

STAKEHOLDER ANALYSIS IN THE DEVELOPMENT OF THE PASIR PUTIH WATES BEACH TOURIST DESTINATION IN REMBANG REGENCY

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ABSTRACT

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Pasir Putih Wates Beach is one of the leading tourist destinations in Rembang Regency with strategic potential to support regional tourism development and improve local community welfare. However, its development has not yet been optimal due to problems related to stakeholder roles and inter-stakeholder synergy. This study aims to identify the stakeholders involved, analyze their respective roles, and examine the supporting and inhibiting factors influencing the development of Pasir Putih Wates Beach as a tourism destination. This research employs a descriptive qualitative approach, with data collected through in-depth interviews, field observations, and documentation studies. The results indicate that 18 stakeholders are involved and can be classified into primary, key, and secondary stakeholders. Stakeholder roles are reflected in five main functions: policy creator, coordinator, facilitator, implementor, and accelerator. Overall, the roles of facilitators and accelerators have been relatively optimal, particularly those carried out by destination managers and the village government. However, the roles of policy creators, coordinators, and implementors have not been fully optimized due to limited budget allocation, the absence of destination revenue integration into local government revenue, limited formal authority of destination managers, minimal involvement of village-owned enterprises (BUMDes), and technical constraints related to accessibility and facilities. This study concludes that strengthening institutional governance, enhancing the integration of BUMDes roles, and establishing a cross-stakeholder collaboration forum are essential to support sustainable destination development.

Keywords: role, stakeholders, development, destination, tourism

INTRODUCTION

The tourism industry is closely linked to the achievement of the Sustainable Development Goals (SDGs), particularly in ensuring the principles of inclusiveness and development equity so that no one is left behind. In this context, the SDGs emphasize two main aspects, namely procedural justice that guarantees the participation of all community groups, including vulnerable groups, and substantive justice that requires development policies and programs to be able to address the real problems faced by the community. Tourism contributes directly to the achievement of the SDGs, especially the goals of poverty eradication, creation of decent jobs and economic growth, and strengthening of development partnerships (Pristiwasa, 2021).

Tourism is a rapidly growing strategic sector with great potential to create jobs, drive economic growth, and improve community welfare (Prasodjo, 2017). Apart from being an economic activity, tourism also involves social and cultural interactions between tourism operators (hosts) and tourists (guests). Aligning cultural expectations between the two parties is an important factor in creating a quality tourism

experience, while differences in cultural perceptions and values can trigger dissatisfaction and reduce the competitiveness of a destination (Swasti, 2019).

Based on data from the Central Statistics Agency, Central Java Province ranks third as the province with the highest number of local tourist visits in Indonesia in 2024, with 146,842,040 tourists.

Table 1. Domestic Tourist Travel by Destination Province (2024)

No.	Provinsi	Jumlah Kunjungan
1	Jawa Timur	218.711.818
2	Jawa Barat	167.396.804
3	Jawa Tengah	146.842.040
4	DKI Jakarta	87.233.238
5	Banten	48.257.848

Source: Central Statistics Agency (2025)

The data in Table 1 shows that Central Java Province ranks third as the province with the most local tourist visits in Indonesia in 2024, with a total of 146,842,040 tourists. This achievement indicates the high attractiveness of tourist destinations in Central Java and the enormous potential of the tourism sector as a driver of the regional economy. The contribution of the tourism sector to Regional Original Income (PAD) also varies across each district/city in Central Java. However, the high number of tourist visits at the provincial level does not automatically correlate with an increase in tourism revenue in each district/city, as shown in the following table.

Table 2. Tourism Revenue of Regencies/Cities in Central Java in 2023

No.	Kabupaten/Kota	Jumlah Wisatawan		Pendapatan (Rp)
		Nusantara (lokal)	Manca negara	
1	Klaten	6.293.175	163.882	194.179.450.098
2	Kabupaten Semarang	3.531.786	2.344	52.317.875.166
3	Purbalingga	2.482.974	7	33.255.108.890
4	Banjarnegara	1.779.430	-	32.498.952.936
5	Surakarta	4.019.566	10.120	31.981.547.599
6	Kebumen	2.036.275	-	16.290.389.925
7	Cilacap	1.292.702	-	12.468.466.500
8	Boyolali	964.785	1.348	10.362.819.511
9	Rembang	1.846.108	26	9.800.012.059
10	Temanggung	582.727	37	8.243.068.579

Source: Central Java Youth, Sports, and Tourism Agency (2024)

The condition where the high number of tourist visits is not directly proportional to an increase in tourism revenue is reflected in Rembang Regency. Even though it has a relatively high number of tourist visits compared to several other regencies in Central Java, its contribution to tourism revenue is still below that of areas with lower visitor numbers. This condition indicates problems in the management and development of tourist destinations that have not been able to optimally convert tourist visits into regional income.

The management of tourism potential in Rembang Regency has a strong legal basis through Law Number 23 of 2014 concerning Regional Government. These provisions are stipulated in Rembang Regency Regulation Number 12 of 2019 concerning the 2019-2025 Rembang Regency Tourism Development Master Plan (RIPAR). This regulation emphasizes that tourism management is the result of synergy between the local government, the community, and the private sector. The Rembang Regency Culture and Tourism Office stated that there are several tourist attractions in this area that contribute the most to the number of tourist visits. The following is data on the ten most visited tourist attractions in Rembang Regency.

Table 3. Top 10 Tourist Attractions with the Highest Number of Visitors in Rembang Regency (January – September 2025)

No.	Kabupaten/Kota	Jumlah Wisatawan		Pendapatan (Rp)
		Nusantara (lokal)	Manca negara	
1	Klaten	6.293.175	163.882	194.179.450.098
2	Kabupaten Semarang	3.531.786	2.344	52.317.875.166
3	Purbalingga	2.482.974	7	33.255.108.890
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8	Boyolali	964.785	1.348	10.362.819.511
9	Rembang	1.846.108	26	9.800.012.059
10	Temanggung	582.727	37	8.243.068.579

Source: Rembang Regency Culture and Tourism Office (2025)

Based on Table 3 above, Pasir Putih Wates Beach is one of the leading destinations in Rembang Regency that has experienced significant development and ranks second in terms of tourist visits. However, this destination has not been able to compete optimally with Karang Jahe Beach as the destination with the highest number of visitors. This disparity is not only due to differences in natural attractions, but also to the suboptimal role and synergy between stakeholders in destination management and development.

A number of studies show that the development of Pasir Putih Wates Beach still faces various structural and institutional problems. Limited local government budget allocations have resulted in the suboptimal provision of supporting infrastructure, such as accessibility, public facilities, and tourist amenities (Inayah et al., 2024). The unstable fiscal condition of the region also affects the low priority given to the development of the tourism sector (Suaramerdeka.com, 2024). In addition, weak coordination, communication, and common perception among stakeholders have resulted in the roles of each actor being partial and not yet effectively integrated (Inayah et al., 2024).

Research by Zulfa and Falaq (2024) confirms that local community participation in the management of Pasir Putih Wates Beach is still relatively low, both in terms of tourism services and strengthening the local economy. This is reinforced by Nikmah's (2024) findings, which state that the involvement of local governments and Village-Owned Enterprises (BUMDes) in strategic planning and tourism revenue management is still limited, so that the destination's contribution to Local Own-Source Revenue is not yet optimal. These findings show that the development of Pasir Putih Wates Beach still faces the problem of stakeholder roles that are not yet systematically coordinated.

The results of Nikmah's (2024) research also reinforce the problem of stakeholder roles in the development of the Pasir Putih Wates Beach tourist destination, which lies in the suboptimal synergy and coordination between the actors involved. Although destination management has actively involved the community, the village government, and the management team, the roles of each stakeholder still tend to be partial and focused on sectoral interests. Another issue that contributes to the suboptimal role of stakeholders is internal communication and coordination. There is a tendency for some management actors to not fully view themselves as part of a single organizational system, which leads to differences in perspective and potential conflicts of interest.

Based on this description, the role of stakeholders in the development of the Pasir Putih Wates Beach Tourist Destination has not been optimal, both in terms of policy, coordination, and implementation in the field. Therefore, this study aims to analyse the involvement and role of stakeholders in the development of the Pasir Putih Wates Beach Tourism Destination in Rembang Regency, as well as to identify the factors that cause the suboptimal role in order to support the development of sustainable tourism destinations.

METHOD

This study uses a qualitative descriptive approach that positions the researcher as the main instrument that observes objects in their natural context without intervening in the environment or research

variables (Sugiyono, 2013:9). This approach was chosen to gain an in-depth understanding of the dynamics of stakeholder roles, the forms of interaction between stakeholders, and the supporting and inhibiting factors in the tourism destination development process. The research site is located at Pasir Putih Wates Beach, Tasikharjo Village, Kaliori District, Rembang Regency, which was chosen because various problems in governance and collaboration between the stakeholders involved are still found.

The data sources in this study are primary and secondary data (Sugiyono, 2013:225). Primary data was obtained directly from the original sources through observation, interviews, and documentation. Meanwhile, secondary data was obtained from external sources through official documents, laws and regulations, previous research findings, theses, dissertations, journal articles, news articles, and additional information obtained from online sources. Data collection techniques included observation, interviews, and documentation directly at the research site (Sugiyono, 20113:225). Data analysis was carried out through the stages of data reduction, data presentation, and conclusion drawing and verification (Sugiyono, 2013:246-253). Data credibility was tested through source triangulation to ensure the validity and consistency of the research findings (Sugiyono 2013:273-275).

RESULTS

Identification of Stakeholders in the Development of the Pasir Putih Wates Beach Tourism Destination in Rembang Regency

The development of the Pasir Putih Wates Beach Tourism Destination involves various stakeholders who can be classified into three main categories based on Crosby's (1991) criteria, namely primary stakeholders, key stakeholders, and secondary stakeholders. Each of these stakeholders has different interests and levels of influence in the process of managing and developing tourism destinations.

a. Primary Stakeholders

The primary stakeholders in the development of the Pasir Putih Wates Beach tourist destination are the Pasir Putih Wates Beach Management Unit Wates. The Pasir Putih Wates Beach Management Unit is categorized as a primary stakeholder because it is directly and intensely involved in the implementation of development activities at the operational level and is the party that directly feels the impact of the destination development process, both in terms of benefits and potential negative consequences. This is achieved through program planning, improving infrastructure facilities, serving as a communication bridge among stakeholders, and ensuring that the development of Pasir Putih Wates Beach Wates has a positive impact on the surrounding community and is sustainable.

b. Key Stakeholders

In the development of the Pasir Putih Wates Beach Tourism Destination, key stakeholders include the Rembang Regency Culture and Tourism Office, the Tasikharjo Village Government, the Wates White

Sand Beach Management, and the Pasir Putih Tourism Awareness Group (Pokdarwis). The Office of Culture and Tourism and the Tasikharjo Village Government have strategic authority in policy formulation, provision of infrastructure, and human resource capacity building through guidance and training. At the operational level, the Pasir Putih Wates Beach Management plays a role in the implementation of destination management policies, including setting service standards, price standards, and regulating paid facilities. Meanwhile, the Pasir Putih Tourism Development Group (Pokdarwis) also has authority in joint decision-making related to destination development. These four actors occupy strategic positions due to their authority and roles in determining the direction, quality, and sustainability of the development of Pasir Putih Wates Beach.

c. Secondary Stakeholders (Supporters)

Secondary stakeholders in the development of the Pasir Putih Wates Beach Tourism Destination consist of various actors who are not directly involved in core decision-making but provide supporting assistance for the sustainability of the destination. At the government level, secondary stakeholders include the Central Java Provincial Office of Youth, Sports, and Tourism, which provides assistance with tourism infrastructure; the Rembang Regency Marine and Fisheries Office, which plays a role in coastal rehabilitation through the planting of coastal vegetation (); and

the Rembang Regency Investment and Integrated Services Office (DPMPTSP), which facilitates the legality of MSME businesses through the provision of Business Identification Number (NIB) licensing services. Situational support is also provided by the Indonesian National Armed Forces (Koramil), the Rembang Police Water Police Unit (Polairud), and the Community Health Center (Puskesmas) through security and health services during peak tourist seasons, as well as by the Purworejo Village Government through the provision of alternative road access during tourist surges.

In addition, the Village-Owned Enterprise (BUMDes) Barokah of Tasikharjo Village acts as a secondary stakeholder through the construction of a souvenir center and the provision of recreational facilities, although its involvement is still operational and not yet formally integrated into the strategic planning of the destination. Bank Rakyat Indonesia (BRI) provides support through its Corporate Social Responsibility (CSR) program in the form of the construction of a tourist pier. Social and creative support also comes from the Wates Hamlet community, particularly Karang Taruna, which is involved in creating photo spots and environmental activities. Academics from Diponegoro University contribute through community service activities in strengthening digital marketing capacity, while local media such as Nur FM Rembang and Harian Muria play a role in promoting and shaping the destination's image. Overall, secondary stakeholders function as supporting actors who strengthen environmental, security, promotional, and local economic aspects, but their contributions remain sectoral and are not yet systematically coordinated within the framework of long-term destination development.

The Role of Stakeholders in the Development of the Pasir Putih Wates Beach Tourism Destination in Rembang Regency

The development of the Pasir Putih Wates Beach tourist destination involves a variety of stakeholders, ranging from the local government, village government, destination managers, business actors, to the local community and external partners, creating a collaborative ecosystem that can influence the development of tourist destinations. Based on the criteria from Nugroho et al. (2014), to understand each stakeholder involved in contributing to program development, their roles are viewed as policy creators, coordinators, facilitators, implementers, or supporters of development acceleration.

a. Policy Creator

The Rembang Regency Culture and Tourism Office acts as a policy creator in the development of the Pasir Putih Wates Beach Tourist Destination through the establishment of regional policies, particularly Rembang Regency Regulation Number 12 of 2019 concerning the 2019-2025 Rembang Regency Tourism Development Master Plan, as well as the formulation of development programs outlined in the Rembang Regency Culture and Tourism Office Strategic Plan for 2021–2026. These programs include strengthening the tourism ecosystem and improving the quality of human resources, which are also directed at the managers of Pasir Putih Wates Beach. At the local level, the Village Government of Tasikharjo () also plays a role as a policy creator through village policies that serve as guidelines for destination development. Meanwhile, the Pasir Putih Wates Beach Management carries out the function of making operational policies and coordinates with the Village Government and Pokdarwis in the implementation of development programs, especially when obtaining funding support from the local government.

However, the role of policy creator has not been optimally implemented. The Rembang Regency Culture and Tourism Office faces limitations in the allocation of the Regional Revenue and Expenditure Budget (APBD), so development support is more focused on non-physical aspects such as guidance and training. The Tasikharjo Village Government is relatively optimal in formulating policies at the village level, but the authority of the Pasir Putih Wates Beach Manager is still limited to technical operational policies that depend on the availability of funds. On the other hand, the involvement of Pokdarwis is conditional and inconsistent in the strategic policy formulation process. This condition shows that even though the policy actor structure has been formed, limited resources and weak synergy among stakeholders are the main obstacles in the development of the Pasir Putih Wates Beach Tourism Destination.

b. Coordinator

In the development of Pasir Putih Wates Beach, this coordinating role is carried out by two stakeholders, namely the Pasir Putih Wates Beach Management and the Rembang Regency Culture and Tourism Office. The management acts as a coordinator at the operational level by ensuring that every

activity, including event licensing, communication flows, and event implementation, is coordinated with the Tasikharjo Village Government and security forces. Meanwhile, the Rembang Regency Culture and Tourism Office acts as the coordinator at the policy level by facilitating the development of a master plan and connecting various government and non-government stakeholders in the destination development efforts.

The coordinating roles of both stakeholders, namely the Pasir Putih Wates Beach Wates Management and the Rembang Regency Culture and Tourism Office, have been carried out in accordance with their respective capacities, but there are still a number of shortcomings and obstacles that affect the effectiveness of these roles. At the policy level, the Rembang Regency Culture and Tourism Office faces limitations in terms of priorities and budget allocation, which has resulted in the suboptimal implementation of coordination outcomes, particularly in the follow-up to the preparation of a master plan and cross-sectoral development programs. Meanwhile, at the operational level, the Pasir Putih Wates Beach Management faces obstacles in the form of limited formal authority and resources in coordinating all stakeholders involved, especially when dealing with large-scale activities or those involving many external actors. The role of managers as the main liaison in the licensing and communication process often places them in a position that is dependent on the approval of the village government and security apparatus, thereby limiting their flexibility in decision-making. In addition, coordination mechanisms that are still informal and situational have the potential to cause delays in communication and inconsistencies in the implementation of activities in the field.

c. Facilitators

The role of facilitators in the development of the Pasir Putih Wates Beach Tourism Destination is carried out by various stakeholders through the provision of technical and operational support and capacity building. The Rembang Regency Culture and Tourism Office acts as a facilitator at the regency level by assisting managers, facilitating the preparation of a master plan, providing guidance on alternative funding access, and increasing human resource capacity through Focus Group Discussions (FGDs). However, limited regional budgets mean that the support provided focuses more on non-physical aspects.

At the local level, the Tasikharjo Village Government facilitates destination development through ease of licensing, administrative support, and the construction of basic infrastructure such as road access, while also acting as an administrative liaison between actors. At the operational level, the Pasir Putih Wates Beach Management is the most dominant facilitator by providing cleanliness and comfort facilities, setting service and price standards, building supporting facilities, and providing a sustainable tourist complaint mechanism.

The Rembang Regency Marine and Fisheries Service acts as an environmental facilitator by providing seedlings and planting pine trees together with the Wates Hamlet Youth Organization, which is the initial foundation of tourist attraction. Facilitative roles are also demonstrated by Bank Rakyat Indonesia through its CSR program, security forces and health centers in supporting security and health services, and the Purworejo Village Government through facilitating accessibility during peak visitation periods. In addition, the Rembang Regency Investment and One-Stop Service Agency facilitates business legality through NIB services, academics from Diponegoro University through empowerment and digital marketing, and local media through destination promotion.

Although the role of facilitators has been carried out by various stakeholders, the level of optimality still varies. Destination managers and the Tasikharjo Village Government demonstrate relatively optimal and sustainable roles, while facilitation by local and provincial governments remains limited due to budget constraints and sectoral approaches. Furthermore, security and health support remain situational and have not been institutionalized in the long term, making the integration and sustainability of crossstakeholder facilitation a major challenge.

d. Implementors

Implementers are stakeholders tasked with translating policies and programs into operational actions in the field. In the development of the Pasir Putih Wates Beach Tourism Destination, the role of implementor is carried out by several key stakeholders. The Rembang Regency Culture and Tourism Office plays a role in policy implementation through coaching, technical guidance, and capacity building for tourism managers and business actors. However, this role is still dominated by non-physical aspects due to limited budget allocations.

The managers of Pasir Putih Wates Beach are the main implementers at the destination level by carrying out the construction and maintenance of facilities, service arrangements, and daily operational management. BUMDes Barokah Desa Tasikharjo also plays a role as an implementer by providing tourist amenities and attractions, such as the construction of souvenir shops and mini trail rides, which support the diversification of tourism products and strengthen the local economy. In addition, the people of Wates Hamlet contribute directly as economic actors through trade and tourism services.

Although the role of implementers has been running, its effectiveness still faces obstacles in the form of high operational costs for managers, limited supporting infrastructure, and income fluctuations due to dependence on tourist visitation rates. These conditions indicate that the role of implementers in the development of Pasir Putih Wates Beach is not yet fully optimal and still requires more integrated support from various stakeholders.

e. Accelerator

Accelerators are actors who play a role in accelerating the implementation of policies and programs for the development of tourist destinations through innovation, operational support, and tourism activities. In the development of the Pasir Putih Wates Beach Tourist Destination, the Pasir Putih Wates Beach Management plays the role of the main accelerator through the acceleration of facility construction and renovation, the organization of tourism events, and the preparation of development programs that are responsive to field needs. Sustainable innovations, such as updating photo spots, increasing the capacity of public facilities, and managing visitor flows, demonstrate a strong accelerative capacity in driving adaptive destination growth.

The Tasikharjo Village Government acts as a supporting accelerator by providing licensing facilities and administrative support that expedite the realization of tourism activities and events. Meanwhile, BUMDes Barokah Desa Tasikharjo also contributes as an accelerator through initiatives to develop tourist attractions and rides that have the potential to enrich the visitor experience and drive local economic growth. However, the role of BUMDes has not been optimal because its involvement is still informal and has not been institutionalized in a systematic coordination and planning mechanism, so that the idea of acceleration has not been fully implemented.

Supporting and Hindering Factors for the Suboptimal Role of Stakeholders in the Development of the Pasir Putih Wates Beach Tourism Destination in Rembang Regency

The development of a tourist destination is a process influenced by various interrelated factors, both supportive and hindering. In the development of Pasir Putih Wates Beach, the dynamics of stakeholder roles are not only determined by the capacity and contribution of each actor, but also by the structural, coordinative, and social conditions that surround them. Destiana et al. (2020) explain that in carrying out their roles, stakeholders have supporting and inhibiting factors, namely values, communication, trust, and policy.

1. Supporting Factors

a. Values

The values embraced and practiced by stakeholders have a significant influence on behavior, decision-making, and patterns of relationships between stakeholders in the development of tourist destinations. Destiana et al. (2020) explain that the success of tourism destination development is inseparable from the existence of individual, organizational, legal, and professional values that are consistently implemented by stakeholders. Values have proven to be an important supporting factor in the development process of the Pasir Putih Wates Beach tourist destination. Individual values are reflected through the support and leadership of the Head of Tasikharjo Village, who encourages participation, builds community trust, and strengthens coordination with managers. Organizational values are seen in the managers' efforts to implement standard operating procedures (SOPs), price standardization policies, and service quality improvements as a form of institutional commitment to visitor satisfaction. The value of legality is reflected in the orderly administration of permits and community involvement in the decision-making process, which demonstrates respect for rules and formal mechanisms. However, in terms of professionalism, Pasir Putih Wates Beach Wates shows that the value of professionalism

has not been fully optimized. There are still workers who do not fully understand service standards, which has the potential to hinder the daily operational quality of the destination.

b. Trust

Trust is a multidimensional concept that encompasses beliefs, perceptions, and individual dispositions towards other parties or towards certain conditions, based on assessments of moral integrity and ethics that are considered positive. A high level of trust contributes significantly to the creation of effective collaboration. Trust can be strengthened through mutual commitment, transparent exchange of information and knowledge, and efforts to strengthen relationships between stakeholders to create more solid and sustainable collaboration (Presenza in Destiana et al., 2020). The relationship between the community and the managers of Pasir Putih Wates Beach shows that the commitment to convince the community to develop Pasir Putih Wates Beach as a tourist destination has provided many benefits, thereby creating trust between the two stakeholders. Meanwhile, the assistance provided by Bank Rakyat Indonesia (BRI) for the construction of facilities also indicates a high level of trust, which has led to collaboration for the development of facilities at Pasir Putih Wates Beach.

c. Policy

Policy is a fundamental element in tourism development because it serves as a reference framework that guides the entire process of planning, implementing, and evaluating destination development. Based on the findings of Destiana et al. (2020), the absence of clear regulations in tourism development has resulted in weak coordination and cooperation between stakeholders. In the development of the Pasir Putih Wates Beach tourist destination, there is a policy that regulates the direction of the program for destination development, namely through Tasikharjo Village Regulation Number 06 of 2021 concerning the Development of the Pasir Putih Wates Beach Tourist Destination in Tasikharjo Village, Kaliori District, Rembang Regency. Furthermore, at the regional level, there is a policy to determine the direction of a program to be implemented for regional tourism development, namely through Rembang Regency Regulation Number 12 of 2019 concerning the Master Plan for Tourism Development in Rembang Regency for 2019-2025.

2. Barriers

a. Communication

Effective communication is an essential element in building cooperative relationships among stakeholders involved in tourism destination development. In tourism activities, communication plays a central role because through the process of information exchange, understanding, perceptions, interests, and participation of the community and tourists in a tourist attraction can be formed. Optimal communication also contributes to the creation of harmonious interactions, the ability to resolve differences of opinion, and an increase in the capacity of the parties to manage potential conflicts that may arise (Hijrah in Destiana et al., 2020). Communication and coordination between stakeholders in the development of the Pasir Putih Wates Beach Tourist Destination have been established through various formal and informal mechanisms. Managers and shop owners use WhatsApp groups as a medium for daily information exchange, particularly regarding upcoming activities, policy updates, and operational needs in the field. On the other hand, communication between managers and the Tasikharjo Village Government is also quite good, as reflected in the coordination process that takes place whenever there are plans for events or strategic decisionmaking. However, despite these communication and cooperation patterns, implementation in the field is not entirely free from obstacles. Organizational dynamics are often colored by differences in interests among tourism stakeholders and community members. Some individuals tend to prioritize personal interests, are uncooperative, or even reject certain policies.

DISCUSSION

The development of the Pasir Putih Wates Beach Tourism Destination involves various stakeholders with different roles, but its implementation has not been fully optimized. These findings reinforce the framework for sustainable tourism development as it relates to the Sustainable Development Goals (SDGs), particularly in terms of procedural and substantive justice. Procedurally, stakeholder involvement has been established, but substantively, the development results are not yet fully proportional to the high number of tourist visits and contributions to the welfare of the local community. This condition is in line with the SDGs goal of strengthening partnerships for development, which emphasizes that tourism can contribute optimally to the achievement of the SDGs if it is supported by inclusive and collaborative governance.

In terms of policy, the role of policy creator has been carried out by the Rembang Regency Culture and Tourism Office through Regional Regulation No. 12 of 2019 concerning the 2019-2025 Rembang Regency Tourism Development Master Plan and the 2021-2026 Dinbudpar Strategic Plan. These regulations have provided direction for regional tourism development and form the basis for the development of the Pasir Putih Wates Beach Tourist Destination. However, the results of the study show that the implementation of these policies has not been optimal due to limited local government budget allocations. This finding is in line with Inayah et al. (2024), who stated that budget constraints and regional development priorities are among the main factors hindering the optimization of tourism destination development, even though regulations and planning are in place.

In terms of coordination and facilitation, the role of facilitators is relatively more effective than other roles. The managers of Pasir Putih Wates Beach and the Tasikharjo Village Government play a dominant role in facilitating operational needs, licensing, and the provision of basic infrastructure. This role reflects the facilitation function as stated by Nugroho et al. (2014), namely providing technical and operational support to target groups so that the program can run. This finding reinforces the results of Nikmah's (2024) research, which confirms that the active involvement of village governments and local managers is an important factor in maintaining the sustainability and attractiveness of community-based tourist destinations.

Meanwhile, the roles of implementers and accelerators show varying achievements. Destination managers and local communities are relatively active in implementing programs and accelerating development through the provision of facilities, tourism activities, and economic activities in coastal areas. However, the involvement of BUMDes Barokah has not been optimal, particularly in strategic decision making and accelerating destination innovation. This condition is in line with the findings of Zulfa and Falaq (2024) and Nikmah (2024), which show that low community institutional participation has an impact on the suboptimal strengthening of the local economy and the contribution of destinations to Local Own Source Revenue (PAD).

CONCLUSION

The development of the Wates Pasir Putih Wates Beach tourist destination shows that regional tourism management involves multiple actors with varying levels of involvement and influence. The stakeholder structure is divided into primary, key, and secondary stakeholders, reflecting the division of roles between

operational actors, policy makers, and supporting actors. This pattern confirms that tourism destination development does not depend on a single dominant actor, but rather on the interaction and relationships between stakeholders in an interconnected management system. The roles of stakeholders in the development of the Wates Pasir Putih Wates Beach Tourist Destination are distributed into five main functions,

namely policy creator, coordinator, facilitator, implementer, and accelerator. The facilitator function tends to be more effective because it is direct and operational, especially at the destination management and village government levels. Conversely, the functions of policy creator, coordinator, and implementer are not yet fully effective due to limited resources, weak cross-sectoral policy integration, institutional mechanisms that are not yet strong enough to unite the interests of all actors, and a high operational burden of and technical barriers. The accelerator function has emerged through activity innovation and attraction development, but has not yet been systematically institutionalized.

The suboptimal role of stakeholders is influenced by structural and institutional factors, such as

limited public budgets, weak coordination across actors, and inconsistent and unsustainable patterns of stakeholder engagement. Despite the existence of a policy foundation and trust among local actors, the absence of integrated planning and management of destination revenues in the regional financial system means that the economic benefits of tourism have not fully contributed to broader regional development. This condition indicates a gap between the potential of the destination, the intensity of tourism activities, and the achievements of regional tourism governance.

DEVELOPMENT RECOMMENDATIONS

Based on the identification of obstacles related to funding, technical operations, and the dynamics of coordination between stakeholders, a number of strategic steps need to be taken to strengthen the effectiveness of the role of stakeholders and ensure the sustainability of the development of the Wates White Sand Beach tourist destination, namely as follows:

1. Strengthening institutional synergy between the local government, village government, and destination managers. The Rembang Regency Government, particularly the Culture and Tourism Office, needs to establish a more structured coordination mechanism with the Tasikharjo Village Government and the managers of Wates Pasir Putih Wates Beach. This coordination can be realized through regular cross-stakeholder forums or a tourism destination development coordination team so that program planning, role sharing, and follow-up on coordination results can be more focused and sustainable.
2. Strengthening the capacity and authority of destination managers. The managers of Pasir Putih Wates Beach need to be given managerial and institutional capacity building, including clarity of formal authority in cross-party coordination. The village government can facilitate the drafting of internal regulations or cooperation agreements that clarify the position of managers in decision-making, especially in large-scale activities involving many stakeholders.
3. BUMDes Barokah needs to be formally involved in the strategic planning and decision-making process, not only as a technical implementer but also as a management partner so that BUMDes has the space to convey ideas, innovate, and contribute optimally. Furthermore, Pokdarwis Pasir Putih also needs to be involved more consistently, not only when there is external assistance, but also in the planning and evaluation processes of destination development. Strengthening the role of Pokdarwis can be done through a clear division of tasks and providing space for participation in decision-making so that its contribution is not incidental.
4. Integration of the roles of situational stakeholders into a sustainable management system. The involvement of stakeholders such as the Indonesian National Armed Forces, the Indonesian Water Police, and the Community Health Center, which has been situational during holidays or long holidays, needs to be directed into a more planned cooperation scheme, for example through agreements on security and health services during certain periods. This aims to make security and health aspects part of a more sustainable destination management system.
5. To overcome regulatory constraints on budgeting due to the lack of integration of destination revenue into the PAD, it is recommended that the Tasikharjo Village Government and the Rembang Regency Government implement a fiscal harmonization mechanism. This can be done through compliance with the payment of local entertainment taxes as a form of PAD contribution, as well as the use of a Special Financial Assistance (BKK) scheme based on a mature planning proposal (Master Plan). This synergy will provide legality for the Regional Government to allocate infrastructure development budgets without taking over the autonomous management rights of BUMDes Barokah and the Wates Pasir Putih Wates Beach Management.
6. The managers can consider developing additional tourist attractions that are highly appealing and have the potential to increase sources of income beyond entrance tickets to overcome income fluctuations due to the instability of tourist visitation numbers. One option that can be developed is the provision of water rides, such as jet skis, which can attract young tourists and families and increase the duration of visits. The provision of these rides can also open up opportunities for partnerships with the private sector through investment or CSR schemes, so that not all costs are borne by the management. However, the development of water-based attractions needs to consider

safety aspects, operational regulations, risk analysis, and area capacity so that their implementation remains in line with the principles of destination sustainability.

7. This study has several limitations that need to be considered. The scope of informants is still limited to core stakeholders, so it does not fully represent all actors relevant to destination development, particularly from the media, non-banking businesses, and other tourism communities. Therefore, further research is recommended to involve a more diverse group of informants in order to obtain a more comprehensive understanding. In addition, the use of a mixed methods approach can be considered so that the analysis of economic impact, visitor satisfaction levels, and the quality of collaboration between stakeholders can be explored in greater depth and measured.

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