TOWARDS PUBLIC-PRIVATE-PEOPLE PARTNERSHIP (4PS) BASED-ENVIRONMENTAL MANAGEMENT AND SUSTAINABLE TOURISM DEVELOPMENT IN PEKALONGAN REGENCY, CENTRAL JAVA, INDONESIA

[1]JOESRON ALIE SYAHBANA, [2]BAMBANG IRIANTO, [3]MUNAFAH ASIP KHOLBIHI

[1]Senior Lecturer at Diponegoro University, Indonesia
[2]The Head of the local development Planning board of Pekalongan Regency
[3]The Chairperson of Handy-craft and Creative Economy Industry of Pekalongan Regency
E-mail: [1]yoesrona@yahoo.com, [2]bangirktl@gamail.com

Abstract - Pekalongan District, is laid on three landscape characteristics, i.e. hilly-mountainous, coastal, and low land areas. Paying more attention to the mountain and hilly areas, standon300 - 1500 meters above sea level, Petungkriyono, in particular, which can be described as the last natural paradise in Central Java due to its beautiful remain natural forest and environment. This area has been conserved by the isolated way, ignoring the local people's social welfare for many decades. As one of the lungs of Java Island, the most populous island in the world, Petungkriyono has been promoted as a national heritage park. Due to the trending market on adventure tourism instead of urban one, Petungkriyono, and surrounding areas have been considered to be new potential adventure tourism destinations. Worry on impacts of drastically changing on its environment, then some issues related to sustainable conservation and environmental management have been coming up. The best practice and lesson learned-based study that was descriptively inquired with a multiple-case study taken at other three villages in Central Java which active on rural-eco tourism development, has discovered four modelsof public participation in the tourism development, including one existing model found in Pekalongan District itself. The local government has been encouraging to establish a new more advanced model to harmonically create relationship among environmental conservation, sustainable tourism development, and social welfare issues within the scheme of Public-Private-People Partnership (4Ps).

Keywords - Environmental Management, Sustainable Tourism, Social Welfare, And 4ps Scheme

I. THE LAST PARADISE AND ONE OF THE LUNGS OF JAVA ISLAND

PekalonganRegency is laid on three landscape characteristics, i.e. mountainous and hilly, coastal, and lowland areas. Most of lowland areas have been more urbanized since the last century ago. Whereas, the isolated hilly and mountainous areas has been being penetrated by the urbanization process since the last three decades. It was happened when the Local Government of Pekalongan Regency decided to move its administration offices (civic center) from Pekalongan City to a very small town in the hinterland,about 25 kilometers away to the South,called Kajen, as the new capital which is lied on a green area as a part of hilly area (see Figure-1).



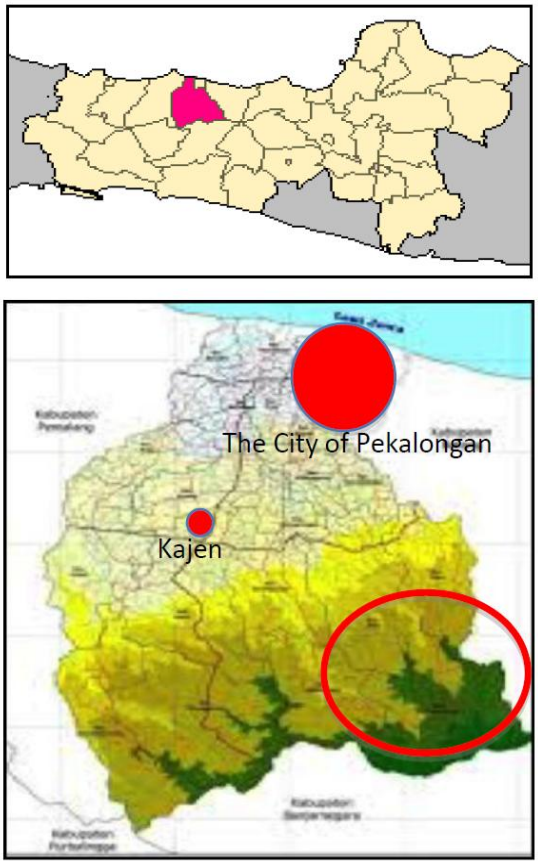


Figure 1: Petungkriyono within the geographical situation of Indonesia, Java Island,Central Java, and Pekalongan Regency (Source: Public Relation Division of Pekalongan Regency)

Due to the market trend on adventure tourism instead of urban one, some spots of the mountainous and hilly areas have been the targets of new potential adventure tourism destinations, including Petungkriyono and the surrounding areas. As one of the lungs of Java Island, the most populous island in the world, it has been promoted as a national natural park a few years ago. Petungkriyono area and its remote areas, which lied on mountain area, around 500 - 1300 meters above sea level, can be described as the one of the last paradises in Java Island due to the beautiful remain natural forest and its environment (see Figure-2). This area has been conserved by isolated ways, ignoring local people's social welfare for many decades since the Colonial Periods, even until some periods of independence administration.

II. LOCAL ECONOMY AND COMMUNITY BASED-DEVELOPMENT

Besides isolated and conserved forest areas, most green areas has been occupied and cultivated by government own-enterprises as both plantation and productive forest area, such as rubber, pines, etc since a century ago. There was no significant local people's economic development unless depended on dry land farming which has fewer impacts on social welfare for many decades. Nowadays, because of the market trend on adventure tourism instead of urban one, those green areas (Figure-2)has been taken into account as new potential tourism destinations as mentioned before to accompany the iconic one, batik handicraft industry, one of the world heritage acknowledged by UNESCO.



Figure 2: A part of the last paradise of Java Island, Petungkriyono, Pekalongan Regency (Source: Public Relation Division of Pekalongan Regency)

No wonder, the booming visitor has begun since a few years ago (Figure-3). The local government has encouraged the local people to involve in eco-tourism development in order to harmonically create relationship among environment, sustainable tourism development, and social welfare issues at once. Now, about 15 community based-organizations (CBO) in tourism development have been established since a couple years ago to do both public education (local people and visitors) and to organize local tours



Figure-3: Family (fun) and extreme adventure tourism in PekalonganRegency (Source: Public Relation Division of Pekalongan Regency)

III. TOURISM DEVELOPMENT VERSUS CONSERVATION AND ENVIRONMENTAL MANAGEMENT

In line with both the urbanization process of the new regency capital city and the penetration tourism growth, has been propagating urbanized areas in its remote areas since a few decades ago, to accompany the propagation of previous urbanized area in low land. Of course, it is a part of the threats to green areas. The coming worry is arising when some previouslyisolated areas have begun to be touchable areas. Un-control booming visitors and expansive tourism development are creating environmental impacts in the future due to some coming issues related to: (1) local social and cultural structure versus urban lifestyle; (2) local low and slow investment versus high and fast investment on tourism development;(3) local people and visitors' behavior versus conservation and environmental management; (4) rural atmosphere versus rural-urban transformation based tourism development;(5) only selected natural landscape versus more marketable natural landscape-based tourism development;(6) proper environmental impact assessment.

IV. STAKEHOLDER PARTNERSHIPS IN GOVERNING A DESTINATION

Considering the complex issues in Petungkriyono, this paper addresses the importance of stakeholder partnerships in governing this destination. This paper focuses on Gray's collaboration theory (Gray & Wood, 1991) and Selin andChavez's tourism partnership model (Selin& Chavez, 1995) as basic concepts of this approach. Collaboration concept is based on the common understanding of all stakeholders in tourism development and offering an opportunity to solve common problems among the

actors (Armitage, 2007). In collaboration, the participated stakeholders can share knowledge and, information as well as issues related to their common goals and needs. This concept can avoid conflicts among stakeholders (Scott&Marzano, 2015). The benefits of collaboration are also addressed in the partnership model that emphasizes the multi-stakeholders partnerships in achieving a successful implementation of tourism development programs (Graci, 2013). Furthermore, this concept adds sharing responsibility among the stakeholders as the characteristics in a partnership agreement (Selin& Chavez, 1995).

V. FROM 3PS TO 4PS SCHEME

In Indonesia, the scheme of Public-Private Partnerships (3Ps) has been introduced and adopted in the provision of basic infrastructures came from the developed countries' success stories, that of United State of America, in particular for the last two decades. This scheme and its services were intended to the projects of national strategy development scheme within a huge investment. The central government has been encouraged the local government to adopt this scheme at the local level since the last decade. However, since there was currently no systematic mechanism governing how social concerns should be captured at different stages of a 3Ps project, the success of it is still questionable. Whereas, local people are normally so close to local level projects. Therefore, advocates a rethinking of the underpinning of local public engagement to put people as a part of stakeholder for implementing a new scheme of PPP at the local level is a pragmatic issueto suggest it. In other word, since people tend to be closer to local projects the 3Ps scheme should be improved to be more advance scheme. This new scheme process framework, calledPublic-Private-People Partnerships (4Ps) embraces the bottom-up participative strategies which bring the public engagement clearly visible for infrastructure planning and policy-making in the local level (Ng, Thomas S, et.al, 2013; Ahmed &Ali, 2006). In Indonesia this scheme has been trying to apply under large scale project of new tourism destination, Mandalika in Lombok, the next island of Bali.With this newly developed framework and associated engagement strategies, decision-making power can deviate from policymakers, who are traditionally holding the ultimate decision authority, towards the citizens through proactive engagement. Such a strategy can help in improving the development process by moderating the risk of unforeseen oppositions, building clear responsibilities and rights, and creating opportunities for public inputs. It is anticipated that formulating such effective and genuine public engagement framework for 4Ps projects would assist government bodies, not only in big projects but also in smaller projectsto accommodate public aspirations and actual demandson bothpolicy formulation and infrastructure planning .

VI. BEST PRACTICE AND LESSON LEARNED STUDY

Actually, local capacity-based tourism development is nothing a new scheme in Indonesia, Central Java in particular. Some tourism villages in Indonesia havesuccessfully applied it with different models regarding their capacities. Even, in PekalonganRegency has been initiated with a very simple model by the national government own-electrical company's CSR (corporate share responsibility)in infrastructure provision for a potential adventure tourism destination at Lolongvillage facilitated by local government. (Lolong model).Due to its success story, the local government is willing to expandthis very simple model to other more advanced ones.After an intensivestudyof three different rural eco-tourism destinations in Central Java, i.e.: (i) Ponggok village inKlaten Regency (Ponggok Model); (ii) Bejisari Village in GunungKidul Regency , and (iii) Ngadirejo inMagelang Regency discovered other three models of stakeholder partnerships that can be expressedas follows. The first modelgoes to three parties model comprising among local government, local community basedorganizations, and external private tour operator organizationsfound in Bejisari village, one of the GunungKidul Regency's villages, a part of (UNESCO) geo-park world heritage with full of underground stream system, both horizontal and vertical caves, ancient volcanoes (rock hills), etc which are suitable for adventure tourism development. Local government in cooperation with local CBO hasprovidedinfrastructures. The CBOs were trained by a local university in organizing local tour packages promotions, local accommodation, attraction, meals, local tour etc, and then they sell to external private tour operators. One of the highlight issues that can be described here is high competition among more than 25 CBO operators providing both site destination development and local tour operations due to booming visitors, however less local government interventions.

The second model has found in Ponggok village. The village administration established a village own enterprise, called "BUMDES" to manage all spring water spots which are spread over the village to be exploited as local domestic water supply, natural swimming pool, fish ponds, and other commercial uses.The development of Ponggok offspring has contributed in increasing the village income. Furthermore, their success story brings the village to gain some national awards.

The third model is a bit more advancedand complicated institution system than both previous models, found in some villages surrounding area of Borobudur Temple Park. There are many

stakeholders take a partin this model, such as three level governments (central, provincial and local government), several state own companies and private sectors, and of course, included the local government (village level). The role of the village government is executed by a strategic business unit, called as "BALKONDES" (village economy hall)which pay more attention to rural atmosphere of tourism development to accompany or to supplement Borobudur Temple discovery tour.

VII. TOWARDS 4PS IN PEKALONGAN REGENCY

Learning from the other three models mentioned above, the first model is easier to be applied in Pekalongan Regency. However, the sound is more risk on environmental impacts due to less proper control, such as found in Bejiharjo Village in GunungKidul Regency (Bejiharjo Model). Whereas, the second model is a self-help model, discovered in Ponggok village, Klaten Regency (Ponggok Model). It is an ideal model indeed, howeverit needs higher skill (well-educated and trained) of the village-own enterprise's (BUMDES) staffs not only in managerial skillbut also both environmental engineering and management skill related to spring water management, in particular. Found in NgadirejoVillage, Magelang Regency, the third model (Ngadirejo Model)is more complicated institution consisting of many national state own enterprises, included Borobudur Tourism Park Company (TWC) as the leading sector supported by other national state own companies as tourism development foster parents of 20-village strategic business units for twenty villages surrounding TWC, or one village one "Balkondes"(OVOB) scheme. This model requires a lot of transfer of knowledge, integrated and more effective CSR. After carefully study on four cases, it can be described as a model transformation of them as 4Ps scheme as illustrated in Figure-5.

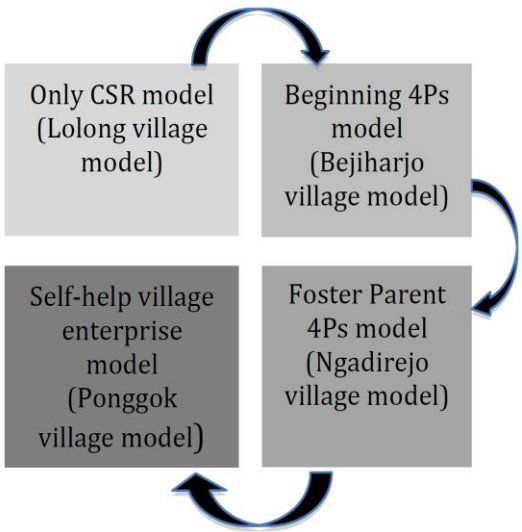
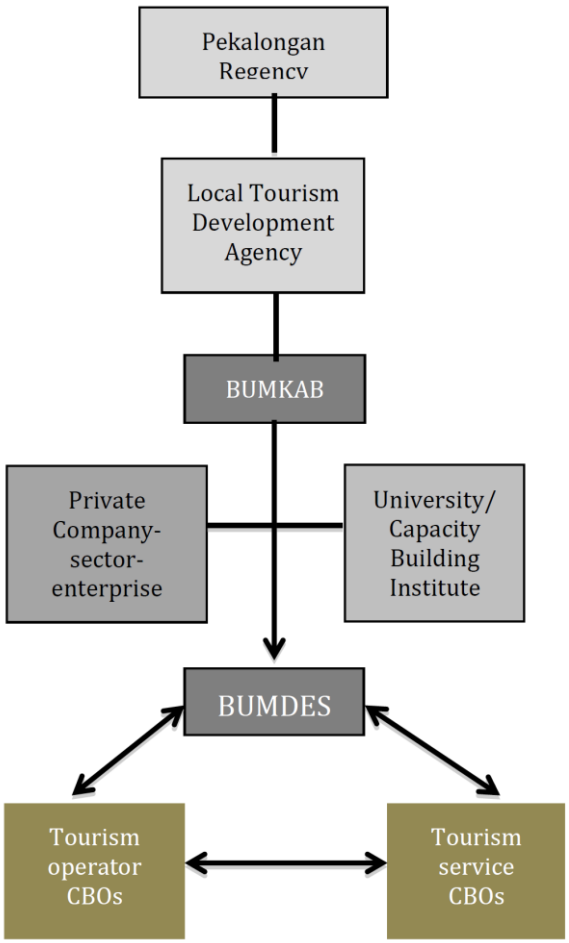


Figure-5:Transformation model of 4Ps in Central Java

CONCLUSIONS AND RECOMMENDATIONS

Some highlight could be expressed as a conclusion that such as follows: (i) environmental conservation is supposed to be related to local social welfare; (ii) exploitation of environmental conservation area as a tourism destination should involve local people;(iii) since people tend to be closer to local projects 3Ps scheme should be improved to be 4Ps scheme; (iv) it is supposed to be carefully apply 4Ps scheme in line with environmental conservation. After carefully study on four cases can be recommended a modified model of 4Ps for PekalonganRegency as presented in Figure-6



BUMKAB or BUMD = Local administration own enterprise
BUMDES = Village administrationown enterprise

Figure-6: the recommended institutional model of 4Ps for Pekalongan Regency

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