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Strategy of the Department of Tourism, Culture, Youth, and Sports in Developing the Klayar Beach Tourism Destination

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Abstract. The tourism sector plays a strategic role in promoting regional economic growth and enhancing the competitiveness of local destinations. Klayar Beach in Pacitan Regency, East Java, is recognized as one of the region's flagship natural attractions due to its distinctive Sphinx-like coral formation, ocean flute phenomenon, and coastal landscape. Despite its considerable tourism potential and national recognition, visitor numbers have declined over the last three years, indicating the need for a more effective destination development strategy. This study aims to analyze the strategy implemented by the Pacitan Regency Department of Tourism, Culture, Youth, and Sports in developing Klayar Beach using Fred R. David's strategic management framework, which consists of strategy formulation, implementation, and evaluation. A descriptive qualitative approach was employed through observations, semi-structured interviews, and documentation. Data were analyzed using the interactive model of Miles, Huberman, and Saldana, while data credibility was ensured through source, technique, and time triangulation. The findings reveal that the agency has optimized destination development by strengthening promotional activities, improving tourism facilities, enhancing stakeholder collaboration, and increasing community participation. However, several constraints remain, including limited financial resources, infrastructure challenges, human resource capacity, and environmental risks that affect destination performance. Although the implemented strategies have demonstrated measurable progress, they have not yet succeeded in achieving the targeted level of tourist arrivals. Therefore, continuous strategic evaluation, innovation, and stronger inter-institutional collaboration are essential to improve the sustainability and competitiveness of Klayar Beach as a leading tourism destination in Pacitan Regency

Keywords: Strategic Management; Tourism; Destination Development

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INTRODUCTION

Indonesia is an archipelagic nation rich in natural and cultural resources. Its strategic geographic location gives Indonesia a competitive edge in the tourism sector, both in terms of natural beauty and unique cultural diversity. Tourism is a key driver of national development, as it greatly contributes to state income, creates broader job opportunities, and boosts foreign exchange earnings (Aliansyah & Hermawan, 2021). Furthermore, this sector plays a role in strengthening national identity and increasing global competitiveness. Therefore, the government emphasizes the importance of sustainable tourism development that is not solely economic in nature but also considers social and environmental dimensions.

East Java Province stands out as one of Indonesia's regions with considerable tourism potential, spread across various regencies and cities. Based on the information provided by the Central Statistics Agency (2023), East Java is a favorite tourist destination for domestic tourists

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due to its diverse tourist attractions, ranging from natural and cultural attractions to religious and culinary delights. East Java's excellence was further strengthened by its success in winning the most awards at the 2024 Indonesian Tourism Village Awards (ADWI). This achievement demonstrates that destination management in East Java is capable of combining local potential with innovative and adaptive tourism development strategies. This demonstrates that tourism can be a major driver of the regional economy when managed effectively.

Pacitan Regency, located on the southern coast of East Java and directly bordering the Indian Ocean, is known for its natural tourism offerings, from beaches and karst landscapes to exotic caves, earning it the nickname "The City of 1001 Caves." Pacitan's pristine natural beauty is a unique attraction, while the local government actively promotes sustainable tourism development. Evidence of this success is reflected in the inclusion of one of its tourist villages among the 75 Best Tourist Villages in Indonesia at the 2023 ADWI (Indonesian Tourism Week) and its recognition as part of the Gunung Sewu UNESCO Global Geopark.

The Tourism, Culture, Youth, and Sports Office of Pacitan Regency manages Klayar Beach, situated in Sendang Village, Donorojo District, as one of the region's leading tourist sites. Klayar Beach, unique in its Sphinx-like rock formations, ocean flute phenomenon, white sand, and panoramic views of the South Sea, has received numerous awards, including TripAdvisor's Travelers' Choice and its designation as one of the seven most beautiful beaches in Indonesia by the IDN Times. This demonstrates Klayar Beach's significant role as a tourist icon and a driver of the local economy through the tourism sector. From an economic perspective, Klayar Beach is recorded as the largest contributor to Regional Original Income (PAD) compared to other tourist attractions, and is also the destination with the highest number of visitors. This can be seen in tourist visitation data in Pacitan Regency over the past three years:

Based on the results of the field search for supporting data, it experienced a significant decline, from 312,425 in 2022 to 215,336 in 2024. This phenomenon demonstrates that a destination's natural potential and achievements alone are insufficient to ensure sustainable tourism without appropriate management strategies. This situation underscores the importance of analyzing tourism destination development strategies, particularly from a strategic management perspective, encompassing strategy formulation, implementation, and evaluation (David, 2019).

Research on tourism destination development strategies has been conducted; this study aims to analyze the tourism development strategy (Study of the Malino tourist attraction at the Gowa Regency Tourism and Culture Office). The type of research used is qualitative. The results of this study indicate that improving the quality of personnel through training and coaching is a

major strength, while budget and infrastructure limitations are challenges. The implementation of tourism promotions has been proven to increase visits, but external threats such as the COVID-19 pandemic and the economic crisis pose a threat to tourism development.

From a strategic management perspective, the success of tourism destination development depends not only on the uniqueness of its attractions but also on strategies that are consistently formulated, implemented, and evaluated. According to David (2019) strategic management is built on three key components: strategy formulation, strategy implementation, and strategy evaluation. These three aspects must be comprehensively integrated to be able to address challenges, increase competitiveness, and ensure the sustainability of a tourist destination. Thus, the analysis of the Klayar Beach development strategy is relevant, despite still having obstacles in its management. The present research aims to explore the strategy of the Tourism Office, Culture, and Youth and Sports Office in the development of the Klayar Beach tourist destination in Pacitan Regency.

METHODS

This research employs a descriptive qualitative approach to explain and analyze the development strategy of the Klayar Beach tourist destination at Disparbudpora. This method was selected to deliver a comprehensive understanding of the process of strategy formulation, implementation, and evaluation, as explained in Fred R. David's (2019) strategic management theory. The research data consists of primary data obtained directly from informants, documents, and field notes, as well as secondary data obtained from indirect sources in the form of official documents, journals, books, theses, and relevant internet and print media. The data collection methods used in this study included observation, interviews, and documentation, with informants determined using a purposive sampling technique involving key informants as parties considered to best understand the research problem. The analysis of data employed the interactive model proposed by Miles, Huberman, and Saldana (2014), consisting of the processes of data collection, condensation, presentation, and conclusion drawing and verification. Data validity, on the other hand tested using source triangulation, technical triangulation, and time triangulation techniques

RESULT AND DISCUSSION

The Pacitan Regency Tourism, Culture, Youth, and Sports Office (Disparbudpora) as regulated in Pacitan Regent Regulation Number 64 of 2023 on organizational duties and functions, states that Disparbudpora's primary duty is to implement regional government affairs in the fields of tourism, culture, youth, and sports based on the principles of regional autonomy and

assistance tasks. Furthermore, Disparbudpora's functions include policy formulation, policy implementation, and evaluation of tourism destination development.

A strategy is a series of steps or actions designed to achieve a specific goal. These steps are systematically structured to ensure clear direction and implementation, enabling the organization to more effectively achieve its stated objectives. Therefore, a strategy essentially serves as a tool or guideline for achieving desired goals. To understand the strategy implemented by the Pacitan Regency Tourism, Culture, Youth, and Sports Office, the author uses David's (2019) strategic management theoretical framework. This theory encompasses three main stages: strategic planning, strategic implementation, and strategic evaluation, which are used to assess the effectiveness of these tourism destination development steps.

Strategy Formulation

According to David (2019), strategy formulation consists of recognizing external opportunities and threats, assessing internal strengths and weaknesses, creating long-term objectives, and deciding on particular strategies to implement. In formulating a strategy for developing the Klayar Beach tourist destination, the Pacitan Regency Tourism, Culture, Youth, and Sports Office (Disparbudpora) analyzed the organization's internal and external factors. Externally, the development of Klayar Beach leverages various opportunities, such as collaboration with tourism industry players, promotion through social media and influencers, participation in events, support from the central and provincial governments through the ADWI program, natural tourism trends, the availability of public transportation, and increased accessibility. This aligns with the statement (Anisa & Irfani Lindawati, 2024), which states that effective tourism development strategies include utilizing social media, collaborating with influencers, and organizing engaging events. However, destination development also faces external threats, such as extreme weather, infrastructure damage, and competition between destinations, which require cross-stakeholder coordination and strategic management to ensure effective destination management.

Internally, the Pacitan Regency Tourism, Culture, Youth, and Sports Office (Disparbudpora) has several internal strengths in developing Klayar Beach, including unique natural features such as the ocean flute and the Sphinx stone, adequate facilities and accessibility, synergistic cross-sector collaboration, active support from tourism groups (Pokdarwis) and the local community, and a digitally literate promotion team for online marketing. Research (Nasution et al., 2025) shows that facilities, natural or cultural attractions, and collaboration with local communities sangat penting role in the success of a tourist destination. However, destination development still

faces internal weaknesses such as budget constraints, limited human resources, rigid regulations, and suboptimal coordination between regional government agencies (OPDs).

The Pacitan Regency Disparbudpora targets Klayar Beach as a leading, sustainable, and competitive tourist destination. To achieve this goal, strategies implemented include improving basic facilities, coordinating across OPDs, strengthening promotion through events, social media, print media, and influencers, as well as developing tourist attractions and facilities through partnerships with the community or third parties. This approach aligns with the opinion (Izmi & Prathama, 2023), which asserts that the success of tourist destination management depends heavily on the integration of attractiveness, attractions, facilities, accessibility, and destination image. With this strategy, Klayar Beach is expected to develop sustainably, benefit the local community, and become a leading, highly competitive tourist destination. The restrictions on equity crowdfunding platforms, such as limiting stock transactions to only twice a year, may reduce their appeal to investors seeking high liquidity and transaction flexibility. This contradicts the principles of capital markets, which emphasize transaction freedom and liquidity. Investors accustomed to traditional stock markets, where stocks can be traded daily, may find these limitations less attractive. For example, on the Indonesia Stock Exchange, stocks can be traded on any day the exchange is open. While this policy aims to protect issuers from harmful speculation, it could disadvantage investors looking to capitalize on stock price fluctuations.

Strategy Implementation

Strategy implementation is necessary to clearly detail how established strategic choices are realized in the field. According to David (2019), strategy implementation relates to the implementation of annual goal plans and resource allocation. The formulation of annual goals by the Pacitan Regency Tourism, Culture, and Youth Office (Disparbudpora) for the development of Klayar Beach has been implemented through various strategies such as resource efficiency, infrastructure maintenance and improvement, destination promotion through social media, print media, and tourism events, as well as collaboration with the local community through ongoing tour packages and the addition of entertainment such as live music. These efforts aim to maximize Klayar Beach's potential as a leading tourist destination. However, tourist visits have not yet met the annual target, and in some periods, there has even been a decline, indicating that the implemented strategies need to be strengthened to be more effective in attracting visitors.

In developing Klayar Beach, the Department of Tourism, Culture, Youth, and Sports (Disparbudpora) has placed staff both within the Department and in the tourism area according to their respective expertise and areas of responsibility. This includes providing additional training in

areas such as tour guides, tourism villages, digital marketing, culinary innovation, homestay management, and tourism cleanliness and security. Competent human resources play a crucial role in providing quality services, maintaining smooth operations, and supporting sustainable destination management. (Pajriah, 2018) emphasized that human resources serve as the primary driving force in the development of the tourism industry, where appropriate competencies and training can improve service quality, maintain smooth operations, and support sustainable destination management. Meanwhile, the allocation of financial resources is focused on operations, facility development, promotion, and branding, although budget constraints have prevented some programs from being fully realized. Furthermore, technological resources are utilized to support more effective promotion and information dissemination through social media and digital content. With integrated human, financial, and technological resource management, the implementation of the Klayar Beach development strategy has been underway, but its effectiveness still needs to be improved to achieve the goal of a superior and sustainable tourist destination.

Strategy Evaluation

The final stage of the strategic management process is strategy evaluation, which serves to determine the extent to which planned programs have been effective and successful. According to David (2019), explains that this stage includes examining internal and external factors, evaluating performance, and implementing corrective measures. From the results of the evaluation, the management of the Klayar Beach development strategy still faces several challenges stemming from both internal and external factors. Budgetary limitations prevent several development programs from being optimally implemented, while external factors such as natural phenomena, particularly large waves, have the potential to damage coastal infrastructure and disrupt the continuity of tourism activities. This is in line with Mokodongan et al. (2025), who emphasized that changes in the external environment pose a real challenge to the sustainability of both institutional and destination management.

In tourism destination development, performance should not be solely measured by improved facilities or promotional intensity, the true indicator of achievement lies in the number of tourist visits, serving as a measurable sign of success. According to data from the Pacitan Regency Disparbudpora, the number of tourist visits decreased from 220,417 in 2023 to 215,336 in 2024. This situation indicates that despite various development efforts, the strategies implemented have not been fully effective in driving increased visits. Therefore, destination

management performance needs to be continuously improved to ensure development can proceed according to established targets.

Challenges in the development of Klayar Beach stem from both internal and external factors, prompting the Pacitan Regency Disparbudpora to take corrective measures through innovation and strategic adjustments. These innovations include adding tourist attractions such as musical performances, repairing infrastructure damaged by natural factors, and developing digital-based services, although these are still limited. Budgetary constraints require the development program to be prioritized to prioritize the most urgent and impactful activities. This aligns with (Sukmana, 2023), who states that innovation is the application of new ideas and concepts, in line with the rapid development of information technology. With these corrective and innovative steps, it is hoped that Klayar Beach can continue to develop sustainably and be competitive with other tourist destinations. Therefore, the strategy evaluation at the strategic management stage can be concluded that its implementation is quite advanced. The strategy evaluation results indicate that despite progress in implementation, the number of tourist visits has not yet fully met the annual target, so the implemented strategy needs to be further strengthened.

CONCLUSION

Based on an analysis using strategic management theory, the development of the Klayar Beach tourist destination by the Pacitan Regency Tourism, Culture, Youth, and Sports Office can be said to have shown quite good progress. Although there are still obstacles such as budget constraints, inadequate infrastructure, limited human resources, and relatively rigid regulations, the implementation has still been able to achieve several indicators that align with the three stages of strategic management according to David (2019). These obstacles have indeed made the strategy implementation less than optimal, but they have not disrupted the direction or success of the destination's overall development.

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