

## **Bencana dan Destinasi: Tata Kelola Pariwisata Berkelanjutan di Kawasan Bandung Utara**

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### **Abstrak**

Pariwisata berkontribusi terhadap pembangunan berkelanjutan, namun dalam perkembangannya sangat rentan terhadap bencana. Dalam penelitian ini, bencana dikategorikan menjadi bencana alam dan non alam. Kolaborasi antar pemangku kepentingan diperlukan untuk mengurangi risiko bencana sebagai bentuk tata kelola destinasi pariwisata berkelanjutan. Penelitian ini bertujuan untuk menganalisis tata kelola destinasi pariwisata berkelanjutan dan kaitannya dengan bencana. Penelitian kualitatif ini dilakukan pada bulan Maret-Agustus 2022 di Kawasan Bandung Utara. Data primer diperoleh melalui wawancara dan observasi, sedangkan data sekunder diperoleh melalui dokumen kebijakan, literatur, dan penelitian terdahulu. Data yang diperoleh kemudian dilakukan analisis isi, analisis statistik deskriptif, dan analisis deskriptif kualitatif. Hasil penelitian menunjukkan bahwa Dinas Pariwisata dan Kebudayaan Kabupaten Bandung Barat sebagai organisasi pengelola destinasi di Kawasan Bandung Utara cenderung menerapkan program pariwisata berkelanjutan pada masa pandemi khususnya pada subkategori promosi dan manajemen krisis.

**Kata Kunci:** Implementasi Kebijakan Pariwisata, Kolaborasi Pemangku Kepentingan, Manajemen Krisis dalam Pariwisata, Pariwisata Tangguh Bencana, Pengurangan Risiko Bencana

### ***Disaster and Destination: Sustainable Tourism Governance in North Bandung Area***

#### **Abstract**

*Tourism contributes to sustainable development, but in its development, it is very vulnerable to disasters. In this study, disasters are categorized into natural and non-natural disasters. Collaboration between stakeholders is needed to reduce disaster risk as a form of sustainable tourism destination governance. This study aims to analyze sustainable tourism destination governance and their relation to disasters. This qualitative research was conducted in March-August 2022 in the North Bandung Area. Primary data was obtained through interviews and observations, while secondary data was obtained through policy documents, literature, and previous research. The data obtained were then carried out with content analysis, descriptive statistical analysis, and qualitative descriptive analysis. The results showed that the West Bandung Regency Tourism and Culture Office as a destination management organization in the North Bandung Area tended to have implemented sustainable tourism programs during the pandemic, especially in the promotion and crisis management subcategories.*

**Keyword:** *Crisis Management in Tourism, Disaster risk reduction, Resilient Tourism, Stakeholder Collaboration, Tourism Policy Implementation*

## **INTRODUCTION**

Tourism is making an increasingly large contribution to sustainable global economic development, but its development is highly vulnerable to a series of disasters (Ma et al., 2020). Over the past two decades, disasters have affected tourism destinations and become one of the factors limiting the development of sustainable tourism (Nguyen et al., 2016; Rindrasih et al., 2019). Events

such as the terrorist attacks and Hurricane Katrina in the United States, SARS and MERS in Asian countries, to natural disasters that include tsunamis, earthquakes, and volcanic eruptions in the region traversed by the Pacific Ring of Fire have had a devastating impact on international tourism (Gössling & Peeters, 2015; Higgins-Desbiolles, 2020; Wulung & Abdullah, 2020). The Covid-19 pandemic has become the worst disaster for the tourism sector in the last two decades (Hoque et

al., 2020; Vargas, 2020). Tourism is an economic activity that tends to be influenced by the image of a tourism destination, the negative image of a destination can affect the performance of the tourism industry (AlBattat & MatSom, 2014; Brown et al., 2019). As a result, a series of disasters that occur in tourism destinations are of particular concern to developing tourism destination governance (Vargas, 2020).

It is important to develop appropriate governance strategies in the pre-and post-disaster phases (Robina-Ramírez et al., 2021). Collaboration between stakeholders is very important for disaster management. Several previous studies have shown that governance in tourism destinations is the best way to cooperation in the event of a disaster and its recovery efforts (Amore & Hall, 2016; Nguyen et al., 2016; Rindrasih, 2015). The governance of tourism destinations is beneficial for the consolidation of disaster management activities and the implementation of post-disaster recovery programs (Choi et al., 2021; O'Brien et al., 2006). In addition, tourism destination governance plays a role in managing disaster risk reduction and making tourism destinations resilient to disasters (Ritchie, 2008; Rittichainuwat et al., 2018; Wahyuningtyas et al., 2020). Both natural and non-natural disasters require governance that is tailored to the type of disaster (Faulkner & Vikulov, 2001). In Indonesia itself, tourism destination governance in disaster management plays a role in maintaining the sustainability of the tourism ecosystem, considering that Indonesia is very vulnerable to disasters, especially natural disasters (Rahmafitria & Misran, 2018; Rindrasih et al., 2019; Wulung et al., 2019).

The North Bandung area is a protected area and cultivation area that has a high potential to be developed as a tourism area (Ervina et al., 2020). In addition, the North Bandung area is also a geological natural disaster-prone area which includes volcanic disasters, earth movements, and earthquakes. These geological natural disasters are at the center of tourist activities (Novianti et al., 2021; Wulung & Brahmantyo, 2019). Nevertheless, the North Bandung area remains a national priority area through its designation as a National Tourism Development Area Tangkubanparahu and Lembang. The high tourist activity in the North Bandung area is accompanied by high risk and

vulnerability of tourists to disasters. The increase in the number and activity of tourists is due to the attractiveness factor in tourism destinations that have a greater risk of disaster (Drabek, 1995; Faulkner & Vikulov, 2001). In an effort to reduce disaster risk in the North Bandung Area, tourism destination governance plays an important role in ensuring what stakeholders must do when a disaster occurs.

Realizing the governance of sustainable tourism destinations has been pursued by the government through policies such as the Minister of Tourism Regulation Number 14 of 2016 concerning Guidelines for Sustainable Tourism Destinations. However, the increasing impact of disasters on tourism destinations, particularly following the COVID-19 pandemic, underscores the urgency of integrating disaster mitigation into tourism planning. In this study, disasters are classified into two categories: natural and non-natural disasters. Among these, earthquakes, volcanic eruptions, and the COVID-19 pandemic are identified as the most representative disasters affecting tourism in the North Bandung Area.

The urgency of this research stems from the growing frequency and severity of disasters, which pose significant threats to the sustainability and safety of tourism destinations. The North Bandung Area is highly susceptible to both geological and health-related disasters. Without effective mitigation strategies, tourism activities in the region risk substantial economic losses, declining visitor confidence, and increased vulnerability of local communities. Moreover, the lack of preparedness and adaptive capacity in tourism management could exacerbate the negative impacts of disasters, further endangering the long-term viability of the sector.

To address these challenges, it is essential to incorporate disaster mitigation strategies into tourism destination management. Strengthening disaster resilience can help minimize risks for tourists, local communities, and tourism stakeholders, ensuring the sustainability of the North Bandung Area as a safe and resilient tourism destination. Therefore, this study aims to analyze disaster mitigation efforts within the framework of tourism destination management in the North Bandung Area.

## LITERATURE REVIEW

Disasters are sudden or gradual, natural or man-made occurrences that have an effect on society (Carter, 2008). In Indonesia, disasters are categorised into natural disasters and non-natural disasters based on government legislation about disaster management, whereas catastrophes are classed into man-made disasters and natural disasters in other countries (Briere & Elliott, 2000; Perrow, 2011). Tourism-related operations need to be aware of planning and management for disasters (Becken & Hughey, 2013; Murphy & Bayley, 1989). Although catastrophe risk reduction must be incorporated into operational standards for the tourism sector, there aren't many significant adjustments needed to the industry's strategy and operational practices (Manyena, 2006).

Numerous destinations that have been impacted by natural and man-made disasters have created plans and methods for resilience and mitigation (Ritchie & Jiang, 2019). However, given the shifting trends in international travel, the subject of tourism destination governance needs to be reassessed because it is a dynamic phenomenon (Vargas, 2020). The governance of tourism destinations is a governance strategy for enhancing tourism destination chains' interconnections, linkages, and relationships (Laws, 2011; Teguh, 2015). Conceptual planning for tourism policy is necessary for the governance of tourist sites to support sustainable development (Baggio et al., 2010). The orientation of sustainable tourism destination governance fundamentally focuses on trends and phenomena of the tourist market, management of environmental resources, society, and their ecosystem (Chiappa & Baggio, 2015; Gunn & Var, 2002). Planning, management, monitoring, and evaluation are the four requirements for managing sustainable tourism destinations that are able to enable optimum governance for destinations (Kementerian Pariwisata, 2017). This study focuses on management criteria with seven key indicators, including destination management organization, seasonal tourism management, accessibility for all, property acquisition, safety and security, crisis and emergency management, and promotion.

## METHOD

This qualitative research was conducted for six months starting from March-August 2022 and was carried out in the North Bandung Area. The research subject is the destination manager in the North Bandung area, namely the Department of Tourism and Culture of West Bandung Regency. Sources of research data in the form of primary data and secondary data refers to the research objectives which include the criteria for sustainable tourism destination governance and its relationship to disasters. Sources of data are measured through one of four categories of sustainable tourism destination governance, namely the management category. Furthermore, there are seven management subcategories which include Destination Management Organization, Seasonal Tourism Management, Access for All, Property Acquisition, Safety and Security, Crisis and emergency management, and Promotion (Kementerian Pariwisata, 2017). Primary data was obtained through observation and semi-structured interviews with the Head of Tourism at the Department of Tourism and Culture of West Bandung Regency, while secondary data was obtained through desk study on policy documents, literature, and previous research.

Data analysis was carried out on data obtained through interviews with relevant agencies authorized in formulating tourism policies in the North Bandung Region. Content analysis was also conducted on secondary data related to policy documents, literature, and previous research. The data and information that have been obtained are then compared and tested against various existing concepts and theories and presented using qualitative analysis procedures, including 1) data analysis before being in the field, 2) data reduction, 3) data presentation, and 4) concluding.

## RESULTS AND DISCUSSIONS

The management of sustainable tourism destinations is something that requires an effective and coordinated managerial organization according to a clear division of tasks. The existence of high season and low season presents a challenge for destination managers in creating all forms of activities that are supported by effective promotions.

Furthermore, the condition of the North Bandung area, which is prone to geological natural disasters, requires crisis and emergency management as a form of disaster preparedness destination. Sustainable tourism destination management consists of seven subcategories, including destination management organizations, seasonal tourism management, access for all, property acquisition, safety and security, crisis and emergency management, and promotion. Each subcategory will be explained as follows.

### 1. Destination management organization

The organization that is fully responsible for the implementation of tourism in the North Bandung Area is the Department of Tourism and Culture of West Bandung Regency. However, on a provincial and national scale, there are other organizations involved in tourism development in North Bandung Area, namely the West Java Provincial Tourism and Culture Office and the Ministry of Tourism. These organizations contribute to the grouping of tourism areas in North Bandung Area such as the Bandung Basin Provincial Tourism Destinations and National Tourism Development Area Tangkubanparahu and Lembang.

The Department of Tourism and Culture of West Bandung Regency has effective and coordinated management supported by funding and a clear division of tasks. The organizational structure of the Department of Tourism and Culture of West Bandung Regency is headed by the head of the service who is assisted by the secretary of service and four heads of fields, namely tourism, tourism marketing, creative economic development, and culture. There are also sub-sections of programming, finance, personnel, and general affairs to support efficient and effective coordination.

The Department of Tourism and Culture of West Bandung Regency has effective and coordinated management supported by funding and a clear division of tasks. One of the officials from the Department of Tourism and Culture of West Bandung Regency stated:

*"We have structured our management to ensure smooth coordination. Each division has a specific role, and this division of tasks allows us to respond quickly to tourism needs and challenges, including disaster-related issues." (Interview, Head of Tourism Division, 2022).*

The organizational structure of the Department of Tourism and Culture of West Bandung Regency is headed by the head of the service, assisted by the secretary of service and four heads of fields: tourism, tourism marketing, creative economic development, and culture. There are also sub-sections of programming, finance, personnel, and general affairs to support efficient and effective coordination.

However, the realization of sustainable tourism in West Bandung Regency requires the participation of stakeholders. According to a representative from a local tourism business association:

*"We actively participate in discussions regarding tourism planning and crisis response. The government alone cannot ensure sustainable tourism; collaboration with businesses, communities, and other stakeholders is crucial." (Interview, Tourism Business Association Representative, 2022).*

Stakeholder involvement takes various forms, including participation in the preparation of tourism development plans, program implementation, funding support, and other resources.

### 2. Seasonal tourism management

Tourism activities every year experience three different seasons, namely peak season, high season, and low season. Peak season is indicated by school holidays, religious holidays, and long weekends which usually occur from June to mid-September with August being the climax of the high season. While the high season usually occurs at the end and beginning of the year, which ranges from December 20 to January 10. However, there are certain times identified as a low season which usually occurs in January-April and from mid-September to mid-December.



(a)



(b)



Source: Department of Tourism and Culture of West Bandung Regency (2022)

Figure 1 DMO's digital marketing strategy in mitigating the low season: competitions (a), tourism activities (b), tourist information (c), and events (d).

One of the local tourism operators explained the challenges of managing these seasonal fluctuations:

*"During peak season, we experience a surge in visitors, which puts pressure on our infrastructure and services. However, in the low season, businesses struggle due to a lack of tourists, making financial sustainability a challenge." (Interview, Hotel Manager, 2022).*

To address these fluctuations, destination managers implement strategies such as promotional discounts during the low season and event-based attractions to encourage year-round tourism. A local tour operator noted:

*"We try to attract visitors even during the low season by offering special cultural events and discounted travel packages. This strategy helps balance the flow of tourists throughout the year." (Interview, Tour Operator, 2022).*

By understanding and managing seasonal variations, stakeholders in the North Bandung Area can optimize tourism activities while maintaining service quality and sustainability.

The Destination Management Organization (DMO) at North Bandung Area, namely Department of Tourism and Culture of West Bandung Regency has a strategy to mitigate the low season by carrying out several marketing strategies through digital media regarding events, tour packages, and tourism information to attract tourist visits to West Bandung Regency (Figure 1). Various activities and events carried out by the DMO are carried out through digital media,

especially on the YouTube application (<https://www.youtube.com/channel/UCE1xHFFmD-nWpTRK6XFgFg>), Instagram (<https://www.instagram.com/disparbudbandungbarat/>), dan website (<https://visitkbb.bandungbaratkab.go.id/>).

However, the number of tourism events and activities has not yet been fully packaged in the form of an event calendar, which is an aspect that the DMO needs to improve.

One of the tourism officers at the Department of Tourism and Culture of West Bandung Regency stated:

*"We actively promote tourism through various digital platforms, especially during the low season. However, we acknowledge that structuring these events into a well-organized event calendar would enhance their effectiveness and attract more visitors." (Interview, Tourism Marketing Division, 2022).*

The existence of the COVID-19 pandemic from early 2020 to early 2022 had a significant impact on tourism activities. During this period, it was considered an extended low season due to strict government regulations that limited tourist movements. To mitigate this, the DMO conducted various online activities, including webinars, virtual tours, and sharing information about tourist attractions through digital media.

A local tourism entrepreneur highlighted the importance of these online strategies:

*"The digital initiatives introduced during the pandemic helped keep tourism alive, even though physical visits were restricted. Virtual tours and webinars kept people engaged with our destinations, making it easier to revive tourism once restrictions were lifted." (Interview, Local Tour Operator, 2022).*

Despite these efforts, further improvements in digital engagement and structured event planning remain necessary to maximize tourism promotion during low seasons and unexpected crises.

### 3. Accessibility for all

Accessibility for all means that a tourist attraction can be accessed by all tourists, including people with disabilities and people with special needs. The policy regarding accessibility in tourist attractions is contained in the Tourism Master Plan of West Bandung, namely the tourism destination development strategy which is implemented

through the development of tourist attractions and the development of tourism infrastructure and facilities. Meanwhile, infrastructure and facility development programs focus on 1) planning for tourism infrastructure and facility needs in accordance with the direction of tourism development; and 2) constructing sustainable environmental infrastructure and facilities through cross-sectoral coordination at the regional, provincial, and central levels.

A government official from the West Bandung Regency Department of Tourism and Culture highlighted the department's efforts in improving accessibility:

*"We are committed to enhancing accessibility in key tourism destinations by integrating inclusive infrastructure such as ramps, accessible restrooms, and clear signage. However, the implementation is still ongoing, and we recognize the need for further improvements in several locations." (Interview, Tourism Infrastructure Division, 2022).*

Furthermore, the department is collaborating with various stakeholders to ensure accessibility policies align with tourism development strategies. One official noted:

*"Coordination with the private sector and local communities is essential. We encourage tourism businesses to adopt accessibility standards so that all visitors, including those with disabilities, can fully enjoy the attractions." (Interview, Tourism Development Division, 2022).*

Despite these initiatives, challenges remain in ensuring universal accessibility across all tourist sites. The department acknowledges that continued investment and policy enforcement are needed to make tourism destinations in West Bandung truly inclusive for all.

#### **4. Property acquisition**

Property acquisition refers to policies and regulations that ensure land acquisitions align with customary rights and protect indigenous communities. These policies emphasize the respect and protection of land and natural resources traditionally used by local communities, preservation of cultural heritage, prohibition of forced transfers, and fair compensation for losses and damages.

In the North Bandung Area, particularly in West Bandung Regency, existing regulations indicate the need for specific regional policies to safeguard the rights of local and indigenous communities. A representative from the West Bandung Regency Department of Tourism and Culture highlighted the importance of balancing tourism development with land rights:

*"Tourism development must respect local land ownership and cultural heritage. We are working on improving regulations to ensure that indigenous communities are not displaced and that their traditional land rights are protected in every tourism-related development." (Interview, Spatial Planning and Tourism Development Division, 2022).*

The West Bandung Regency Spatial Plan integrates these concerns by mandating that tourism activities must align with fundamental ownership rights, legal provisions, customary laws, and spatial usage traditions of local communities. However, further legal reinforcement is required to prevent potential conflicts over land acquisition in tourism development projects.

#### **5. Safety and security**

Safety and security in the North Bandung Area require an integrated system of surveillance, prevention, reporting, and response to crime, safety, and health hazards. The COVID-19 pandemic significantly influenced tourism policies, leading to Large-Scale Social Restrictions (PSBB) and Enforcement of Restrictions on Community Activities (PPKM) to control the spread of the virus.

During the pandemic, the West Bandung Regency government established a COVID-19 Task Force to oversee the enforcement of health protocols in tourism areas. A government official from the West Bandung Regency Department of Tourism and Culture stated:

*"Our task force worked closely with tourism operators to ensure compliance with health protocols. This was essential to maintaining safety while gradually reopening tourism activities." (Interview, Tourism Crisis Management Division, 2022).*

In addition to health-related safety measures, the government has also designed evacuation routes for geological disasters, such as volcanic eruptions and earthquakes. A representative from the department explained:



*"We collaborate with disaster management agencies to implement evacuation plans for tourism areas near active volcanoes. Tourists need to be well-informed about emergency procedures in case of a natural disaster." (Interview, Disaster Preparedness Division, 2022).*

These efforts highlight the commitment of the local government to enhancing safety and security in tourism areas, ensuring both visitors and local communities are well-protected.

## 6. Crisis and emergency management

Crisis and emergency management in destinations are beneficial not only for tourists but also for the local community. Crisis and emergency management consists of planning consisting of procedures and providing resources and training for the community and tourists. CHSE is a reference in implementing crisis and emergency management during the Covid-19 pandemic. The government through the Ministry of Tourism and Creative Economy has issued special guidelines for the implementation of tourism, such as guidelines for tourist attractions, hotels, restaurants, to the implementation of MICE (Figure 2).



Source: Ministry of Tourism and Creative Economy (2022)

Figure 2 Guidelines for implementing tourism through CHSE

Adapting the CHSE guidelines as a reference for crisis and emergency management, the West

Bandung Regency government, through the Tourism and Culture Office, has conducted socialization and CHSE certification for the tourism industry as a mandatory requirement for operating tourism activities. The CHSE certification aims to enhance security and safety for tourists by ensuring that health protocol procedures are implemented by employees in the tourism sector.

A representative from the West Bandung Regency Department of Tourism and Culture explained the importance of CHSE certification:

*"CHSE certification is a key standard for ensuring that tourism businesses operate safely, especially after the pandemic. We have worked to socialize its importance and facilitate certification to help tourism operators comply with health and safety measures." (Interview, Tourism Industry Development Division, 2022).*

At the West Java Province level, a fast emergency response service was established, including a COVID-19 hotline/call center to support crisis and emergency management. The hotline served as an assistance platform for tourists during the adaptation period for new normal travel habits. Additionally, the West Bandung Regency Tourism and Culture Office coordinated with local tourism operators to ensure compliance with safety measures. A government official stated:

*"We collaborated with hotels, restaurants, and attractions to implement CHSE measures effectively. Continuous monitoring was conducted to ensure compliance and maintain tourist confidence in the region's safety." (Interview, Tourism Crisis Management Division, 2022).*

These initiatives demonstrate the local government's commitment to crisis preparedness and emergency management, ensuring that the tourism sector remains resilient and capable of responding to future crises effectively.

## 7. Promotion

Promotion supports the realization of a sustainable tourism destination if it is managed properly, accurately, authentically, responsibly, and in a way that respects both the local community and tourists. In the promotion subcategory, there are two key indicators: messages in destination promotions and product and service explanations in promotions.

The promotional content in West Bandung Regency, particularly in the North Bandung Area, highlights local communities and cultural identity in an authentic and respectful manner. A representative from the West Bandung Regency Department of Tourism and Culture emphasized:

"We ensure that our promotional materials reflect the cultural and natural uniqueness of West Bandung while maintaining authenticity and respect for local traditions. This is important to attract responsible tourists who appreciate the region's heritage." (Interview, Tourism Promotion Division, 2022).

Due to the COVID-19 pandemic, promotional strategies shifted significantly toward digital media, utilizing platforms such as Instagram, the official website, and YouTube. On Instagram, the Destination Management Organization (DMO) actively campaigned for adherence to health protocols while traveling, encouraging safe tourism practices through the hashtag #pakaimasker.

A government official from the Tourism Marketing and Digital Promotion Division further explained:

"During the pandemic, digital promotion became our main strategy. We used social media to encourage safe travel behaviors and keep tourists engaged with our destinations, even when physical visits were limited." (Interview, Tourism Marketing and Digital Promotion Division, 2022).

These digital strategies not only helped maintain tourist engagement during travel restrictions but also set a foundation for more sustainable and responsible tourism promotion in the post-pandemic era.



(a)



(b)



(c)

Source: Department of Tourism and Culture of West Bandung Regency

Figure 3 Messages in promotions containing the #pakaimasker campaign (a), the use of pedulilindungi application (b), and vaccine tourism (c)

The Peduli Protect application as one of the conditions for travel is socialized through Instagram and vaccine tourism which is held in collaboration with the DMO and the tourism industry is one of the implementations of messages in responsible promotion. The efforts of the Department of Tourism and Culture of West Bandung Regency as a destination manager in providing responsible messages related to the Covid-19 pandemic aim to provide education for tourists who make tourist visits during the adaptation of new habits as well as for local people when traveling in their area. This indicates that the DMO still respects the local community despite the presence of tourists in the area.

## CONCLUSION

The Covid-19 pandemic and geological natural disasters in the North Bandung Region are a challenge for the Department of Tourism and Culture of West Bandung Regency in the implementation of tourism. Tourism management that has been carried out by the Department of Tourism and Culture of West Bandung Regency is able to support sustainable tourism destinations. The existence of a revision of the tourism master plan in West Bandung Regency indicates that tourism management in Bandung Regency is very adequate in the implementation of sustainable tourism.



This study is limited to West Bandung Regency and the management standards for managing sustainable tourism destinations. This can serve as a starting point for more research, which will focus on comparing the other three criteria to places that are popular tourist destinations on a local, regional, national, and international level.

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