

# Sustainable Tourism Development (The Perspective of the Tourism Stakeholders in Biak Numfor, Papua, Indonesia)

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**Abstract**—Indonesia has a variety of tourism destinations that are potential and meaningful. The historical value contained in it can be developed so that it also has commercial value. It can be seen significantly that the tourism sector has become an industry that contributes a lot in providing high foreign exchange inputs for the country. However, the tourism industry in Biak Numfor Regency in Papua has not been growing well for the past ten years. This beautiful destination is slowly being forgotten by tourists. Therefore, it is very important to identify factors affecting the tourism sector in this destination. This paper is discussing about the perspective of the tourism stakeholders in Biak Numfor, Papua, regarding the condition of tourism sectors in this destination. Sustainable tourism concept was chosen as the foundation of the perspective. In order to gain the insights, a Focus Group Discussion was conducted. The results show that there were several factors identified as important for sustainable tourism in Biak Numfor: accessibility, infrastructures, destination management and planning, destination promotion, inspirational leaders, and community awareness.

**Keywords:** *tourism destination; sustainable tourism; tourism stakeholders*

## I. INTRODUCTION

Indonesia has a variety of tourism destinations that are potential and meaningful. The historical value contained in it can be developed so that it also has commercial value. It can be seen significantly that the tourism sector has become an industry that contributes a lot in providing high foreign exchange inputs for a country [1]. In the 2015 Strategic Plan of Bappenas for the year of 2014 [2], it was emphasized that the real contribution of tourism sector has made this sector has a strategic position in various development policies, especially for Indonesia which has tourism assets to be strengthened and empowered as a pillar of the country's economy. The future national economy will no longer be able to rely on oil and gas sector as a mainstay of foreign exchange contributors that sustain the economy, because oil and gas reserves in time will be depleted and irreplaceable. Therefore, tourism sector is expected to bring the largest foreign exchange contribution function replacing oil and gas sector.

To optimize the contribution of tourism for national development, one crucial aspect that must be considered is the transformation of the management of tourism destinations in Indonesia. In terms of governance of tourism destinations, there are various concrete problems that affect the development of tourism: lack of synchronization and coordination between stakeholders, tendency of partial development, lack of tourism products packaging, limited application and utilization of ICT, low human resources and general services in tourism, limited promotion, as well as lack of synchronization of regulations for investment and fostering the tourism industry in regional level.

The biggest challenge of implementing sustainable tourism is the need for a paradigm shift that covers many aspects; from tourism destination managers to indicators of successful destination governance. This paradigm change is not only limited to indicators of success in economic scope, but also includes environmental conservation, culture, and social welfare. It can be said that the paradigm shift of thinking is not enough, but it also requires a mental revolution from the managers of tourism destinations to achieve sustainable tourism targets. As a concrete step towards achieving these targets, there are 20 Regencies/Cities that have committed to implement sustainable tourism, which refers to the indicators adopted from GSTC. The success of the application will be tested through certification activities that will be carried out on tourism businesses located in those 20 Regencies/Cities.

Biak Numfor Regency is one amongst the regencies/cities that have shown their commitment and signed the MoU (Memorandum of Understanding) with the Ministry of Tourism of the Republic of Indonesia. During World War II, the capital of this district was once used as a defense head quarters of the allied forces that had defeated Japanese forces in the same place. One of the historical heritage that still remains until today is the Mokmer airstrip which has now become the Frans Kaisiepo Airport [3].

Frans Kaisiepo Airport is located in the northern part of Yapen Island in Cenderawasih Bay, which belongs to Biak Numfor Regency. The location is geographically strategic, which is on the area of Biak Numfor Regency at  $0^{\circ} 21' - 1^{\circ} 31'$

LS and 134 ° 47'-136 ° 48 ' BT. The area covers 21,572 km<sup>2</sup> that consists of land area of 3,130 km<sup>2</sup> and the remaining 18,442 km<sup>2</sup> is in the form of oceans. The area was divided into the territory of Biak Numfor Regency borders the Pacific Ocean and Supiori Regency in the north, Yapen Strait in the South, West Papua Province in the West, and the Pacific Ocean in the East [3].

As a regency, Biak Numfor has a great potential in its natural wealth, especially the sea. Its marine natural resources are rich of various types of fish, which provides bright prospects for fisheries. The beauty of the natural landscape of the sea makes it possible for Biak Numfor Regency to develop its tourism sector. Marine tourism can be the right choice. Each island in the district is surrounded by white sandy beach with the panorama of clear sea and colorful coral reefs that are still pure. Another potential tourist attraction that can be developed is a cluster of Padaido Islands that has underwater beauty, various types of fish, and colorful coral reefs. In addition to the potential of marine tourism, there is historical tourism destinations, such as the Cenderawasih Museum that keeps a collection of World War II equipment and the Japanese cave [3].

However, despite of its great potential, the tourism sector in Biak does not grow the way it should be. There are not many tourists come to this beautiful destination. Therefore, this study aims to identify factors affecting the development of sustainable tourism destination in Biak Numfor from the perspective of the tourism stakeholders. This research is oriented towards mental revolution based on the strengthened tourism stakeholders in the framework of implementing sustainable tourism.

## II. LITERATURE REVIEW

### A. *Tourism Destination*

Theoretically, [4] argues that destination is a geographical region that is understood by visitors as a unique entity, with a political and legislative framework for tourism marketing and planning. From the above concept, destinations are defined as geographical areas that are seen as unique entities with a political framework and regulations for tourism planning and marketing. Another definition of destination that destinations are a focus of facilities and services designed to meet the needs of tourists [5]. In line with [5], [6] formulated conceptually about destinations as a package of tourism facilities and services, consisting of a number of multidimensional attributes. Some concepts regarding destination illustrate that a destination has various aspects that need to be coordinated and communicated in order to create excellent service for tourists. Therefore, good governance of tourism destinations should be established with optimal performance.

The reality of tourism governance practices encourages various initiatives to improve the quality of tourism management and the competitiveness of tourism destinations. The indicators of low quality tourism destinations management can be seen from a number of governance practices that have not run optimally because the magnitude of tourism is still low. Tourism destinations are formed from the construction of spatial, social, cultural, environmental, and tourism resources that are interrelated and complementary. In the end, those elements will create a unique experience for the visitors. Therefore, the development of tourism destination is carried out through various interventions from a number of stakeholders to increase the intensity of tourism activities. To build competitiveness, knowledge about creating organizations and networking are necessary, as expressed [7]. The main point is competitiveness is determined by the way the organization is transformed and measured. The measurement should start from the idea in a context, so that it becomes knowledge. In the end, excellent products will always rely on resource-based and knowledge-based strategies. [8] mentioned that products need to be managed with continuous improvement. In governing tourism destinations, we need to reflect on improvements and change the management approach. That way, we can create high quality governance, growth in magnitude of tourism (multiplier effect), qualified management impact, and good environmental and social risk management.

### B. *Sustainable Tourism*

From the economic perspective, tourism development is seen as an effective solution for many social and economic problems. This belief has led to massive and unplanned development of tourism infrastructures in many countries. The negative impact soon followed, such as social and environmental degradation. Due to the increasing awareness of the negative impact of tourism for environment, some efforts have been made to develop a sustainable tourism [9]. This phenomenon encourage people to practice green and sustainable tourism for the better future.

The sustainable tourism concept focuses on balancing tourism development with community, society's habits, and other environmental concerns [10]. Furthermore, sustainable tourism also considered as a form of tourism development that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment, and host communities [11].

In terms of the governance of sustainable tourism destinations, participation from tourism stakeholders is needed, because they will be asked to apply the STD indicators and criteria adopted from the GSTC to be certified. [12] identify the roles and functions of stakeholders involved in tourism in the primary and secondary groups, which are explained in Table I.

**TABLE I. TOURISM DESTINATION STAKEHOLDERS**

	<i>Stakeholder</i>	<i>Author</i>
<b>Primary</b>	Local Government Organization	Blain <i>et al.</i> (2005); Morgan & Pritchard (1999); Sautter & Leisen (1999); Sheehan, Ritchie & Hudson (2007); Sheehan & Ritchie (2005)
	Competitor	Sautter & Leisen (1999)
	Destination Marketing Organization	Blain <i>et al.</i> (2005); Morgan & Pritchard (1999); Sautter & Leisen (1999); Sheehan <i>et al.</i> (2007); Sheehan & Ritchie (2005)
	Hotel	Blain <i>et al.</i> (2005); Sautter & Leisen (1999); Sheehan <i>et al.</i> (2007); Sheehan & Ritchie (2005)
	Population	Sautter & Leisen (1999)
	Tourist Attractions Operator, Convention Center	Blain <i>et al.</i> (2005); Morgan & Pritchard (1999); Sautter & Leisen (1999); Sheehan <i>et al.</i> (2007); Sheehan & Ritchie (2005)
	Transportation Service Provider Company	Blain <i>et al.</i> (2005); Sautter & Leisen (1999)
	Traveler	Sautter & Leisen (1999); Sheehan & Ritchie (2005)
	Restaurant	Blain <i>et al.</i> (2005); Sautter & Leisen (1999)
<b>Secondary</b>	Advisory Board	Morgan & Pritchard (1999); Sheehan & Ritchie (2005)
	Residents and Community Groups	Morgan & Pritchard (1999); Sautter & Leisen (1999); Sheehan & Ritchie (2005)
	Gas Station	Sautter & Leisen (1999)
	Incentive Planner	Blain <i>et al.</i> (2005); Morgan & Pritchard (1999); Sautter & Leisen (1999); Sheehan & Ritchie (2005)
	Media	Sautter & Leisen (1999); Sheehan & Ritchie (2005)
	Retail Outlet	Blain <i>et al.</i> (2005); Sautter & Leisen (1999); Sheehan & Ritchie (2005)
	University	Blain <i>et al.</i> (2005); Sheehan & Ritchie (2005)

Source: Tkaczynski *et al.* [12]

### C. Sustainable Tourism Components/Indicators

A successful management of tourism destination is not only measured by increasing the competitiveness of that place, but also by applying and implementing the principles of sustainable tourism. Sustainable tourism is a tourism that minimizes its negative impact for the natural and socio-cultural environment. At the same time, it simultaneously provides economic benefits for local communities and countries where related tourism destinations are located [13]. The principles of sustainable tourism (hereinafter referred to as Sustainable Tourism Development - STD) have been categorized by the Global Sustainable Tourism Council (GSTC) into some criteria.

In the Sustainable Tourism Development training module [14] it is explained that the creation of Global Sustainable Tourism Council (GSTC) aims to gain a general understanding of STD. The GSTC criterion is the minimum effort that should be achieved by every tourism management organization. To meet the STD definition, a destination must take an interdisciplinary, holistic, and integrative approach that includes four main objectives: (a) demonstrating sustainable destination management, (b) maximizing social and economic benefits for local communities and minimizing negative impacts, (c) maximizing benefits for people, visitors, and cultural heritage while minimizing negative impacts, and (d) maximizing benefits to the environment and minimizing negative impacts. The GSTC criteria are designed to be used by

all types and scales of destinations. The GSTC criteria were created by tourism communities as a response to the Millennium Development Goals of the United Nations. Poverty alleviation and environmental sustainability (including climate change) are the main cross-cutting issues addressed through these criteria.

The GSTC Criteria and Indicators are developed based on criteria and approaches that have been recognized, including: UNWTO destination indicators, GSTC Criteria for Hotels and Tour Operators, as well as principles, guidelines, criteria, and other certification indicators that have been widely accepted. This reflects STD certification standards, indicators, criteria, and best practices from different cultural and geo-political contexts throughout the world. Potential indicators are screened for their relevance, practicality, and application to various types of objectives.

### III. METHODOLOGY

The data collection was conducted by doing a Focus Group Discussion (FGD). The FGD examined the perceptions of the supply side, in this case stakeholders, professionally involved with this type of destination. The present study aims to get insight from the stakeholders regarding their perspective on the condition of Biak Numfor tourism sector. At the same time, the study also tried to identify factors affecting the sustainable tourism development in this destination.

The participants of the FGD came from various business units in tourism: Biak Numfor Tourism Office, hotels & restaurants, transportation service providers, airlines, residents and community groups, and souvenir shops.

The questions that must be answered by the participants of the discussion include:

- a. What is the role of tourism for the welfare of related destinations?
- b. What are the stakeholders' assessments of the current tourism activities?
- c. Are the existing tourism industry applying the principles of sustainable tourism? Give the reason!
- d. According to the FGD participants, who is responsible for managing tourism in the destination?
- e. What is the task of tourism managers?
- f. What characteristics or capabilities that should be possessed by tourism managers who want to create sustainable tourism?
- g. Regarding the mental revolution in government, what kind of mental revolution that should happen?
- h. What constraints can hamper the development of sustainable tourism in this destination?
- i. Are there positive case studies of sustainable tourism in related destination?
- j. Are there negative case studies of sustainable tourism in related destinations?

The responses of the FGD participants were then recorded and written down. After that, they were compiled and analyzed according to the sustainable tourism concept.

#### IV. RESULT AND DISCUSSION

After reviewing the responses from the FGD participants, it was found that they see tourism as something that can be beneficial for Biak. They see the economic benefits as the most obvious aspect. This response emerges to answer the following question: "What is the role of tourism for the welfare of related destinations?" The core of the answer was a well-planned tourism industry can increase investment in the industry itself. It also improves the economic situation of the related destination because it creates more opportunities for employment. That way, it increases the public participation in this industry. This answer is in line with the economic perspective that sees tourism development as an effective solution for many social and economic problems [9].

When they were asked about their assessments of current tourism activities, the response shows that the stakeholders see Biak's current tourism activities are not very positive. They see many weaknesses regarding Biak Numfor's tourism conditions, which are mainly on policy and regulation, coordination, synergy, tourism products, infrastructures, and human resources. There are still many aspects of Biak Numfor's tourism that have to be developed.

The next question was do they think that the existing tourism has applied the principles of sustainable tourism? For this question, the response was very clear. At this point, the concept of sustainable tourism principles has been recognized by the stakeholders. However, it has not been implemented yet due to the stagnant tourism activities in Biak Numfor. Thus, it is important for the destination to use more implementable approach. According to GSTC training module [14] GSTC criterion is the minimum effort that should be achieved by every tourism management organization in considering sustainability in their practice. To meet the STD definition, destinations must take an interdisciplinary, holistic, and integrative approach that includes four main objectives: (a) demonstrating sustainable destination management, (b) maximizing social and economic benefits for local communities and minimizing negative impacts, (c) maximizing benefits for people, visitors, and cultural heritage while minimizing negative impacts, and (d) maximizing benefits to the environment and minimizing negative impacts. The GSTC criteria are designed to be used by all types and scales of destinations.

In the FGD, participants were also asked about who should be responsible for managing tourism in a destination. It was very surprising that they think every stakeholder is responsible for managing tourism destination. This is in line with the governance of sustainable tourism destinations, where participation from tourism stakeholders is needed because they will be asked to apply the STD indicators and criteria adopted from the GSTC to be certified. [12] identify the roles and functions of stakeholders involved in tourism. They also categorize them into primary and secondary groups. However, they expect that the central government in Jakarta will pay more attention to Biak, just like the old times when it was a point of hub for international flight that flies to LA, USA. Thus, they also think that the current tourism managers in Biak Numfor are still working on their own. They are also lack of coordination and synergy. This condition has led to the unintegrated implementation of tourism development. In order to highlight the potential of each stakeholder, the synergy of the tourism development program in Biak Numfor Regency is required.

In answering the next question, the FGD participants think that the characteristics that should be owned by a tourism manager in the destination include: leadership competency, willingness to learn, high determination, high motivation, good integrity, an ability to gain respect from the community, and the action of walk the talk. These characteristics should complement the mental revolution in managing the destination with sustainable tourism concept. The changed paradigm about tourism, the willingness to take the risks, entrepreneurship skills, and the ability to put the benefits of the community on top of personal or group benefits were some ideas from the participants about mental revolution in sustainable tourism management.

According to the response from the FGD, the constraints that hamper the development of sustainable tourism in Biak Numfor are: lack of political commitment of the central government to develop Biak Numfor's tourism, lack of regulation and policy, lack of human resources, lack of

knowledge about sustainable tourism and its benefits, and lack of community participations.

Despite of the current condition of tourism development in Biak Numfor, the participants still see the positive case studies of sustainable tourism, which are: Biak Numfor takes the initiative to commit on the implementation of sustainable tourism (by signing the MOU with the Indonesia Ministry of Tourism); there is a group of people who concern about tourism in Biak Numfor and willing to be part of the system that develops sustainable tourism in Biak. The negative case was that the sustainable tourism has not been implemented yet. There is a lot of actions that have to be taken to implement this concept in Biak Numfor.

#### V. CONCLUSION, LIMITATION AND RECOMMENDATIONS

The result of the study shows that the FGD participants, who are the stakeholders of Biak Numfor tourism destination, see that the current condition of coordination in regional level has not gone well. With better coordination, more stakeholders will be involved in supporting the central government program. It is also found that the governance of tourism development has not been optimally understood and integrated. This condition causes overlapping of central and regional authorities. There should be clear authority in the governance of destination and sufficient funding, either through The State Budget or others. It is necessary to increase the understanding of destination governance and coordination to harmonize the perceptions about tourism development in Biak Numfor Regency. In the private sector, the result shows that each stakeholder is still working on their own. This condition has led to the implementation of tourism development that is not integrated. The required condition is the synergy of the tourism development program in Biak Numfor Regency, which is able to enhance the potential of each stakeholder in the private

sector. In conclusion, a very high and serious effort is needed to develop tourism in Biak Numfor.

The limitation of this study lies on the time availability to collect the data. Other problems are limited number of FGD participants and the limited frequency in conducting the FGD. For the next research, it is suggested that more FGD can be conducted to get more insights from the related tourism stakeholders.

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