Rural Tourism Development: Institution, Disaster and Communication

Sri Fatimah¹, And Ayu S.K.²
¹ Faculty of Agriculture, Padjadjaran University
² Graduate Program in Tourism Planning, ITB

Correspondence Email: sri.fatimah@unpad.ac.id; srifatimah.sf@gmail.com

Abstract. The emergence of rural tourism began to bloom initiated in various regions in Indonesia, including the Sindulang Village Area. The development of rural tourism is still fluctuating; this is thought to be a result of the still weak institutions at the local scale of the tourist villages. This situation then demands the existence of implementing organization that has independence in management. The development of the Sindulang Tourism Village carries a traditional concept which involves the local community in its management. Efforts to increase the capacity of all elements involved in the development of rural tourism are carried out by the village government. This study aims to assess the capacity building strategies in order to achieve the development potential of tourism villages in Sindulang. This research uses a descriptive qualitative approach of a case study. Data and information were obtained through literature review, field observations, and unstructured interviews. The results showed that the development of Sindulang Village tourism through capacity building strategies had an impact on increasing local capacity of human resources, improving village infrastructure, and furthermore the welfare of the local community. An institution framework is identified to implement the rural tourism program and especially in relation to disaster prevention.

1. Introduction
In the context of tourism development, the emergence of tourist villages began to bloom initiated in various regions in Indonesia. Likewise, the direction of development listed in Article (12) of the Regional Regulation of Sumedang Regency Number 8 of 2014 concerning the Regional Tourism Development Master Plan for Sumedang Regency in 2014 - 2025 letter (a) which leads to the development of tourism villages [1]. Tourism Villages is increasingly viewed as a panacea for increasing the economic viability of marginalized areas, stimulating social regeneration, and improving the living conditions of rural communities. Based on study in a rural tourism development in Nord-Vest in Romania, local communities see tourism as a development factor because it improves local standard of living without affecting the cost of living [2]. Nevertheless, the development of tourism villages is still fluctuating; this is thought to be a result of the still weak institutions at the local scale of the tourist villages. This situation then demands the existence of a development and marketing implementing organization that has independence in management so that the existence of a tourism village can be sustainable.

One of the villages in Sumedang Regency which is directly adjacent to Bandung Regency, namely Sindulang Village is trying to develop the potential of its village to become a tourist village. In the village of Sindulang there is the only tourist attraction that is owned by the District Cimanggung, Curug Cinulang which is well known on a provincial scale. However, the potential possessed has not...
yet been developed by the community and local village government to increase economic growth. The village authority initiates the management of local potential in relation to economic activities such as the utilization of natural, cultural and human resources which are packaged into an environmentally friendly village tourism package.

The development of Sindulang Tourism Village carries a traditional concept where there is involvement of the local community as management. Since the pioneering phase of the Sindulang Tourism Village, the role of the Village Government has been crucial in achieving successful development. In this case, the Sindulang Village Government formulated a tourism village development strategy through capacity building efforts of all elements involved (stakeholders) in developing a tourist village both the Village Government itself, local organizations and the local community. Sindulang Village is still classified at the stage of developing village. In addition, the number of underprivileged families increased from 2013 - 2015 to 228 families [3]. One effort to reduce the number of underprivileged families in the village of Sindulang is expected through tourism sector because it can open jobs, increase tourist visits, and increase family economic income.

Effectiveness of regional and local development critically depends on institutions [4]. Failure to take institutional specificities into account may presumably explain the failure of quite a few regional or tourism development strategies [5]. Institutional development through capacity building is to improve the performance of local organizations in an optimal way to support the success and achievement of economic development targets and increase the ability of individuals to realize the development of Sindulang Tourism Village based on community empowerment. Despite the institutional capacity, it is important to consider the resilience or vulnerability to disaster. Another study also identifies that communities located in high-risk disaster regions face greater challenges in developing a tourism economy that is both resilient and sustainable [6]. It implies that resilience of rural community has become an important factor related to the development of rural tourism. To reduce that risk, the ability of rural community to respond and manage unexpected events is important both for resilience and vulnerability. Another study about community resilience in rural Australian town also reveals that social capital has become a vital part of community resilience and needs to be developed well prior to the anticipation of natural disasters [7]. It all makes capacity building important in developing tourist villages.

At least there are three main targets of any capacity building include human resource development, organization development, and organizational reform [8]. Therefore all stakeholders would be needed to be optimized their capacity. Stakeholders in a tourism destination can include the government, practitioners, the private sector, and the local community [9]. The research question that we want to know in this paper is what is the strategy to increase the institutional capacity of tourism in the village of Sindulang considering it potencies as well as threat? This study aims to find out, describe, and analyze capacity building strategies in order to achieve the development of tourism village potential in Sindulang Village. Through this research it is expected to be able to produce contributions of ideas that can be given to the parties involved or stakeholders and also as a general reference for similar research specifically the scope of tourism development in a village. Collaboration between all stakeholders in tourism development is a strategy to provide long-term positive effects for all involved [10].

2. Concept & Method

2.1 Village Government & Capacity Building

The government refers to the process of government in which power is legally operated by those in authority over that power. Power itself is more an effect of intergovernmental relations that are constantly changing or dynamic [11]. In developing countries, the level of local government power and authority is getting higher. Indonesia since 2000 implemented decentralization and autonomy to local government that in turn to some extent also empowering rural village toward higher authority to manage them, mainly to manage local resources.
The results of capacity building analysis can be a benchmark for how an organization manages relations with the public and other stakeholders [12]. As organization may also directly refer to people who occupy positions, capacity building strategy can describe the potential of human resources in the framework of developing the capacity of an organization. The improvement of local government or village government in their capacity may in turn affect the ability to guide the citizen member and community to achieve their goals through among others community empowerment. To be an empowered society requires a process that refers to systematic steps towards human resource development. Community empowerment appears as an alternative to the bottom up development approach.

2.2 Rural Tourism Institution

Rural tourism has been progressively developed in Indonesia recently. Rural tourism is the broadest term that encompasses the overall tourist services/activities/aspects of tourism within rural areas, including, e.g. hunting, fishing, tourism in nature parks, ecotourism, health, cultural, village, ethno tourism [13]. Other broader and open definition considers broader integration of rural attractions and their infrastructures within the context of rural setting. Therefore it is also closely related with local empowerment. Jobs and new economic activities may be created and start to grow.

Competition may exist from similar rural tourism sites. Rural tourism authority needs to show that their village is unique, interesting and managed well so it could have high brand image to visitors. Therefore it is important to involve all stakeholders in the planning and management of rural tourism. This is important to anticipate any issues and conflict that may arise [14]. Actors and entrepreneurs involved in the local scale tourism service industry tend to offer tourism facilities regardless of resources availability. There are several patterns or models of community empowerment that leads to economic development through tourism in the rural environment. Various form of involvement may arise either Community as workers in the tourism business, as supplier of tourism business, Community-tourism business partnerships, Community as a tourism manager, Community-tourism business intermediator [15].

2.3 Anticipation of disasters

Disaster is a very important aspect, especially in the development of tourism. Tourism is a sector that is very dependent on the image or view of tourists, as well as his/her views related to the security of a tourism region against disaster. An approach to tourism disaster management is needed to help the affected tourists, tourism industry and communities whose livelihoods depend on tourism to cope with the disasters and its social amplifications [16].

In addition, through the National Disaster Management Agency (BNPB), the Agency has made regulations related to disaster reduction (PB) and disaster risk reduction (DRR or PRB) namely Perka BNPB No.1/2012 concerning general guidelines for Resilient Disaster Villages / Villages. The regulation was made as an attempt by the government to realize the Disaster Resilient Village (Destana) [17].

In realizing Destana, the people who live around the area are the main actors. To implement the Disaster Resilient Village itself, in the BNPB (2012) guidelines above there are several programs and activities, including: Village/kelurahan risk assessment, Disaster management planning and village contingency planning (RPB), Establishment of Village/Kelurahan DRR Forum, Increasing the Capacity of Citizens and Apparatuses in disaster reduction (PB), Integration of DRR into village/kelurahan development plans and legalization, Implementation of DRR in rural/urban villages, Program monitoring and evaluation and reporting at the village/kelurahan level.

2.4 Interaction between institutions in anticipating disasters

Disaster management, therefore, is seen here as a complex and non-linear phenomenon that involves multiple processes of active coordination and collaboration between different actors and institutions to operationalize policies, strategies and skills to build capacities during all phases of the disaster.
management cycle in order to minimize the impacts of hazards, save lives, improve livelihoods and protect valuable assets and infrastructure [18]. In this case the network in question is the interaction with other institutions as well as among internal member of an institution. With conditions between different institutions in terms of objectives, it can be seen its efforts to achieve a common interest.

3. Method
The method used in this research is descriptive with a qualitative approach. The research location is Sindulang Village, Cimanggung District, Sumedang Regency. Primary data were obtained through field observations and unstructured interviews, while secondary data were obtained through a literature review on research and documents that fit the research theme. The focus of the research are (1) the capacity building strategy of the Sindulang Village Government in the development of tourism, (2) the role of local communities in economic development through tourism, and (3) factors that support and hinder the development of the Sindulang Tourism Village.

4. Discussion

4.1 Community Capacity building in Sindulang Village
In order to develop tourism potential, the Sindulang Village Government has developed a capacity building strategy for all elements involved such as the local community, local organizations and the Village Government which used the concept of community-based tourism. The concept of community-based tourism focuses on empowerment and development of community members as producers of tourism [19]. During series of community meetings facilitated by rural government, there are some steps identified and agreed among them the following working plan for short and medium terms:

- Building community human resources through socialization conducted at various activities or routine meetings.
- Building human resources through the formation of a tourism organization formed by the Sindulang Village Government in collaboration with the Research Team from Padjadjaran University with the aim of developing the Sindulang Smart Village.
- Building human resources through empowering local communities, empowerment can be classified in the fields of agriculture, textiles, skills, and animal husbandry with the aim of developing community capabilities.
- Building human resources through the formation of Disaster Risk Reduction forums in accordance with guidelines made by BNPB and also BPBD (Local disaster management Authority).
- Building Human Resources through forming teams to carry out mitigation as initial information in making community capacity building contingencies
- Building Human Resources in the form of a contingency planning team in the tourism village as an effort to anticipate the tourism village disaster.
- Building human resources through increasing the capacity of the community in dealing with disasters in the study area. Community capacity can be seen into 4 indicators, namely general knowledge of disasters, disaster mitigation, disaster preparedness, and the ability to survive.

4.2 Role of Local Communities and Institution
The potential development of the Sindulang Village as a Smart Village carried out by the Village Government can increase the role of the local community. Increasing the role of the community will be followed by opening up new jobs for other communities, increasing income, equality, and sustainability. Hearing all the stakeholders’ interests would be critical in the process of institutionalizing rural tourism program [20].

The institutional model in Sindulang Village is an independent institution that is specially formed and is new where the members consist of representatives of each stakeholder in the village. As for the
representatives other than the Village Government which is part of the community, youth groups, and farmer women's groups. Community empowerment through this model is a form of economic partnership between the community and the tourism business. At present, during the pioneering period, this institution was also still under the coordination of the Village Government with BUMDES (rural owned corporation) playing a role in marketing, publication, and information. The Smart Sindulang Village working group consists of industrial, cultural, photography, handicraft, home stay, religious, tourism guides, transportation, health, consumption, and ecotourism agro-industries (Figure 1).

Based on the community empowerment model that leads to economic development through tourism in the rural environment, the economic empowerment model in Sindulang is included in the community-tourism business partnerships model [15]. After a tourism institution is formed, members of the community may start to develop the existing tourism business. In some cases, BUMDES provides support in the form of marketing and so on. Each working group has the same opportunity to coordinate with each other and develop the tourism business of the Smart Sindulang Village.

Interaction or communication between institutions is formed because in practice although the interests between institutions differ, but between institutions are connected to one another for the same interests. In anticipating disasters in the village of Sindulang, BPBD as the body in charge of the resilient for local disaster program worked together with village institutions to form a team to mitigate as preliminary information for community capacity building and contingency development. These two institutions interact directly both related to the needs and exchange of information in order to create a tourism and village disaster.

In the implementation, BPBD collaborates with forums created by village institutions to educate the community and related units in disaster anticipation. The direct relationship between the forum, village institutions and BPBD needs to be maintained in order to provide optimal education.

In the context of Sindulang Rural Tourism program, the institution being formed seems has not anticipate the threat of disasters. Any disaster event occur during past period were treated without structured and systematic handling and more reliance on official higher government.

4.3 Supporting and inhibiting factors of Sindulang smart village development

- **Supporting Factors**
  (1) The characteristic of Sindulang Village, which borders Bandung Regency, has a variety of potential tourist attractions, especially rich in agricultural land; (2) There is a conservation zone in the form of Cigumentong Traditional Village which has a strong cultural value. The combination of nature and socio-cultural conditions of the community can present environmentally friendly nature tourism; (3) The enthusiasm of tourism institutions consisting
of every stakeholder can be a trigger for other communities to participate directly in the development of alternative tourism in Sindulang Village.

- **Inhibiting Factors**
  1. The development potential of Sindulang Village is still more or less constrained by funds as the main source of infrastructure development that can support tourism management;
  2. Financial assistance from the Sumedang District Government is needed where so far the financial development has been initiated by the Sindulang Village Government;
  3. The low quality of human resources (human resources) also hinders the development of the tourism potential of Sindulang Village, most people have a low level of education.

**5. Conclusions**

This research has described the development of Sindulang Village tourism as a Smart Village carried out by the Village Government through a capacity building strategy consisting of all elements involved as managers of the Smart Village, namely the Village Government, tourism institutions or local organizations including local communities involved as members and administrators. Efforts to develop the Sindulang Smart Village can have a positive impact on increasing the income of local communities, the quality of human resources, improvement of village infrastructure, new jobs, and furthermore the welfare of local communities. In addition, based on the results of the study it was found that the supporting factors for the development of the Smart Sindulang Village were the characteristics of the Sindulang Village which had a variety of potential tourist attractions especially rich in agricultural land, there was the Cigumentong Customary Village which had strong cultural values, and the enthusiasm of each element of the stakeholders who became trigger for other communities to participate directly in the development of alternative tourism Village Sindulang. While the inhibiting factors are financially in the development of village infrastructure, support from the Sumedang District Government which is still not active, and the quality of human resources is still low.

Here are some recommendations based on research related to community organizing in the development of Sindulang Smart Village, namely:

- **For the Sindulang Village Government**
  Strengthen the role of the village government as a facilitator for village development, making it easier for the programs run by the Smart Sindulang Village organization.

- **For the Sindulang Smart Village Organization**
  Increasing community capacity at the individual level can be through providing opportunities for participation for each member of the organization. It takes the role of a leader who is able to mobilize the organization.

- **For the Community**
  Increasing sensitivity related to tourism and knowledge related to hospitality. Protect the environment and cultural authenticity so that tourism in the village of Sindulang can later be sustainable.

Based on the results of research that has been done, there are some issues that have not been explored by researchers because of some constraints faced. Therefore, this study provides several recommendations for further research to be able to explore a number of issues concerning institutional capacity at the system level. There is a need for research on the relationship between individuals, informal institutions, formal institutions, and external relations and policies developed by the Sindulang Village Government and the bureaucracy above that are related to the development of the Sindulang Smart Village.
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