

Beach area development management (Case study: Pulo Swalan Beach, Pasarbanggi, Rembang Regency)

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Abstract

Rembang Regency is known as the "City of Santri," with many Islamic boarding schools, and is the birthplace of great scholars throughout Indonesia. It is one of the regencies in Central Java Province that is included in the strategic area in terms of the economy for the RATUBANGNEGOR border corridor (Blora-Tuban-Rembang-Bojonegoro). This regency has a tourist area called Pantai Pulo Swalan, which has the potential for development, but the management of this existing area has yet to be maximized. Therefore, this article aims to develop beach area management so that it will be able to formulate area management procedures on Pulo Swalan Beach. The research method uses a quantitative approach, and data collection is secondary data with data collection techniques through literature studies and in-depth interviews. Data analysis comprises stakeholder mapping and a linear responsibility chart to determine management on Pulo Swalan Beach. From the result, it found that five stakeholders are involved in area management, but only two stakeholders have vital roles, namely the Rembang Regency government and the private sector, where the government's role is more visible in making policies and supervising activities and the private sector plays a responsibility for the outcome. Therefore, a good stakeholder management concept is needed to ensure the optimal development of this area.

Keywords: development management, tourism, linear responsibility, tourism development.

INTRODUCTION

Rembang Regency, known as the "City of Santri," with many Islamic boarding schools, is the birthplace of great scholars throughout Indonesia (Rembang, 2022). Rembang Regency also includes a strategic area in the economic sector for the RATUBANGNEGOR border corridor (Blora-Tuban-Rembang-Bojonegoro). The strategic position of Rembang Regency is geographically traversed by the Pantura Road, which has promising potential for the regional economy. The Pantura Road connects to provincial roads connecting Rembang Regency with surrounding regencies and provinces and the district road network connecting all subdistricts and villages. In general, Pasarbanggi Village is in the administrative area of Rembang Regency. Pasarbanggi Village has an administrative area of 410.905 ha, with a coastline length of approximately 3.5 km. With this long coastline, Pasarbanggi Village has the potential for beach tourism that can be developing, which is Pulo Swalan Beach. However, the condition of the beach still needs to be organized, with garbage still scattered everywhere. In addition, access to the location still needs to be improved and abrasion occurs. Based on these conditions, the authors manage the development of coastal tourism areas by implementing the management of the Pulo Swalan beach area in Pasar Banggi Village.

The fundamental reason for developing tourism in a particular area, whether it covers regional, local, or national tourism areas in a country, is related to the development of the region or country itself. The development of tourism in a particular area is the goal of the tourist spot, which always makes it a destination that provides certain benefits for the community. In tourism, this development is defined as a breakthrough or a way to increase regional and national income. This tourism sector will have an equal position with other sectors to increase state revenue, thus defined as a tourism industry sector.

Based on this background, the writing of this article aims to develop beach area management to formulate area management procedures on Pulo Swalan Beach, Pasarbanggi Village, Rembang

Regency. The development of management of the Pulo Swalan Beach area uses a stakeholder mapping approach and a linear responsibility chart. From these results, it is expected that reliable management can be formulated to improve the economy and welfare of the community. Recently, research on area management has emphasized area management and the role of stakeholders (Yusman et al., 2021) and focuses more on gaps between stakeholders to achieve goals (Sukma et al., 2016).

LITERATURE REVIEW

Management

The theory defines management as designing and maintaining an environment where individuals working together in groups efficiently achieve selected goals (Koontz & Weihrich, 1990). Urban Management, in general, can be defined as an effort to process the implementation of urban plans to achieve urban development goals efficiently and effectively. In the field of local government, this principle gives rise to a new approach in the form of urban management, which is related to a variety of administrative structures, legal mechanisms, urban space planning, and development, as well as the development of regulatory tools that help authorities direct economic development (Setiawan & Timothy, 2000). The role of urban management is effective in realizing long-term sustainable development outcomes (Heston & Pramono, 2020). *Urban design management* is an approach that guides, manages, coordinates, guides, and even directs the decisions of public and private stakeholder organizations involved in producing the built environment (Ahlava & Edelman, 2014). Urban design management aims to create and maintain an urban environment that is functional, aesthetic, sustainable, and responsive to the community's needs. Urban area management has essential benefits for urban residents and the environment. Key benefits include efficient space utilization, improved quality of life, environmental sustainability, accessibility and mobility, disaster risk reduction, and community empowerment. With good management, cities can become sustainable, comfortable, safe environments that meet the needs of their residents.

According to Minister of Home Affairs Decree No. 65 of 1995, urban management is the management of urban resources related to the fields of spatial planning, land, economy, finance, environment, services, investment, urban infrastructure, and facilities, and it is also urban managers (government) managing urban areas. Thus, according to what is formally defined by the government, urban management covers a wide range of issues and emphasizes cities' development and economic development. Urban management usually includes urban development, infrastructure development, provision of urban services, creation of jobs and social services, and regulation of public activities/behavior. Here, the government's role is enormous in managing a city. The government's role is to coordinate the parties involved and utilize existing resources to realize the goals of an urban organization.

Stakeholder Mapping

Stakeholders are individuals or groups with a substantive interest in an issue, including those who have a role in making decisions or doing so. Another definition of stakeholders is all parties who are interested and involved in every stage of the policy development cycle, both those who formulate, advocate, implement, and are affected by a policy either directly or indirectly and negatively or positively. In addition, stakeholders come from relevant groups with or hold control over all the instruments needed in policy implementation (Buse et al., 2005). For stakeholders, it is necessary to do stakeholder mapping because it can help assess the environment of activities and determine the best way to negotiate in discussions about activities. Stakeholder mapping is a technique that can be used to identify and assess the interests of critical parties, groups, or institutions that can affect the success of an activity (Riskiyah, 2018).

Linear Responsibility Chart

Linear Responsibility Chart, also known as RACI Chart (Responsible, Accountable, Consulted, Informed), is a project management tool used to describe the roles and responsibilities of individuals or teams within a project, task, or activity. The RACI Chart helps identify who is responsible for each

task, who needs to provide approval or consultation, and who needs to be informed regarding an activity. In addition, each project participant's role in the activity is identified in a clear work breakdown structure. According to Korey (1988) to ensure that the interaction process can run effectively and optimally, it is necessary to implement an organization competently, namely with a RACI chart.

1. **Responsible:** The person or team directly responsible for carrying out the task or activity. They are the main actors in getting the job done.
2. **Accountable:** The person or team with ultimate responsibility for the outcome of the task or activity. They are responsible for ensuring the work is completed correctly and according to the set standards.
3. **Consulted:** The person or team that needs to be consulted before deciding or taking action on a task or activity. They have relevant knowledge or authority and can provide input or advice.
4. **Informed:** People or teams who need to be informed about the progress or results of a task or activity. They are not directly involved in the implementation but should be kept up to date.

Using a Linear Responsibility Chart, each task or activity can be identified, and each team member or individual has a clearly defined role. This helps prevent misunderstandings, reduce conflicts, and ensure clear accountability in the project or activity being undertaken.

METHODS

This article uses a quantitative research approach. Quantitative research methods emphasize theory testing by measuring research variables with numbers and then analyzing data with statistical procedures to produce accurate data (Paramita et al., 2021). This study aims to determine how the management of beach area development management.

In this study, the type of data used is secondary data with data collection techniques using literature review and in-depth interviews. The data using the literature review was obtained from government institutions or agencies, namely the Central Bureau of Statistics of Rembang Regency, related research, and news circulating on the internet related to beach area development management. Data was needed, such as how the implementation of management is now, what stakeholders are involved, and how the development of beach tourism areas is now. The data was also confirmed through the Head of Pasar Bangi Village with in-depth interviews. The data obtained is then analyzed using stakeholder mapping and linear responsibility chart analysis to produce management development of the Pulo Swalan Beach area development.

RESULTS AND DISCUSSIONS

The Pasarbanggi village Pokdarwis has managed beach tourism in Pasir Banggi, but the management of this area has yet to be maximized. This is because the management of the tourist area is limited to making stalls/shops built randomly, and there needs to be complete ticketing facilities or cleaning staff. This condition shows that management is still lacking because tourism development requires careful management, such as a framework of policies, procedures, and responsibilities (Su'udi and Suwandono, 2015). With these activities, the management can be maximized to obtain more benefits. Figure 1 shows map of Pasar Banggi Beach.



Figure 1. Map of Pasar Banggi Beach

Source: Analysis, 2023

Stakeholder Mapping Analysis

Management of the Pulo Swalan area involves various stakeholders such as government, private, and community. Later, these parties can play an active role in developing and managing the design area with the concept of Coastal Eco Tourism in Pasarbanggi Village. These conditions require stakeholder mapping to identify and assess the interests of crucial parties or groups for the success of an activity (Prabowo & Rostyaningsih, 2018; Schmeer, 1999). From the stakeholder mapping, at least it can be known who influences, who is influenced, or who is involved (Riskiyah, 2018).

The following are details of the parties involved in developing the design area, and Figure 2 shows stakeholders linkages.

- a. Government
 - Rembang Regency Government
 - Bappeda of Rembang Regency
 - Culture and Tourism Office of Rembang Regency
 - Public Works and Spatial Planning Office (PUPR)
 - Environmental Agency of Rembang Regency
 - Rembang sub-district government
 - Pasarbanggi Village Government
- b. Private
 - Investors and Developers
- c. Community
 - Local Community
 - Community leaders
 - Pokdarwis
- d. Researchers
- e. Media

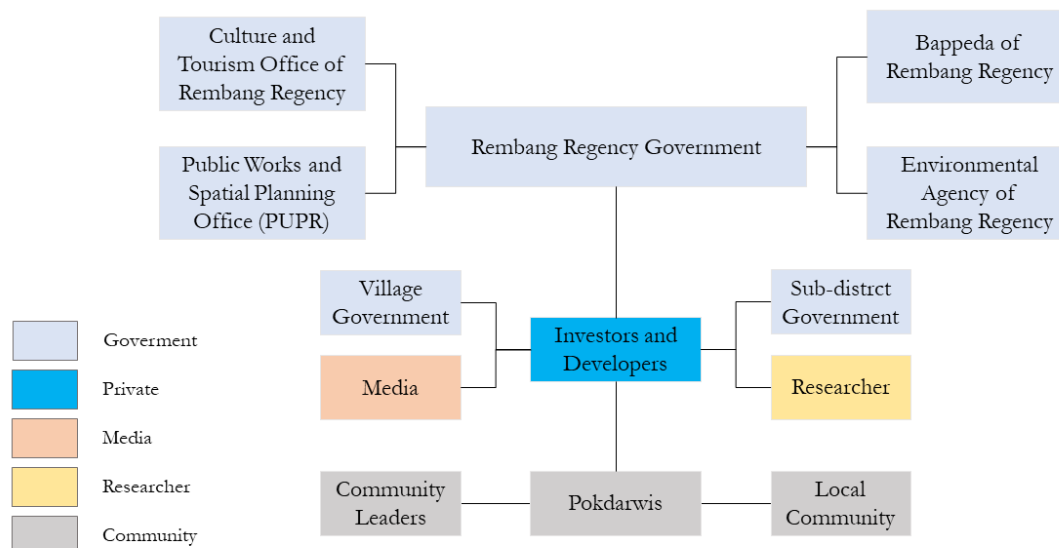


Figure 2. Show Stakeholders Linkages

Source: Analysis, 2023

Based on the relationship between stakeholders, it is known that there are five crucial stakeholders in the management of Panta Pulo Swalan tourism or using the pentahelix concept, namely researchers, private, community, government, and media. With the involvement and interaction of the five stakeholders who play a role, the policies taken can be more rational (Apriansyah & Munandar, 2019). The formation of these five interrelated stakeholders is also influenced by the paradigm shift from government to governance, where policy-making is not one actor who determines the policy (Bahtiar & Munandar, 2021). The governance terminology also states that decision-making actors work together in the decision-making process (Utoyo, 2017).

Various interrelated stakeholders also affect the innovations that can be created (Hartarto, 2023; Ndabeni et al., 2016). In the current condition, innovation is the main thing to form competitiveness (Yandip, 2023) and to keep up with the times, especially in terms of globalization and the Internet of Things (Adnan et al., 2021). Although these various stakeholders can create positive results, commitment and collaboration between stakeholders are required to form a common goal (Gumilar et al., 2021; Kemenko PMK, 2021). In this case, a cooperation matrix was created to see how the role of the activity and its influence on the importance and success of the activity.

Table 1. Show Cooperation Matrix

No	Stakeholder Group	Stakeholders	Role in Activities	Influence of Activities on Stakeholder Interests	Stakeholders' influence on the success of activities		
					Pre-Construction Stage	Construction Stage	Post-Construction Stage
1	Government	Rembang Regency Government	B, C	5	5	5	5
		Bappeda of Rembang Regency	E	4	5	5	3
		Culture and Tourism Office of Rembang Regency	E, F	4	5	5	3

No	Stakeholder Group	Stakeholders	Role in Activities	Influence of Activities on Stakeholder Interests	Stakeholders' influence on the success of activities		
					Pre-Construction Stage	Construction Stage	Post-Construction Stage
2	Private	Public Works and Spatial Planning Office (PUPR)	E, F	4	5	5	3
		Environmental Agency of Rembang Regency	E, F	4	4	4	3
		Rembang Sub-district Government	E, F	4	4	4	3
3	Community	Pasarbanggi Village Government Developers and Investors	F	4	5	5	3
		Local Community Leaders	A	5	5	5	5
4	Media	Local Community Leaders	D	2	4	4	2
		Pasarbanggi Tourism Awareness Group	D, F	4	3	3	2
5	Academics	Academics	F	5	5	5	5

Source: Analysis, 2023

Note:

- A. Executive
 - B. Organizer
 - C. Decision maker
 - D. Users
 - E. Controller
 - F. Supporters
- 2= Somewhat Important
3= Moderate
4= Very Important
5= Key Player

Based on the results of the cooperation table, the Rembang Regency government is an organizer and decision-maker with a critical role in the activities and success of Pulo Swalan beach management. The absence of organizing and decision-making roles other than the Rembang Regency Government is due to avoid conflicts that can occur between stakeholders. Conflicts can be more easily caused when more stakeholders take key roles (Pitri, 2017). This condition also happens to investors and developers who act as implementers of activities only, and no other stakeholders act as implementers. Pokdarwis, media, and academic stakeholders only support activities that are crucial in activities and success. Five stakeholders are essential because they are representatives of the cooperation between stakeholders in the pentahelix concept. The role of government stakeholders is to make policies and supervise activities, while the private sector plays a role in making and running operations and maintenance; the community is empowered in the operation of the area and beneficiaries of the development of the coastal area, academics play a role in conducting research and assistance to the community in area management, and the media plays a role in disseminating activities and promoting the area.

In the implementation of cooperation between stakeholders, the main idea of collaboration between stakeholders is needed, especially in the issue of joint decision-making, joint problem-solving, and an interactive environment where there are individual and group benefits to achieving common goals (Schauppenlehner-Kloyber, 2017). In this case, please note that collaboration is not confident to work well, where, in general, a lack of clarity in deal-making can influence collaboration failures, different understandings between stakeholders, and unclear laws/regulations (Moh Astari et al., 2019), the frequent conflicts between stakeholders, low resources and awareness of stakeholders (Pitri, 2017).

Area Management Analysis

The area's management in the development of Pulo Swalan Beach uses Public-Private Partnership (PPP) in the form of built operation transfer (BOT) cooperation refer to Table 2. type of cooperation was chosen as an alternative to project financing from the government budget, primarily if the budget is used for high-priority projects (Prabawa et al., 2009). In this case, the role of the government is only to provide land and give permission to build, operate for a certain period, and hand it over to the government again (Algabili et al., 2016). The advantage of this system is that the government can obtain the facilities and infrastructure needed, and the private sector gets revenue from operating for a specific time (R. Ramadhani & Ramlan, 2019; Sabri et al., 2021).

Concerning the area's management, there is an assessment of assets, operational management, investors, and commercial hazards in the initial and final assets. In this case, the government and private sector are more focused on cooperation in managing the area with the community empowered as tourism actors, especially Pokdarwis.

Table 2. Management Concept of Pasar Banggi Development

		Explanation
Management Concept		Beach development
Type of Cooperation		Public-Private Partnership (PPP)
Form of Cooperation		Build Operation Transfer (BOT)
Assets	Initial Assets	<ul style="list-style-type: none"> - The entire land (2.3 Ha) belongs to the local government. - Ownership of attraction assets (ATV, Jet Ski, and Banana boat), photo spots, lodging buildings, restaurants, ticketing, parking lots, information centers, and mangrove and beach bridges during the cooperation will be owned by the private sector.
	End Assets	The District government will own all land and building assets at the end of the contract.
Operational Management	Government	The Regency Government only plays a role as a licensor and supervisor in developing, managing, and maintaining the coastal boundary area.
	Private	<ul style="list-style-type: none"> - The private sector has the authority to set prices and levies for the area. - The private party is responsible for beach improvement, construction, operation, and maintenance of attractions (ATV, Jetski, Banana boat, and culture), food stalls, ticketing, hotels, and parking lots during the contract period.
Capital Investment	Government	The government as the owner and provider of land as well as the licensor of area development
	Private	Providers of funds for the construction, operation, and maintenance of attractions (ATVs, Jet Ski, and Banana boats), restaurants, ticketing, parking lots, and information centers come from the private sector.

Commercial Risk	Economic Risk	<ul style="list-style-type: none"> - Decrease in the number of visitors which has an impact on the low income of the restaurant - There is a budget deficit for regional development
	Construction Risks	<ul style="list-style-type: none"> - The construction process is not following the site plan and the specified time duration - Design results are not following construction standards in terms of engineering and durability
	Social Risks	<ul style="list-style-type: none"> - There is a change in the social condition of the community to follow the attitude of tourists - Increased crime in the area
	Environmental Risks	<ul style="list-style-type: none"> - Risks related to the environment/ EIA - Generation of noise and pollution from lodging, restaurants, and parking activities in the surrounding environment
Period	20 Years	

Source: Analysis, 2023

In Pulo Swalan beach management, land assets will be provided and owned by the government, but tourism assets will be provided and owned by the private sector. The role of the government in this section is to provide land to be built by the private sector, both in terms of maturation, socialization to the community, and location review. In this case, the role of the private sector focuses more on the construction as well as the operation and maintenance of tourism assets, both in the maintenance of units, payment of workers' salaries, and damage costs. After the expiration of the lease period, the tourism asset will be owned by the government.

Regarding management and operations, the government only permits the development, management, and improvement of tourism in the coastal area. In this case, the private sector carries out all operations and management of the tourist area, both in determining tariffs and operating and maintaining the area. When in this stage, the private sector makes a profit from the management and operation of the area. Meanwhile, related to capital investment, the government provides funds for land provision only, without any costs for development or operations and maintenance. In contrast, the private sector provides development, operations, and maintenance.

Then, some things need to be considered, namely commercial risk. In commercial risk, several risks can occur in area management that causes the management to change from the initial plan or even fail. In this case, a commercial risk assessment is carried out on the economy, construction, society, and environment.

Linear Responsibility Chart

Linear responsibility analysis aims to determine who is involved in planning or managing it. In this case, the involvement of stakeholders in each activity can be seen (Ramadhani & Indriati, 2023). In this regard, the Pulo Swalan beach area's management design is formulated from the pre-construction, construction and post-construction stages.

Table 3. Linear Responsibility Chart

No.	Activity Stages	Government							Private	Community			Academics	Media
		Rebang Regency Government	Bappeda	Culture and Tourism Office	PUPR	Environmental Agency	Sub-district Government	Village Government	Developers and Investors	Local Community	Community Leaders	Pokdarwis	Researchers	Media
Pre-Construction														
1	Program planning maturation	A	C	C	R	C	C	C	C, I	I	C	I	C	I
2	Licensing (Location permit, land use permit, IMB)	A	C	C	R	C	C	C	I	I	C	I		
3	Socialization and community engagement	A	C	C	R		C	C	I	I	C	I		
4	Survey and field review	A	C	C	R	C	C	C	I	I	C	I		
Construction														
5	Construction of 5 beach umbrella units	A							R	I	I	I		I
6	Lodging/hotel development	A							R	I	I	I		I
7	Purchase of 6 units of ATV, 6 units of Jetski, and 6 units of Banana boat	A							R	I	I	I		I
8	Construction of 15 beach umbrella units	A							R	I	I	I		I
9	Construction of photo spots	A							R	I	I	I		I
10	Parking Lot Construction	A							R	I	I	I		I
11	Trade area development	A							R	I	I	I		I
12	Construction of beach musholla	A							R	I	I	I		I
13	Construction of 2 beach ticketing booths	A							R	I	I	I		I
Post-Construction														
14	Tourism Promotion	A							R					C
15	Operational and Maintenance	A							R			C, I	C	I

Source: Analysis, 2023

From the linear responsibility chart results in

Table 3, the stakeholder cooperation in Pulo Swalan Beach is carried out between 5 parties: the government, private sector, community, media, and academics. At all stages, the district government is accountable for beach tourism management because it is responsible for the success and development standards of Rembang Regency. At the pre-construction stage, PUPR is responsible for beach management because, during pre-construction, the activities focus on land acquisition and maturation, so the responsible party is the government. Then, after construction and post-construction, the responsible role changes to the private sector until the predetermined time limit of 20 years. In this stage, the private sector builds and manages tourism following the desired conditions supervised by the district government so that the conditions do not violate the provisions in terms of standards and completeness of development. At all stages, the role of other stakeholders is more as parties consigned to the implementation of management and parties who are to be confirmed and informed of the implementation of management.

CONCLUSIONS

The results of this study produced a management concept for the development of the Pulo Swalan beach tourism area in Pasarbanggi village, Rembang district, by dividing several stakeholders, such as the government, the private sector, the community, academics, and the media. From the results of the cooperation matrix, the government plays a role in making policies and supervising activities, while the private sector plays a role in making and carrying out operations and maintenance; the community plays a role in empowering the operation of the area and beneficiaries of the development of the beach area, academics play a role in conducting research and assistance to the community in area management, and the media plays a role in disseminating activities and promoting the area. For area management, the BOT concept is carried out, which results in mutual benefits between stakeholders, namely from the government and the private sector as supervisors and implementers of activities. In the linear responsibility table, it can be seen that there are two key roles, namely the Rembang Regency government and the private sector, where the government's role is more visible in the responsibility for the success and standards of development and the private sector plays a responsible role for the outcome. Therefore, a good stakeholder management concept is needed to ensure the optimal development of this area.

The implication of the development of management of this beach area development is to make management more optimal. This condition is supported by various stakeholders who take an active role so that it can have a positive effect on various stakeholders, such as increasing PAD; there are benefits for the private sector, such as improving the economy and community welfare, as one of the research proposals for researchers, and as a place of promotion from existing media. In the development of beach area development management, several recommendations for five stakeholders related.

1. Government: The government can approach the private sector, especially in developing beach tourism; this tourism management is one of the solutions to the problems on Pulo Swalan beach and a step toward a solution for the Rembang RTRW.
2. Private sector: The private sector actively implements the project until completion, regardless of any risks; the implementation of tourism management is not only aimed at making a profit but is also expected to empower the community and instill an entrepreneurial nature.
3. Community: The community can play an active role in providing input, development direction, and input in area management; the community supports this activity because it can indirectly improve the economy and welfare of the community.
4. Researchers: Researchers can play a role from pre-construction to post-construction processes to provide maximum recommendations to bring up creative and innovative ideas.
5. Media: The media can play a role from the pre-construction to the post-construction process to carry out promotions so that the public can find out about the tourism development carried out so that it can attract tourists to come to visit.

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