

# Sustainable Tourism and Development Communication of Bandung Barat Local Government

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**Abstract---** *The importance of sustainable tourism development based is highly recommended in developing tourism destinations to ensure its sustainability in the future, including Bandung Barat tourism destinations. The significance of sustainable tourism approach in developing tourism destination needs to be supported by well-established development communication in order to involve all of the stakeholders, that is policy maker (local government), policy implementer (Office of Tourism and Culture), local people around the tourism destination area, and tourism agents. This study aims to investigate and analyse the development communication of Bandung Barat local government in developing tourism destination with sustainable tourism based. Methods used was qualitative with case study approach. Data collection incorporates observation of and interview with Bandung Barat Office of Tourism and Culture. Results indicate that Bandung Barat local government already have definitive understanding regards sustainable tourism. Moreover, they have applied the concept into policies of tourism development. Bandung Barat local government employs monolog development communication in developing sustainable tourism. This model emphasizes to increase the targeted societies' knowledge and behavioural change without actively involved in the process. In addition, finding shows that in regards of development, Bandung Barat local government employs participation paradigm which is able to generate the society's sense of belonging towards the programs running.*

**Keywords---** *Development Communication, Sustainable Tourism, Bandung Barat, Tourism Destination, Qualitative.*

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## I. INTRODUCTION

Sustainable tourism is one of the tourism industrial concepts which attempts to harmonizing the tourism destination sustainability and the negative impacts it might occur during the process. The United Nations Educational, Scientific, and Cultural Organization (UNESCO) accounts that tourism have two sides of coin which not only beneficial but also harmful for the surrounding community [1]. Environmental damage, economic, also social and culture effect are some of the side effects. Furthermore, UNESCO elaborates that the higher the visitor rates the bigger the chance of side effects occurring.

The growing of both positive and negative impacts caused by tourism industry has raised concern from both scholars and experts to generate a model of tourism management which would be beneficial for both the tourism

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destination and the tourism industry. Sustainable tourism model was proposed to solve the problem. This is also the modification of earlier model called ecotourism.

According to the UNWTO's definition, ecotourism refers to forms of tourism which characterized by all nature-based forms of tourism in which the main motivation of the tourist is the observation and preparation of nature as well as the traditional cultures prevailing in natural areas; contains educational and interpretation features; generally, but not exclusively organised by specialised tour operators for small groups; minimises negative impacts upon the natural and socio-cultural environment; and supports the maintenance of natural areas which are used as ecotourism attractions. This model emphasizes on the environmental conservation of the tourism management.

Generally, the management of tourism industries in the world has employed sustainable tourism in managing its tourism destinations, including in Indonesia. This concept has been adopted into Indonesia's Ministry of Tourism missions. The management of tourism industries in Indonesia, both government and private directed to adopt the concept in managing its tourism destinations.

Bandung Barat Regency has set good example as one of the local government succeed in implementing sustainable tourism particularly in the context of local community involvement in developing tourism destinations. Bandung Barat Office of Tourism and Culture attempts to increase the prosperity of local community surrounding tourism destinations by developing the potential community based tourism. Tourism village development is one of the concept which aimed to contribute on the local community's prosperity (Bandung Barat Local Government: 2017).

The local's participation is one of the objectives of the sustainable tourism concept. This should be escalated by adopting the other dimensions of the concept that is attempts for environmental and culture conservation, upgrade the tourism destination's quality, also increase the tourists' satisfaction. Therefore, the local government and all of the stakeholders could maintain the tourism destinations' continuous sustainability performance.

The implementation of sustainable tourism requires well-informed stakeholders and all of the political leaders in order to ensure the participation and consensus of all parties involved. Sustainable tourism is a continuous process thus needs constant surveillance, identification of preventive action needed and/or corrective action needed of all parties involved [2].

However, there is uneven knowledge and understanding amongst the tourism managements in Bandung Barat. This concept only known by certain people, includes local government and few of the tourism entrepreneurs. Whereas, equal understanding is significant to improve the sustainable tourism implementation effectiveness.

The knowledge gaps regards sustainable tourism between government and tourism entrepreneurs needs to be investigated. Therefore, this study aims to investigate and analyse the communication conducted by local government in socializing sustainable tourism concept to the stakeholders.

## **II. LITERATURE REVIEW**

UNESCO claimed that tourism not only contributes positive impacts on the tourism destination but also negative impacts. The first negative impact is environmental impacts on ecosystem, the high rates of visitors endanger the

ecosystem existence or resulting in environmental damage indirectly. This impact might occur immediately caused by tourists' activities or indirectly for instance, climate changes effect caused by long distance flights.

Second, negative socio-cultural impacts, tourism might endanger tourism destination's socio-cultural. It is most likely to happen when the local community exposed by foreign culture of the tourists and unprepared for the situation.

Third, negative socio-economic impacts, where each country targeting major benefits from its tourism industry. In order to pursue the target, the country needs to spend a lot of money to promote its tourism in which case would affect its socio-economic.

In the other hand, tourism also gives a positive impact to the destination. The first positive impact is socio-economic impacts. It is undeniable that tourism would affect the country's socio-economic positively through the visitors. The local community would also gain benefits from the visitors.

Second, Positive socio-cultural impacts, this would be achieved when the local community actively promotes its culture to the visitors. This promotion will also lessen stereotypes and prejudices among the locals.

Last, positive impacts on the natural environment, conservation cost would be covered by the income managed from the tourism activities in order to minimize the environmental damage.

The two side effects of tourism triggered critiques among experts and scholars which recorded by UNESCO has been existing since 1960ish. Ecotourism was generated to answer those critiques. In the early of 2000 the concept has evolved into sustainable tourism.

World Trade Organization (WTO) has defined sustainable tourism as "tourism that takes full account of its current and future economic, social, and environment impacts, addressing the needs of visitors, the industry, the environment and host communities. Meanwhile, the German Forum on Environment and Development accounts that sustainable tourism should have a long-term perspective, relating to both present and future generations, and is ethically and socially just and culturally appropriate, environmentally/ecologically sustainable and economically profitable and feasible.

These definitions has drawn clear lines that sustainable tourism emphasizes on the significant of maintaining and preserving the tourism destinations for its sustainability in the future. It is clearly different with the general concept adopt by both government and local community in managing tourism destinations which without comprehensive and measurable plans. There are some characteristics of sustainable tourism which differentiate it from the other tourism concepts according to UNESCO as followed: (1) Enhancing the well-being of communities. Sustainable tourism development supports and ensures the economic, social and cultural well-being of the communities in which tourism takes place; (2) Supporting the protection of the natural and cultural environment; (3) Recognizing product quality and tourist satisfaction; (4) Applying adaptive management and monitoring.

The process of sustainable tourism development involves several stages. One of its early stages includes identification of tourism issues also identification of stakeholders involved or could be involved in the implementation process.

Communication is needed to serve as the channel to increase the stakeholders involvement in order to achieve those stages. Therefore, government should actively communicate with stakeholders in order to raise their awareness and participation. Development communication could be an effective tool in making communication.

Earlier, the development communication was the solution for the countries' situations post world war II where many countries were destroyed and in need of changes or development acceleration. This concept was first introduced by a communication scholar who was also a journalist. The initial objective of introducing the development communication concept was to support and encourage policies formulation and development acceleration through proper reporting activities.

Development communication has been evolving, it is not only regarding news reporting but also involving the society changes and development. As Quebral (1975) suggested, development communication defined as developing communication among individuals in order to change its country and society (Iskandar, 2010).

Meanwhile, Achman (1986) suggested that development communication is the innovation generated from both developing and poor countries because of their attempts to develop and change (Iskandar, 2010). In the other hand, Effendy (2006) defined development communication is the activities to disseminate messages to individuals or communities with the objectives to change attitude, opinion, or behaviour in order to achieve physics and mental improvement.

Thus, it can be concluded, first, development communication delivers messages to educate or to persuade the community of development importance and implementing changes to achieve development. Secondly, development communication involves all of the stakeholders in the area of developing. The last, development communication aims to change attitude, opinion, or behaviour.

The objectives of development communication could be achieved through a set of development communication strategy. Jumrana claimed that development communication strategy has been evolving from the top down strategy, bottom up, and dialogic communication channel enhancement. Furthermore, Jumrana accounted there are four models of development communication strategy designs as followed:

- a. Strategy Extensions Campaign (SEC), emphasizes on the community active role in the strategy planning, systematics, management, and implementation.
- b. Health communication strategy, focused on the health issues and employ social marketing to achieve the goals.
- c. Participation Rural Communication Appraisal (PRCA), a communication research method using visualisation technique, interviews, and field-based working group to produce information.
- d. Participation Communication Strategy Design (PCSD), a development communication design which the upgrade version of PRCA. The difference is PCSD involves the community in decisions making process where they give advice and suggestion regarding effective communication planning and action to increase their incomes.

### **III. METHODS**

Methods used in this study was qualitative descriptive approach. Sugiyono (2005) defines qualitative descriptive

approach as the methods used to describe and analyse study results however could not be used to produce general conclusion. While, Whitney (1960) claims that descriptive approach seeking for facts with precise interpretation. This approach then considered the most relevant to achieve the study's objectives.

Data collection incorporates interviews with the staffs of Bandung Barat Office of Tourism and Culture, including tourism destinations division, promotion division, and collaboration division, then followed by literature study of sustainable tourism relevant issues in Bandung Barat particularly and Jawa Barat generally.

Data was analysed through two stages. First, authors cleaned the data. Information that not related was excluded. Second, data was classified into several categories.

#### **IV. RESULTS AND DISCUSSION**

Sustainable tourism is a new concept which is the upgrade version of ecotourism concept. Sustainable tourism emphasizes on the maintenance of expense cost and income balance through the tourism management process. Tourism costs not only includes materials cost but also the decreasing of locals' cultural values or the absence of local community involvement.

The implementation of sustainable tourism is still rare di Indonesia. Most of all the tourism destination management in Indonesia still adopt the ecotourism concept. The term of "sustainable tourism" itself still seldom be used by Indonesia's Ministry of Tourism, as the main tourism regulator in Indonesia. In which case, Indonesia's Ministry of Tourism often uses other terms in elaborating sustainable concept that is "environmental and cultural based tourism" [3].

Therefore, we did not strictly use term "sustainable tourism" to analyse data gained from the interviews. We interviewed three informants who were the top management of Bandung Barat Office of Tourism and Culture with each different role and responsibilities.

Bandung Barat Office of Tourism and Culture have quite good understanding regards sustainable tourism. This is differ with previous study's findings that the policy makers have rather poor knowledge regarding sustainable tourism [4]. One of the informants could elaborate on and mention the four pillars of sustainable tourism as stated below:

*".....There are four pillars of sustainable tourism. First, environmentally friendly, secondly, there is empowerment aspect in it, both human resources and other resources. Also there is increasing of income. The locals' income increases because of tourism sector, prosperity. And then the preservation of local cultural values."*

Local government of Bandung Barat does not only have good understanding regards sustainable tourism but also have attempted to implement the knowledge into real action by enacting the sustainable tourism concept as its vision and mission. This is as stated by the Head Division of Tourism Destinations, Davit Oot below:

*"....I do agree that sustainable tourism employed in regards of developing Bandung Barat tourism destination. We implement the concept here. This is because one of our Major's vision and missions is environmentally friendly tourism and it is one of the sustainable tourism's aspects....."*

In addition to that, Bandung Barat Local Government also generate policies to support the implementation of sustainable tourism's four pillars. A campaign to maintain the originality of tourism destinations' site is one of it. The Local Government only issues permit on development and modification in the supporting zone area, for instance the parking lot area and souvenirs area. This finding is in accordance with the previous study which showed that local government adoption level of sustainable tourism served only as policies maker [5].

The other focus of local government is pillar of culture values because tourism activities might affects the local's culture negatively. In this case, local government always monitors tourism impacts on the local's culture. One of the informants argued that so far tourism has not yet affected the local's culture negatively. It is said because the tourists are smart people who respect the local's culture. He also stated that local's culture has to be preserved and that the exposure towards foreign culture must not affect the local's culture.

Data shows that the absence of negative cultural impacts because the tourists' culture are not really different with the locals'. Bandung Barat local government also stated that most of the tourists come from Singapore and Malaysia which have rather the same cultural background with Indonesian. Thus, cross-cultural dispute seldom to be found.

In the context of locals empowerment, Bandung Barat local government initiates Tourism Working Group or called as Pokdarwis. Bandung Barat local government through its Office of Tourism and Culture introduces and socializes the forming of Tourism Working Group or called as Pokdarwis to the community in the zone of tourism potential sites. Office of Tourism and Culture directs and consults the community in forming the organization structure but this organization is independent and responsible to manage its own tourism site. The goal of this Pokdarwis program is to increase the locals prosperity.

Furthermore, the Head Division of Promotion, Ukas Maolana, elaborated that the forming of Pokdarwis should be initiated by the locals in order to raise their awareness to maintain and preserve the tourism destinations' sustainability. The main goal of tourism development in Bandung Barat is to empower the locals. Considering the high numbers of tourism potential in Bandung Barat, Office of Tourism and Culture regards Pokdarwis has the key role in promoting, managing, and maintaining its tourism destinations.

Bandung Barat Office of Tourism and Culture actively provides workshops for Pokdarwis and the locals surrounding tourism destinations on how to encounter tourists visit and the impacts might brought by the activities as stated by the Head Division of Tourism Destinations, Davit Oot, as followed:

*".....to the locals, to people work in the area. Because there is a Pokdarwis, we need to raise the awareness of the locals. Are they prepared to face the tourists? Are they prepared to adapt with the tourists? Moreover, they can take advantages of the tourists' activities, to increase their income and also to gain more experiences..."*

The underline on Pokdarwis' role indicates local government support and drive for the locals to actively develop its potential tourism destinations.

Considering the local government's role in tourism is only served as regulator also facilitator while the real executor in the field is local communities. As a matter of fact, there are some tourism destinations are managed by

private company. While the private sector has big amount of modals to develop its tourism site, the locals under Pokdarwis does not have this privilege. Local government then has main role in supporting Pokdarwis by providing them with workshops and consults during the development process of their tourism sites. It is to guarantee the tourism destinations managed by Pokdarwis are able to survive the industry as the ones managed by private sector, as stated by Head Division of Tourism Destination, Davit Oot:

*“.....because the government not allowed to manage the tourism destinations. We can only serve as regulator or policy maker. We can only facilitate, generate regulations through local acts, and all. We generate the standard operating procedures. We consult the private sector. We also facilitate them, that is our job, the local government duty.”*

This elaboration indicates that Pokdarwis has strategic role and is one of the stakeholders of its own tourism destination. They responsible of the tourism destination sustainability also has significant role in implementing sustainable tourism concept. Thus, local government needs to deliver the concept properly to meet mutual understanding regards the sustainable tourism concept.

Communication has its big role in development process which could help the effectiveness and efficiency of a development program[6]. It is called development communication. The World Bank defines development communication:

*“as an interdisciplinary field based on empirical research that helps to build consensus while it facilitates the sharing of knowledge to achieve positive change in development initiatives. It is not only about effective dissemination of information but also about using empirical research and two-way communication among stakeholders [6].”*

This definition stresses on three key words, that is: 1) sharing knowledge; 2) behavioural changes; 3) two-ways communication (dialogue). In this study context, local government of Bandung Barat should initiate development communication to persuade tourism entrepreneurs to adopt the sustainable tourism concept. This change of behaviour could only be achieved by sharing knowledge and conducting dialogues.

Based on our observation, Bandung Barat local government does not conduct development communication to all of the stakeholders result in uneven knowledge and understanding regards sustainable tourism amongst stakeholders. This finding supports previous study that claimed stakeholders have poor knowledge regards sustainable tourism [7].

Bandung Barat local government conducted limited development communication that is to Pokdarwis and tourism entrepreneurs such as hotel managements as stated by one of our informants that they have been warning the hotel management to always keep in mind regarding Sapta Pesona (Indonesia Ministry of Tourism's concepts of sustainable tourism) in every step of their development process.

Sapta Pesona refers to the government attempts to create knowledge and cultural based tourism. The communication conducted by local government to the stakeholders is monolog. This finding supported by numbers of previous studies that claimed government still regards the development communication as one-way communication model with the objective to only disseminate information [6].

The model of monolog communication is one of the development communication models which regards communication as the tools to increase the societies' knowledge and change their behaviour. This model has been used for programs that aim to support the management or the government. It is in accordance with this study's finding.

Bandung Barat local government never involves the stakeholders in the process of designing program to support the sustainable tourism development. As a matter of fact, they have been only appealing the stakeholders to adopt the concept thus this communication model categorized into one-way communication. Our data indicate that the absence of stakeholders participation because Sapta Pesona is the Ministry of Tourism's superior program. Hence, Bandung Barat local government considered it does not need any modification and straightforwardly implemented it.

In addition, Bandung Barat local government socialized the program to the society through workshops which is a one-way workshop. The participants attend only to listen to the government explains Sapta Pesona program related. While the goal of the workshop is to educate the stakeholders the significant of sustainable tourism implementation. As stated by one of our informants that the workshop conducted once every year.

The development communication conducted by Bandung Barat local government aims to increase stakeholders' knowledge and adoption of sustainable tourism. It is because most of the tourism destination managements still employ environmentally friendly tourism and not all of the managements actually implementing it.

The development communication model carried out by the West Bandung Regency Government can be said to be effective. This can be seen from stakeholders who have begun to adopt the concept of sustainable tourism. One of the tourism managers was even included in the sustainable tourism award nomination from Kemenpar. In addition, there are several examples of the implementation of sustainable tourism which are also carried out by various parties such as the following:

It could be concluded that Bandung Barat local government's model of development communication is effective because there are numbers of tourism managements who begin to adopt the sustainable tourism concept. In fact, one of the tourism managements in Bandung Barat chosen as the nominee of sustainable tourism award held by Indonesia Ministry of Tourism. There are also some tourism destinations already employed sustainable tourism such as Floating Market and Dusun Bambu in Lembang, Curug Malela (waterfall) and Cipendeuy.

Although monolog model showed positive impacts such as behavioural changes, this model is not critique free. Monolog communication model causes low rates of stakeholders active participation in developing sustainable tourism. World Bank claims there are some characteristics of passive participation, that is: 1) stakeholders are well-informed regards the running program; 2) low rates of feedback even zero feedback; 3) participation measured from the attendance of stakeholders in the discussion meeting [6].

This is in accordance with this study findings that both Pokdarwis and tourism entrepreneurs involved passively in the sustainable tourism development. Although they have the information regards the concept and attend in the socialization of Sapta Pesona, there is zero feedback regards the implementation of sustainable tourism.

The other model of development communication is dialogue model which stresses on the importance of persuading all of stakeholders to actively involved in the tourism management from the planning to the evaluation phases [6]. Communication in this model not only served as tools to support the tourism management but also to identify problems during the process.

Findings also show that Bandung Barat local government also employs dialogue communication model but in different context. This dialogue model employed during the process of Pokdarwis program planning in developing tourism. This planning process includes identifying problems and opportunities in each Pokdarwis also short-term and middle-term program planning in developing and managing the tourism destinations. Hereafter, the programs then will be discussed with the government in order to get feedbacks which called dialogue communication. This is where both Pokdarwis and local government are in the same level, no one dominates over the other.

This equal concept is one the key concepts in dialogue communication [6]. The communication occurs in the discussion not aim to own the other but to generate solutions and to grow sense of belonging towards the program planned.

World Bank recommends a framework could be used to conduct development communication (see picture 1). This framework consists of several stages that is: 1) communication research; 2) designing strategy; 3) implementation; 4) controlling and evaluation. Data shows that Bandung Barat local government did not refer to the framework in conducting its development communication (figure 1).

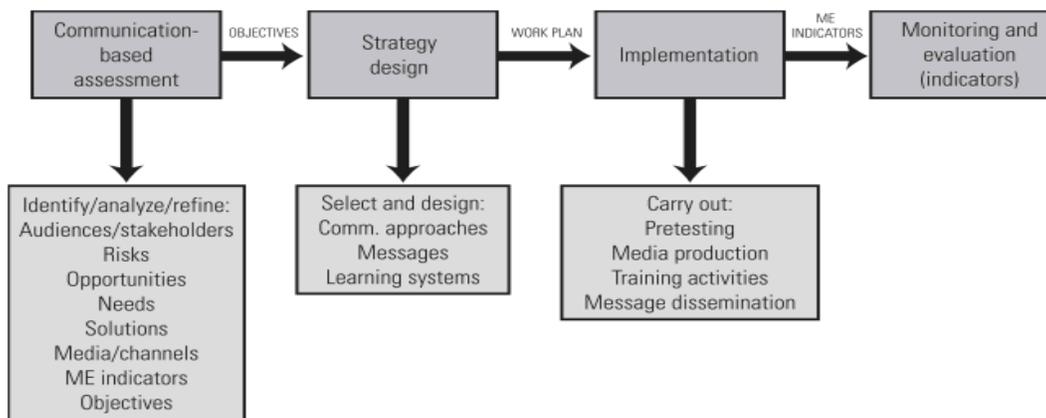


Figure 1: Framework of Development Communication

Bandung Barat local government only done designing strategy and implementation but failed to do communication research before it to identify problems, opportunities, threats, etc. Strategy used by local government is interpersonal communication through discussion and this is in accordance with Aceh local government. They chose interpersonal communication because of its effectiveness in embracing the communities [8]. Interpersonal communication mainly chosen by the government to disseminate and socialize information to the communities because it relates with Indonesian culture which highly regard face to face communication.

Development communication conducted by holding workshops and disseminating information through certain media, in this context media used by Bandung Barat local government are pocket book, brochure, and banner to

disseminate sustainable tourism concept. Each media distributed differently, for instance pocket books are distributed to each Pokdarwis and tourism management while banner located in front of the government office.

There are three paradigms in development communication to define development, that is, modernization, dependency, and participation [6]. Bandung Barat local government employs participation development paradigm which emphasizes on active societies and the importance of involving them [6]. However, Bandung Barat local government did not involve the communities since the beginning of programs or policies production.

World Bank claimed that there are four types of societies in development, that is: 1) sharing knowledge; 2) consult; 3) collaboration; and 4) empowerment [6]. Furthermore, World Bank categorize first and second typology passive participation while third and fourth typology as active participation. Study results show Bandung Barat local government gave opportunity to the society to participate but limited to information sharing which is categorized as passive participation.

## **V. CONCLUSION**

Bandung barat local government has an understanding on sustainable tourism and they perform good knowledge in elaborating key components of the concept. They also have implemented the concept into tourism management policies although most of the policies only served to appeal.

Bandung Barat local government employs monolog model of development communication to disseminate the sustainable tourism concept to the related societies. This model emphasizes on the societies' increasing knowledge and changing behaviour regards sustainable tourism. Strategy used was interpersonal communication through workshops and discussion sessions. While the communication conducted is one-way communication that is top down communication.

Bandung Barat local government's development communication based on participative paradigm which stresses on the importance of the communities involvement from the beginning process of program. This is important to build sense of belonging towards the program running. There are two categories of participation, that is active and passive, and the communities of Bandung Barat categorized as passive because their involvement only limited to knowledge sharing.

This study limitation is the limited informants we had access to. Besides, there are new terms emerging, that is communication for social development and social marketing thus this study needs further research from the perspective of these new terms.

## **VI. LIMITATIONS AND STUDY FORWARD**

This study has several limitations. First, research design limitation. We use descriptive qualitative to provide an initial description about the implementation of sustainable tourism. Hence, this research cannot provide a comprehensive analysis. We suggest that the future research employ other research design such as case study.

The second limitation is this research only examine about the way government used development communication to socialize sustainable tourism to local community. Whereas, the communication should be built

into several stakeholders. Therefore, the future research should use a different stakeholder.

The last limitation is the usage of “sustainable tourism”. Due to there is a different term that is used in explaining sustainable tourism, the future will be interesting if it can map the different usage of sustainable tourism term.

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