds. Including early prevention of corruption. Good governance will also run the budget in a disciplined manner so that people's business activities can grow well.

Actions of corruption that have the potential to jeopardize governance will undermine Indonesia as a very serious problem. Then the Corruption Eradication Commission (KPK) was established as an independent institution in 2002. The previous government also enacted Law number 28 of 1998 concerning the administration of a country that is clean and free of corruption, collusion and nepotism. The term good governance reappeared in the 1980s, especially in a discussion entitled development. Governance is a redefinition of designing and rediscovering the concept of public administration (Wikirannolo & Riant, 2007: 125). Good Governance has the following characteristics<sup>5</sup>:

1. Participation, which is that every citizen has a voice in decision-making, on a regular basis directly or through intermediation of legitimate institutions that represent their interests.
- 4 Compare with Sulistyani. A. T. (Editor), 2004. Understanding Good Governance in Perspective Human Resources. Gava Media Publishers. Yogyakarta
- 5 Wikirannolo, Randi R. and Riant Nugroho Dwidjowijoto. 2007. Empowerment Management. Jakarta: Eleksmedia Komputindo.
2. Rule of law, namely the existence of legal certainty without discrimination, especially regarding human rights
3. Transparency, built on freedom of information
4. Responsiveness, every government administration and development must serve stakeholders
5. Consensus orientation, good governance becomes an intermediary for different interests to obtain the best choice for broader interests.
6. Equity, the public has the opportunity to maintain welfare.
7. Effectiveness and efficiency, the institution's process of producing products in accordance with what is outlined and using its resources efficiently and effectively.
8. Accountability, policy makers / decisions both government, private and civil society or civil social organizations must be accountable to the public and stakeholders (Tangkisan, 2005: 115) 6

In Indonesia, the issue of governance has begun to enter the arena of development debate driven by dynamics in various circles and communities ranging from the academic community to the general public who demand change from both the government and the citizens. In the concept of governance, the government is only one actor

and not always the most determining actor. The role of the government as a builder as well as a provider of services and infrastructure has shifted to become a stimulating agency for the creation of an environment that is able to facilitate other stakeholders to participate actively in policy (Sumarto, 2004). The World Bank, as an institutional capacity building initiative under the rubric of governance for development for the first time has introduced the concept of public sector management programs in order to treat better governance, especially in terms of development assistance requirements. , which is known as the Structural Adjustment Program (SAP, or structural adjustment program) [2]. Good governance is a political and legal position controlled by industrial countries and international agents (institutions and donor countries) forming market-spaced governance. The concept of good governance became very popular used by international donor agencies, which are now recognized as a new political manifesto. World Bank analysis emphasizes the importance of a governance program, which includes the need for legal certainty, a free press, respect for human rights, and the involvement of citizens in non-profit organizations.

Based on the above definition, at least good governance has several measurement indicators. Among the various indicators, the focus of the drafting team was 4 values, namely: transparency, participation, accountability and the existence of legal provisions (due process of law).

#### 1. Transparency

Transparency is a process of openness in conveying information or activities carried out. The hope is that external parties who are indirectly responsible can also provide supervision. Facilitating access to information is an important factor in creating this transparency.

#### 2. Participation

Participation refers to the involvement of all stakeholders in planning policies. Input from various parties in the policy-making process can help policy makers consider various problems, perspectives, and alternative options in solving a problem. The participation process opens opportunities for policy makers to gain new knowledge, integrate public expectations into the policy making process, as well as anticipate social conflicts that may arise. Components that ensure access to participation include the availability of formal spaces through relevant forums, a mechanism to ensure public participation, an inclusive and open process, and ensuring that input from the public will be accommodated in policy formulation.

#### 3. Accountability

Accountability is defined as a form of responsibility for the regulations that have been made. This process also simultaneously tests how credible a policy is not in favor of certain groups. Accountability will go through several specific testing processes. It is hoped that this structured process will be able to read the gaps in mistakes, such as budget irregularities or inappropriate power transfers. The accountability mechanism also provides opportunities for policy makers to ask for explanations and accountability if there are things that are not in accordance with the consensus in the implementation of governance in certain areas.

#### 4. Legal provisions

The application of another important principle in governance is the existence of legal provisions or laws that apply and become the basis for the implementation of public policies. In this case, the management of coastal tourism areas must still uphold the applicable legal basis, such as provisions concerning coastal boundaries, provisions concerning safety for beach visitors, provisions concerning the establishment or procurement of coastal infrastructure which must and must be held by the related service or agency, namely the Tourism Office, The Office of Marine Affairs and Fisheries, as well as the Public Works and Public Housing Office which manages the supporting facilities and infrastructure for tourism in the coastal area. This includes regulations regarding security system that is supported by coastal SAR, provision of MCK facilities (bathing, washing and latrines), storage and garbage disposal facilities, health and safety facilities as well as provision of clean water for environmental sanitation and hygiene.

### III RESEARCH METHOD

#### 3.1. Research Stages

To make it easier for researchers to conduct research, the research process and stages become an integral part before conducting research.

#### 3.2. Research sites

Researchers took the research location in the Gununkidul Regency Government area. Meanwhile, the sites in this study are the Department of Culture and Tourism, Pokdarwis Gunungkidul Tourism Beach (Tourism Awareness Group), and Gunungkidul tourism object visitors.

#### 3.3. Data collection technique

To obtain data that is valid and relevant to the research problem, the data collection process will be carried out carefully, systematically, carefully and consistently. With the aim that each data is converted into information

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To obtain data that is valid and relevant to the research problem, the data collection process will be carried out carefully, systematically, carefully and consistently. With the aim that any data that is converted into information can answer research problems that has been submitted before. In this qualitative research, three data collection techniques will be used, namely: interview techniques, observation and documentation.

Below will be explained the three techniques as follows:

- a. Interview Techniques
- b. Documentation Techniques.
- c. Observation Technique

#### **3.4. Data analysis**

The steps taken to analyze the data were guided by Miles and Huberman's explanation which included 3 activities, namely: data reduction, data presentation, and conclusions. Miles and Huberman call this series of data analysis activities an interactive model

### **IV. RESULTS AND DISCUSSION**

In general, the results of research on the management of coastal tourism in Gunungkidul Regency were obtained from data collection activities in the field from July to October 2018. Tourist areas that were successfully visited for observation activities, citizen interviews and focus group discussions Coastal tourism activists stretching from Nguyahan Beach, Saptosari District to Jungwok Beach, Girisubo District.

#### **4.1. Portrait of several coastal areas as research objects**

##### **4.1.1. Watu Kodok Beach**

The management of the Watu Kodok tourist beach which is located between the Sepanjang coast and the Krakal coast is a unique phenomenon in terms of organizing the community of coastal settlers as well as managing the coastal area as a tourist destination. It was Sumarno, a local resident figure who, with the support of all settlers and business managers in the Watu Kodok coastal area, initiated the formation of the settler community association. What is interesting to study in the context of the management of coastal tourism areas in Watu Kodok is the emergence and development of the initiatives of settlers in the Watu Kodok area which have naturally grown and developed since 2013, becoming DTW or tourist destination in the last five years. Formally, the forum for coastal tourism management that is based on local community initiatives, namely in the form of Pokdarwis has not yet been formed. However, the activities and dynamics of local community groups in the area are contained in a community called "Paguyuban Kawulo Pesisir Mataram", which is also a customary and social recognition. that most of the areas they manage have the status of Sultan's Land

The Yogyakarta Palace or often known as "Sultan Ground".

Their efforts to formalize the Pesisir Mataram forum into a formal institution that manages the coastal tourism area to become an official "POKDARWIS" is still constrained by the inconsistency between the community of residents managing the Watu Kodok beach area and the village apparatus that controls the area, namely Kemadang Village. In other words, the Paguyuban Kawulo Pasisir Mataram is still seen as a community forum that does not yet have strong legitimacy in playing itself as the official partner of the Gunungkidul Regency regional government, which in this case is represented by the Tourism Office. Although as a forum for "Pesisir Mataram" or not, or rather not yet, in the form of official Pokdarwis, its role has shown that this community forum is quite solid and representative as an organization that embraces the existence of settlers who are active and have productive economic businesses in the Watu Kodok tourist beach area. the.

Their activities are quite diverse, ranging from traders, food stalls, parking services, other service providers such as beach umbrella rental, mat rental, photography services, handicraft businesses made from shellfish, lodging business, tour guides or tour guide services, regional transportation across the DTW beaches, and so on. Equivalent to coastal management along the village area similarly, the association of business activists in the coastal tourism area also does not have a formal forum in the form of a Pokdarwis. What makes it different is the legitimacy of the management as long as it is stronger, considering that Sutono, the Head of Kemadang Village, is also a member of the community association as long as he owns a food stall there. The similarity is that most business entrepreneurs in the Sepanjang coast area also occupy land belonging to the Sultan or Sultan Ground. Benefits enjoyed by managers on Watu kodok beach is existence electricity connections that have entered the area since 2012, while the business for warungs or restaurants and inns has only grown in 2015

2014 after the electricity connection entered the area. Apart from that, the district cleaning department's garbage truck regularly picks up the garbage collected by the settlers because previously they only dug a shelter hole and set it on fire. One of the toughest obstacles to face is the absence of local clean water supply so they have to subscribe to the supply of clean water tanks for Rp. 100.00 / tank which is spent a week to ten days, sometimes even three days on a busy day.

The existence of the status of a community forum which is only in the form of an association makes them less legitimate and weak when they have to litigate with a lawyer office representing the interests of investors who claim that the entire Watu beach area is owned by an individual business group claiming to have a "kancingan" certificate from the Paniti Kismo side, the Yogyakarta Palace and admitted that they had more rights as official managers while they were already occupied by residents who worked and business owners who were already operating and benefiting the residents. Until now, there has been no agreement regarding the status of its management and it is still hanging so that the residents and entrepreneurs from the local community are worried or worried that they will be evicted at any time if they lose in a case with the investor's representative consisting of legal advisers. In this case, the community members feel legally blind and leave their fate to the negotiation results of association officials and investor representatives who claim to have a stronger legal basis in the management rights of the coastal area in Watu Kodok.

#### 4.1.2. Krakal-Sarangan Beach

Krakal Beach is a coastal tourism area that has grown since the early seventies along with the development and growth of the Baron and Kukup beaches which can be called the initial pioneers of tourism in the Gunungkidul coastal area. In addition to being a coastal tourism area, Baron is also a fishing beach crammed with fiberglass boats crammed with beach visitors, while Krakal beach is seen as less than ideal as a natural port or dock for fish landing and the berth of local fishing boats or boats. This is because the stretch of the Krakal coast is directly facing the high seas and is different from Ngandong and Baron which have bays or basins. Sarangan is a coastal tourism area which only appeared later in the year 2000s, which is located just west of Krakal Beach. The village on the back

Krakal and Sarangan are Ngestirejo, Tanjungsari District. Although the different sub-districts with Baron, Kukup, Sepanjang and Watu kodok are in the village of Kemadang, Tepus District, the access to this coastal area group retribution becomes one package with coastal coverage that passes through three entrances, namely Kemadang, Walik Angin and Pulegundes. Pulang Sawal Beach which is famous for its RM. Indrayanti is still a package with Baron Group Destinations to Poktunggal Group East of Pulang Sala Beach. The levy for entering the group's coastal area which is part of the DTW package is IDR 20,000 per person and applies to all coastal areas in this one group. In an interview with Purwanti, carik Desa Ngestirejo, tanjungsari sub-district, which holds the coastal tourist areas of Krakal and Sarangan, revealed that the management of beach charges in this group of coastal areas is considered problematic because it is considered unfairly distributed. The portion of the revenue sharing from the retribution entering the coastal area, mainly through the Kemadang post by the village apparatus of Ngestirejo, is deemed too siding with the allotment of the Kemadang Village. In fact, in fact, tourists who enter through the Kemadang retribution post do not always stop by or only stop at Barong, Kukup, Sepanjang and or Watu kodok. Many of them directly or at least also stopped at the beaches of Krakal, Sarangan, Sadranan or even just to Pulangsawal beach which is felt very charming because of its Indrayanti. Purwanti Carik stated that the profit sharing formula from retribution entering the coastal area is the percentage, namely 100% deposit to the service, then 25% returned to the village, but in that amount 60% goes to new officers, 40% goes to the village treasury Because the Retribution Post is the most passed by visitors, Kemadang Village gets the largest portion compared to Ngesti Rejo Village which holds the Walik Angin and Sidoarjo Village which holds the Pulegundes post. In fact, in fact, visitors who enter via Kemadang may not enter their coastal area at all, but instead go to Krakal or to Pulangsawal. This is what the local government hopes to review the policy on the distribution of retribution.

#### 4.1.3. Siung-Nglambor-Jogan Beach

In 2005, Gunungkidul was chosen as the location for an international scale rock climbing competition which chose the Siung beach area as the venue. This idea was initiated by various Mapala communities in DIY and at the

national level who saw the natural characteristics of Siung beach as having a special feature that is very suitable to be a rock climbing competition driven by the Rock Climbing Federation throughout Asia - Pacific. Thanks to the selection of the Siung beach area as an international rock climbing competition, finally the Siung beach area became a mass tourism destination with the opening of asphalt road access approximately 5 km from the Wonosari-Jepitu highway. During its development, Siung beach is nationally known as a coastal area which has the characteristics of a beach area with special interest in rock climbing or adventure / adventure for young people who are interested in sports that are full of challenges and meaningful. The following impact that followed the opening of Siung Beach as a DTW with a special interest in rock climbing, the local community then opened another area that was close to it and also had a dangerous characteristic as a DTW with special interest in sports and adventure in the Timang beach area, Jogan Beach and Nglambor Beach. The distinctive feature of Timang and Nglambor beaches is the presence of a gondola on a rope that can transport visitors or adventurers with guts to the small island across a hundred meters which is usually the ideal location for catching sea crayfish.

This area is uniquely a fast developing area and encourages the initiative of local residents in the village of Purwodadi who hold these four challenging and courageous beach points to manage as a place of business and attract visitors who feel challenged to adventure in the area. In its development, the Siung beach area then has a Pokdarwis which also functions as a coordinating forum for traders, fishermen and visitor service providers which according to the testimony of Saïdo and Sagi, the Pokdarwis Management, its initial establishment cannot be freed from the role of a local figure, namely the late Sudarli. Pak Darli, as he is fondly called, is an informal figure in the village of Purwodadi who became a pioneer and initiator of the development of the coastal areas of Siung, Jogan and Nglambor to become what they are today. It is not an exaggeration that this claim was also justified by Sapari, an advisor for Pokdarwis, the Nglambor beach tourism area who emerged later.

after the development of the Siung area as a DTW with a special interest in rock climbing and adventure.

Of all the advantages of Siung beach and the uniqueness of the tourist beach area, one of the drawbacks is the less conducive arrangement of the coastal area for traders and food stall entrepreneurs that have mushroomed along the coast which are considered disaster-prone. This was admitted by the pokdarwis pengarus who had participated in the focus group discussion (fgd) which was held by the research team together with several Pokdarwis members from the three blessed coastal areas Siung, Jogan and Nglambor.

Based on information from Sapari, one of the advisors of Pokdarwis Nglambor Beach who was met by the research team in early October, it was obtained information that in the past, the history of the Nglambor beach began with a national level competition which at that time found Nglambor beach to be used as an object. Pioneered by one of the younger generations, if I'm not mistaken, his name is Ganef, originally from Karangmojo representing Gunungkidul district, who took part in the competition to the national level and became 3rd winner. The panorama has its own charm, there are many types of ornamental fish and coral reefs stored on the Nglambor beach. Then there is a very beautiful coral reef, in addition there is one opinion or research result from friends that Nglambor beach is very attractive and has a high selling value if it is set and made as a snorkeling tourism object.

The aspiration that emerged from the discussion was that at Siung beach, when there were big waves that hit various areas of the south coast in July-August, this area was one of the areas that suffered severe damage. This is indicated by the damage to the majority of the shops and lodging buildings that are lined up along the coast, which are sufficiently distant and are made to comply with the provisions regarding the coastline of at least 200 m from the coastline. It was also recognized that the buildings that suffered the most damage were those closest to the shoreline and did not comply with the provisions concerning the coastline.

Initially the main activity of Pokdarwis Nglambor, whose members were mostly from Ngandong hamlet, Purwodadi, Tepus, was the provision of ojek services to the one km coastline. The second attempt is rental of snorkelling equipment. During its development, the residents of Pokdarwis provided a gondola to cross to a small island near the beach and made a bridge connecting the two reefs there. The making of the gondola for the crossing was inspired by a similar vehicle on the Timang beach which the local community used to use for fishermen looking for sea crayfish. Later, the Gondola in Timang later became the location for a test of courage or adventure tours.

Pokdarwis Nglambor collaborated with the Purwodadi Village government to provide village treasury land for parking land located in Bulak Mudal, on the roadside between Purwodadi and Siung beach. The management system agreed with the village is profit sharing, which is in the form of a percentage, so of all the management of the snorkeling equipment rental business and motorcycle taxi services and parking lot rental, the results will be transferred to the village treasury by 30%.

One of the obstacles faced is if there are foreign tourists, we don't speak English, then the weather factor or sea water conditions, this is something we cannot predict and cannot be controlled by human ability, even if the water recedes, we cannot snorkel. no income, lately after the high waves often recede.

If there is a pokdarwis birthday event, the event is called Ngalangi, a traditional ceremony which time almost coincides with the village cleaning ceremony or the apostle in Purwodadi Village. Usually, a sub-event is held at night, as a form of gratitude to God Almighty and as a manifestation of a request for a healthier and more improved

future. Then in the afternoon there are entertainment events such as campursari for the public.

In addition to all the shortcomings that the residents of the Siung, Jogan and Nglambior beach areas have realized, they have learned a lot from the experience of Siung beach management, namely that this area needs to establish integration because of parallels and similarities in terms of interest in the field of rock climbing and adventure activities (adventurism). a challenge for young people both in the campus environment and among the adventurous young people in general.

#### 4.1.4. Ngrenehan-Ngobaran Beach

The tourist beach areas of Ngrenehan and Ngibaran which are a package with Nguyahan beach are interesting to study because of their distinctive and unique characteristics for Gunungkidul residents. In this area, apart from Ngobaran and Ngrenehan beaches, it has a naturally beautiful and varied charm and attraction with its cliffs and slopes, the existence of candid buildings and Hindu temples side by side with prayer rooms and rows of statues depicting wayang characters are another attraction.

According to the stories of the parents there, Ngobaran beach is the location where Prabu Brawijaya V or Brawijaya Pungkasan moksa was burned at the end of his flight from the weakened Majapahit kingdom and its glory fell with the emergence of a new kingdom, the Sultanate of Demak Bintoro. As a memory of the past, future generations later built the location as a place for Hindu and Kejawen religious ceremonies such as melasti, and other Hindu rituals. The existence of Ngobaran beach has undeniably become a cultural beach with historical value and is of special interest to adherents of Hinduism and Kejawen religions. This is an attraction and value added to the tourist beach area of Ngobaran as well as Ngrenehan as a package. Unfortunately, many tourists do not know where to ask and get information about the history and characteristics of Ngobaran beach which have historical value and are worthy of being a cultural and educational tourism area.

#### 4.1.5. Wediombo, Jungwok and Nampu beaches

Pokdarwis Watu Manten is a forum that participates in managing the Wediombo DTW located in Jepitu village, Girisubo sub-district. The Wediombo beach retribution post is the entrance for the three other tourist areas adjacent to Wediombo beach, namely Jungwok beach and Nampu beach and Mount Batur. When big waves hit along the south coast of Gunungkidul, Wediombo was relatively safe and did not suffer any damage to structures or buildings on the beach because of its height and distance of the building from the coastline that the destructive big waves could not reach. However, Jungkwok beach suffered serious damage because many permanent seats installed on the beach were ravaged by the ferocious omabk in July-August.

Ms. Pantes, a member of the Watumanten podarwis told the drafting team that the settlers had received a warning early enough so that they did not fall victim to death when the big waves hit. Actually, this early warning system is not structured and well-ordered but it is only reported by word of mouth, which at first was largely ignored because the symptoms had not yet appeared. After the incident raged for a period of two weeks starting in the media in July 2018 and raging in various coastal areas with varying levels of damage, then they realized that the threats and dangers from big waves were so real the impact of the damage and material loss it caused.

## 4.2. Participation and Urgency of Community Group Assistance

Learning from the experiences of various communities of residents in the coastal tourism area who were observed as the target group in this study, it is strongly felt that the various initiatives that have emerged from the settlers and breadwinners in the coastal area have caused very diverse problems. In terms of embodiment, not all community groups have taken the form of pokdarwis and are still community groups who feel the need to come together to deal with problems faced together. Most of this group is still groping where they are going to step foot together in their efforts to address this common problem. There are many cases that they do not understand and in many cases they do not have guidelines and guidelines for cases with other parties regarding land use disputes with investors who are armed with suspicions from the Yogya palace agency that manages the Sultan's magersari land.

Departing from this condition, it is felt that both the association and pokdarwis need assistance from groups such as academics and NGO activists who are quite familiar with the intricacies of mentoring and empowering community residents in tourist beach areas. This becomes urgent or urgent considering that demands in that direction are increasingly rising and they have been crying out for help to be accompanied.

The most competent party is the office or relevant agency, namely the Tourism Office, but this agency must be supported and assisted by other parties who care because of limitations and personnel who can be involved in the mentoring program.this. The complexity of the problems faced makes the assistance program which is hoped to have many dimensions which include social, economic, legal, and other social aspects that expect the integration of the parties.

## 4.3. Beach tourism area governance

In the context of implementing the principles of coastal tourism area governance, the research team specifically conducted interviews with Danang Ardianto (construction service manager as well as a local online newspaper

journalist). Danang was chosen as a resource person to discuss this area of governance given his considerable interest and concern in regional tourism development. This conversation begins with a question about what are the most important issues in tourism management in Gunungkidul.

Danang sees that the problem is the absence of good synergy between the government and the tourism community, the tourism community I mean here are tourism managers and people who live in tourism places so as a result of this lack of synergy, several problems arise, if we want to be specific about coastal problems.

Why does this government find it difficult to organize the coastal area in the sense that this coastal tourism area wants to be arranged like that. Because the government does not have a special plan for the southern coast area, for example, there is no regulation such as arrangement on the beach. So the government does not explicitly map the coastal area, for example beach A is a beach for fishermen, beach B is for tourist attractions, beach C is for conservation, the latter is important in my opinion when we all have the logic that tourism is an exploitation of natural beaches to be developed then processed and produced as objects that can be producing without regard for its natural authenticity at this time will be a problem in the future so this arrangement alone, as far as I know, this district government does not have it yet, so clearly for example for tourist areas everywhere, in fact, this is not a beach for fishermen, but because there is a community - many communities that have dis boats In fact, this is not regulated but instead facilitated, even though the regulatory place does not have it, so this disturbs the beauty of the beach. It turns out that tourists also have the desire to go to the beach to eat, some goke pantai ingin menikmati alam tapi ke pantai yang disitu banyak nelayan jadi ada spesifikasi.

In Gunungkidul, the coastal stretch is approximately 70 km from Gesing Beach to Sadeng Beach, but only a few spots are allocated to fishermen, for example Gesing beach, Ngandong beach, Ngrenehan beach, Baron beach, Siung beach and Sadeng beach, etc. This shows the problem, why is it still there, because the residents are still free to open new coastal areas at will. Once there are communities, the government, if you want to organize it, will be very difficult, if the local people are already allowed to enjoy income from tourist visits on the beach points they open. Even more problematic is the overlap between tourist areas and fishing areas as well as conservation areas. Even worse, because the zoning arrangement is not yet there, how could the government be willing to organize it properly. Then the government was also too afraid of the people and made a lot of concessions. The government should be firm. In this coastal planning concept, the government should be firm, the people will also obey. But on one condition the district government must also be able to set a good example, be a good facilitator for the benefit of the community. Then, when talking about coastal planning, we also have to talk about institutional issues. The current coastal area and generally tourism in Gunungkidul has a fairly large funding support for the APBD, so if for example the government has a concept like an agency. The allocation of funds for the arrangement of the coastal area should be large, so that the more tourists there are, then there is a return from the agencies that are issued by the government as income for regional revenues. The government in this case must be actively involved.

The question that arises now is, if they have to choose a zoning system in terms of appointing a better one, what is the basis for making regulations? This is considered as the duty of the district government, they have to do surveys and then they firmly arrange the coastal area so that no building or construction is allowed without the permission of the local government. To be firm, the key is not to let anyone cheat in bribery, this is the condition if you want to be firm. Danang continued, people must be clean

So in concrete terms, what are the inputs for the Gunungkidul district government, where do you want to organize in the future? First, according to Danang, there must be regulation first, making clear and detailed rules. If we talk about

integration, which will be integrated covers the following areas: socio-cultural, political, economic aspects, right they must be in sync with the environment. Especially the district government must be synchronized first.

If we talk about the current conditions, the loss that can be borne by the government in the future is the absence of land control in the coastal tourism area which is managed in an integrated and comprehensive manner by the government authorities in a competent and demonstrable manner. First, there will be difficulties in structuring the southern coast tourism area because the government does not have much land there, secondly, because there is difficulty in arranging the southern coast tourism area, it will become chaotic, if it becomes more beautiful, it is not profitable, but if it becomes chaotic and becomes a conflict it becomes chaotic. loss. If if we were asked to propose in concrete terms, which beach we needed to propose, then the answer according to Danang was the area of the Sepanjang coast because the beach is really long and can still be managed relatively well because there are not many inns. lodging there. This is also because as long as the roofing is not well ordered, there are already many shop buildings that have been erected on a stretch of sand less than 100 meters from the coastline, resulting in vulnerabilities and security threats to both settlers, businessmen and especially visitors. This has been proven, namely when there was a big sea wave in July - August 2018 the stalls that were standing along the sandy coastline were all damaged by the waves. This is a momentum for the management or rearrangement of tourist beach areas along along and on other beaches which are affected by the sweeping of the big waves. Included in it to be reorganized are Siung beach, Drini beach, Ngandong beach, Sepanjang beach and Pulang Sawal beach.

## V. CLOSING

### 5.1. Conclusion

The arrangement of coastal tourism areas is an affair that demands local government intervention through regional policies in the form of regional regulations derived from the Tourism Ripda and Perda on RPJMD 2016-2021. This policy should serve as a guideline for the management of coastal tourism areas that include elements of the diversity of types of tourist beaches, participation and involvement of local residents who have joined the existing and non-formal local DTW management organizations, as well as support from communities observing the arrangement of coastal tourism areas both from concerned academics and NGO activists.

### 5.2. Suggestion

The research team suggests or recommends that the regional government build the freed area and then organize and decorate it comprehensively and sustainably in a certain coastal tourism area which has been less orderly and fundamentally problematic in terms of design, safety, comfort and environmentally sound beauty. .

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