LOOKING AT THE LOCAL PARTICIPATION OF COASTAL COMMUNITIES IN SOUTH JAVA, INDONESIA

Waluyo HANDOKO[1]
[1]Department of Political Science, University of Jenderal Soedirman, Indonesia
Corresponding author: Waluyo Handoko
E-mail: whandoko_18@yahoo.com

Abstract:
This study aims to describe the issues and problems of community participation related to the empowerment program entitled PKPT (Development of Strong Coastal Area) in the coastal areas. This study also discusses the importance of creating a participatory development model. This study is essential because PKPT implementation is specific, combining the top-down participation mechanism from the central government with the bottom-up mechanism, namely the northern coastal communities in South Java. The combination of the two mechanisms illustrates the complexity of issues and problems that are not simple because they involve the interests of the central government and the interests of ordinary citizens in coastal areas. Moreover, the focus of this study has yet to be widely studied by previous studies. This study uses a qualitative method applying an action research approach. The informants of the research are organizers of the coastal community, heads of village and village officials, and personnel of the Marine and Fisheries Service of Kebumen Regency in South Java. The result shows that implementing the PKPT program in coastal areas of Java, especially in Kebumen, uses both top-down and bottom-up mechanisms resulting in low participation of the community in the implementation of PKPT substantively. Thus, implicating the lack of sustainability in the empowerment program. This study presents a participatory development model that is expected to be a reference in organizing a sustainable empowerment program for the coastal areas in the future.

Keywords: Coastal, Community, Empowerment, Participation

INTRODUCTION

Studies evaluating community participation in the implementation of empowerment programs in coastal areas have been conducted by many experts, including Dewan et al. (2014), who discussed the imposition of participation in Bangladesh related to participatory water management in the coastal areas; Osei-Kufuor (2014), who evaluated empowerment programs, mainly coastal community participation in Ghana; Shaffril et al. (2015), who studied the awareness of homemakers and students in coastal communities towards climate change compared to fishermen in Malaysia. Bockstael's study (2016) also emphasized the need for effective public participation in managing coastal resources in Brazil. In line with Bockstael's findings, Butt et al. (2018) found the importance of local community involvement in preserving Pakistan's coastal areas. A study by Mishra (2022) in Bangladesh concluded that community involvement ensures the sustainability of conservation programs, similar to the results of Butt et al.'s study.

Moreover, studies on the evaluation of empowerment programs in various coastal areas of Indonesia have also been conducted by several experts, namely, Rachmanzah (2014) in coastal areas of Kerawang, West Java; Neliyanti and Heriyanto (2013) in coastal areas of Dumai, Riau; and Anggraini in coastal areas of Malang, East Java (2015). Another study from Warren (2016) examined the role of government resources in managing coastal communities in Bali. Then a study by Warouw et al. (2018) emphasized the importance of community participation to support the sustainability of tourism on the coast. However, these studies need to address issues and problems related to community participation in implementing empowerment programs that combine top-down and bottom-up in coastal areas. This study aims to describe the issues and problems of community participation related to the empowerment program entitled PKPT in the coastal areas of South Java which combines top-down and bottom-up mechanisms, and the importance of creating a participatory development model.

Studies on coastal areas gained momentum when President Joko Widodo introduced the Indonesia Global Maritime Axis (GMA) Policy in 2014 (Sambhi, 2015). The policy aimed to make Indonesia a maritime country that is independent, progressive, strong, and concerned about national interests. The Ministry of Marine and Fisheries implemented the Development of Strong Coastal Area (PKPT) program to achieve this. The PKPT program manages coastal areas by developing human resources, infrastructure, efforts, disaster prevention, and climate change adaptation. It is an empowerment program with a great intention to develop coastal areas. The PKPT program has operated since 2012 and has helped 24 provinces, including 47 regencies/cities and 141 villages/administrative villages.

In Central Java Province, five regencies received the PKPT program: Brebes, Pekalongan, Demak, Kendal, and Kebumen. The Kebumen Regency is the poorest area among the five, and the Marine and Fisheries Service leads the PKPT program in this Regency. The PKPT program is implemented in three villages in Kebumen Regency: Jogosimo, Tegalretno, and Tanggulangin. These villages were selected for the program because the people living there are below the poverty line, are in disaster-prone areas, have excellent economic potential, have slum areas, have inadequate standard services, and have damaged coastal areas.

As an empowerment program combining top-down and bottom-up mechanisms, there needs to be more clarity between the two mechanisms, emphasizing the importance of discussing community participation. This study aims to describe local community participation in this empowerment program, which applies both mechanisms to show the importance of a model to strengthen local participation in supporting the program. The paper is divided into two parts: the first discusses the debate over top-down and bottom-up mechanisms that affect community participation, and the second explains the importance of a model to strengthen the empowerment program.

METHODS

This research uses a qualitative method; therefore, the analysis of phenomena can be precise and related to the characteristics of the problem and research purpose. Additionally, this paper employs action research (Creswell, 2009). It produces a participatory development model, an alternative solution for the lack of community participation in coastal community empowerment programs. The researcher uses purposive sampling from Harrison (2007) to select informants based on the research needs, including elements of the village government and community involvement in the PKPT program, organizers of coastal communities in Jogosimo Village and Tegalretno, heads of village and village officials, co-team of PKPT, personnel of Marine and Fisheries Service of

Kebumen Regency, and respectable figures. The snowball technique also determines additional informants based on the information obtained (Harrison, 2007). Data are collected through focus group discussions, depth-interviews observations, and documentation Punch (2000), including village community involvement in the PKPT program, problems that arise, obstacles in formulating empowerment programs, and others. Data are then processed and analyzed, starting with clarifying data, conducting theoretical abstraction, compiling basic questions, and drawing conclusions (Silbergh, 2001).

RESULT AND DISCUSSION

The Debate Over Top-Down and Bottom-Up Mechanisms Eventually Leads to Low Community Participation. Local participation from coastal communities can be understood as individual or group activities conducted by mostly fishermen in the countryside. Community participation can take many forms, including providing ideas in forums, following discussions to make crucial decisions, giving suggestions and criticism when deciding village programs, interacting with village officials and managers of development programs, participating in monitoring and evaluation programs, and supporting resources. Concerning the implementation of the PKPT program, local community participation has corresponded to every process of the PKTP program in the form of ideas, participation, supervision, and other activities.

During the two-year implementation of the PKPT program, village officials provided a media outlet for the community, either in Jogosimo Village or Tegalretno Village, to participate in planning, implementing, and supervising. This media outlet was a forum known as Village Discussion, where people from the lowest forum level, such as the Neighborhood Association and Citizens Association, were allowed to compile development programs in their areas. Additionally, the PKPT Program allowed the community to review programs based on Village Medium Term Development Plans.

For the PKPT program in 2015, compiling PKPT in Jogosimo and Tegalretno started with several steps to compile Village Medium Term Development Plans. The idea came from Village Discussion, which produced documents containing a list of activities based on the needs and desires of the people. These documents were then compiled in Village Discussion Workshop activities on the village level to arrange the priority scale for the activities. The agreed-upon activities were included in the Village Medium Term Development Plans, which served as a guide for deciding activities of the PKPT program, named the Development Plan of Coastal Area. This program was designed for five years considering the Technical Guidelines of PKPT issued by the Ministry of Marine and Fisheries and adjusted with the Marine and Fisheries Service of Kebumen Regency. The agreed-upon work program in the Development Plan of Coastal Area was operated in the compilation of the Group Work Plan, with documents aiming to classify activities by giving scores and schedules or, in other words, creating the scale of priority. The Technical Guidelines of PKPT were the basic foundation of the agreement for the program of activities. If an idea from the PKPT program were not included in the Technical Guideline requirement, the Marine and Fisheries Service of Kebumen Regency would not approve the program.

The compilation and implementation of the PKPT program 2016 for both Jogosimo and Tegalretno started with reviewing the Development Plan of Coastal Area. The purpose was to re-evaluate the planning program of PKPT, which should be based on recent issues and problems, as well as setting a priority scale. Reviewing the Development Plan of the Coastal Area was conducted through public consultation, Village Discussion, and Discussion between Villages. The Development Plan of the Coastal Area was reviewed by villages, taking into consideration coastal area profiles, results from Village Discussions, Village Medium Term Development Plans, and

policies from other villages. Consequently, people participated in the process by giving suggestions in line with recent problems.

Additionally, reviewing the Development Plan of the Coastal Area should consider each Village's Medium Term Development Plan. The public also participated in the review test of the Development Plan of Coastal Area before it was accepted by the head of the Marine and Fisheries Service of Kebumen Regency in the second year of the PKPT program (2015). Finally, the Marine and Fisheries Service of Kebumen Regency signed the Development Plan of Coastal Area document. The complete form of public participation in implementing the PKPT program for two years in a row is described in Table 1 and Table 2.

Table 1. Jogosimo Publics Participation for PKPT Program in 2015-2016

Activity Program 2015	Public Participation	Activity Program 2016	Public Participation
Training to cultivate freshwater fish	Followed by 20 members of a fish farming group	Repairment of Lukulo Tourism Road	Conducted in 60 days and followed by 8 people
Counseling and coaching for a group of freshwater fish farmers	Followed by 20 members of a fish farming group	Building captive breeding for turtle	Conducted in 30 days and followed by 6 people
Procurement facilities for fish processing	Done by Coastal Communities Group and facilitator	Building Tourism Information Post	Conducted in 30 days and followed by 4 people
Procurement facilities for catfish cultivation	Done by Coastal Communities Group and facilitator	Building Tourism Gate	Conducted in 30 days and followed by 2 people
Constructing *talud* (land barriers)	Done by Coastal Communities Group and people with cooperation	Procurement of boat tours and safety	Conducted by Coastal Communities Group with community support
Constructing *talud* (land barriers)	Done by Coastal Communities Group and people with cooperation	Procurement of boat tours and safety	Conducted by Coastal Communities Group with community support

Source: Activity Report of PKPT in 2015, Kebumen: Marine and Fisheries Service of Kebumen Regency Government; Activity Report of PKPT in 2016, Kebumen: Marine and Fisheries Service of Kebumen Regency Government, 2016.

Table 2. Public Participation Tegalretno in PKPT Program in 2015-2016

Activity Program 2015	Public Participation	Activity Program 2016	Public Participation
Training to make *nata de coco*	Followed by 10 members of the group	Building bridge	Conducted in 60 days and followed by 8 people
Training to make palm sugar	Followed by 10 members of the group	Procurement of fishing boat	Done by Coastal Communities Group with community support
Procurement of water pump	Done by Coastal Communities Group and facilitator	Procurement of two canoe boats	Done by Coastal Communities Group with community support

Procurement facilities to make *nata de coco*	Done by Coastal Communities Group and facilitator
Constructing *talud* (land barriers) and concrete rebate	Done by Coastal Communities Group with community support through cooperation

Source: Activity Report of PKPT in 2015, Kebumen: Marine and Fisheries Service of Kebumen Regency Government; Activity Report of PKPT in 2016, Kebumen: Marine and Fisheries Service of Kebumen Regency Government, 2016.

The table above shows how people from the Jogosimo and Tegalretno villages attended, undertook, and participated in implementing PKPT program activities, such as training programs, procurement activities, and providing facilities and infrastructure. It means that community involvement is crucial for the success of PKPT activities. However, community participation is mainly descriptive, as the final determination of program activities is based on compliance with the Technical Guidelines of PKPT, which may only sometimes align with the community's wishes.

Although the regulation of programming activities, including the Village Medium Term Development Plans and PKPT, provides ample opportunities for community participation in the preparation of program activities, community involvement in the preparation of the Development Plan of Coastal Area and PKPT program review is not fully maximized in practice.

Moreover, the activities included in the five-year Development Plan of Coastal Area (2015-2019) must fully align with the community's wishes. The orientation of PKPT was based on the regulations of PKPT Technical Guidelines from the Ministry of Marine and Fisheries and obtaining approval from the head of the Marine and Fisheries Service, which began with something other than community suggestions. Instead, the program activities were based on the election of existing programs in the Village Medium Term Development Plans of each village in 2015-2019, which followed the PKPT Technical Guidelines issued by the Ministry of Marine and Fisheries and must align with the Marine and Fisheries Service of Kebumen Regency program.

To manage PKPT, the Coastal Communities Group was established, with 4-7 members according to PKPT Technical Guidelines. However, in reality, each village that received PKPT has 5 members in the Coastal Communities Group. The institutional presence of Coastal Communities Group is a manifestation of negotiation between top-down and bottom-up policy practices. While the Coastal Communities Group represents community participation, it also brings state rules for managing PKPT program activities. Recruiting Coastal Communities Group members as potential PKPT managers at the village level considers their experience in managing previous empowerment programs such as PNPM, along with specific requirements such as not being village officials, civil servants, or police, and residing in the village. Thus, although PKPT's spirit is to combine top-down and bottom-up approaches, the fact shows that these rules limit local community participation.

Therefore, the following is the identification of problems in community participation in the PKPT program in 2015-2016:

1. Since some proposals from the community were not listed in the Village Medium Term Development Plans, the plans, which should only be a reference, became the main reason for not accommodating those proposals. Hence, the level of participation decreased.

2. The forum to gather community aspirations has turned into a mandatory process for implementing the PKPT program, as it must align with the Village Medium Term Development

Plans. It also must follow the PKPT Technical Guidelines of the Ministry of Marine and Fisheries through the authorization of the Head of the Marine and Fisheries Service.

3. Socialization given to the community was not maximal and comprehensive, as it did not reach the lowest level. It was indicated by some community members who needed to learn about the PKPT program.

4. The participation of Coastal Communities Group members was not maximal since there was no salary or wage, although they had worked hard and they needed to improve.

5. PKPT Program in Kebumen Regency involved Team 9 (nine) from the local government, such as the Regency Secretary, the Marine and Fisheries Service, the Development Planning Agency at the Regency, the Village Community Empowerment Board, the Public Works Service, the Disaster Management Agency, the Head of the Marine and Fisheries Service as the person in charge. In the implementation process, at the end of one year of implementation, there was monitoring and evaluation of PKPT at the regency level. The process involved Team 9. However, the involvement could have been more suitable for the real purpose of implementing the PKPT program. If the main output of PKPT was Village-owned Enterprises, then the involvement of the Village Community Empowerment Board, which became the leading sector in developing Village-owned Enterprises, needed to be more prominent. It showed that the villagers' wishes and aspirations related to the duties and authorities of Village-owned Enterprises could not be channeled. Especially if the consideration was the main output of PKPT, the establishment of Village-owned Enterprises, the contribution since the beginning of Team 9 was necessary and significant.

6. For the proposals of people who cannot be accommodated in the first and second years of the Development Plan of Coastal Area, there needed to be a mechanism to be followed up by people. Meanwhile, PKPT made it possible through the involvement of Team 9 at the level of the Kebumen Regency Government.

7. There was still an ideal participation barrier in communities. This obstacle was caused by the different perceptions of the activities that PKPT can fund. On the one hand, PKPT was about coastal or marine issues only, but on the other hand, there were elites' interests in enacting some activities they desired. Hence, there were several types of activities representing the interests of certain elites.

PKPT is a stimulant-based empowerment program that does not occur continuously. Even the implementation of PKPT in Kebumen Regency was initially planned by the Ministry of Marine and Fisheries to last three years, namely 2015, 2016, and 2017. However, it turned out that in 2017 the PKPT funding from the Ministry of Marine and Fisheries was not disbursed or decreased. In such a context, an empowerment program with a top-down aspect will face standard and quite complicated administrative provisions or mechanisms. In addition, PKPT is an empowerment program that only stimulates coastal communities' resilience but is not continuously assisted. It aligns with the ideal concept of community empowerment, in which the empowerment program will be given to people who need to be empowered until they have the provisions to become empowered or independent (Ife & Tesoriero, 2006). Thus, the duration of the empowerment program given to the community will be determined by the condition of the community itself. The faster the community develops to become independent, the shorter the empowerment program will be.

Because the PKPT empowerment program is stimulant and lasts only for two years, strengthening community participation from the beginning, starting by planning, monitoring, and ending by evaluating, was essential. It is to support the success and sustainability of the empowerment program when the programs are completed or if there is another empowerment

program. Moreover, PKPT is an activity that emphasizes coastal resilient areas, where the participation of coastal communities dramatically determines the success and sustainability of the program. In this case, the central and local government's role is only as a facilitator, which is the driving factor to create a resilient coastal region. As a good facilitator, the government is an actor who should be independent in determining the form and type of activities in community empowerment. In this matter, the facilitator should be able to provide a broader space to the community and create a mechanism that can stimulate the emergence of creativity, ideas, and beliefs of the community in determining programs that concern themselves.
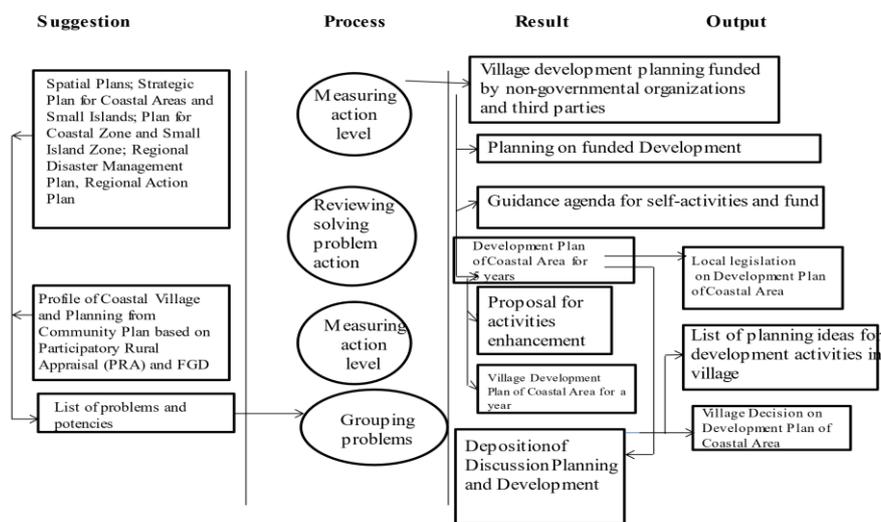

Figure 1. Flowchart on how the PKPT Activity Program is Arranged in the Form of a Development Plan of Coastal Area

In implementing the PKPT program in Kebumen Regency, the preparation of program activities at the beginning of the PKPT implementation uses the path set by the Ministry of Marine and Fisheries in the form of the Development Plan of the Coastal Area. In the picture of the PKPT activity planning program (Figure 1), you can see that top-down aspects include Spatial Plan, Coastal Strategic Plan, and Regional Action Plan. The strength of the top-down approach is more visible in its use of the Development Plan of the Coastal Area of the Ministry of Marine and Fisheries, which contains instructions on the primary reference techniques.

After looking at the top-down aspect, the following process aims to identify critical issues and problems in villages that received PKPT through action research and focus group discussion methods. However, the conditions are disoriented by the necessity to conform to Village Medium-Term Development Plans. It means the program proposed by the community that is not included in the Village Medium-Term Development Plans cannot be included in the PKPT programs. In this case, Coastal Communities Group managers and village officials make priority scales where they decide which programs can be incorporated into the Development Plan of the Coastal Area and which cannot be. Proposing the PKPT activity program in the Development Plan of the Coastal Area is done by village officials to the Head of the Marine and Fisheries Service. Furthermore, the primary approval of the program positions PKPT Technical Guidelines as the primary source. Village

officials do Development Plan of Coastal Area approval at the village level in the form of Local Legislation.

Observing the plot of the PKPT activity program, it is clear now what the main thing that causes obstacles in implementing the empowerment program. It begins with the Regional Spatial Plan, Coastal Strategic Plan, and Regional Action Plan as the initial stage that must limit the community's creativity, ideas, and confidence in preparing the program. Society cannot convey opinions in a society that still needs to be empowered. Hence, the first step that must be done is how society has the ability and courage to convey suggestions or ideas without any limitations. Thus, the community needs to be given the highest appreciation when they can express their opinion since it will bring them the confidence to convey their aspirations.

Furthermore, the plot must illustrate the steps in the forum to look for problems and potentials from the smallest community unit (neighborhood unit) to the larger community unit (village). Psychologically, people experiencing poverty will lose confidence in conveying their suggestions, ideas, and opinions if they are in a large group and relatively new in a community forum. Related to this point, Roy & Sharma (2015) found that the fishing community in coastal areas is more vulnerable than the agricultural community. The condition leads to a blockage of aspirations from the coastal communities to deliver their opinions.

The weakness of plotting the program is the absence of a forum that can give control to the community when the program activities proposed will be decided to be actual activities. Therefore, the plot can create pseudo-participation because participation is only through voices without giving a chance to decide (Darwanto, 2004). It aligns with empowerment programs in other areas of the country, such as Bangladesh. Dewan et al. (2014) discussed that community-based organizations participate in the management of water resources. However, Dewan found that creating separate water management organizations has not promoted inclusive participation.

The Participatory Development Model at The Village Level: An Alternative. The PKPT programming model will be compared to an alternative participatory development model at the village level as an effort to put forward the views and wishes of local people, starting from the lowest level of the Neighborhood Association and Citizen Association.
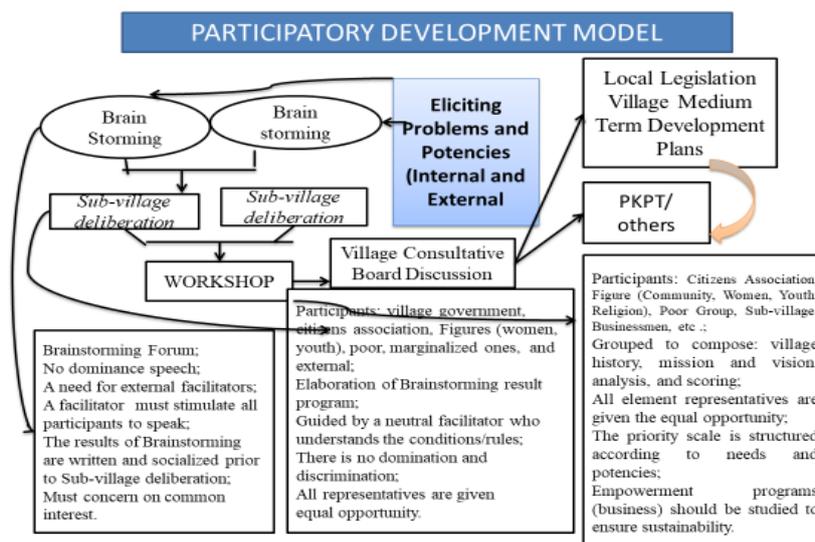

Figure 2. Participatory Development Model

The participatory development model above shows that every stage of development and empowerment programs should begin with problem selection and potential identification. Rural communities' efforts to capture such problems and potentials are highly feasible in coastal societies. Rural communities are close to their natural resources; these essential characteristics must be considered when managing coastal areas. It is in line with the study of Shaffril et al. (2015), who investigated local characteristics associated with the awareness of climate change. They found that homemakers/retirees, and students are more aware of climate change than fishermen.

Moreover, they analyzed that awareness is crucial to supporting sea and coast management. Coastal communities inhabiting coastal areas have proximity to natural resources and local characteristics that are important to be considered in developing these coastal areas. The problem selection and potential identification process are vital because every program aims to solve societal problems, so understanding, finding, and recognizing the problems are the main things in every program's preparation.

In addition, to solve problems, other necessary things to be done are to explore the potential that can be utilized in overcoming these problems. Collecting problems can be done internally if the community can explore the problems. However, if the conditions in the community are not suitable, it would be better to be guided by external parties who can help the community analyze the problems that exist in the community and identify the root of the problems.

The problem-solving process can be effectively carried out in small groups, and each member knows each other closely so that any psychological disturbance that may hinder the expression of opinion can be minimized. In the village, the smallest group is at the Neighborhood Association, and this forum is called the Brainstorming Forum. A forum is a form of deliberation attended by all community members for problem-solving, aspiration absorption, and preparation to create development programs. Brainstorming implementation will be optimally led by a facilitator who can control the discussion forum and stimulate members to express their opinions. Moreover, the facilitator should be from outside, so that person will not have interests in the program and can manage the domination done by any group/people in the forum. Brainstorming results at the Neighborhood Association level are fully documented and become the guide of the Neighborhood Association delegate who will attend the Brainstorming Forum at the Citizens Association.

The Citizens Association Brainstorming Forum is an elaboration program of each Neighborhood Association by presenting all the existing elements, such as representatives of the Neighborhood Association, local governments, community leaders, youths, elements of marginalized society, and people experiencing poverty. The Citizens Association Brainstorming Forum will be guided optimally by external parties who can lead the forum resulting in a program that addresses the existing societal problems fairly, realistically, and balances. In order to create a successful development plan, this forum needs to foster a sense of family and inclusivity. All members should be able to express their opinions without any group dominating the conversation. The Citizens Association Brainstorming Forum results are documented as best as possible to be a developmental subject at the sub-village level.

Sub-Village Deliberation is a forum to discuss development at the sub-village level. The forum elaborates on plans from several Citizen Associations, such as the Neighborhood Association and the Citizens Association forums. The invited representatives are from all elements, and the forum is conducted in a kinship atmosphere, with equal opportunities and no dominance by certain groups to produce a developmental plan that can solve society's problems fairly. The results of this forum will be brought to a developmental workshop at the village level.

Village-level workshops are forums to discuss and elaborate on programs derived from the results of the Sub-Village Deliberation. This forum presents elements of the village government, Neighborhood Association, Citizens Association, community leaders, religious leaders, youth leaders, women, marginalized individuals, people experiencing poverty, and businesses. This forum will be better by inviting outside facilitators who can lead the forum, analyze the condition of the community, and prioritize the development scale. The dynamics built in this forum should create an atmosphere that allows all elements to express their aspirations and provides equal opportunities. A forum in such an atmosphere will allow for a more horizontal relationship between the parties involved. In this case, the atmosphere built is not segregated sharply between the government and the community, thus awakening a horizontal relationship.

Theoretically, this aligns with Matbor's study of a community participation model that emphasizes the importance of horizontal relationships between beneficiaries and functionaries of policy actors involved in community building (Matbor, 2008). Concerning this issue, Sarinas & Paragon's (2015) study also emphasizes the importance of collaboration between local communities and governments to manage coastal resources. The local government needs to make a monitoring procedure related to community participation in managing coastal resources. Lindstrom & Larson's (2016) study also showed that tourism development in three coastal communities in Bohuslan, Sweden, needs to be based on communities.

Another important thing is that all activities must be equipped with primary references, and for the business community, it is essential to be equipped with business properness studies. Therefore, in the preparation of a priority scale of activities, an order of activities based on needs and potentials owned by the community will be produced, causing the sustainability of community empowerment programs to be improved. The results of the village-level workshop are the materials that will be discussed by the village government together with the Village Consultative Board. The board is a village-level government body that has the function to discuss and approve the draft of village regulations with the village head, accommodate and channel the aspirations of the village community, and monitor the performance of the village head. The workshop forum is the last stage in preparing the development program before it is stipulated in the Local Legislation on Village Medium Term Development Plans, Village Budget Plans, or other activities.

Based on the description of the participatory development model in the coastal areas, this paper highlights some of the following significant findings:

1) The participatory development stage begins with capturing the problems faced by coastal communities.
2) Exploring the potential of coastal communities to overcome this problem.
3) A facilitator can assist the process so that the community can understand the problem and identify its potential.
4) The deepening of problems and potential is accommodated in small groups involving several households (neighborhood association/neighborhood pillars)
5) The facilitator should come from outside to be neutral toward the community's interests.
6) The results of discussions from neighborhood pillars are well documented and then taken to a higher forum, Sub-Village Level, and lastly, brought to the village level. This type of forum depends on the household association in the village.
7) Another essential thing to support the participatory development model is the existence of feasibility studies related to the types of programs or businesses that coastal residents will develop.

Each step of participatory development emphasizes the importance of a situation that allows every citizen involved in the discussion forum to express their aspirations fearlessly, without domination from certain people, and in a more horizontal manner. Efforts to democratically, deeply, and horizontally extract the problems and potential of coastal residents can be applied to different community groups because the forums emphasize equality between citizens. The level of the formed forum indeed adjusts to the existing household association in the villages in their respective regions.

CONCLUSION

This paper concludes that implementing the empowerment program, which combines top-down and bottom-up approaches, may need to be revised in providing space and time associated with the parameter of participation from the local community. The necessity to follow the rules in a top-down approach causes the application of the top-down method. In contrast, the participatory method provided through focus group discussions needs to be clarified when listing existing or not activities in Village Medium Term Development Plans. An improper case positions PKPT Technical Guidelines as the local government's basic agreement for the Development Plan of Coastal Area program.

This study proposes a model of participatory development in coastal areas that emphasizes broad and equal opportunities for citizens to express their aspirations. The formed forums are initiated by small groups of households that reach the village level. Applying this model in developing empowerment programs in coastal areas can open opportunities to absorb community participation from the lowest unit (neighbor associations and neighbor associations) to the village level. The implementation of the empowerment program should prioritize local participation to align with the residents' needs and positively impact their welfare. This model emphasizing the democratic participation of coastal communities can be applied in other coastal areas.

The participatory development model produced in this study can strengthen models of empowerment programs for coastal areas. Coastal development cannot be equated from one region to another in the context of empowerment. Each coastal area has different characteristics, and implementing the coastal development model set by the central government may need to be revised, as the technical guidelines in the empowerment program are often different from the community's interests. In the future, it is essential to continue studies related to the development of coastal communities that prioritize the characteristics and interests of local coastal communities, considering that the welfare of coastal communities lags compared to other communities in Indonesia.

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