



Stakeholder Collaboration in The Development of Essential Ecosystem Area

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Abstract

This study aims to analyze the process of collaborative governance in the development of the Ujungpangkah Mangrove (MUP) Essential Ecosystem Area (KEE) in Gresik Regency, East Java which has been established by the Governor of East Java in 2020. Collaboration between government and non-government is seen from the aspect of their respective roles each stakeholder, common understanding and goals, clarity of roles and responsibilities of each party, commitment of stakeholders in carrying out roles and responsibilities, reciprocal relationships and dependencies as well as potential conflicts and efforts made to resolve these conflicts for the sustainability of KEE-MUP as an ecotourism destination. This research uses a qualitative method with a case study approach. The results show that the dynamics of collaborative governance are not good, this can be seen from the unclear understanding and common goals among stakeholders. The collaboration scheme carried out by the government to build trust and commitment in the development of KEE must be carried out so that the roles of each stakeholder are clearly known. With these facts, common perceptions between stakeholders are needed as well as arrangements for rights and obligations in effective management, each stakeholder must bear the costs of managing KEE which is his responsibility, and is entitled to benefit from managing KEE through activities that are legally justified. As well as a partnership mechanism between stakeholders in the management of KEE, the mechanism for sharing costs and benefits must be regulated in a transparent, fair and fulfilling the principle of equality.

Keywords: Collaboration; Stakeholder; Mangrove; Ujungpangkah

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Introduction

The potential of nature and coastal areas in Ujungpangkah District, Gresik Regency, in the form of the Ujungpangkah mangrove essential ecosystem area, is trigger for enhancing the socioeconomic conditions of the community. This growth is generated through the development of marine products with local natural characteristics in the Ujungpangkah District and the expansion of local marine tourism. The marine potential has also become a trigger and local livelihood, attracting visitors from all over the world. Existing natural tourism potential in Ujungpangkah District in the form of the Ujungpangkah mangrove essential ecosystem area, which is

currently becoming a trend in embryonic stages. This ecotourism is the main strength, as well as the community, is still in its as environmental development plan, in terms of mangrove cultivation, and it can be integrated with other tourist attractions in Ujungpangkah.

Furthermore, the potential of ecotourism is expected to boost the welfare growth of the communities surrounding Ujungpangkah District, specifically Pangkah Wetan Village, Pangkah Kulon Village, and Banyuurip Village. The synchronization between the potential of marine/maritime resources supported by the potential of nature conservation tourism has the opportunity to support sustainable development.

In the absence of studies on the socioeconomic impacts of the potential in Ujungpangkah District, there is an interest in determining the extent to which the potential can have a positive impact on local communities and identifying the main strengths to be developed in Ujungpangkah as part of the development plan for the Ujungpangkah Mangrove Essential Ecosystem Area (KEE-MUP). The shift in the national development paradigm from land to sea orientation is critical to developing peripheral communities and is consistent with Indonesia's grand design of Nawacita Development.

Based on the conditions in Ujungpangkah, a study is needed regarding the tourism potential of the Ujungpangkah Mangrove KEE in terms of mangrove and coastal tourism attractions, amenity availability, tourist accommodation, and mapping of problems and opportunities for future development. As a trigger, the study begins with several aspects of mangrove tourism in the Ujungpangkah Mangrove EEZ and other existing tourism, combined with amenity and tourist accommodation. This was followed by integration, structuring/reconstruction of infrastructure and infrastructure-utilities (PSU), and enhancing the ability of the community to develop tourism potential while ensuring an increase in the economic welfare of the community. This research is expected to contribute to the resolution of quality of life and environmental problems in the coastal communities of Gresik Regency.

Efforts to protect biological life and ecosystems have been made by the Government of Indonesia by establishing a conservation area of 27,14 million hectares divided into 552 conservation area management units with details of 214 nature reserves, 79 wildlife reserves, 131 nature tourism parks, 34 botanical forest parks, 11 hunting parks, 54 national parks, and 29 units of areas that still have the status of nature reserve areas (KSA) / nature conservation areas (KPA) (Prayitno, 2020). To protect and conserve species outside of conservation areas, the Indonesian government, through the Ministry of Environment and Forestry (MoEF), has encouraged the establishment of Essential Ecosystem Areas (EEZs). As of 2017, 12 institutional units for essential ecosystem areas (KEEs) had been established, including 6 biodiversity parks, 2 mangrove KEEs, and 4 animal corridor KEEs (Prayitno, 2020). KEE areas are high biodiversity areas outside of conservation areas, such as Other Use Areas (APL). KEEs play a strategic role in maintaining important ecosystem functions that contribute to biodiversity conservation and human livelihoods.

Wiwied Widodo, Head of BBKSDA Region II East Java, said that KEEs are a management instrument that can create a parallel and balance between biodiversity protection and community economic improvement. The Ujungpangkah Mangrove Wetland KEE is one of the first 17 KEE locations established in Indonesia under Presidential Instruction No. 3/2010 on Equitable Development. This KEE was established through Minister of Forestry Letter No. S.729/Minhut - IV/2012. To complement this, a Decree of the Governor of East Java Number: 188/309/KPTS/0 13/2020 of 13 July 2020 concerning Amendments to the Decree of the Governor of East Java Number 188/233/KPTS/0 13/2020 concerning the Determination of Ujungpangkah Mangrove Essential Ecosystem Area in Gresik Regency, East Java Province was issued. The Gresik Regent's proposal in the Governor's Decree states that this area is important for the representation of wetland ecosystems and migratory shorebird habitat from East Asia to Australasia (East Asia - Australasia Flyway) and should be protected.

Gresik Regency, located in Ujungpangkah District, is one of four areas in East Java designated as an Essential Ecosystem Area (KEE) by the Governor of East Java in 2020. KEE status will be valid for the next five years, from 2020 to 2024. This status is critical for preserving biodiversity (ecosystems, species, and genetic diversity) in the Ujungpangkah mangrove area. We hope that the establishment of KEE status will help to protect the threatened areas outside of the Ujungpangkah nature reserve and nature conservation area, which have unique flora and fauna species. The area of mangrove forest in Ujungpangkah District was 1432,76 ha in 2019, concentrated along the Bengawan Solo estuary and encompassing 6 villages (Huda et al., 2022). The Ujungpangkah mangrove forest is starting to be prepared and developed into an ecotourism area with the aim of bringing economic benefits to local residents, as well as a biodiversity conservation area.

Collaborative KEE-MUP development is one of the manifestations of the concept of governance, where the two main pillars of governance, namely the Government and civil society, collaborate in efforts to manage and develop KEE. According to Morse & Stephens (2012),

"collaborative is added as a modifier to governance to emphasize the nature of the process by which the various societal actors engage in collective action", which means that collaboration is a value as a modified form of governance implementation that emphasizes the nature of the agreement process of various social actors (stakeholders) who include not only the government but also the community and non-governmental institutions.

This study applied that collaboration components proposed by several experts, including Ansel & Gash (2008), Agranoff & McGuire (2003), Thomson & Perry (2006), and Roberts et al. (2016). This study's components included (1) comprehension/common goals, (2) administration, (3) trust, (4) commitment, (5) mutuality, (6) communication, (7) collaboration environment. This research must be conducted on this basis. This research is entitled Stakeholders Collaboration in the Development of Essential Ecosystem Areas.



Figure 1. The Condition of Fishing Boats in the Ujung Pangka Mangrove Essential Economic Zone

Research Method

This study is an original article that used a qualitative method (Creswell, 2015) and a case study approach (Yin, 2008) to examine Collaborative Governance in the Development of the Ujungpangkah Mangrove Essential Ecosystem Area (KEE MUP). Data collection was in the form of field data, policies and legal products, documentation, program substance, and research documentation. All data collected was then filtered again with a focus limit of three keywords, namely "collaborative governance", "Essential Ecosystem Area", and "Mangrove Ujungpangkah". The data was analyzed by triangulating field results and literature studies. The analyzed data was then presented, and conclusions were drawn, resulting in a concept of KEE development based on collaboration and synergy among stakeholders.

Results and Discussion

Stakeholders Involved in the Development of Ujungpangkah KEE

The development of KEE ecotourism requires the role of stakeholders from the government, academia, the private sector, and the community. The activities of all stakeholders are needed for sustainable ecotourism development (Umiyati & Tamrin, 2020). The stakeholders involved in the development of the Ujungpangkah KEE are slightly different from those in other KEE locations. Most of the Ujungpangkah KEE area is part of the Bengawan Solo River delta. Tenurally, this area is outside the forest zone map. Under these conditions, many of the parties involved in initiating KEE development came from the East Java Provincial Government and Gresik District Government offices/OPDs. A map of the parties involved in the development of the Ujungpangkah KEE can be categorized as follows.

Right Holder

The results of the research identification in the field of stakeholder maps found that Right Holders are defined as parties who have "authority" in managing and making policies for regulating the area. This group generally consists of institutions/agencies that have "rights" based on Government Regulations, Ministerial Regulations and Local Head Policies. Included in this group are: Directorate of BPEE – involving two sub-directorates, specifically (a) Sub-directorate of Patterning and Mapping, (b) Sub-directorate of Wetlands and Karst; East Java Provincial KSDA Center and its staff, namely: (a) BKSDA Region II Gresik, (b) SKW III Surabaya, (c) Resort Conservation Area (RKW) IO Gresik; East Java Provincial Forestry Service and East Java Provincial Maritime and

Fisheries Service and; East Java Provincial Environmental Service; Gresik Regency Bappeda; Gresik Regency Environmental Service; Gresik Regency Fisheries Service; Gresik Regency Culture and Tourism Service, Gresik Regency Cooperative, MSME and Trade Service; Gresik Regency Community and Village Empowerment Service; Ujungpangkah District Head of Gresik Regency; Pangkahwetan Village Government; Pangkahkulon Village and Banyuurip Village.

Access Holder

Access Holders are defined as parties who "only" have access to the area's utilization for livelihoods and economic activities that add value to the utilization. Village-owned enterprise (Bumdes), Tourism Awareness Group (Pokdarwis), Community Supervisory Group (Pokmaswas), and Joint Business Group (KUB) are all members of this group.

Supporting Group

According to the findings in the field, the Ujungpangkah KEE development support group is a group that provides complete support for KEE development. Because Ujungpangkah District has a high potential for oil and gas resources, many state-owned enterprises and national private companies operate there. PT Saka Energi Indonesia (PGN Saka), a subsidiary of PT Perusahaan Gas Negara Tbk, is part of this group. Aside from SOEs and national private companies, another group of supporters came from the university community, specifically Muhammadiyah Gresik University.

Collaboration Between Stakeholders in the Development of Ujungpangkah KEE

The Role of Each Stakeholder

Those who play a role in constructing the development of the Ujungpangkah mangrove essential ecosystem area (KEE-MUP) must first strengthen their respective roles as implementing actors. This type of role is performed in order to reach an agreement on the willingness and strengthen the legitimacy of development and development through the use of collaborative governance patterns. Building trust has important benefits in three contexts: first, in the context of problem sharing, stakeholders almost certainly have problems due to socioeconomic or environmental conditions, so there is trust for each to play a role in overcoming problems together; second, in the context of role sharing, during the development of the Ujungpangkah mangrove essential ecosystem area (KEE-MUP), there will be a building of trust related to how the role should be carried out in the future, and; third, in the context of benefit sharing, which reflects that there is trust related to the role to be carried out later to bring positive benefits to all actors according to the intensity or how much the role is carried out so that these actors are motivated to play an optimal role.

Stakeholders are defined as individuals, groups or institutions that can influence and or be influenced by a program search (Freeman, 2009). In the development efforts of KEE MUP, a lack of synergy among the DPOs that are "members" of the KEE Manager was discovered, resulting in an absence of commitment and a map of the role of parties in KEE development planning.

Village governments appear to be more eager to accelerate the development of KEE management. Although KEE management issues have not yet been incorporated into the Village RPJM. At the site level, the village government has established a Joint Secretariat for KEE Management and is in the process of establishing cooperation among villages included in the Ujungpangkah KEE. Activities carried out by the village government and groups such as the Rukun Nelayan group, Pond Farmers group, POKMASWAS, PIN, PKK, and others are more reactive if activities carried out by parties involving them are conducted.

In KEE socialization, the village government plays a larger role in facilitating communication between the BBKSDA and the community. The following activities are available at BBKSDA East Java through SKW III Surabaya: 1) Coordination of Essential Ecosystem Area management; 2) Community Capacity Building Training; 3) Public Consultation on Action Plan; 4) KEE monitoring; and 5) Productive Economic Assistance. In addition, as a follow-up effort, there are: 1) Monitoring activities need to be routinely carried out every year; 2) Productive economic assistance provided to KEE managers needs to be monitored so that the assistance is useful as intended; 3) Implementation of the action plan that has been developed and endorsed by all managers involved.

Other stakeholders outside of government institutions have been more proactive in KEE development, such as universities like Muhammadiyah Gresik University, which formed an internal team charged with conducting research, mentoring, and policy advocacy to encourage KEE. The Faculty of Agriculture at Universitas Muhammadiyah Gresik actively supports the preservation of mangrove ecosystems and the empowerment of local communities in mangrove regions. Saber Saber Activity (Clean Sweep of Littered Trash) in Ujungpangkah KEE, Planting Mangroves with the Governor of East Java (28/10) with the theme "Plant Mangrove for a Better Ecosystem" was one of the activities in which UMG participated in its entirety. As a stakeholder commitment from the academic community, UMG has also provided assistance to the community, particularly in community service programs, by socializing and imparting knowledge of the Ujungpangkah Mangrove Essential Economic Zone (KEE MUP).



Figure 2. Saber Saber (Clean Sweep of Scattered Garbage) Activities and Community Service at Ujungpangkah KEE conducted by Muhammadiyah Gresik University

Likewise, the private sector, for example PGN Saka, helped provide CSR funds. The construction of the bridge built by PGN Saka was the result of a community needs assessment with fishermen and the village government. The bridge, which spans 20 meters above the Banyuurip project river, is needed by fishermen.



Figure 3. Forms of CSR provided by SKK Migas and PGN in the form of bridges for fishermen in KEE MUP

Shared Understanding/Shared Goals

Understanding and agreement are not solely defined as the proficiency of implementing stakeholders in constructing and enhancing aspects of the Essential Ecosystem Area. Moreover, understanding and agreement are a collective synergy in constructing an order of understanding and agreement on the joint accomplishments of each implementing actor (Emerson, 2012). The actors managing the Ujungpangkah Essential Ecosystem Area (KEE-MUP) in general have a good understanding and agreement. In collaborative governance schemes, accommodating patterns must be mutually understood in substantive problem solving, collaboration processes, and accountability between actors (Joo Chang, 2009; Waardenburg et al., 2020). However, there are still sectoral dynamics in its implementation that show disagreements between implementers.

This can be seen from how the common goals of each stakeholder are formed, as well as how to achieve consensus in collaboration between stakeholders in the development of Ujungpangkah mangrove essential ecosystem area (KEE-MUP). According to the findings of the research, the OPD work unit of Gresik Regency did not fully comprehend the discourse on the designation of

Ujungpangkah as a KEE by the East Java Provincial Government. This is evident from the perplexing information obtained, prompting the question of how KEE Managers are positioned to plan and create action plans for KEE development. Negative assumptions will lead to a lack of commitment from stakeholders, particularly DPOs, to play an optimal role in KEE development. On the other hand, the Natural Resources Conservation Agency (BBKSDA) and the East Java Environment and Forestry Agency were primarily responsible for initiating the Ujungpangkah KEE through direct socialization with village governments and communities. As a result, village governments and communities responded much more enthusiastically than KEE managers at the district level. This indicator is classified as 'positive,' which could be a good assumption. This assumption, however, will not be realized without the village government's and communities' commitment and responsibility. The KEE's failure as a mangrove conservation area is more likely.

Clarity of Roles and Responsibilities of Each Party

In principle, collaboration is the involvement of state actors and non-state actors. The definition presented by (Ansell & Gash, 2008) illustrates the existence of certain roles between institutions/actors. Stakeholder collaboration in the development of Ujungpangkah mangrove essential ecosystem area (KEE-MUP). Stakeholder collaboration in the development of Ujungpangkah mangrove essential ecosystem area (KEE-MUP). So far, there is no clear map of the roles of KEE managers in facilitating KEE development planning. The dominant role is still played by BBKSDA and the Provincial Environment and Forestry Office. This indicator is categorized as 'negative' because it will result in increased miscommunication and coordination among the KEE management parties. On the other hand, village governments appear to be much more enthusiastic about accelerating the development of KEE management. Although not yet at the stage of including KEE management issues in the Village RPJM. The village government's role is to facilitate communication between BBKSDA and the community in KEE socialization. This is a 'positive' assumption, but will change if this enthusiasm is not responded to positively by those who have the authority to make regulatory and budgetary policies in the regency. The role of other parties, outside of government institutions, has been more responsive in taking anticipatory steps in KEE development. For example, a university - Universitas Muhammadiyah Gresik - formed an internal team tasked with conducting studies, mentoring and policy advocacy to encourage KEE. Likewise, the private sector - PGN Saka - helped provide CSR funds.

Commitment of Stakeholders in Carrying Out Their Roles and Responsibilities

Commitment is the involvement of parties in giving their full potential to achieve a goal so that a high level of commitment will have an impact/influence on the success of achieving the vision, mission, goals together and the satisfaction of the contributions between the partners and the benefits they get (Indahsari et al., 2022) . Experience in the Province of East Java with the development of KEEs indicates that it is essential to build commitment among implementing actors within the scope of Essential Ecosystem Area development in order to anticipate sectoral ego and mutual responsibility during development and implementation. This includes in the context of KEE development planned in prior years, which has yielded substantial benefits and is therefore sustainable in terms of economic and other impacts. Commitment among development actors is critical because it is a key variable in achieving collaborative governance goals (Ansell & Gash, 2008; Emerson et al., 2012).

Commitment serves as the motivation that leverages the efforts of development actors during collaborative governance schemes (Johnston, 2010). The motives of the implementing actors have two possibilities: first, it will only be a matter of gaining an-sich legitimacy, and; second, it is fully an effort to produce mutual benefits.

The complexities of the positive and negative opportunities for KEE development in Ujungpangkah necessitate an understanding that development is carried out by many actors over a long period of time. In other words, development is carried out in a sustainable manner, with a commitment to balancing the socioeconomic quality of the actors involved with the environment.

The findings indicate that there is no commitment that leads to collaborative action; instead, each stakeholder's commitment is focused on their own interests. In order to reduce the negative complexity and uncertainty that will inhibit the development and development of KEE, the network between implementing actors must be strengthened through balanced contributions and benefit sharing, with the goal of eliminating gaps and disadvantaged parties' perceptions. As a long-term destination of excellence, the Ujungpangkah Mangrove Essential Ecosystem Area still requires

commitment from implementers in the form of involvement in developing networks and innovative efforts for further development.

Reciprocity and Dependence among Stakeholders

In addition to the pattern of balancing social impacts and economic welfare, it is recommended in collaborative governance to pay attention to the reciprocal relationships and dependencies between stakeholders during the Ujungpangkah mangrove essential ecosystem area (KEE-MUP). In theory, collaborative governance has a mission to strengthen the relationship between the government and the non-government sector, one of which is to accommodate the community's welfare interests (Doberstein, 2016; Joo Chang, 2009). This alignment is achieved by prioritizing the orientation that the community is the primary subject in the area's development, both directly and indirectly as an object that has a positive impact on the development of the Ujungpangkah mangrove essential ecosystem area (KEE-MUP).

From the results of the research study, mangrove ecosystems in the Ujungpangkah KEE have enormous benefits for the community, especially people living on the coast. This is because coastal communities, whose livelihoods are fishermen and pond farmers, have high interactions with mangrove ecosystems. Estuary/mangrove ecosystems represent the interface between land and sea, providing a highly productive environment. The number of species that are used depends on the resources available in the estuary system.

Mangroves have functions as coastal protection, erosion control, sediment stabilization, flood regulation, sources of nutrients and regeneration, waste control, and wildlife habitat (Lubis & Wahyudi, 2019). Chowdhury et al. (2017) classified mangrove benefits for coastal communities into two categories: direct benefits and indirect benefits. The direct benefits of mangroves are divided into three categories: forestry, fisheries, and recreation, as well as indirect benefits such as abrasion resistance, sea water breakwaters, shelter for living things, and others.

Given the importance of mangrove areas to the carrying capacity of the ecosystem as a whole, the designation of the Ujungpangkah area as a KEE should at least raise the awareness of the community and stakeholders in the area. However, not all stakeholders understand the context and have the same commitment to the management development plan for the Ujungpangkah KEE.

Regarding the substance of the KEE, the reciprocal and interdependent relationships between the OPD members and the Ujungpangkah KEE Manager are unclear. This is due to the unclear management structure of the KEE, which differs between the Village Government and the community. They anticipate that the KEE designation will have a positive social impact. This is due to the increased community commitment to preserving the mangrove area as "live support" for long-term livelihoods. Although there is no direct economic impact, they will feel the economic impact in the long run. Indicators are classified as 'positive,' which is a reasonable assumption. However, this assumption will not be realized; if this "common interest" changes, there will be negative social and economic consequences. From a social perspective, the community will assume that changes in behavior that support conservation efforts productively will revert to anti-conservation attitudes. Economically, there will be an increase (escalation) in damage to potential resources as a result of increased exploitation in accordance with the pattern of economic value rent.

Potential Conflicts and Efforts to Resolve Conflicts

The common factor causing conflict over resources is based on Hardin's (1968) "Tragedy of the Common" theory. According to Hardin's view, common resources are usually utilized by everyone freely, without any incentive to conserve them. Therefore, it is not surprising that common or ownerless resources are very vulnerable to the "tragedy of the commons". This is because these common resources are not always accessed without ownership and freely utilized by everyone. For example, resources such as maritime and fisheries, forests and their ecosystems are not always degraded if they can be properly managed through privatization or controlled by the government. The problem is that the reality on the ground also shows that the management of common property resources cannot always be managed effectively by the private sector or the government. In fact, it has become a major factor in conflicts with communities.

Ralf Dahrendorf's (1959) conflict theory provides a different perspective on conflict. According to Ralf, every society is constantly changing, and disputes and conflicts exist in social systems, as do various societal elements that contribute to disintegration and change. Because a form of order in society results from the coercion of its members by those in power, he emphasizes the role of

power in maintaining social order. As a result, a society has the option of engaging or not engaging in conflict.

Based on the landscape conditions and natural resource potential of the KEE area, there are no indications of conflict with strong escalation. There are several indicators that do not yet qualify as triggers for conflict. This can be seen from the following facts: a) The resources in the Banyuurip Ujungpangkah KEE are not subsistence resources for the local community; b) Community awareness of the need to participate in resource conservation in the hope of adding value to other sectors related to these resources; c) The maintenance of social capital in the community that shapes the pattern and culture of the community in utilizing resources in a limited manner according to the needs required.

However, in terms of Dahrendorf's theory (1968), it is still possible for conflict to occur, provided that there is a blockage in the channels of change that causes the community and the authorities over common property resources to experience misperceptions of each other.

Based on the research results, there are 2 indicators that have the potential to cause conflict of interest, namely the resource indicator and the tenure situation and market actors. These two indicators are related to each other. As explained earlier, the phenomenon of "arisen (oloran)" land in the Bengawan Solo delta has always been a land or area that is always contested for the opening of aquaculture ponds. Due to the unclear status of the land as state land or "customary" land considered to belong to the village, access to its utilization has always led to conflicts of interest.

Because permission to use "arisen" land was granted by the Village Head, its existence has become a sensitive issue in the community. There is a policy of the previous Village Head that is considered to have failed to provide a sense of justice for the community and is controlled by groups with aquaculture capital. If this assumption is not immediately addressed, it will lead to increased misuse of "arisen" land for business activities other than mangrove conservation. Due to the licensing of "arisen" land use, this could potentially lead to conflict.

The Village Head has thus far issued regulations governing the issuance of permits for the use of "arisen" land. Each term of the Village Head's office has a distinct policy. The issue is that nearly all of these license holders are controlled by capital owners, also known as "Juragan" in the local dialect. In fact, it is these "juragan" who control nearly all of the potential products from the Ujungpangkah area, as well as the marketing network.

Conclusions

Poor management dynamics were observed in the study on stakeholder collaboration in the development of the Ujung Pangkah Mangrove Essential Ecosystem Area (KEE-MUP) in Gresik Regency. As a result, the government seeks to build trust and commitment in the development of the Essential Ecosystem Area through the collaboration scheme that is being implemented. Looking ahead, the local government must develop additional strategies in the context of a shared understanding of the development of Essential Ecosystem Areas.

In addition, the positive socio-economic impact of nature conservation on the local economy must be maintained and improved along with the support of stakeholders who are committed to the development of the MUP KEE. The ultimate hope is that the sustainability goals of the KEE MUP can be realized in a sustainable manner through the collaborative role of government and non-government parties.

This study concludes that the collaboration between government and non-government parties has demonstrated the respective roles of each party. The analysis and field results conducted by researchers indicate, however, that it is necessary to pay attention to understanding and mutual agreement (Common Understanding) in the context of harmony between these parties, given that the challenges faced in multi-actor development are extremely complex and have the potential to become impediments to a development process and the creation of certain programs or variables, thus the following attention is needed: 1) Rights and obligations should be regulated in the implementation of effective management; each stakeholder should bear the costs of managing the KEE for which they are responsible, and should be entitled to the benefits of managing the KEE through legally justified activities; 2) A partnership mechanism between two or more stakeholders in KEE management should be established, and the mechanism for sharing costs and benefits should be transparent, fair and fulfill the principle of equality.

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