



The Position of Stakeholders Involved in The Collaboration of the Tourism Destination Governance in Pangandaran, West Java - Indonesia

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Abstract

Pangandaran is one of the tourist destinations in Indonesia which has developed and has fairly strategic potential to encourage the regional and state economy. The rapid development of tourism in Pangandaran turned out to cause various problems. This is due to the lack of synergy among the roles of stakeholders involved in Pangandaran tourism management. In 2010, the Destination Management Organization (DMO) concept was implemented as an effort to improve the tourism destination governance in Pangandaran. This concept emphasizes the form of collaboration among stakeholders from community groups, the private sectors, and the government. The collaboration is led by the destination management organization (DMO) which serves as mediator, facilitator, and coordinator among the three stakeholder groups. This research is conducted in Pangandaran Village using mixed method which combines quantitative and qualitative research methods aimed to analyze the stakeholders who are involved in tourism destination governance in Pangandaran based on the DMO concept. From the results of the study, it is found that there are ten stakeholders who have high involvement on the tourism destination governance in Pangandaran. All of them have high level of interest and power, but there is one stakeholder who has high interest but low power in DMO-based tourism destination governance collaboration.

ARTICLE INFORMATION

Received: 10 Dec 2018

Revised: 10 Jan 2019

Accepted: 31 Jan 2019

DOI: 10.31580/jmi.v6i1.488

Keywords: Stakeholders, Collaboration, Tourism Destination Management, Destination Management Organization (DMO), Pangandaran, West Java, Indonesia

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INTRODUCTION

Pangandaran has outstanding beach and nature so that it certainly invites many domestic and foreign tourists. The growing number of tourist visits in Pangandaran District in 2013 increased by 11.05 percent from the previous year (Sarah, 2015). The increase is continuously growing up to now. In 2014, according to CSB West Java (2017), the number of tourist visits in Pangandaran was 1,394,491. Then, it was increasing to 1,834,711 in 2016 and to 2,536,962 in 2017. Until April 2018, the number of Pangandaran tourist visits was 766,302 (Pangandaran Tourism and Culture Office).

The rapid development of tourism in Pangandaran turned out to cause various problems such as environmental degradation, dualism in tourism management, function changing of community houses –into lodging–, street vendors, informal business of bicycle rentals, uncontrollable boats, unmanaged garbage, and various other problems. Based on the data coming from Pangandaran's Local Working Group (LWG) organization, the problems are caused by poor tourism management: partial tourism management and less integrated tourism management activities in Pangandaran. This could possibly happen due to the lack of collaboration among stakeholders.

The growth of tourism on the one hand and on the other hand the number of problems caused justifies the opinion that tourism is a multidimensional and multidisciplinary activity (Goeldner and Ritchie, 2009) that emerges as the manifestation of everyone's needs and the interaction among tourists and the local community, fellow tourists, as well as the government and entrepreneurs. Therefore, to optimize the

contribution from tourism benefits, a pattern of sustainable planning and management absolutely is needed. According to Abdurrahman (2014), in the last two decades –on the international perspective– the pattern of collaborative management in the tourism context is increasingly rising. This pattern is called the Destination Management Organization (DMO). Destination management organization is considered to be very effective because it involves all parties which are directly involved in policy making and interests.

The implementation of the DMO concept in Pangandaran has been running since 2010. This means that since that year, the collaboration among stakeholders has begun to be established. Many parties stated that the application of the DMO concept in Pangandaran paid off. However, the justification for this matter does not yet exist and the reality on the ground still shows a problem. This study aims to analyze the involved stakeholders as well as their roles and their positions.. This issue is important in order to improve the efficiency and effectivity of the collaboration. The intended stakeholders in this research are groups and individuals that can influence and/or can be influenced by the organization's achievement of the goals (Freeman 1984, in Sautter and Leisen 1999). This paper will reveal differences in stakeholders between what is planned by the government and what happens in the field.



Pangandaran Beach

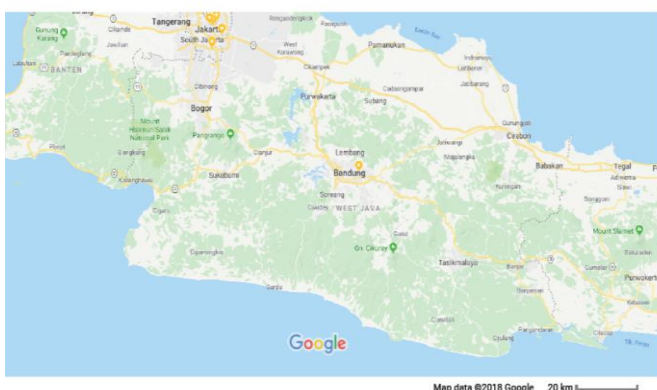


Figure 1. Location of Pangandaran

LITERATURE REVIEW

Destination Management Organization

Based on Law Number 10 of 2009 concerning Tourism, tourism destinations are geographical areas that are in one or more administrative regions in which there are tourist attractions, public facilities, tourism facilities, accessibility, and communities that are interrelated and complement the realization of tourism. Tourism destinations are a series of integration of space entities (geospatial), business entities (economics), social entities (socio-cultural, political), environmental entities (environmental changes and sustainable development).

Tourism destinations are not enough just to be understood as a form of a set of tourist objects and attractions with a dominant theme, but need to be understood holistically as a systemic link between tourist objects and attractions along with all supporting elements such as: accessibility, amenities, local communities and other supporting elements that work synergistically in a unified system that supports and complements (Sunaryo, 2013: 160). According to Holloway (2006) in Spyriadis (2014), there are several categories for destinations based on their geographical size, because a destination can be a resort or a certain city, a region within the country, or the country itself.

According to UNWTO (2014), this destination management approach can increase competitiveness, ensure the sustainability of tourism, spread the benefits of tourism, improve tourism yields, and establish a strong destination identity. According to Godfrey and Clarke (2000), developing a destination plan would be better if it was made jointly by non-profit organizations, local governments, and the private sector. Similarly, according to Font and Ahjem (1999) dalam (Spyriadis) that tourism development that follows the principle of sustainability requires a combination of market approaches (market-oriented) and supply-oriented (supply-oriented), although there are contradictions between the two. The market approach is represented by private stakeholders, while the approach to supply is represented by the public sector.

The need for tourism management now raises the approach to tourism destination management based on the Destination Management Organization.

DMO is a team of tourism professionals who lead and coordinate all parties as tourism stakeholders. The DMO is a part of local, regional or national and has political and legislative power as well as finance to manage resources rationally and ensure all stakeholders get long-term benefits (Buhalis, 1999). Whereas according to Morrison et. al (1997) in Spyriadis (2014), DMO is an organization that is responsible for the management and / or marketing of a destination with a focus on the principle of improving the quality of visitor experience. DMO is a small organization that is often run by a board leader rather than an entrepreneur, while its management (such as the organizational structure and process) is largely influenced by the power of the public and private sectors (Pike, 2004, in Spyriadis, 2014). Pike (2005) in

Spyriadis (2014) proves that the competitiveness of a destination is affected by the performance of the DMO.

Ritchie and Crouch (2005) in Spyriadis (2014) say that DMO has an important role in the component of the destination management model which consists of activities that aim to facilitate the implementation of the policies and planning framework that has been set in the destination. DMO has a central role in coordinating and uniting various development and policy implementation between sectors and between levels of government (local, regional, national).

According to Gartrell (1994) in Bornhorst., et al (2009), DMO has the roles such as coordination between local government, political stakeholders, the community, business and visitors, as well as reaching an agreement for tourism, leadership and advocacy, improve the image of the destination and accompany external organizations such as meeting planners, tour businesses, and travel agents. According to Swiss Contact, DMO has a role as an agent of change, team-builder, marketing leaders, product catalyst (product catalysts).

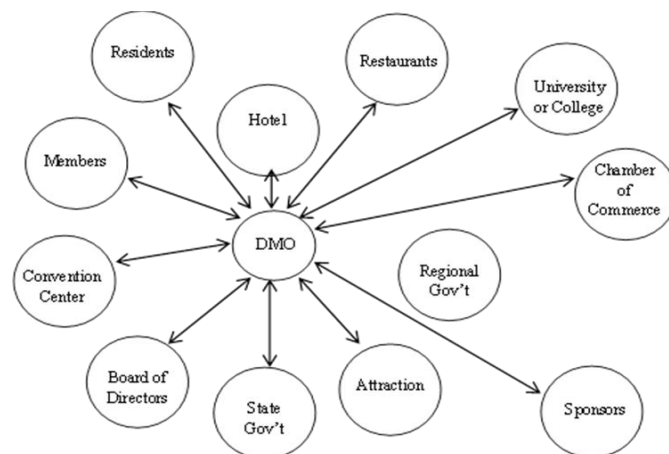


Figure 2. DMO as Coordinator

Source: Sheehan, L., & Ritchie, J. R. B. (2005), in Ministry of Tourism and Culture, 2011

DMO Guidelines for Pangandaran

The DMO as the basis for the concept of tourism tourism management was actively introduced and started in 2011 by the Ministry of Tourism and Economy Creative in 16 tourism destinations. One of them is the Pangandaran ecotourism cluster. This concept arises for several reasons including the complexity of the character of tourism which includes multi-sectoral, multi-disciplinary, multi-stakeholder, and multi-level coordination, unlimited tourism (tourism does not know administrative boundaries). The most distinctive feature of DMO implementation is the use of a network pattern consisting of the main tourism actors in developing tourism development communications in the region (Abdurrahman, 2014). The main actors include subjects from the public, private and community sectors. The strength of tourism competitiveness is believed to be realized if the various capacities that exist in these key actors work together synergistically in the process of planning, decision making, and destination management. Strengthening cross-actor communication in sharing roles and functions through collaborative management of the DMO pattern is also expected to further erode local and sectoral ego which has implications for the implementation of regional autonomy (Abdurrahman).

The formation and development of DMO is expected to be a solution to equalize cross-sectoral perceptions and interests (vertical and horizontal), optimize local potential, accelerate regional tourism development, reduce autonomy selfishness to change destination management more dynamically and encourage national strengthening and international competitiveness.

According to the Guidelines from the Ministry of Tourism (2010), the concept of the Destination Management Organization aims to accelerate national tourism development and provide references or



guidelines for the establishment and development of DMO in the regions. The Guidelines mention that DMO is based on the values of participatory, integration, collaborative, and sustainable, by applying the principles of economically feasible, environmentally friendly, socially acceptable and technologically appropriate. DMO has basic functions such as conduct coordination, partnerships and networks, conduct consultation and advocacy, research, empower community, do promotion, and conduct monitoring and evaluation.

According to the Guidelines, tourism stakeholders consist of the central government, provincial government, district / city government, universities, NGOs engaged in the environment and social sectors, media, society, tourism business actors such as business associations, financial institutions, commercial service provider. As can be seen in the picture below.

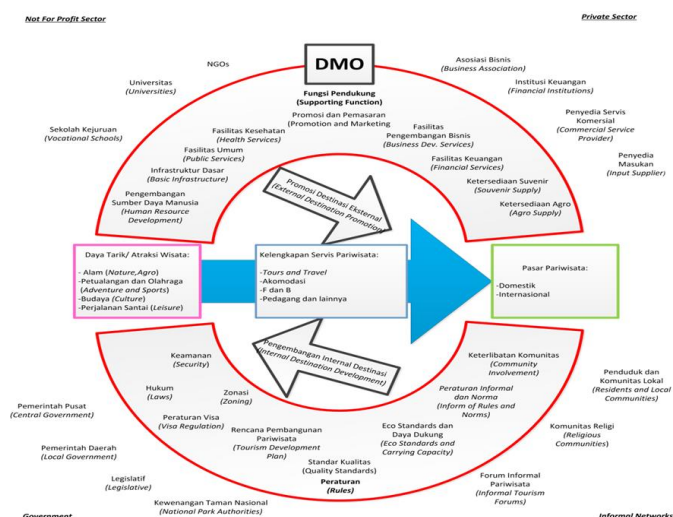


Figure 3. Stakeholders in Tourism
Source: Ministry of Tourism, 2010

For more details, the following is the incorporation of tourism stakeholders described above and their roles according to the Guidelines (2010).

Table 1. Stakeholder and Role in DMO Pangandaran

No.	Stakeholder	Role
1	Central Government	a. Facilitating and advocating for the application of concepts and stages of forming and developing TKDP. b. Facilitating and advocating for planning, implementing and monitoring the formation and development of TKDP.
2	Provincial Government	a. Coordinate stakeholders in the formation and development of TKDP. b. Support the process of planning, implementing and monitoring the formation and development of TKDP.
3	Regency / City Government	a. Coordinate stakeholders in each district / city in the formation and development of TKDP. b. Synergizing regional tourism development plans and the establishment and development of TKDP. c. Support the functions and roles of stakeholders in the formation and development of TKDP.
4	Tourism business actors	a. Cooperating with tourism actors in planning and implementing TKDP. b. Monitor and evaluate the performance of the formation and development process of TKDP.
5	Society	a. Has active involvement in the formation and development of TKDP. b. Conduct collective and transparent deliberations in the process of forming and developing TKDP. c. Support the implementation of the formation and development of TKDP.

- d. Monitor and evaluate the performance of the formation and development process of TKDP.
- 6 Universities
 - a. Do research and research on tourism development
 - b. Analyze and formulate strategies for the development of tourism policy and development materials
- 7 Media
 - a. Perform the role of communication and information in the media
 - b. Improve networking and communication effectively in tourism development

Source: Ministry of Tourism, 2015.

METHODOLOGY

This study employed case study approach. According to Yin (2002), case study approach can be applied if the case is special, in terms of its difference from other general cases. The data which were used in this research consisted of primary and secondary data. The primary data were obtained through observation and interviews. Meanwhile, the secondary data were gained from both relevant agencies and literature studies consisting of books, journals, and information retrieval on the internet. Due to the fact that the primary data were obtained through in depth interviews, the selection of interviewees was done using purposive and snowball sampling methods with the following selection criteria:

1. The interviewees are believed to have awareness or knowledge on the DMO.
2. The interviewees share resources with the DMO.
3. The interviewees are the most actively involved people in the DMO-based tourism destination governance.

The quantitative data were processed using descriptive statistics, while qualitative data were analyzed using content analysis. According to Bungin (2007: 156), content analysis emphasizes on how researchers see the constancy of content in qualitative communication, interpret the contents of communication, read symbols, and give the meaning the contents of symbolic interactions that occur in communication as well.

RESULTS AND FINDINGS

Stakeholders Involved Ang Their Role

According to Gray (1985), the fundamental question in developing collaboration among stakeholders is "who are involved?" This question is absolutely important because tourism activities are the activities which appear as a response to the complexity of the characters of tourism. They include multi-sector and multi-disciplinary fields so that the implementation definitely involves various stakeholders with different interests. Below are stakeholders who have more involvement related to DMO-based tourism destination governance in Pangandaran, based on their groups.

Table 2. Stakeholders involved in tourism destination governance in Pangandaran

Group	Stakeholders
DMO	DMO Pangandaran Ministry of Tourism and Creative Economy (Kemendparekraf), and becomes Ministry of Tourism, Central Government Department of Tourism and Culture of West Java, Provincial Government Department of Tourism, Industry, Trade, Cooperation, and Small Enterprises, as well as all agencies in Pangandaran Regency including the Department of Culture of Youth and Sports, Department of Health Service, Department of Population Service and Civil Registration, Department of Social, Employment, and Transmigration, Department of Public Works, Transportation, Communication and Informatics, Department of Marine, Agriculture and Forestry, Department of Revenue, Financial Management and
Government	



	Regional Assets, Regional Planning and Development Agency, Pangandaran Environmental Control Agency.
	Districts
	Village
Private Sector	Persatuan Hotel dan Restoran Indonesia (PHRI/Indonesian Hotels and Restaurants Association)
	Himpunan Pramuwisata Pangandaran (HPI/Pangandaran Guide Association)
	Balawista (Baywatcher)
	ASITA (Travel Agent)
Community Groups	Kelompok Penggerak Pariwisata (Kompepar/The Tourism Mobilizer Group) which accommodates Cruise Boat Organizations, Bugi, Swimming Tires Rental Organizations, Watersport Organizations, Street Vendors Organizations, Bicycle Rental Organizations, and other organizations which exist in each tourism objects in Pangandaran
	Local Working Group (consists of 15 persons tourism activists, initiators of DMO)
	Community figures
NGO	SAHATE, Ilalang, and other community organizations.
	Indecon

From the table above, it can be seen that there are various stakeholders involved in tourism management. Since the establishment of the DMO-based tourism destination government in Pangandaran, all stakeholders have begun to collaborate in managing Pangandaran tourism. It can happen because there are more places where stakeholders from various groups, including government, private sectors, and community, can meet and discuss the specific issues upon Pangandaran tourism. The meetings held are targeted to all stakeholders so that they have the same understanding of Pangandaran tourism: not prioritizing their personal/ institutional/ organizational interests.

The DMO acts as a regional government partner; in this case, the Department of Tourism, Industry, Trade, Cooperation, and Small Enterprises. This department is the leading sector in the practice of Pangandaran tourism. It also has a role as stakeholder to realize the tourism-based Pangandaran regency. The department certainly coordinates with other government agencies such as district and village agencies. Related to the private sectors, the community, and NGOs' government partners, the department simultaneously carries out their government duties along with the other stakeholders to realize Pangandaran tourism regency which has global competitiveness. The following table presents the role of stakeholders.

Table 3. The Roles of the Stakeholders (See Appendix – A)

The following is a description of the coordination line of the Department of Tourism, Industry, Trade, Cooperation, and Small Enterprises and other government agencies, as well as the position of the private sectors, the community and the DMO.

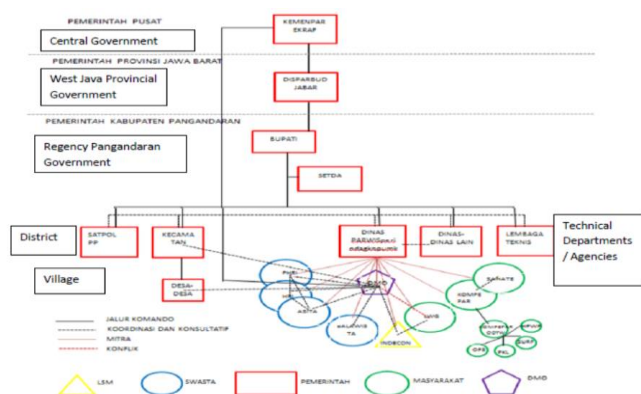


Figure 5. Relations among Stakeholders in DMO Pangandaran

The figure above is the illustration containing the results of interviews and the data on the district government structures. The

figure shows that there are five groups which have different interests. The five groups are marked by different colors and shapes, including DMO (marked in purple), NGO (marked in yellow), private groups (marked in blue), government groups (marked in red), and community groups (marked in green).

The figure above also shows the smaller circles under Kompepar which represent smaller scale stakeholders, including Cruise Boat Organizations, Bugi, Swimming Tires Rental Organizations, Watersport Organizations, Street Vendor Organizations, Bicycle Rental Organizations, and other organizations which are located in each tourist attraction in Pangandaran. These small organizations usually coordinate and discuss their issues with Kompepar, and Kompepar takes its role to convey the small organizations' problems to the government.

It can be seen clearly that the Department of Tourism, Industry, Trade, Cooperation, and UMKM has built partnership with the community, the private sector, and NGO in tourism destination governance in Pangandaran. Besides, the Department of Tourism, Industry, Trade, Cooperation, and UMKM also has a coordination line with sub-districts, agencies and other departments. However, based on the results of the interviews, up to this point, the department has not been able to carry out its role in integrating various tourism stakeholders optimally because of the lack of internal human resources, in terms of quantity and capacity. In addition, the structure of the Department of Tourism, Industry, Trade, Cooperation, and UMKM is too 'fat' because it handles other fields which have no relationship to tourism. Therefore, the Department of Tourism, Industry, Trade, Cooperation, and UMKM is less efficient in coordinating with the community and its government partners, both from the local governments and from delegates of the ministry.

On the other hand, in the practice, the DMO which is supposed to be the mediator among private sectors, community, and government has not been able to carry out its role optimally. As it can be seen in the above picture, the DMO in Pangandaran does not have coordination line with the community: the LWG, Kompepar, and community leaders. Theoretically, both the DMO and the community have coordination line, so that the community except the LWG is involved if there are meetings, workshops, seminars, or programs facilitated by DMO. However, practically, it turns out that the DMO and the community have bad relationship. Basically, the community assumes that the DMO opportunistically works only for certain groups. The community also considers the DMO as too theoretical and still lacks of implementation in the practice. This makes local people of Pangandaran feel surfeited of the DMO. In addition, the DMO has internal conflicts with the LWG, so that the LWG is never involved in the programs or activities related to the DMO and the stakeholders' collaboration.

CONCLUSION

Tourism is an activity which is generated from various supporting activities and attractions, both natural and artificial attractions. This makes tourism to be multidimensional activities so that many stakeholders are involved in the tourism. Tourism can give both positive and negative an impact toward the parties involved. As a tourism area, Pangandaran is not the exception of that situation.

This research has succeeded in revealing that what is planned and directed by a guideline issued by the tourism ministry - the central government - does not automatically manifest in the field. In the field there is its own dynamic so that there are adjustments. In the case of DMOs in Pangandaran, parties such as universities and media mentioned in the guidelines were not found in the field. Indeed, there were informants who stated that in the process of forming the DMO, there were several experts from the universities who attended and participated in meetings and focus group discussions. The mass media also at that time attended several meetings. But then after the DMO runs, those parties are no longer active. On the other hand, groups of workers associated with tourism are increasingly participating and involved in DMOs, such as groups of tourist attraction providers.

The lesson that can be obtained from this research is the need for monitoring of the implementation of guidelines. This is to ensure that those who contribute to the formation of DMO can still work together. Case of neglecting the existence of LWG-Local Working Group (group of tourism activists) can be avoided. Monitoring and evaluation of stakeholder involvement should not be carried out by the DMO itself. This is different from the literature referred to. The monitoring and evaluation should be carried out by institutions that are higher than the DMO and are outside the area where the DMO operates. The party that conducts monitoring and evaluation can be the provincial government or the central government.

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APPENDIX – A

Table 3. The Roles of the Stakeholders

Groups	Stakeholders	Role
Government (G)	DMO	Acting as the representative of the Department of Tourism, Industry, Trade, Cooperation, and Small Enterprises which takes a role as partner of the regional government, mediator among the government, the private sectors, and the community.
	(1) The Department of Tourism, Industry, Trade, Cooperation, and Small Enterprises	Giving guidance and implementation of tasks in the field of Tourism; Accommodating every stakeholder in the synergistic and sustainable programs which are generated from the collaboration.
	(2) Pangandaran District	Acting as the extension of the government; Supporting the district government in carrying out tourism related programs; Helping the stakeholders under the sub-district, such as villages, community leaders, coordinate one another in the collaboration;
	(3) Pangandaran Village	Facilitating and accommodating the needs of the sub-district stakeholders.
	(1) PHRI	Assisting local governments in carrying out tourism-related policies.
Privat Sectors (P)	(2) HPI	Acting as the partner of the local government in terms of providing training for restaurant employees and certification which include the process of developing PAD.
	(3) Balawista	Synergizing with other stakeholders in promoting the district's tourism areas;
	(1) Kompepar	Forming the brand image of Pangandaran;
Community (C)		Acting as the forefront of tourism which is directly related to the tourists.
		Providing safety services in tourist objects in Pangandaran.
		Standing in each tourism object;
NGO (N)		Accommodating smaller community groups such as tire rental organizations, surf board rental organizations, bicycle rental organizations, street vendor organizations, etc;
	(2) LWG	Conveying the aspirations of common people to the stakeholders;
	(3) Public Figure	Being the mediator between the government and the community
	(1) Indecon	The community organization that initiated the formation of the DMO in Pangandaran. It should have a role to become the DMO, but in reality, it is not assigned due to the internal conflicts.
		Mobilizing other people because they care about Pangandaran tourism.
		Participating in community empowerment efforts

