

Model Inovasi Implementasi Kebijakan Publik Pariwisata Kabupaten Pamekasan Studi Kasus Pantai Talang Siring

Innovation Model for Implementation of Public Tourism Policy in Pamekasan Regency Case Study of Talang Siring Beach

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ABSTRAK

Histori Artikel:

Diajukan:
3/06/2025

Diterima:
10/06/2025

Diterbitkan:
31/07/2025

Penelitian ini bertujuan untuk mengetahui implementasi kebijakan pengembangan pariwisata dan peran kebijakan publik dalam pengembangan pariwisata di Pamekasan khususnya Pantai Talang Siring. Penelitian ini ditinjau melalui empat aspek implementasi kebijakan publik yang dikembangkan oleh Edwards, yaitu komunikasi, sumber daya, disposisi dan birokrasi. Jenis penelitian kualitatif dengan pendekatan deskriptif analitik untuk mengidentifikasi beberapa hal mendasar mengenai kebijakan pariwisata di Pamekasan. Berdasarkan penelitian, implementasi kebijakan pengembangan pariwisata di Pamekasan telah berjalan sangat baik meskipun masih menyisakan sejumlah masalah. Sedangkan peran kebijakan publik sangat berperan penting walaupun masih ada yang harus dibenahi. Penelitian ini juga menyimpulkan bahwa model kebijakan pariwisata yang ideal untuk diterapkan adalah pariwisata berbasis masyarakat. Beberapa kendala yang dapat diidentifikasi adalah kurangnya sinergi (komunikasi) antar pemangku kepentingan, kurangnya kompetensi pelaksana kebijakan, dan partisipasi masyarakat yang kurang. Sementara di sisi lain, komitmen yang tinggi dari para pemimpin politik lokal dan dukungan fasilitas sumber daya yang baik menjadi faktor pendukung kebijakan tersebut.

Kata Kunci: Implementasi Kebijakan, Peran Kebijakan Pariwisata, Pariwisata berbasis masyarakat

ABSTRACT

This study aims to determine the implementation of tourism development policies and the role of public policies in tourism development in Pamekasan, especially Talang Siring Beach. This research is reviewed through four aspects of public policy implementation developed by Edwards, namely communication, resources, disposition and bureaucracy. A type of qualitative research with an analytical descriptive approach to identify some fundamental things regarding tourism policy in Pamekasan. Based on research, the implementation of tourism development policies in Pamekasan has gone very well although it still leaves a number of problems. Meanwhile, the role of public policy plays a very important role even though there is still something to be addressed. This research also concluded that the ideal tourism policy model to implement is community-based tourism. Some of the obstacles that can be identified are lack of synergy (communication) between stakeholders, lack of competence of policy implementers, and lack of community participation. Meanwhile, on the other hand, high commitment from local political leaders and the support of good resource facilities are factors supporting the policy.

Keywords: Policy Implementation, Tourism Policy Role, Community-based Tourism

1. INTRODUCTION

The tourism sector is one of the economic sectors that continues to grow rapidly. While many other economic sectors are experiencing a slowdown, tourism remains one of the few with sustained growth. In Indonesia, according to data from the Central Statistics Agency (BPS), the growth of the tourism industry reached 14 percent in 2018, surpassing the national economic growth rate, which was only 5.17 percent. The tourism sector contributed Rp 347 trillion, or approximately 4.8 percent, to Indonesia's Gross Domestic Product (GDP) and became the fourth-largest source of foreign exchange earnings. When considering its multiplier effect, the tourism sector's contribution to global GDP in 2019 was projected to increase from 10 percent to 50 percent over the following decade.

In terms of employment, the tourism sector absorbed 10.18 million workers, making it the fourth-largest employment contributor among all sectors in Indonesia. The number of international tourist arrivals has also continued to increase from year to year, as shown in Table 1.1.

Table 1.1 Number of International Tourist Arrivals to Indonesia

Year	Number of International Tourists
2017	14.039.799
2018	15.810.305
2019	16.106.954
2020	4.052.923
2021	1.557.530
Average Growth (%)	111,1%

Source: Central Bureau of Statistics (Badan Pusat Statistik), 2022

The government continues to strive to improve the performance of the tourism sector. It has set a target of attracting up to 3.6 million foreign tourists by 2022. To increase international tourist arrivals, the Ministry of Tourism raised its promotional budget from Rp 300 billion to Rp 1.2 trillion this year, with a target of reaching Rp 5 trillion by 2022. Through this funding, the government hopes to strengthen tourism promotion, particularly in regions where efforts remain limited.

Tourism development policy practices have been the focus of several studies. Arieta (2012) conducted research on community-based tourism among coastal communities to examine its impact on environmental sustainability and economic empowerment. The study focused on measuring the policy's outcomes and found that implementing community-based tourism had a positive effect in reducing community dependence on government aid, which often creates dependency due to its charitable nature.

Another study by Jupir (2013) examined the implementation of tourism policies based on local wisdom in West Manggarai Regency, using a qualitative phenomenological approach. The results showed that the implementation of local wisdom-based tourism policies was not yet optimal, as supporting factors—such as adequate resources and infrastructure—were not properly provided.

Pamekasan Regency, located between Sampang and Sumenep Regencies on Madura Island, has only a few leading tourist attractions compared to the other three regencies. These include Jumiang Beach, Talang Siring Beach, the Batik Tourism Area, and Batu Marmar Religious Tourism. Recently, additional attractions such as Selamat Pagi Madura and Brukoh Hills have emerged.

With the increasing population and the rising number of tourists visiting Madura Island, the demand for tourism has grown, shifting from a secondary need to a primary necessity, especially among the millennial generation (Umam NC, 2015). Urban residents seek leisure and travel activities to relieve stress and fatigue from their daily routines. Work demands and lifestyle patterns in urban areas encourage people to engage in weekend tourism for relaxation. Similarly, rural communities also require

recreational opportunities to temporarily escape their daily routines. These motivations are among the key drivers influencing tourists to engage in travel activities (Yoeti, 2010).

The increasing demand for recreation and tourism should be positively welcomed by various stakeholders, including local governments and tourism managers. Tourist visits contribute significantly to foreign exchange earnings (BPS, 2013). Therefore, continuous improvement and development of local tourism destinations are essential. One such destination is Talang Siring Beach, one of the flagship attractions in Pamekasan Regency (BPS Pamekasan, 2018).

In previous years, Talang Siring Beach had been overlooked by local tourists due to limited tourist attractions and inadequate facilities, which affected the number of visitors. However, the beach has substantial potential, with its scenic view directly facing the Madura Strait, similar to Jumiang Beach. Over the past two years, the management of Talang Siring Beach has made significant improvements by adding new attractions. The local government has also provided support through annual “Petik Laut” (Sea Harvest) festivities held for three days and nights, which have become a traditional event in the area. These joint efforts by the local government and beach management have yielded positive results, with a noticeable increase in visitor numbers following the improvements in attractions and facilities. However, several issues continue to hinder the management of Talang Siring Beach. First, there is a lack of synchronization between the Pamekasan Tourism Office and the beach management, creating the impression that the management operates independently without adequate government support. Second, there is limited community participation in the development of Talang Siring Beach, even though local residents could be empowered as tour guides and in other tourism-related roles. Third, there is low public interest among Pamekasan residents in promoting Talang Siring Beach. This is largely due to the poor organization and maintenance of the site, especially inadequate infrastructure, which discourages younger generations from engaging in promotional activities. An institutional analysis and an assessment of tourist perceptions of attractions and facilities at Talang Siring Beach are therefore necessary. This evaluation will help both the Pamekasan Regency Government and Talang Siring Beach management to continuously improve local tourism development. Consequently, the goal of establishing Talang Siring Beach as a sustainable tourism destination can be achieved.

2. LITERATURE REVIEW

2.1. Public Policy

Public policy is something that exists around us, although we may not always be aware of it. It plays a central role in the daily lives of society. As stated by Ghani and Lockhart in Wahab (2012), “Public policy is all around us, defining our daily experiences and life chances even if we can’t see it.” The term public policy consists of two words—policy and public. According to Islamy (1997:20), there are several essential elements in public policy, including the following:

1. In its initial form, public policy refers to government-determined actions.
2. Public policy is not only declared but also implemented in tangible form.
3. Public policy—whether to take action or refrain from acting—is always based on specific purposes and objectives.
4. Public policy must always be directed toward public interests.

From these elements, emphasis can be placed on government action, concrete implementation, clear objectives, and public interest. Thus, public policy always represents real governmental action intended for the welfare of society. Public policy is inherently related to collective problems that, for political, technical, administrative, or financial reasons, require government intervention and cannot be solved individually. Within this context, tourism can be regarded as a public issue that necessitates state involvement and regulation. To properly understand public policy, policy analysis is required, including the study of its implementation. According to Dunn (2003:1), policy analysis is an intellectual and practical activity aimed at critically assessing and communicating knowledge about and within policy.

Dunn (2003:97) further explains that policy analysis should generate information and arguments to answer the following three key questions:

1. What values serve as the main benchmarks for determining whether a problem has been resolved?
2. What facts either constrain or enhance the achievement of those values?
3. What actions, when implemented, can lead to the attainment of those values?

In general, there are three main scopes within the study or analysis of policy: policy formulation, policy implementation, and policy evaluation. Nugroho (2011:158) adds a fourth component — policy

revision, which refers to reformulation. This occurs when, during implementation, a policy generates new developments (whether ideas or obstacles) that, after evaluation, require the formulation of a new policy to achieve the intended goals.

2.2. Tourism

According to Krapf and Hunziker (in Yoeti, 1996:112), tourism encompasses all phenomena arising from the travel and temporary stay of individuals in a place other than their usual residence, provided that they do not engage in permanent residence or earn income from temporary activities. The term “foreigners” in this context does not only refer to people from other countries but also includes individuals from other regions who visit a destination for tourism purposes.

According to Law No. 10 of 2009 on Tourism, tourism refers to travel activities carried out by an individual or a group of people visiting a specific destination for the purpose of recreation, personal development, or studying the uniqueness of the tourist attractions visited within a temporary period. The term “temporary period” emphasizes that tourism involves a specific duration of stay—hence, individuals who relocate permanently to another area are not classified as tourists.

The scope of tourism activities includes various types of travel supported by facilities and services provided by the community, entrepreneurs, government, and local authorities. The tourism industry possesses several distinctive and advantageous characteristics (Sunaryo, 2013:35), including the following:

1. The tourism sector has a long value chain linkage (multiplier effect), which stimulates growth in various micro-business sectors.
2. The tourism sector absorbs a significant amount of local resources, thereby contributing to community empowerment.
3. The tourism industry is not prone to over-supply, as it offers unique products and has proven resilient even during economic crises.

2.3. Public Policy Implementation

Implementation is the key to assessing the extent to which public policy generates positive impacts on society. The success of policy implementation is influenced by many factors—both directly and indirectly related to the policy itself. In this context, policy implementation models play an important role in determining how a policy can be effectively applied and analyzed based on the complexity of existing issues. A suitable implementation model helps translate macro-level policies into more technical and operational actions.

The model used in this study to analyze policy implementation focuses on Edwards’ Model, supplemented by several relevant aspects from other models. Edwards identifies four key factors that influence policy implementation: 1) Communication 2) Resources 4) Disposition (Attitude or Tendency) 5) Bureaucratic Structure

The explanations for these four aspects are as follows:

1. Communication

Communication plays a vital role as a means of conveying the foundation and objectives of a policy. According to Edwards (in Winarno, 2012:178–184), there are three essential elements of policy communication: transmission, clarity, and consistency. 1) Transmission refers to how the implementing organization understands that a policy has been issued by the policymaker. 2) Clarity concerns how clearly the policy content is articulated to prevent misinterpretation among stakeholders, especially implementers. 3) Consistency relates to how consistently and sustainably the policy is implemented in practice.

2. Resources

According to Edwards (in Nugroho, 2011), the adequacy of resources can be observed through several aspects: (a) The number of staff available and their competence in executing the policy. (b) Sufficient and relevant information to support policy implementation. (c) The authority granted to implementers to carry out the policy effectively. (d) The availability of supporting facilities and infrastructure required for policy execution.

3. Disposition (Attitude or Tendency)

Disposition refers to the attitude or set of opinions toward a policy. The more the implementers support the policy, the higher the likelihood that it will be successfully implemented. Edwards emphasizes that many policies fail due to resistance from implementers. Therefore, even when communication and

resources are adequate, if implementers lack a supportive attitude, the policy is likely to fail in implementation.

4. Bureaucratic Structure

Structure is defined as the pattern of relationships among social elements, including individuals, positions, and organizational units (Hatch, 1997, in Kusdi, 2009). The organizational structure is a crucial factor determining the success or failure of policy implementation, as it affects how organizations coordinate to achieve their objectives.

According to Edwards, there are two key characteristics of bureaucracy: standard operating procedures and fragmentation. Standard Operating Procedures (SOPs) refer to the systematic guidelines that direct how implementing organizations perform their duties. Fragmentation arises due to conflicts of interest or external pressures from political organizations, NGOs, or other implementing bodies. It may also occur when multiple implementing agencies are involved, each with its own agenda, reflecting the bureaucratic system as a political force in itself.

Within an organizational structure, the arrangement of relationships among elements is designed to support goal achievement according to each unit's function. The structure outlines patterns of relationships, accountability, authority, and work processes oriented toward objectives. The structural elements can generally be divided into three dimensions: complexity, formalization, and centralization.

3. RESEARCH METHOD

his research is a qualitative study using a descriptive analytical approach. Descriptive qualitative research is an approach used to examine phenomena, events, issues, or specific conditions that serve as the object of investigation, with findings presented in the form of meaningful narrative descriptions that explain a particular understanding (Leksono, 2013:181). According to Nazir (1985), the descriptive method is a research approach used to study the status of a group of people, an object, a condition, a system of thought, or a class of events with the objective of providing a systematic, factual, and accurate description of the facts, characteristics, and relationships among the phenomena being studied.

Based on the data collection technique, this study is categorized as qualitative research. The researcher used in-depth interviews and literature studies as the main instruments for data collection. The data obtained during the research are divided into primary data and secondary data. The data collection techniques employed in this study include field research and library research. The purpose of these two methods is to obtain more comprehensive and in-depth primary and secondary information regarding the topic examined by the researcher.

The selection of the research location was carried out in areas relevant to the study and supportive of the research objectives. The research site for this study is Pamekasan Regency, specifically at the Department of Youth, Sports, and Tourism of Pamekasan Regency, as well as offices of other parties who have competence and authority in the field of tourism.

4. RESULTS AND DISCUSSION

Institutional Innovation and Managerial Creativity in Tourism Village Development

The enactment of Law No. 23 of 2014 on Regional Government provides recognition and incentives for regional governments, employees, and regional work units (SKPD) that implement innovation. Based on this innovative public policy, officials and regional government apparatuses—particularly those within the Tourism Office (Dinas Pariwisata)—are encouraged to think, work, and make decisions creatively and innovatively. The designation of specific villages as tourism villages by local governments, based on proposals from the Tourism Office, represents an act of creativity and institutional innovation aimed at improving the quality of tourism services in the region. The establishment of tourism villages is also accompanied by delegation of authority from the regional government to the village government, allowing the latter to manage tourism affairs within their respective areas—an example of institutional innovation within an autonomous region.

According to Nuyanti (in Ridho, 2018), a tourism village is an integrated form of attraction, accommodation, and supporting services presented within the social structure of the local community, harmonized with its prevailing customs and traditions. To ensure that a tourism village has attractive objects and destinations that appeal to visitors, Yoeti (1985) identifies three essential characteristics:

a) The area must have “something to see”, meaning it should offer unique attractions and tourism objects that distinguish it from other regions.

b) The area must have “something to do”, meaning it should provide recreational facilities and activities that make visitors feel comfortable and want to stay longer.

c) The area must have “something to buy”, meaning it should offer souvenirs and handicrafts that tourists can purchase as mementos.

In line with these definitions and characteristics, the relationship between tourism activities and the utilization of tourism objects and services requires a community-based management model. Therefore, the most effective tourism village management model is no longer top-down or centrally controlled; instead, it should be based on local values, social participation, community empowerment, and environmental sustainability.

Coordination and Collaboration Among Stakeholders in Tourism Area Development

Stoner (in Dann Sugandha, 1988) defines coordination as a process through which the goals and functions of separate units are integrated to achieve organizational objectives effectively. Meanwhile, Leonard D. White (in Sutarto, 1998) defines coordination as the self-arrangement of different organizational units in carrying out their activities so that each part optimally contributes to the overall results. From these two perspectives, several key conclusions can be drawn: 1. A unit within an organization cannot function effectively without the support of other units. 2. To achieve organizational goals, each unit must comprehensively and integrally support the implementation of other units’ tasks. The concept of coordination involves integration, communication, task completion, and interdependence among organizational units. Hani Handoko (1995) outlines three fundamental elements that must be considered as mechanisms for effective coordination: 1. Leadership hierarchy – A clear chain of command, information flow, formal authority, accountability, and responsibility relationships can encourage integration when properly articulated and implemented through effective leadership. 2. Rules and procedures – Managerial decisions regarding how to handle routine activities serve as effective tools for routine coordination and control. 3. Planning and goal setting – These function as instruments of coordination for all existing organizational units.

The benefits of integrated and systematic coordination, as noted by Sutarto (1998), include the following: 1. Preventing feelings of superiority or self-importance within specific organizational units. 2. Avoiding a sense of separation or fragmentation between organizations. 3. Preventing conflicts among officials or organizational units. 4. Avoiding competition over organizational resources or authority. 5. Reducing waiting times or delays between interdependent units. 6. Preventing job overlap or duplication of work within open positions. 7. Promoting unity of action, attitude, and mutual cooperation among administrators or organizational units.

Effective coordination and collaboration among stakeholders—government, tourism managers, local communities, and private actors—are therefore essential in tourism area development to ensure synergy, efficiency, and the sustainable achievement of shared goals.

Implementation of the Good Governance Concept

The concept of good governance must be understood as a mechanism for managing economic and social resources in a balanced manner, without domination by any single party—whether by the government (state) or non-governmental actors, including citizens with recognized democratic rights (Stoker, 1998; Ganie Rochman, 2000). Therefore, non-state actors who manage economic and social resources must have the power to fully participate in decision-making processes related to planning, implementation, development, utilization, monitoring, evaluation, and overall management (Uphoff, 1980). It is important to note that in such collaboration, all parties must consistently adhere to jointly established and agreed-upon policies.

This understanding leads to seven key requirements for effective and accountable governance, as outlined by Mardiasmo (2004): (1) Accountability – the obligation to take responsibility for actions and policies implemented. (2) Participation – the active involvement of all stakeholders in decision-making processes. (3) Fairness – the principle of justice and integrity in governance practices. (4) Transparency – openness in the administration and dissemination of information. (5) Responsibility – the commitment to perform duties ethically and in accordance with public interests. (6) Autonomy and Freedom – independence in managing affairs without undue external interference. (7) Efficiency – optimal performance in allocating and utilizing resources. Adil Khan and Meier (in Hessel, 2003) further argue that good governance refers to an organized system of authority that ensures effective delivery of public services, a reliable administrative system, and government accountability to the general public. From these definitions, there are at least two essential competencies that bureaucracy must possess: 1) The ability to deliver

high-quality and inclusive public services, which requires understanding and articulating the aspirations and needs of society, formulating them into policies and plans, and ensuring their implementation. 2) The capacity to empower civil society through initiatives that build social capability and participation.

Overall, these efforts are aimed at fostering a reliable and accountable Indonesian bureaucracy, particularly among public officials, through three key qualifications: 1) Strong loyalty, dedication, and motivation in carrying out their duties. 2) Professional competence and expertise in their respective fields. 3) An intellectual attitude oriented toward a disciplined, sincere, efficient, and selfless work ethic.

5. CONCLUSION AND SUGGESTIONS

Conclusion

The establishment of tourism villages as an institutional innovation essentially serves to expand tourism services to the lowest and most crucial level of government. Managing tourism components within a tourism village through a community-based tourism model helps accelerate the transformation of local potential into attractive tourist destinations. The management, improvement, and financing of tourism areas require the involvement of multiple stakeholders—public, private, and community sectors—to ensure that processes run effectively.

However, the success of tourism area development is also strongly influenced by several factors, including political stability and security, the capacity of human resources with adequate and relevant knowledge, the availability of sufficient budgets for infrastructure development, and the existence of legal policies that guarantee convenience, protection, transparency, and comfort for traders and tourists in investing and engaging in tourism activities. Additionally, outreach, promotion, and the sustainable utilization of tourist areas play an essential role.

The implementation of tourism development policies at Talang Siring Beach, Pamekasan Regency has not yet been well-coordinated, thereby hindering tourism improvement efforts and the empowerment of stakeholder networks. The implementation of tourism development regulations in the Talang Siring Beach area, which is intended to apply a network empowerment approach under the concept of Good Governance, has not been fully realized in practice, as both the regency and district governments still operate independently, lacking effective communication and coordination.

Suggestions

Based on the identified issues and the analysis presented, the following recommendations are proposed for improving the development of emerging tourism areas:

Encourage creative and innovative control over tourism potential, as it represents a strategic step to develop and strengthen a competitive tourism industry, empower the local economic system, and enhance community welfare.

Ensure coordinated and integrated efforts among all relevant parties in tourism development to achieve cross-sectoral integration and prevent inter-sectoral conflicts. Strengthening the linkage between tourism development functions and other sectors will contribute to improved performance value and accelerate local economic growth.

Accelerate the restoration of domestic political stability and security to eliminate negative perceptions related to safety issues, such as terrorism. This improvement in national stability is expected to enhance international confidence in Indonesia's tourism sector, thereby encouraging both domestic and foreign tourists, as well as investors, to visit and invest in the country's tourism industry.

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