

Local Government Attitudes toward Sustainable Tourism Development (Case of Bandung City, Indonesia)

Yulia Windarti

Abstract—National Medium-term Development Plan (RPJMN) 2010-2014 as a basis of local governments in Indonesia in formulated Regional Plan is explaining that sustainable development requires a balance of three primary pillar which are: economic, social and environmental. In related with that, sustainable tourism development describes as development of tourism to gain economic benefit without damaging environment, ecological balance and social needs. Bandung City's Regional Medium-term Development Plan (RPJMD) 2009-2013 provide indicators of tourism development and sustainable development of the city which related to environment conservation. Local governments provide an established program within which to operationalize the indicators of tourism development and sustainable development. This paper examines the extent to which sustainable development of tourism is reflected in the practice and attitudes of local government in Bandung City.

Index Terms—Sustainable, tourism, development, government, economic, social, environmental, impact.

I. INTRODUCTION

Sustainable tourism development could support the sustainable development of the area/region itself. The World Commission on Environment and Development (WCED) defined Sustainable Development as “development that meets the needs of the present without compromising the ability of future generation to meet their own needs” [1]. UNWTO define Sustainable Tourism as follows: Sustainable tourism in its purest sense, is an industry which attempts to make little impact on environment and local culture, while helping to generate income, employment, and the conservation of local ecosystems. It is responsible tourism, which is both ecologically and culturally sensitive [2].

Figure below provides a useful visualization of definition, which shows how the 3 elements interact.

In order to make the decisions required for Sustainable Tourism Development (STD), tourism managers needed a base of useable and meaningful measure corresponding to the ecological, social, economic and planning environments present in an area defined by spatial and temporal boundaries [4]. The use of indicators of sustainable tourism provides an operational and cost-effective means of supplying tourism managers with the information they required. Indicator can be used as an early warning system to trigger planning and management strategies, thus preventing irreversible tourism impact [5].

Since Regional Medium-Term Development Plan of Bandung City (RPJMD) 2009-2013 doesn't provide the

Indicator of Sustainable Tourism, in this research, Indicator of Tourism Development (ITD) and Indicator of Sustainable Development and Environmentally Friendly (ISD) are being used as the parameter for sustainable tourism development (STD) measurement. The author is trying to find the link between “sustainable development” and “tourism development” which mentioned in RPJMD, to analyze whether sustainable development of tourism is being apply or not in Bandung city tourism development. This research is asking the question about how local government perceived sustainable development of tourism.

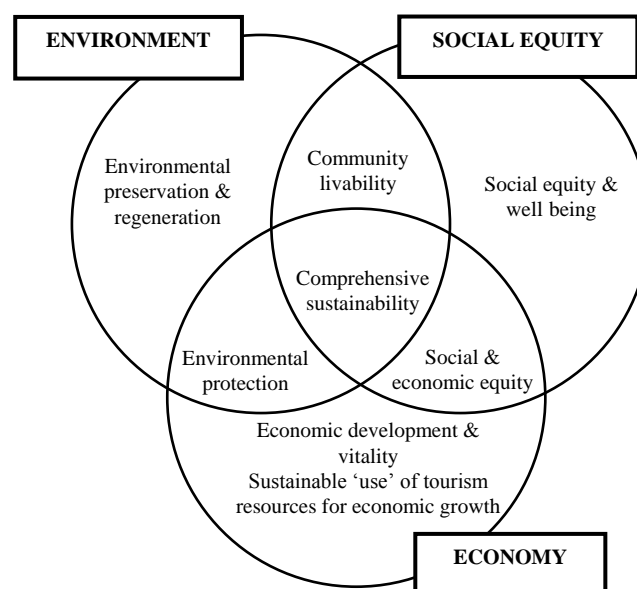


Fig. 1. Visualization of sustainable tourism definition. (Modified from visualization of sustainable transportation definition by Hall, 1993) [3].

II. RESEARCH AIMS AND METHODS

The overall goal of this research was to examine the respond of local government on STD, with particular reference to their practices also attitudes toward the indicators and program of sustainable development and tourism development, which is written in RPJMD of Bandung City 2009-2013. There are two main aims of this research:

- 1) To investigate the perceived value of sustainable development of tourism of local governments.
- 2) To examine the implementation and impacts of on-going policy on tourism and environment conservation.

The first interview was conducted during January to March 2014 and second interview was carried out on November 2014. Both interview are to local government in Bandung City, those are: Regional Development Agency (Bapedda), Department of Tourism and Culture (3 persons),

Department of Environmental Management, and Department of Burial and Landscape (2 persons).

The explanation of Sustainable Development (SD) and Sustainable Tourism Development (STD) in National Medium-term Development Plan (RPJMN) 2010-2014, and Regional Medium-term Development Plan (RPJMD) of Bandung City 2009-2014, including indicators of tourism and environment conservation were used as the basis of questions.

III. BANDUNG CITY TOURISM

TABLE I: TOURIST DESTINATION AREA IN BANDUNG

No.	Tourist Destination Areas	Theme	Tourism Activities
1.	Geger Kalong, Setiabudi	Bandung Specialized Tourists Site (pilgrimage, education)	Religious Education Shopping
2.	Sukajadi, Sarijadi, Setrasari, Pasteur	Bandung Shopping Park	Shopping & Culinary Art & Culture
3.	Cihampelas, Cipaganti	Cihampelas Shopping Arcade	Shopping & Culinary Heritage
4.	Alun-alun, Sudirman, Otista, Gardujati, Pasirkaliki	Alun-alun tourists, Entertainment complexes	Shopping & Culinary Entertainment Heritage Religious
5.	Dago Utara, Puncut	Dago Art & Nature Resort	Nature tourism Culture
6.	Gedung Sate, Gasibu, Sabuga	Bandung Landmark City	Heritage Recreation Education MICE Religious
7.	Suci, Padasuka	Padasuka Small cultural Complex	Traditional art & culture Shopping
8.	Ir.H.Juanda, Merdeka, Riau	Bandung Inner City Areas	Shopping & Culinary Heritage Education Entertainment & Recreation
9.	Braga, Asia-Afrika, Cikapundung	Bandung Historic Center	Heritage MICE Shopping
10.	Gatot Subroto, Binongjati	Gatsu Small Fortress Complex	Heritage Shopping & Culinary Knit Industry
11.	Tegallega	Tegallega city Theme park	Recreation Education
12.	Cibaduyut	Cibaduyut Shoe Market	Shopping Shoes Industry
13.	Cigondoh	Cigondoh Industrial Complex	Shopping Cloth Industry
14.	Ujung Berung	Ujung Berung Cultural & Art Center	Art & Culture
15.	Gedebage	Gedebage Convention Resort	MICE Shopping & Culinary

Bandung is a provincial capital of West Java, Indonesia. Located on main island of Indonesia, the Java Island. Bandung is surrounded by mountains and situated in the middle of a prehistoric lake (Bandung Tourism Office, 2012). Based on Local Regulation of Regional Municipality Level II

of Bandung No. 10 of 1989, Bandung area is 16.729,65 Ha. Developments of population in Bandung city shows improvement, it can be seen from the total population in 2010 as much as 2,394,873 become 2,412,148 in 2011, the Population Growth Rate (LPP) of Bandung in 2011 reached 1.10% [6]. Population growth caused by high fertility (natural population growth) and the migration of population growth, where there is greater in-migration than out-migration (positive net migration) or in other words people who come to Bandung city is more than the people who out of the city [6].

The dynamics of the economy that is growing today in Bandung city is the creative economy that includes the creative industries. Creative economy focuses on the creation of goods and services by relying on the expertise, talent, and creativity as intellectual property is the hope for national or regional economy to rise up, compete, and achieve excellence in the global economy. Development of creative industries in Bandung is becoming a factor that strengthens the trade, hotels and restaurants, as well as the services and manufacturing sector as the potential of the regions in Bandung [6].

Table below from RPJMD of Bandung City [7], shows tourist destination areas in Bandung City.

The development of tourism in Bandung Municipality is growing very rapidly in the last decade and gives a significant contribution to the regional economy. Tourism activities in Bandung tend to drive and driven by market demand rather than Bandung spatial planning that had been established by the government [8]. Bandung statistics in 2013 showed that the number of domestic visitors is higher than foreign visitor. In 2006 and 2008, the number of visitors both foreign and domestic was decrease sharply due to municipal waste problem. But it is growth again steadily from 2009 to 2012 [9]. This significant number is triggered by creative industry in Bandung city.

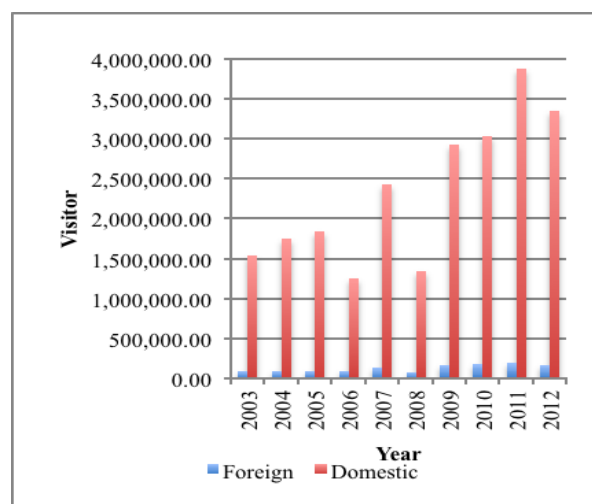


Fig. 2. Total international and domestic tourist in Bandung city 2003-2012.

The graphic below shows that commerce, hotel and restaurant is one of the leading sectors of Bandung. This is demonstrated by the amount of the contribution of this sector to the economy of the city. In 2010, the trade, hotels and restaurants contributed 40.61% to the economy of the city of Bandung, and a slight increase in the contribution to 40.64% in 2011 (based on current prices) [6].

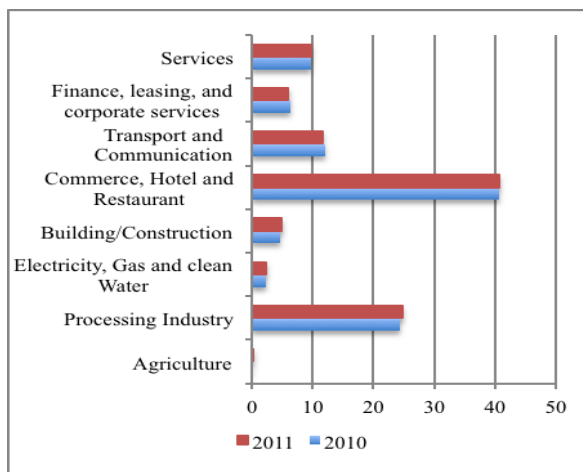


Fig. 3. Gross regional domestic product of Bandung city 2010-2011.

Development of creative industries in Bandung is a factor that strengthens the trade, hotels and restaurants, as well as the services and manufacturing sector (s) as the potential of Bandung regions [6].

IV. INDICATOR OF TOURISM DEVELOPMENT AND SUSTAINABLE DEVELOPMENT

In Regional Medium-Term Development Plan of Bandung City (RPJMD) 2009-2013, tourism purpose was written as MISSION 2: “Developing a competitive city economy to support job creation and public services as well as increasing the private sector’s role in economic development of the city”. Mission Objectives is to brought tourism competitiveness. There is an indicator, program and target of tourism development by local government [7].

TABLE II: INDICATOR FOR TOURISM DEVELOPMENT (ITD)

Indicator of Mission Accomplishment	Program	Target
The number of tourist increase by 25%	Tourism promotion program	The increasing number of tourist

The government policy “to increase the number of tourist” will be the focus of my research. This research aim is to evaluate the impacts of this tourism policy.

The “sustainable development” which is environmentally friendly development is contained in MISSION 4: “Reforming Bandung Metropolitan towards integrated environmental”. The Mission Objective is “confirming the development of Bandung City that sustainable and environmentally friendly (green Bandung agenda)”. The table below shows the indicators [7].

The task, of applying ITD and ISD at a city level, raises some important issues including the question of how and by whom, should this indicator be used. The achievement of sustainable tourism requires the support from public, private sector of the tourism industry, but community awareness also critical. Local authorities are in the position in which they have the responsibility for economic development, protecting community attributes and managing the natural environment [10].

For this reason, local governments are at a logical level upon which to focus the collection of ITD and ISD data in the operationalization of STD.

TABLE III: INDICATOR OF SUSTAINABLE DEVELOPMENT AND ENVIRONMENTALLY FRIENDLY (ISD)

Indicator of Mission Accomplishment	Programs	Target
Green Open Space of public and private that can support 16% of hydrology function (in the form of parks, urban forests, river banks, conservation areas and other green open space)	Forest and land rehabilitation program	Realization of an increase in the selection of critical land
	Provision of nurseries Green Open Space	The realization of infrastructure, improvement of plant breeding and plant seeds
	Quality of public open space’s structure	Management of Green Open Space
	Arrangement of ownership, use and exploitation of land	The realization of additional public and private green open space area

V. FINDINGS

A. Governmental Programs for Bandung City Tourism

According to culture and art section of Department of Tourism and Culture (DTC), there are 600 art associations in Bandung (traditional, contemporary, and modern). They want to develop the traditional art of Bandung as a tourism destination. Their task was to establish the scope of this art to be called a “presentable or marketable.” But there are still many things that need to be addressed first, such as instruments and other facilities are required and the place to practice and perform. Other constraints also a lack of promotion causes the art in the city less known to people.

Sundanese (West Java culture) art that has been known in the city called “Saung Udjo,” is privately owned. This traditional music has been successful in drawing visitors from outside and inside the country. Meanwhile, according to Mrs. Yeti, co-operation section of DTC, they held the promotion of tourism and traditional arts to foreign and domestic. For local, they held a promotion to Yogyakarta. As for overseas, they held a promotion to a state that already has a sister city and the MOU, and those are China, India and America. The result is a lot of visitors who come from these countries, also from Yogya.

It is done to increase the number of visitors, according to tourism target. Even TCD formed Bandung city tourism Promotion Agency (BP2KB). The task is to promote and bring tourists as much as possible.

According to Mr. Arif, Head Office Department of Burial and Landscape (DBL), they activities are also closely related to the Bandung city tourism. Thematic parks they make such as movies garden, photography, music, singles and other parks, associated with a purpose of tourist to visit Bandung. Visitors who come to Bandung not only for culinary tourism but also visited the gardens. According to Mr. Arif further, why many domestic tourists who come to Bandung? The answer is because the destination. Mr. Arif admitted “tourism performances in the city are not varying, but the comfort to stay, culinary and factory outlets are the main attraction for tourist. This has become our mainstay”. Further he said, “tourists arrival to stay in Bandung easier them to enjoy tourism places outside the city (district). If they remain in those areas, they can not get adequate facilities such as hotels, restaurants and other entertainments”.

On the other hand, Mr. Sopian of Department of Environmental Management (DEM) said that Bandung is

famous as a city of culinary and unique events. One of the famous events is the "Culinary Night". Because Bandung is famous for snacks and food, so many people who come to Bandung just to eat. Hotels had complained this matter because of the number of visitors increased but the occupancy is not, because many tourists who do not stay overnight.

Bandung is trying to create a program or travel packages to make tourists stay longer in Bandung. One of them is a culinary event every Saturday. But the greatest adverse impact is garbage volume. DEM task related to tourism is to provide comfort. DEM supports the availability of clean water, fresh air and comfortable environment, which is clean from garbage. The works that have been done are: Management of water, such as: Water surface and groundwater, to hotels that require clean water; Motor vehicle pollution emission's monitoring; for trash, the government is pushing garbage and environmental control with 3R system (re-use, recycle and reduce).

B. Governmental Programs on Environmentally Friendly Sustainable Development

According to Mrs. Rila (section head of green open spaces administrator of DBL), policy direction in Regional Long-term Development Plan (RPJPD) and Regional Medium-term Development Plan (RPJMD) of Bandung City written that development must be sustainable. The indicator is the proportionality between building space and green open spaces. Each city in Indonesia must meet the GOS by 30%. Target of RPJMD 2009-2013 is the GOS reached 16%, but in 2013 only reached 11.4%.

The results of the evaluation were determined that the GOS does not reach the target. Strategy needed to implement existing policies. Strategy to boost GOS reaches 30% in 10 years. But finally, GOS target derived in 2013-2018 plan because they (DBL) predict that this 's hard to achieve.

Revision of RPJPD is GOS previously be obtained within 10 years was changed to 20 years. Mrs. Rila said that "*This is a signify change*". While in RPJMD 2013-2018, GOS target previously should be achieved 30% change into 23%, but Mrs. Rila assert that it will not be reached again because of some constraints. Those constraints are:

- 1) Urban land is different from the rural area, "conflict of interest" of land use in the city is enormous. A concrete example is people will prefer to build the house first instead of the park. The indicator is the rampant construction of the house in the city.
- 2) Development of urban infrastructure such as roads and other facilities.

In other words, land use is dominated by building, infrastructure and other facilities spaces. That is why GOS be marginalized. "*Is this policy suitable to be applied in urban areas in Indonesia? This is the big question for me*", Mrs. Rila was wondered about the policy direction for GOS. Further she argue that city need a lot of space for facilities and infrastructure also building for job opportunities, instead GOS can be improved in rural areas such as for development of agriculture which employs many workers that can suppress urbanization.

Another attempt to organize the city is organizing slum. In slum area, home construction will be made vertical (flats) and the front of the house faces the river. But to realize this plan is still difficult because of house occupants rejection. They do

not want their house shifted slightly away from the river. The government will pay for the land but they house need to be extended vertically. But the resident rejected this plan.

The solution is communication and socialization. Mrs. Rila explained the process of communication, "*we've tried to bring people together to talk, but they were also ridden by NGOs who are less responsible and have political interests. But we still give counseling to the community to shift their house a few meters away from the river. Our efforts to communicate with the resident in collaboration with the communities organization such as Gemicik and Baraya Cikapundung*". The government program aims to organize the slums on Cikapundung riverside. Thus, the area not only looks neat but also safer because the building is substantial and the distance between the house and the river is quite ideal.

Not only general program for tourism sustainable development for environment, some of local governments also have specific programs for sustainable development of tourism. The programs for sustainable development of tourism of local governments are summarized below.

- 1) Regional Development Agency's policies and programs were already focus on environment conservation for sustainable development of the city, but in this case, less attention and support from other stakeholders including community are making the programs failed to reach the target.
- 2) Department of Tourism and Culture (DTC) was the respondent, which considered tourism promotion to be the primary tool to generate economic benefit. Even though their understanding of STD is development by taking into account the natural environment, the program made by DTC was focus on competitiveness of tourism attractions, which is artificial attraction including shopping center and restaurants also art gallery and culture to increase the number of visitor as written on ITD. While on the contrary, other sectors such as, infrastructure, social and the environment has given less attention. But unexpectedly, they are also planning a future tourism destination that also takes into account the ecological and social balances. They make this artificial tourism destination by setting up 6 square hectares of land in Manglayang mountain's foot as the center of Bandung city tourism to build a culture and art tourism of which is environmentally friendly. The purpose is not only to introduce the culture but also keep the environment sustainably. The land has been prepared, and from 2014 assessment layout will be conducted. This finding brought a bright spot for the future of tourism industry in Bandung City.
- 3) Department of Environmental Management (DEM) addressed mainly ecological parameters. Given that DEM are assigned the overall responsibility for ecological balances that written in Indicator for Environment Conservation. Their programs on environment conservation have direct and indirect relation with tourism development. By provide the training for hotels to manage their waste; DEM is giving big contribution for STD.
- 4) Department of Burial and Landscape (DBL) showed some interest in STD by realizing more Green Open

Space not only for Bandung community but also to support sustainable tourism. Even though the program that to build GOS up to 30% in 2014 was not reach the target due to urgency of housing area in Bandung City, they focus was stressed in the quality improvement of existing GOS. According to Mrs. Rila, the purpose of GOS is to improve the quality of the environment, which also means increasing "the quality of life". In other words, public health increases as GOS minimize the pollution.

VI. POLICY IMPACT ON ECONOMIC, SOCIAL AND ENVIRONMENTAL

Tourism development program brings impacts that could not be avoided. Local governments describe the effects of the program.

A. Economic Impact

All respondents agreed that this policy had a positive effect on the economy due to increasing revenue. In addition, the city also increased infrastructure development. Mr. Arif also said that along the growth of the city's economy, is expected to be increased resident's purchasing power. Until now, resident purchasing power is still low.

With the increase in tourism, Bandung resident as host is expected to improve their economy. Currently the poverty rate in the city is still high, approximately 700 thousand people are classified as poor.

Criteria for poor people in the city is different from other cities, according to him, the differences are:

- 1) In Bandung there are no dirt-floored houses, all houses have cement floors and doors. But they purchasing power is low.
- 2) No residents who do not eat in a day. They must eat in a day just different quality calories.
- 3) No one who not to go to school. But the school achievement is low. The average, of graduated, is still until junior high school.

Mr. Renda from TCD and Mr. Sopian of DEM have the same opinion about the development of the city. The city's rapid development due to the increase in buildings such as hotels and restaurants make Bandung into a Metropolitan city. This is a positive indicator according to them.

B. Social Impact

This rapid growth of the city is closely related to the local community, who say as "poor and less educated". Does the rapid economic growth of the city have social impact? According to Mr. Arif from DBL, he did not see any negative of the social consequences. But there is an issue in community, why resident' (people who registered as Bandung resident) job is not as good as the outsider? But, he said, "all residents can work as long as they want it. Although only as a gardener, car washers, street sweeper, etc., the work can easily found in this city, for this reason urbanization is very high".

How about beggars in this city? Mr. Arif asserts "beggars here are not poor, but this is their profession". Further he said, "The government has repeatedly carried out raids and repatriate them, but they keep coming back to begging. It is a mental problem. Their incomes are high from begging, and

that is why they keep begging. Mental problem that want to have money but does not want to work hard".

He tried to explain that the increase of beggars is not caused by uneven economic development affecting resident, but it is because they just lazy to get a job. This is similar to what Mrs. Yeti and Mr. Rendra of TCD said, "there is no social impact, beggars and street singers in the city make tourists uncomfortable". Because of some reports about the inconvenience, especially foreign tourists, TCD in cooperation with other agencies such as; the police force, went to secure beggars and street singers.

Slightly disagree with DBL and TCD about the social impact on society. Mr. Sopian of DEM said that he did not know about the social impact, but the current government is making a region for homestay to allow tourists to feel the actual Bandung and culture. Besides this Homestay activity can confound residents and visitors. This is done because most investors in the city are not a resident. Rapid economic growth is not accompanied by the increased of purchasing power of resident. In other words, most residents are not having the effects of the economic increased from tourism activities.

C. Environmental Impact

All respondents agreed that traffic jam and garbage are a serious problematic. According to Mr. Sopian, every weekend landfill waste increased compared to weekdays. "It relates to the number of people because everyone must throw waste. Bandung population recorded in the statistics is 2.5 million, but at noon increased to 3 million, even on weekends it grown to 3.5 million". Mr. Arif added that consciously residents and visitors still littering everywhere.

VII. CONCLUSION

According to local governments, economic development from tourism program gives serious effect to the environmental condition. That is why economic improvement from tourism should be followed by environmental protection, and they are trying to manage this. Along with the economic development, community's social lives can automatically increase because job opportunities also increase. There is no need special manage from government for this. There is also no negative social impact caused by rapid development. From the local official government's explanation, they're perceived of sustainable development of tourism can be visualized as below:

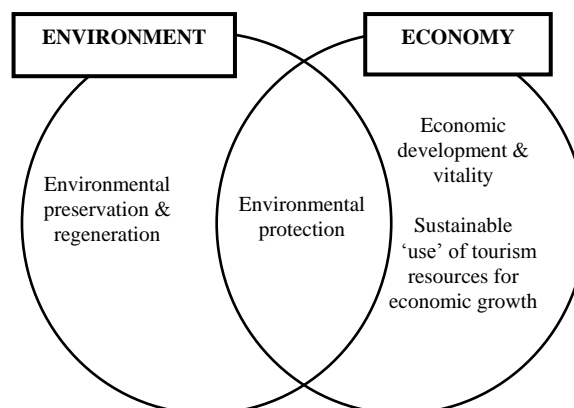


Fig. 4. Bandung city's local government perceived of sustainable tourism development.

In the implementation, local government failed to reach the target of Green Open Space development, which is the program for sustainable development. This failed due to extended of housing area and infrastructure development. Further, the local government even reduced the target of GOS in next regional development plan.

Even though, there are some challenges in current practice of STD, local governments in Bandung City showed that they generally have the positive perception of STD, which bodes well for the future sustainability of the tourism industry.

REFERENCES

- [1] *Our Common Future*, WCED, Oxford: Oxford University Press, 1987, p. 43.
- [2] *Sustainable Development of Tourism Conceptual Definition*, UN-WTO, 2004.
- [3] R. P. Hall, *Introducing the Concept of Sustainable Transportation to the U.S. DOT through the Reauthorization of TEA-21*, UK: University of Southampton, 1999, pp. 26-36.
- [4] S. J. Dymond, "Indicator of sustainable tourism in New Zealand," *Journal of Sustainable Tourism*, 1997, pp. 279-293.
- [5] E. W. Manning and T. D. Dougherty, "Sustainable tourism: Preserving the golden goose," *The Cornell Hotel and Restaurant Administration Quarterly*, pp. 29-42, April 1995.
- [6] LKPJ (accountability report) of Bandung City, 2012, pp. 7-13.

- [7] RPJMD (Regional Medium-term of Development Plan) of Bandung City, 2009-2013, pp. 1-120.
- [8] Y Adriani, *Pariwisata Perkotaan Bandung*, Pusat Perencanaan dan Pengembangan Kepariwisata ITB, 2011, pp. 1-15
- [9] *Bandung in Number*, Bandung Statistic, 2007.
- [10] C. Howden, "Role of local and regional government," in *Proc. the Conference of Ecotourism Business in the Pacific*, Auckland: New Zealand, 1992, pp. 219-221.



Yulia Windarti was born in Indonesia. Yulia received her degree, BA 2004 in Japanese language and literature at Padjadjaran University, Bandung, Indonesia. From April 2003 until March 2004, she was studying Japanese at Rikkyo University, Tokyo, as a special international student. She then changed directions to pursue a master degree in Management and completed her degree, MBA at Hamamatsu University, Japan, 2009. Her research was focused on management of hotel and hospitality in Japan. Current, she is doing her research for her doctorate degree, Ph.D in tourism development at Graduate School of International Development (GSID) of Nagoya University, Japan.

Her current research is focused on tourism development and policy in Indonesia. During her study in doctorate program, she was working as a research assistant for "Leading graduate school, Ph.D. Professional" at Nagoya University.