



The Role of the Pati Regency Youth, Sports, and Tourism Office in Empowering Bakaran Wetan Tourism Village to Increase Local Own-Source Revenue under Pati Regent Regulation Number 28 of 2022 on Tourism Village Empowerment

Ipang Danareo^{1*}, Ikomatussuniah², Ahmad Rayhan³

¹⁻² Universitas Sultan Ageng Tirtayasa, Indonesia

email: Ipangdanareo24@gmail.com¹

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Abstract

Tourism village empowerment has become a strategic regional policy for increasing Local Own-Source Revenue (LOR) through the utilization of local cultural assets. Bakaran Wetan Tourism Village in Pati Regency is developed under Pati Regent Regulation Number 28 of 2022, yet its implementation remains constrained by limited funding, weak institutional coordination, declining tourist interest, and the tourism sector's modest contribution to regional revenue. This study analyzes the implementation, constraints, and optimization strategies of the Pati Regency Youth, Sports, and Tourism Office (DINPORAPAR) in empowering Bakaran Wetan Tourism Village. An empirical juridical approach with qualitative methods was employed using semi-structured interviews with government officials, Batik Bakaran artisans, local residents, and tourists, supported by legal and documentary analysis. The findings show that DINPORAPAR has implemented tourism village assessment, institutional guidance, tourism promotion, batik training, and community-based cultural development as unilateral governmental legal actions. Policy implementation remains constrained by weak inter-agency coordination and limited tourism funding. Batik training and digital marketing effectively strengthen community capacity while preserving cultural authenticity, whereas batik printing assistance is less effective because it overlooks the traditional identity of hand-drawn Batik Bakaran.

Keywords: *Community Empowerment, Local Own-Source Revenue, Regional Governance, Sustainable Tourism, Tourism Village.*



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INTRODUCTION

The capacity of local governments to generate sustainable Local Own-Source Revenue (PAD) has become an increasingly important issue in public administration and regional development as fiscal decentralization encourages subnational governments to transform local resources into long-term economic assets rather than relying predominantly on intergovernmental transfers. Tourism has consequently evolved from a recreational sector into a strategic instrument for strengthening regional competitiveness, preserving cultural heritage, and stimulating inclusive economic growth through community-based empowerment mechanisms (Vinuzia, 2023). Indonesia has institutionalized this developmental orientation through Law Number 10 of 2009 on Tourism, which positions tourism as an integrated system that promotes public welfare while protecting cultural identity (Indonesia, 2009). Within the broader decentralization framework, Law Number 23 of 2014 on Regional Government further mandates local governments to optimize regional potential while safeguarding indigenous traditions and cultural uniqueness as integral components of regional development (Indonesia, 2014). In Central Java, this mandate is reinforced by the Regional Tourism Development Master Plan 2019–2025, which recognizes tourism villages as strategic growth centers capable of integrating local culture, creative industries, and community participation into regional economic development (Provinsi Jawa Tengah, 2019). Against this policy landscape, the empowerment of tourism villages represents not merely a tourism agenda but also an institutional strategy through which local governments attempt to reconcile economic expansion with cultural sustainability.

Within this national and regional framework, Bakaran Wetan Tourism Village represents a distinctive example of a cultural tourism destination whose economic value is inseparable from the

historical legacy of Batik Bakaran and the preservation of local wisdom. Official tourism records classify Bakaran Wetan as one of Indonesia's recognized tourism villages with a strong identity rooted in batik craftsmanship, educational tourism, and community-based cultural attractions (Administrator, 2025). Demographic data further indicate that the village possesses considerable human resources and territorial capacity to support integrated tourism development through its artisan communities and local economic activities (Badan Pusat Statistik Kabupaten Pati, 2025). The historical association of Batik Bakaran with Nyai Ageng Sabirah, combined with its distinctive cracked motifs reflecting the agricultural and maritime livelihoods of local communities, provides a unique comparative advantage that differentiates the village from other cultural tourism destinations. This cultural uniqueness has gradually attracted broader public attention as museums, educational tourism, and cultural festivals increasingly function as instruments for strengthening local economic resilience and expanding tourism demand (Aji, 2025). Yet the transformation of these cultural assets into measurable fiscal contributions depends substantially upon the effectiveness of local government institutions in coordinating tourism governance, community empowerment, and regional development policies.

Previous studies consistently acknowledge that the success of tourism village development is fundamentally determined by the interaction between government institutions, community participation, and collaborative governance rather than by the attractiveness of tourism resources alone. A systematic review of sustainable tourism in Indonesia demonstrates that community participation remains the principal determinant of tourism sustainability, although institutional coordination and policy implementation continue to vary considerably across regions (Muda, 2025). Empirical evidence further indicates that stakeholder engagement rooted in local wisdom significantly strengthens the adaptive capacity of tourism villages by integrating social capital, economic innovation, and environmental stewardship into a unified development strategy (Prajanti et al., 2025). Similar conclusions are reported in studies of actor networks showing that sustainable tourism governance depends upon effective collaboration among governmental agencies, local communities, private actors, and cultural organizations instead of fragmented institutional interventions (Wijayati et al., 2025). Research conducted in Bali likewise emphasizes that tourism sustainability can only be maintained when economic growth is balanced with cultural preservation through continuous institutional commitment and community empowerment (Wisnawa & Widari, 2025). These findings collectively demonstrate that government agencies occupy a strategic position not merely as regulators but also as facilitators capable of transforming local cultural resources into sustainable regional economic capital.

Despite this growing body of literature, significant conceptual and empirical limitations remain because existing studies largely emphasize tourism management, stakeholder participation, or community empowerment while paying considerably less attention to the administrative and legal dimensions of local government intervention under specific regulatory frameworks. Research concerning the role of tourism agencies generally evaluates organizational performance in implementing tourism programs without examining how administrative authority is translated into legally accountable empowerment mechanisms that generate measurable regional fiscal outcomes (Ridlo & Suwitri, 2025). Similar institutional analyses of regional youth, sports, and tourism offices predominantly focus on organizational coordination during public events rather than assessing their contribution to long-term regional development and public value creation (Masrucha & Choiriyah, 2024). Studies specifically discussing Bakaran Wetan primarily recommend community-based educational tourism and sustainable tourism strategies but stop short of evaluating whether local government policies effectively operationalize those recommendations within the existing legal framework governing tourism village empowerment (Setyaputri et al., 2025). Recent analyses of tourism governance in Central Java also reveal persistent tensions between economic expansion and cultural preservation because institutional power frequently prioritizes growth indicators over community-centered cultural sustainability (Yamin et al., 2026). The existing literature therefore leaves unresolved the broader question of how legally mandated governmental actions can simultaneously strengthen tourism village empowerment, preserve cultural heritage, and contribute directly to Local Own-Source Revenue under Indonesia's decentralized governance system.

These unresolved issues become particularly significant in Pati Regency, where the optimization of Local Own-Source Revenue remains a strategic necessity because regional expenditure continues to exceed the fiscal capacity generated from local revenue sources, compelling the local government to diversify sustainable sources of economic growth through tourism-based development. Financial data

indicate that the realization of PAD in 2024 remained substantially lower than the projected regional expenditure for the following fiscal year, reinforcing the importance of maximizing local tourism assets as alternative revenue generators (Badan Pengelola Keuangan dan Aset Daerah Kabupaten Pati, 2024). In response to this challenge, the Regent enacted Pati Regent Regulation Number 28 of 2022 on Tourism Village Empowerment, which institutionalizes community empowerment through economic, cultural, vocational, information technology, and environmental development as the foundation of tourism village governance (Bupati Pati, 2022a). The regulation is complemented by Pati Regent Regulation Number 60 of 2022, which assigns the Youth, Sports, and Tourism Office (DINPORAPAR) the responsibility to coordinate tourism development and community empowerment across the regency (Bupati Pati, 2022b). Bakaran Wetan has likewise been formally designated as a tourism village through the Regent's Decree, reflecting its strategic position within the regional tourism development agenda (Bupati Pati, 2022c). Although initiatives such as the 2025 Bakaran Batik Festival have demonstrated the government's commitment to promoting local cultural tourism, declining tourist interest, limited destination management, and the persistent decline in artisans' post-pandemic income indicate that policy implementation has yet to generate optimal socio-economic impacts (Banyumasekspres.id, 2025). Existing evidence further suggests that the effectiveness of governmental intervention in tourism development is ultimately determined by its capacity to facilitate community empowerment rather than merely organizing promotional activities (Abdul Sahid & Ambo Masse, 2023).

This study is positioned within the intersection of administrative law, local governance, and sustainable tourism by examining how the Youth, Sports, and Tourism Office of Pati Regency performs its legally mandated role in empowering Bakaran Wetan Tourism Village to strengthen Local Own-Source Revenue under Pati Regent Regulation Number 28 of 2022. Unlike previous studies that primarily concentrated on tourism management, community participation, or destination development, this research evaluates governmental actions through the analytical perspectives of governmental legal action and law as a tool of social engineering to explain how regulatory authority is translated into measurable socio-economic outcomes and cultural preservation. The study further investigates the institutional constraints encountered during policy implementation while identifying practical strategies capable of improving the effectiveness of tourism village empowerment within the broader framework of regional autonomy. By integrating normative legal analysis with empirical evidence from policy implementation at the local level, this research seeks to provide a more comprehensive explanation of the relationship between administrative authority, community empowerment, sustainable tourism governance, and regional fiscal capacity. The findings are expected to enrich the scholarly discourse on public administration and administrative law concerning tourism village governance while offering evidence-based policy recommendations for strengthening the contribution of local cultural tourism to sustainable regional development and long-term fiscal resilience.

RESEARCH METHODS

This study employed an empirical juridical (socio-legal) research design because the analysis was grounded in primary field data examining how legal norms governing tourism village empowerment are implemented in practice rather than merely interpreting statutory provisions. The research adopted a qualitative approach to obtain an in-depth understanding of the role of the Pati Regency Youth, Sports, and Tourism Office (DINPORAPAR) in empowering Bakaran Wetan Tourism Village to increase Local Own-Source Revenue under Pati Regent Regulation Number 28 of 2022 (Bupati Pati, 2022). Primary data were collected through purposive sampling using semi-structured interviews with key informants, including the Head of the Tourism Destination Division and an analyst from DINPORAPAR, the owner of Batik Bakaran Yahyu Home Industry, a resident of Bakaran Wetan Village, and a tourist visiting the tourism village, because these participants possessed direct knowledge and experience regarding policy implementation and community empowerment. Secondary data served to corroborate the empirical findings and consisted of primary legal materials, including the 1945 Constitution of the Republic of Indonesia, Law Number 10 of 2009 on Tourism, Law Number 23 of 2014 on Regional Government, Law Number 30 of 2014 on Government Administration, relevant provincial and regency regulations, together with secondary legal materials such as scholarly books, journal articles, and previous studies concerning tourism village governance and regional development (Muhjad, 2025). Fieldwork was undertaken at the Batik Bakaran Yahyu Home Industry, the Pati

Regency Youth, Sports, and Tourism Office, and supporting library facilities through a combination of in-depth interviews and documentary research to ensure comprehensive contextual understanding.

The principal research instrument consisted of semi-structured interview guidelines designed according to the study objectives and supported by document review protocols for examining legislation, government reports, and policy documents relevant to tourism village empowerment. Data credibility was strengthened through source triangulation by comparing interview findings with statutory regulations, official government documents, and academic literature, while methodological triangulation was achieved by integrating field observations, interviews, and documentary analysis to enhance the trustworthiness of the findings (Soekanto, 2014). The collected data were analyzed qualitatively using a deductive analytical framework in which general principles of administrative law and tourism governance were systematically applied to interpret specific empirical conditions observed in Bakaran Wetan Tourism Village (Malinda, 2015). The interpretation of governmental actions was further guided by the concepts of governmental legal action and law as a tool of social engineering to evaluate the effectiveness of policy implementation within the regional autonomy framework (Sadjijono, 2011). Ethical considerations were addressed by obtaining informed consent from all participants, ensuring voluntary participation, maintaining confidentiality of personal information, and using the collected data exclusively for academic research purposes in accordance with accepted principles of socio-legal research.

RESULTS AND DISCUSSION

Institutional Authority and Implementation of Tourism Village Empowerment in Bakaran Wetan

The empirical findings indicate that the institutional role of the Pati Regency Youth, Sports, and Tourism Office (DINPORAPAR) in empowering Bakaran Wetan Tourism Village is fundamentally rooted in Indonesia's decentralized governance system, which assigns local governments not only regulatory responsibilities but also developmental functions aimed at transforming local resources into sustainable economic assets. Interviews conducted with officials from the Tourism Destination Division confirmed that the implementation of tourism village empowerment is carried out through a hierarchical legal framework beginning with national legislation and subsequently translated into regional regulations governing organizational authority and policy implementation. Rather than functioning solely as a tourism management agency, DINPORAPAR performs a broader administrative role encompassing destination development, community empowerment, institutional facilitation, inter-agency coordination, and tourism promotion. This institutional orientation reflects the principle that governmental authority must derive from explicit legal mandates to ensure the legality and accountability of administrative action (Malinda, 2015). Field observations further demonstrate that the agency has increasingly adopted a facilitative approach by encouraging collaboration among village authorities, tourism awareness groups (Pokdarwis), artisans, and other stakeholders, although the intensity of such collaboration varies across different empowerment programs.

The institutional authority exercised by DINPORAPAR is primarily established through Pati Regent Regulation Number 60 of 2022, which defines the organizational structure, functions, and responsibilities of the agency, while Pati Regent Regulation Number 28 of 2022 provides the operational framework governing tourism village empowerment through economic, cultural, vocational, digital, and environmental development initiatives (Bupati Pati, 2022). Empirical evidence obtained from interviews suggests that these two regulations function complementarily because organizational authority cannot be effectively implemented without substantive policy guidance concerning tourism village development. The broader legal context also corresponds with Law Number 23 of 2014 on Regional Government, which encourages local governments to maximize regional potential while preserving local cultural identity as part of sustainable regional development (Indonesia, 2014). Similar institutional patterns have been identified in other Indonesian regions, where local tourism agencies increasingly perform the role of facilitators responsible for strengthening community participation rather than merely administering tourism services (Masrucha & Choiriyah, 2024). The legal and institutional framework underpinning DINPORAPAR's responsibilities is summarized in Table 1, illustrating the relationship between legal authority and its practical implementation within Bakaran Wetan Tourism Village.

Table 1. Legal and Institutional Framework of DINPORAPAR in Tourism Village Empowerment

Legal Basis	Institutional Authority	Empirical Implementation in Bakaran Wetan
Law Number 23 of 2014 on Regional Government	Delegation of regional autonomy in tourism affairs	Local government develops tourism as a source of regional development
Pati Regent Regulation Number 60 of 2022	Organizational duties and functions of DINPORAPAR	Tourism Destination Division coordinates tourism village development
Pati Regent Regulation Number 28 of 2022	Community empowerment in tourism villages	Implementation of training, coordination, promotion, and institutional assistance
Regent Decree Number 556/5048 of 2022	Official designation of Bakaran Wetan Tourism Village	Formal recognition enabling governmental assistance and facilitation

Source: Compiled from regulatory documents and field interview results (2026)

The implementation of DINPORAPAR's institutional authority becomes most evident during the administrative assessment and designation process through which Bakaran Wetan obtained its official tourism village status. According to interview data with the Head of the Tourism Destination Division, the designation process was preceded by a structured evaluation assessing tourism attractions, institutional readiness, accessibility, supporting facilities, and community participation before the Regent issued the formal designation decree pursuant to Regent Decree Number 556/5048 of 2022 (Bupati Pati, 2022). This evaluation reflects an evidence-based administrative approach in which policy decisions are supported by measurable indicators rather than discretionary judgment alone. The assessment process also aligns with the national tourism village framework developed by the Ministry of Tourism and Creative Economy, which emphasizes the balanced development of attractions, accessibility, amenities, institutions, and community participation as prerequisites for sustainable tourism destinations (Administrator, 2025). Interviewees consistently emphasized that the official designation represented not merely symbolic recognition but also an institutional gateway through which the village became eligible for continuous governmental assistance and tourism development programs.

The quantitative results of the official assessment reveal that Bakaran Wetan achieved a total score of 72 out of 100, placing the village within the Developing Tourism Village classification. The strongest component lies in its cultural tourism attraction represented by the uniqueness of Batik Bakaran, whereas accessibility, supporting facilities, and institutional capacity still require considerable improvement before the village can progress toward a more advanced classification. The empirical findings indicate that the assessment accurately reflects field conditions because respondents consistently acknowledged that cultural resources constitute the village's principal comparative advantage, while tourism infrastructure remains relatively underdeveloped. The assessment results are presented in Table 2, which summarizes the evaluation conducted by DINPORAPAR prior to the official designation of the tourism village.

Table 2. Assessment Results of Bakaran Wetan Tourism Village

Assessment Component	Score	Maximum Score
Cultural tourism attraction (Batik Bakaran)	22	30
Accessibility and infrastructure	14	20
Institutional capacity and human resources (Pokdarwis)	16	25

Supporting facilities and amenities	11	15
Community participation and preparedness	9	10
Total Score	72	100
Classification	Developing Tourism Village	

Source: Processed from DINPORAPAR assessment documents and primary interview data (2026)

Following the official designation, DINPORAPAR implemented its empowerment mandate through continuous institutional guidance, regular coordination meetings with Pokdarwis, and tourism promotion activities designed to strengthen the village's attractiveness. Interviews with government officials revealed that monthly coordination meetings primarily addressed visitor trends, operational challenges, promotional planning, and collaborative activities involving village administrators and local communities. Promotional initiatives have also expanded beyond conventional exhibitions through the organization of the Bakaran Batik Festival, which introduces Batik Bakaran not merely as a commercial handicraft but as a cultural identity capable of attracting educational and cultural tourism (Banyumasekspres.id, 2025). This strategy corresponds with previous studies emphasizing that sustainable tourism development depends upon continuous stakeholder engagement and collaborative governance rather than isolated promotional activities (Prajanti et al., 2025). The establishment of educational tourism facilities, including the Batik Bakaran Museum, further strengthens the integration of cultural preservation and local economic development by extending visitors' experiences beyond product transactions toward cultural learning (Aji, 2025).

The empirical evidence suggests that DINPORAPAR has largely fulfilled its institutional responsibilities as mandated by regional regulations; however, the effectiveness of policy implementation remains uneven because legal authority alone does not automatically produce optimal development outcomes. Interviews with artisans and village residents indicate that governmental assistance has contributed to increasing institutional recognition and promotional visibility, yet improvements in infrastructure quality, tourism services, and broader community participation continue to lag behind policy expectations. These findings are consistent with studies demonstrating that sustainable tourism governance depends upon the interaction between institutional capacity, stakeholder collaboration, and active community participation rather than administrative intervention in isolation (Muda, 2025). Similar conclusions have been reported in research on tourism village governance, which argues that collaborative actor networks constitute a decisive factor in determining the long-term sustainability of community-based tourism initiatives (Wijayati et al., 2025). From an empirical socio-legal perspective, the implementation of tourism village empowerment in Bakaran Wetan illustrates that administrative authority provides the necessary institutional foundation for local development, while substantive policy success ultimately depends upon the government's capacity to translate legal mandates into inclusive, coordinated, and community-oriented governance practices.

Government Legal Actions and Institutional Constraints in Tourism Village Empowerment

The empirical findings indicate that the implementation of tourism village empowerment by DINPORAPAR constitutes a form of governmental legal action because every administrative measure undertaken by the agency originates from statutory authority and produces identifiable legal consequences. Interviews with officials from the Tourism Destination Division confirmed that the designation of Bakaran Wetan as a tourism village, the provision of technical assistance, and the organization of promotional activities were executed as administrative actions pursuant to the authority conferred by regional regulations rather than through discretionary initiatives. From the perspective of administrative law, governmental action is considered legally valid when it is exercised within the limits of authorized competence and directed toward the realization of public interests (Sadjijono, 2011). This interpretation is reinforced by the socio-legal evidence demonstrating that governmental intervention has created formal institutional recognition while simultaneously establishing legal relationships between the local government, Pokdarwis, and the village community. The empirical findings therefore reveal that tourism village empowerment should be understood as a continuous administrative process rather than a series of isolated tourism programs.

The legal validity of DINPORAPAR's actions can be further evaluated through the five elements of governmental legal action proposed by Sadjijono, namely the exercise of governmental functions

(bestuurfunctie), the creation of legal consequences (rechtsgevolgen), orientation toward the public interest, implementation based on lawful authority, and the pursuit of legally prescribed objectives. Interview data indicate that the designation of Bakaran Wetan as a tourism village has generated direct legal consequences because the village subsequently became eligible for institutional assistance, promotional support, and empowerment programs administered by the local government. The implementation also satisfies the requirement of lawful authority because every administrative action is explicitly grounded in Pati Regent Regulations Number 28 and Number 60 of 2022, thereby limiting administrative discretion within predetermined legal boundaries (Muhjad, 2025). Administrative law scholars similarly emphasize that the legitimacy of governmental action depends not only upon the existence of statutory authority but also upon its consistency with the objectives established by public law (Malinda, 2015). The empirical assessment of these elements is summarized in Table 3, which integrates documentary analysis with evidence obtained from field interviews.

Table 3. Assessment of Government Legal Actions and Institutional Constraints

Analytical Element	Empirical Findings	Assessment
Governmental function (<i>bestuurfunctie</i>)	DINPORAPAR coordinated empowerment, training, promotion, and supervision	Fulfilled
Legal consequences (<i>rechtsgevolgen</i>)	Official tourism village status enabled access to government assistance	Fulfilled
Public interest	Improvement of community welfare and regional tourism development	Partially fulfilled
Lawful authority	Actions based on Regent Regulations No. 28 and No. 60 of 2022	Fulfilled
Legal objectives	Sustainable tourism village empowerment	Partially achieved
Institutional coordination	Limited coordination among agencies	Constraint
Budget allocation	Tourism funding remained insufficient	Constraint

Source: Processed from primary interviews, field observations, and regulatory analysis (2026)

Although the formal requirements of governmental legal action were largely satisfied, the empirical findings reveal that social legitimacy has not been achieved to the same extent as legal legitimacy. Interviews with community representatives showed that information regarding tourism village policies frequently reached residents through informal communication channels rather than direct governmental dissemination, resulting in unequal levels of public awareness concerning empowerment programs. This situation indicates that administrative transparency and participatory governance remain less developed than the formal regulatory framework anticipates. Such findings are particularly significant because Law Number 30 of 2014 on Government Administration requires governmental bodies to uphold transparency, accountability, and equal access to public information as fundamental principles of good governance (Muhjad, 2025). From the perspective of governmental legal action, administrative legality cannot be considered entirely effective when public participation remains limited despite the formal validity of policy implementation.

Field interviews also identified institutional coordination as one of the principal constraints affecting the effectiveness of tourism village empowerment. Officials acknowledged that collaboration among DINPORAPAR, village authorities, Pokdarwis, the Department of Industry, and the Department of Cooperatives and MSMEs has not consistently produced integrated development programs because each institution frequently prioritizes its own administrative agenda. The fragmentation of institutional responsibilities has consequently reduced policy coherence, particularly in relation to tourism promotion, artisan development, and the commercialization of Batik Bakaran products. Previous studies similarly demonstrate that fragmented stakeholder networks often reduce the effectiveness of tourism governance by limiting information exchange and weakening collaborative decision-making processes (Wijayati et al., 2025). Comparable findings have also been reported in research emphasizing that

sustainable tourism governance requires intensive stakeholder engagement supported by continuous institutional collaboration rather than sectoral interventions implemented independently (Prajanti et al., 2025). The empirical evidence therefore suggests that strengthening inter-organizational governance remains an essential prerequisite for improving tourism village performance.

Another significant constraint concerns the limited allocation of financial resources available for tourism village empowerment. Interviews with government officials revealed that budget reductions following national fiscal efficiency policies restricted the implementation of several planned empowerment activities, particularly those involving infrastructure improvement, capacity-building programs, and destination promotion. These financial limitations were also reflected in institutional performance reports showing that the tourism sector experienced declining performance during the years immediately following the COVID-19 pandemic before gradually recovering in subsequent years. Previous research has similarly demonstrated that tourism development contributes to Local Own-Source Revenue only when adequate public investment supports destination competitiveness and community participation (Vinuzia, 2023). The fiscal challenge faced by Pati Regency therefore illustrates that legal authority alone cannot ensure effective tourism governance unless accompanied by sufficient financial capacity to sustain long-term empowerment initiatives. Budgetary adequacy consequently emerges as an institutional determinant influencing the practical realization of administrative policies.

The socio-legal interpretation of these findings demonstrates that the effectiveness of governmental legal action depends upon the interaction between legal authority, institutional capacity, administrative coordination, and public participation rather than the formal existence of regulatory instruments alone. The empirical evidence confirms that DINPORAPAR has exercised its authority within the limits prescribed by regional legislation, yet several institutional constraints continue to reduce the practical effectiveness of tourism village empowerment in Bakaran Wetan. This observation is consistent with the argument that law functions effectively only when supported by institutional structures capable of enforcing legal norms and encouraging cooperative social behavior (Soekanto, 2014). Similar conclusions have been advanced in studies examining the governance of Indonesian tourism destinations, which emphasize that balancing economic development with cultural sustainability requires adaptive institutional arrangements rather than merely expanding governmental authority (Yamin et al., 2026). From the perspective of governmental legal action, the findings indicate that administrative legality constitutes a necessary condition for tourism village empowerment, whereas substantive policy effectiveness ultimately depends upon the government's capacity to transform legal mandates into coordinated, participatory, and adequately resourced governance practices.

Optimization Strategies for Increasing Local Own-Source Revenue and Preserving Local Culture

Field findings indicate that DINPORAPAR has responded to the institutional and operational constraints identified in Bakaran Wetan Tourism Village by implementing several empowerment programs intended to strengthen local economic capacity while preserving the cultural identity of Batik Bakaran. Interviews with government officials and local artisans revealed that these initiatives were formulated with reference to the five areas of community empowerment stipulated in Pati Regent Regulation Number 28 of 2022, namely economic development, arts and culture, vocational capacity building, information technology, and environmental management (Bupati Pati, 2022). Rather than concentrating exclusively on tourism promotion, the programs seek to reinforce the production system, improve marketing capability, and increase community readiness to participate in tourism development. This multidimensional approach reflects the principle that sustainable tourism villages require simultaneous improvements in institutional, economic, cultural, and technological capacities. Previous studies similarly argue that community-based tourism becomes more resilient when empowerment programs integrate local knowledge with broader regional development strategies (Wisnawa & Widari, 2025). The empirical evidence therefore suggests that tourism village empowerment has gradually shifted from a destination-oriented approach toward a community-oriented development model.

The first optimization strategy identified through field interviews concerns vocational capacity building through batik training programs designed primarily for younger generations. Government officials explained that the training is intended to ensure the continuity of traditional batik-making skills while simultaneously expanding employment opportunities within the village. Local artisans acknowledged that the regeneration of craftsmen has become increasingly important because the

number of experienced batik makers continues to decline as younger residents pursue employment outside the village. The preservation of traditional craftsmanship also contributes to maintaining the authenticity that distinguishes Batik Bakaran from industrial textile products, thereby strengthening its attractiveness as a cultural tourism asset. Similar observations have been reported in studies emphasizing that tourism villages become economically sustainable when community empowerment is directly connected to the preservation of local wisdom and traditional knowledge (Setyaputri et al., 2025). The findings reinforce the view that vocational empowerment functions not only as an economic intervention but also as a mechanism for safeguarding intangible cultural heritage.

Another major initiative focuses on strengthening digital marketing capacity through social media promotion and electronic commerce platforms in order to expand market access for Batik Bakaran beyond the local market. Interviewees indicated that many artisans previously relied almost exclusively on direct sales to visitors, making their businesses highly vulnerable to fluctuations in tourist arrivals, particularly during and after the COVID-19 pandemic. The introduction of digital marketing has gradually diversified marketing channels and increased public awareness of Bakaran Wetan as a cultural tourism destination, although differences in digital literacy remain evident among business owners. The principal optimization programs implemented by DINPORAPAR and their anticipated contributions are summarized in Table 4, illustrating the relationship between empowerment activities, policy objectives, and expected development outcomes. Research on sustainable tourism governance likewise concludes that digital transformation enhances the competitiveness of tourism villages by strengthening market connectivity while maintaining community participation in local economic activities (Muda, 2025).

Table 3. Summary of Research Synthesis and Future Research Directions

Empowerment Program	Policy Objective	Expected Contribution
Traditional batik training	Regeneration of artisans and skill preservation	Cultural sustainability and employment creation
Digital marketing assistance	Expansion of market access through online platforms	Increased product sales and tourism promotion
Maintenance of cultural infrastructure	Improvement of tourism facilities and visitor experience	Higher destination competitiveness
Batik printing machine assistance	Increased production capacity	Greater production efficiency with potential cultural risks

Source: Processed from field interviews and DINPORAPAR program documentation (2026)

The maintenance of cultural infrastructure, including Batik Bakaran Park and supporting tourism facilities, constitutes another important strategy for improving destination competitiveness. Interviews revealed that infrastructure maintenance has contributed positively to visitor comfort and strengthened the village's capacity to host cultural events and educational tourism activities, although several facilities still require upgrading to accommodate larger numbers of visitors. Government officials emphasized that physical infrastructure should not be viewed merely as a tourism investment because it also functions as public space supporting community interaction and cultural expression. Previous research similarly demonstrates that infrastructure quality significantly influences visitor satisfaction and destination competitiveness within community-based tourism villages (Abdul Sahid & Ambo Masse, 2023). This finding corresponds with the provincial tourism development framework, which identifies infrastructure improvement as a prerequisite for sustainable tourism growth and regional economic development (Provinsi Jawa Tengah, 2019). The empirical evidence therefore indicates that infrastructure investment serves both economic and socio-cultural functions within the broader empowerment strategy.

Not all empowerment initiatives generated equally positive responses from local stakeholders. Interviews with Batik Bakaran artisans revealed considerable concern regarding the provision of batik printing machines because the policy was perceived as prioritizing production efficiency over the

preservation of traditional craftsmanship that constitutes the village's principal tourism attraction. Several respondents argued that the market value of Batik Bakaran derives from its hand-drawn production process and the cultural meanings embedded within each motif rather than from production volume alone. This divergence illustrates the limitations of a predominantly top-down policy approach in circumstances where economic objectives are insufficiently aligned with local cultural values. From the perspective of law as a tool of social engineering, legal intervention can successfully stimulate social change only when regulatory objectives remain compatible with the norms, expectations, and collective identity of the affected community (Rahardjo, 2009). Similar observations have been reported in studies showing that excessive emphasis on economic growth may weaken cultural authenticity if institutional policies fail to balance commercial objectives with heritage preservation (Yamin et al., 2026).

The empirical findings ultimately demonstrate that the optimization of tourism village empowerment should be understood as a dynamic governance process requiring continuous interaction between governmental institutions, local communities, and cultural actors. Programs emphasizing vocational training, digital marketing, and infrastructure improvement exhibit stronger compatibility with community expectations because they enhance economic opportunities while preserving the cultural identity of Batik Bakaran. Conversely, initiatives that prioritize production efficiency without adequately considering cultural authenticity encounter greater resistance from local stakeholders and generate lower levels of social acceptance. These findings support the proposition that law operates most effectively as an instrument of social engineering when governmental policies encourage participation, negotiation, and collective ownership rather than imposing uniform administrative solutions. Sustainable increases in Local Own-Source Revenue consequently depend not only upon expanding tourism activities but also upon maintaining the cultural authenticity that constitutes the principal competitive advantage of Bakaran Wetan Tourism Village. Such an approach strengthens the relationship between administrative law, community empowerment, and sustainable regional development by demonstrating that economic growth and cultural preservation are mutually reinforcing objectives rather than competing policy priorities.

CONCLUSION

The findings of this study demonstrate that the implementation of the Pati Regency Youth, Sports, and Tourism Office's (DINPORAPAR) role in empowering Bakaran Wetan Tourism Village under Pati Regent Regulation Number 28 of 2022 has been realized through three principal administrative actions, namely the assessment and official designation of the tourism village, continuous institutional guidance and coordination with the Tourism Awareness Group (Pokdarwis), and tourism promotion through regional exhibitions and the Bakaran Batik Festival. The empirical assessment confirms that Bakaran Wetan achieved a score of 72, classifying it as a Developing Tourism Village, which reflects the existence of adequate institutional and cultural foundations while indicating the need for further improvements in infrastructure, accessibility, and destination support services. From the perspective of the theory of governmental legal action, these administrative measures satisfy the essential elements of lawful governmental action because they are exercised within statutory authority, produce identifiable legal consequences, pursue public interests, and are directed toward legally prescribed objectives. Nevertheless, the findings reveal that administrative legitimacy has not yet been fully accompanied by equivalent social legitimacy, as community participation and policy dissemination remain uneven across the village. Institutional coordination among relevant agencies and limited financial resources also continue to constrain the practical effectiveness of tourism village empowerment, indicating that formal legal authority alone is insufficient to ensure successful policy implementation without adequate institutional capacity and sustained governmental support.

The study further concludes that the optimization of tourism village empowerment requires a balanced integration of economic development and cultural preservation rather than prioritizing one objective at the expense of the other. Vocational batik training, digital marketing assistance, and the maintenance of cultural tourism infrastructure exhibit stronger compatibility with community needs because these programs simultaneously enhance local economic opportunities and safeguard the authenticity of Batik Bakaran as the village's principal tourism asset. By contrast, the provision of batik printing machines illustrates the limitations of policy interventions that emphasize production efficiency without sufficiently considering the cultural values embedded in traditional craftsmanship. Interpreted through the perspective of law as a tool of social engineering, the findings indicate that legal policies

generate more sustainable social change when governmental interventions correspond with local cultural norms, community aspirations, and participatory decision-making processes. Sustainable increases in Local Own-Source Revenue from the tourism sector therefore depend not only on administrative innovation but also on the government's ability to preserve cultural authenticity while strengthening community empowerment and institutional collaboration.

These findings suggest several practical implications for improving tourism village governance in Pati Regency. Strengthening institutional coordination through regular inter-agency forums involving village governments, Pokdarwis, cultural communities, and relevant regional agencies would improve policy integration and reduce program fragmentation. Expanding funding opportunities through partnerships with private enterprises, corporate social responsibility (CSR) initiatives, and other collaborative financing mechanisms would enhance the sustainability of tourism village development despite fiscal constraints. Broader policy dissemination and more inclusive public participation should also be prioritized to ensure that community members are actively involved throughout the planning, implementation, and evaluation of empowerment programs. Finally, future tourism development policies should place greater emphasis on participatory governance by involving local artisans and community representatives in program design, thereby ensuring that economic development strategies remain consistent with the social and cultural characteristics that constitute the distinctive identity and long-term competitiveness of Bakaran Wetan Tourism Village.

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