



The Effectiveness of Policy Implementation for the Development of Disaster-Resilient Tourism by the Padang City Government

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A B S T R A C T

This study aims to analyze the effectiveness of the implementation of disaster-resilient tourism development policies carried out by the Padang City Government. The research was conducted in 11 districts in Padang City, with informants being stakeholders who play a key role in the implementation of this policy, such as the Mayor of Padang, the Regional Secretary of Padang City, the Padang City Council, the Padang City Tourism Office, the Padang City BPBD, members of the Balawisata Padang, members of Pokdarwis Padang, the Board of the Disaster Risk Reduction Forum (FPRB) Padang, members of the Disaster Alert Group (KSB), as well as Non-Governmental Organizations involved in the implementation of this policy, such as the Tsunami Alert Community (Kogami) Padang, and the Disaster Alert Cadets (Tagana) Padang, Districts and Villages under the policy's supervision, as well as the communities in the target areas of this policy. The research method used is descriptive qualitative, with informant selection using purposive sampling techniques, combining data from observations, interviews, and documentation, and interpreting both etic and emic data in an integrated manner. The results of this study conclude that overall, the implementation of the disaster-resilient tourism development policy by the Padang City Government has been carried out but is not yet effective. This is due to several factors, such as the lack of regulations and derivative documents that can serve as guidelines, which has caused stakeholders and the community to be hesitant and passive in implementing the policy. Furthermore, in terms of integration, the lack of communication and coordination between policy implementers at the city level and stakeholders at the district and village levels has resulted in a relationship pattern that does not align with what was initially planned. Regarding the adaptation instrument, the limited facilities and infrastructure owned by the village and district offices have caused the policy implementation to stagnate in these areas.

INTRODUCTION

Essentially, the development of disaster-resilient tourism is a strategic step implemented by the government to provide comfort, protection, and safety for tourists and local communities from the impacts of disasters (Jamal, 2023). It also aims to safeguard the tourism industry, including the economic activities of communities living in tourism areas, and to create synergy towards tourism development policies in disaster-prone regions (Irfan, 2022; Sanjiwani & Pujani, 2020). Policies related to the development of disaster-resilient tourism are also part of the efforts to implement the vision of the Indonesian Government as stated in the Disaster Management Master Plan 2022–2024, which is: "Realizing a Disaster-Resilient Indonesia for Sustainable Development." The implementation of disaster mitigation and risk reduction processes, particularly in the tourism sector, must be effectively carried out by the government. This can be achieved through various policies that strengthen the tourism sector against disaster threats (Agustawijaya et al., 2023; Ngurah & Utama, 2018).

West Sumatra is one of the provinces that boasts beauty, natural wealth, and historical significance. Located on the western coast of Sumatra Island, West Sumatra is prone to various disaster threats. One of the areas in West Sumatra with the potential for attractive tourist destinations is Padang City. On the other hand, Padang City also faces vulnerabilities and risks related to disasters at its tourist sites. At the provincial level, Padang City is considered to have the highest disaster potential compared to other districts/cities in West Sumatra Province.

Table 1. Policies Related to Disaster Resilient Tourism Development

No	Regulation
1.	UU No. 24 of 2007 about Disaster Management Essentially, disaster management activities are carried out based on social, economic, and cultural aspects of the community, as well as the preservation of the environment
2.	UU No. 10 of 2009 about Tourism In tourism activities, the government is expected to provide accurate and detailed information regarding the current conditions of tourism destinations that are conducive and safe for tourists. This includes sharing disaster-related information, as well as strengthening early warning systems and preparedness in those areas
3.	PP No. 50 of 2011 about concerning the National Tourism Development Master Plan Realizing national tourism development so that it has high competitiveness and is sustainable. This can be done by developing attractive tourism destinations so that they can increase tourist attraction and increase national income, and are environmentally friendly
4.	Perpres No. 18 of 2020 about RPJMN 2020-2024 This regulation contains an agenda for change related to sustainable environmental development, community resilience to disasters and climate change, as well as the development of sustainable tourism through the improvement of environmental quality, disaster resilience, and the development of low-carbon tourism destinations

In the context of developing disaster-resilient tourism, the Padang City Government has actually responded to this matter. This can be seen in the vision and mission of the current Mayor of Padang. Based on the vision and mission, there are several points directly related to efforts in developing disaster-resilient tourism in Padang City, such as improving the quality of tourism

management that is comfortable and memorable, as well as creating a community that is aware, caring, and resilient to disasters (Putera et al., 2022).

One of the regions in West Sumatra with attractive tourism potential is the city of Padang. However, on the other hand, Padang City is also vulnerable to disasters affecting its tourism sites. At the provincial level, Padang City is considered to have the highest disaster potential compared to other districts/cities in West Sumatra. In the context of developing disaster-resilient tourism in Padang City, the local government has implemented two programs aimed at achieving this goal. These programs include the Sustainable Tourism Village program, currently managed by the Padang City Tourism Department. This program has been implemented in 18 out of 104 urban villages (kelurahan) in Padang City, spread across 9 of the city's 11 subdistricts (kecamatan). Another program is the Disaster-Resilient Urban Villages program, currently managed by the Padang City Disaster Management Agency (BPBD). So far, this program has established 24 Disaster-Resilient Urban Villages out of the total 104 urban villages in Padang City. These Disaster-Resilient Urban Villages are distributed across 35 urban villages located in the disaster red zones of Padang City. Through the development of disaster-resilient and safe tourism, the government can minimize losses incurred during disasters. Disaster-resilient tourism development can also be synchronized with disaster management in the stages of pre-disaster, during the disaster, and post-disaster, implemented through aligning tourism policies with disaster management strategies (Habibullah, 2013; Manurung et al., 2024).

Several studies have been conducted on the effectiveness of implementing disaster-resilient tourism development policies by the Padang City government, ultimately contributing to new insights in the field of disaster-resilient tourism development. Although these studies share the common theme of implementing disaster mitigation policies, there are fundamental differences between previous research and this study. These differences lie in the perspective adopted by this research, which emphasizes the implementation of disaster-resilient tourism development policies, whereas prior relevant studies focused solely on the implementation of general tourism development policies. In the case of Padang City's disaster-resilient tourism development policy, the government has implemented it through two key programs: the Sustainable Tourism Village program and the Disaster-Resilient Urban Village program.

Based on the researcher's mapping of studies on the effectiveness of implementing disaster-resilient tourism development policies by the Padang City Government, this topic is considered highly relevant and interesting for further research. Moreover, previous studies have generally focused on the effectiveness of tourism development in general, while research specifically addressing the effectiveness of disaster-resilient tourism development policies remains limited. This study references several relevant prior studies.

The first study, conducted by Wu & Hayashi (2014), and titled "The Impact of Disaster on Japan's Inbound Tourism Demand," aimed to explore the impact of disasters on international tourism demand in Japan. The researchers applied the Autoregressive Integrated Moving Average (ARIMA) intervention model, focusing on evaluating patterns of change and the duration of effects by observing variations in

parameters. The findings of this study concluded that Japan experiences various types of disasters, primarily due to its geographical location. These disasters were categorized into three types: geological disasters, extreme weather events, and "other" events such as terrorist attacks, infectious diseases, and economic crises. The study provided valuable references for policymakers in the tourism industry, helping them better understand major shocks that negatively affect Japan's inbound tourism demand.

The second study, conducted by Wu et al., (2021), and titled "Emergency Preparedness Within the Hotel Industry: A Case Study of Wuhan City, China," concluded that hotels in Wuhan face various risks, and all five-star hotels surveyed had crisis or disaster preparedness frameworks in place to safeguard their operations. These hotels encountered diverse crises, including fires, human errors, safety incidents, security breaches, and food poisoning. During the pre-disaster/crisis phase, all respondents indicated that they had formal emergency plans, with over 70% updating their plans annually. In the post-disaster/crisis phase, all respondents reported having strategies for document and asset protection, business continuity management plans, and recovery plans. Additionally, 63.6% of hotels had damage assessment procedures following disasters or crises.

The third study, by Moghadas et al., (2023), titled "The Wisdom for Improved Disaster Resilience: A Near Real-Time Analysis of Crowdsourced Social Media Data on the 2021 Flood in Germany," provided an evidence-based, bottom-up approach to disaster resilience. This study optimized the diversity and spectrum of contributors' experiences and knowledge related to flood resilience while reflecting the sociocultural characteristics of German communities. Lastly, the study conducted by Wang Lihui et al., (2019), titled "Tourism Sector Preparedness in Zones with a High Seismic Risk: A Case Study of the Capital Region of Japan," examined disaster preparedness in the tourism sector in regions with high seismic risk. The findings indicated that threat knowledge positively influences risk perception and disaster preparedness. Furthermore, disaster preparedness significantly affects earthquake preparedness. However, the proposed pathways from risk perception to disaster preparedness, risk perception to earthquake preparedness, and threat knowledge to earthquake preparedness were not statistically significant. This research provides policymakers with references for promoting crisis planning in high-seismic-risk tourism destinations. By investigating disaster preparedness in the tourism sector, the study proposed a conceptual model and hypothesized relationships between threat knowledge, risk perception, disaster preparedness, and earthquake preparedness.

The subsequent study, conducted by Cahyowati et al., (2023), titled "Effectiveness of Sustainable Tourism Development Policies in Pulau Marangkik Village, East Lombok Regency, NTB Province," concluded that sustainable tourism development policies in Pulau Marangkik Village are still less effective. This ineffectiveness is attributed to several constraints, such as the absence of village regulations regarding tourism-related levies, the community's reluctance to engage with tourists (especially international visitors, whom they perceive as potentially bringing misfortune due to their liberal behavior), limited public awareness of tourism potential, inadequate clean water supply, lack of waste management, and the unavailability of accommodations. To address these challenges, the proposed

solutions include immediate development of village regulations on tourism levies, continuous guidance and support from the East Lombok Regency Government, and community awareness programs.

In the context of disaster-resilient tourism development, Indonesia a globally favored tourist destination should learn from the experiences of countries like Japan, China, and Germany in managing disaster-resilient tourism. Key aspects include formulating preventive and anticipatory resilience strategies, such as adopting sustainable pathways, risk-sensitive land-use planning, climate-resilient housing and infrastructure, and effective risk governance that accommodates uncertainties. This entails strengthening clear risk communication and establishing multi-level early warning systems. Furthermore, adapting to a changing environment involves empowering local governments and communities, expanding flood insurance market penetration, and achieving transformation by integrating new climate-related policies and promoting social norms based on flexible values, structures, and governance frameworks. This approach requires improved risk knowledge at multiple levels, collaborative learning processes, and the utilization of innovative tools and new data sources to enhance disaster resilience. Multi level collaborative design and a shared vision of resilience are essential for addressing current and future challenges in tourism resilience and disaster risk management

The researcher assumes that by assessing the effectiveness of disaster-resilient tourism development policies, the government can determine the extent of policy goal achievement and evaluate the success or failure of the implemented policies. This assessment would allow conclusions to be drawn and decisions to be made regarding whether the policies should be continued or revised. Effectiveness evaluation can be conducted by measuring: The level of achievement of policy objectives and targets, The performance level of implementing agencies and the efficiency of policy implementation.

Overall, the evaluation of the effectiveness of disaster-resilient tourism development policies by the Padang City Government aims to minimize losses caused by disasters, particularly in tourism destinations in Padang City. By implementing cross-sector collaboration to support a complex disaster management system, disaster-resilient tourism development policies can be aligned with structured disaster management processes. These processes include the pre-disaster, disaster occurrence, and post-disaster phases, executed through the synchronization of tourism policies and disaster management strategies.

Based on the phenomena described above, this research correlates with and contributes novelty compared to prior studies. The expected outcomes of this research can serve as a reference to describe the effectiveness of disaster-resilient tourism development policies in Padang City, as well as the challenges, solutions, and achievements related to these policies. This, the objectives and novelty presented in this research project are as follows:

1. To explain the overall effectiveness of the implementation of disaster-resilient tourism development policies carried out by the Padang City Government, by considering aspects such as the achievement of policy objectives and targets. This includes evaluating how well the goals of disaster resilience in tourism have been met, the extent to which the policies have been successfully implemented, and the

improvements in disaster preparedness within tourism areas.

2. To explain the factors contributing to the achievement of the effectiveness of the disaster-resilient tourism development policy implementation by the Padang City Government. These factors may include local government commitment, community involvement, coordination between stakeholders, the availability of resources, external support, and the integration of disaster management strategies with tourism management.
3. To explain the challenges encountered in the policy implementation process and the solutions to overcome them, particularly in supporting the effectiveness of the disaster-resilient tourism development policy in Padang City. This involves identifying barriers such as limited infrastructure, lack of awareness, insufficient funding, or coordination issues, and proposing solutions such as improved training, better resource allocation, policy adjustments, or enhanced partnerships between public and private sectors.

In correlation with these objectives, the importance of conducting this research is based on the tourism potential available in Padang City, while on the other hand, there are sudden disaster threats in Padang City, considering its geographical, demographic, sociological, and historical conditions, as well as natural and non-natural factors. The government has actually responded to this by implementing Law No. 10 of 2009 on Tourism and Minister of Tourism and Creative Economy Regulation No. 9 of 2021 on Sustainable Tourism Destination Guidelines.

In this study, the researcher will assess the effectiveness of the disaster-resilient tourism development policy implemented by the Padang City Government using Richard M. Steers' theory of effectiveness measurement, which includes three important instruments in measuring effectiveness: 1) Goal achievement, 2) Integration, and 3) Adaptation. This effectiveness measurement model is an attempt to simplify the complex reality of policy implementation effectiveness into a simpler form, which is a cause-and-effect relationship between the success of a policy and the factors that are assumed to influence the successful implementation of that policy. The problem formulation in this study is: How effective is the implementation of the disaster-resilient tourism development policy by the Padang City Government?"

METHODE

This study uses a qualitative research approach with a descriptive research method. The technique for selecting informants in this study is purposive sampling, which means choosing informants based on known information (Sugiyono, 2018). This is because the use of purposive sampling in selecting research informants will help the researcher find the appropriate informants who are believed to be able to answer the research questions (Creswell, 2014). Furthermore, the unit of analysis refers to a process in the research activity that relates to the focus of the study. The unit of analysis is conducted to obtain an overview of the situation regarding the research object. The unit of analysis can be an individual, a group, an institution, or a specific organization according to the phenomenon being studied. In the research entitled "Effectiveness of the

Implementation of Disaster-Resilient Tourism Development Policies by the Padang City Government,” the unit of analysis consists of groups, including the Padang City Government, the Padang City Culture and Tourism Office, the Padang City BPBD (Disaster Management Agency), and the people of Padang City. The steps taken in this research are as follows:

The informants in this study consist of several elements that play a role as stakeholders in the implementation of disaster-resilient tourism development policies in Padang City. These include the Mayor of Padang, the Regional Secretary of Padang City, the Chairperson of the Padang City DPRD (Regional People's Representative Council), the Chairperson of Commission 4 of the Padang City DPRD, the Padang City Tourism Office, the Padang City BPBD (Disaster Management Agency), as well as the local government at the sub-district and village levels, which are the focus of the policy implementation. Additionally, non-governmental organizations, the Disaster Risk Reduction Forum, the Balawista Group, the Pordarwis Group, and private sector stakeholders involved in the implementation of this policy in Padang City are also included. Furthermore, the triangulation informants are those who are the target of this policy implementation elements of the community in the areas where the policy is being implemented. These include residents in the sub-districts of Koto Tengah, Padang Utara, Padang Barat, Padang Selatan, Bungus Teluk Kabung, Pauh, and Lubuk Begalung.

Observation is described as a form of monitoring conducted by the researcher in observing the object of research. [Cresswell \(2014\)](#) states that observation involves the researcher taking field notes on the behavior and activities of individuals in the research site. In these field notes, the researcher records activities in unstructured and semi-structured ways at the research site. In this study, the researcher will use a passive participatory observation approach. The observation took place from August 2024 to September 2024, where the researcher directly visited the research locations, carried out observations, and recorded phenomena. These observations will later be used as a comparison to the results of the documentation and interviews conducted regarding the implementation of the disaster-resilient tourism development policy in Padang City. The study also covers various sub-districts and villages involved in the implementation of the policy, including Koto Tengah, Padang Utara, Padang Barat, Padang Selatan, Lubuk Begalung, Bungus Teluk Kabung, Pauh, and the villages within those sub-districts.

In order to deepen the research data related to the phenomena observed, the researcher utilized interview techniques. [Paul \(2011\)](#), defines an interview as follows: “a meeting of two persons to exchange information and ideas through question and responses, resulting in communication and joint construction of meaning about a particular topic.” The researcher had prepared a list of questions to ask the informants to limit discussions that are outside the scope of the study and to save time during the interview process. The results of the interviews were then summarized and recorded, to be analyzed later.

In this study, the researcher conducted interviews with several relevant agencies as key stakeholders involved in the implementation of the policy, such as the Mayor of Padang, the Secretary of the City of Padang, the Padang City DPRD (Regional People's Representative Council), the Padang City

Tourism Office, the Padang City BPBD (Disaster Management Agency), members of Balawisata (Tourism Rescue) of Padang, members of Pokdarwis (Community Tourism Awareness Group) of Padang, the management of the Forum for Disaster Risk Reduction (FPRB) of Padang, members of the Disaster Preparedness Group (KSB), as well as Non-Governmental Organizations (NGOs) involved in the policy implementation, such as the Tsunami Awareness Community (Kogami) of Padang and the Disaster Response Volunteer Corps (Tagana) of Padang. The interviews also included officials from the sub-districts and villages involved in the policy implementation, as well as the communities living in these designated areas, who are the target recipients of this policy.

RESULT AND DISCUSSION

Goal Attainment

[Steers \(1975\)](#), that effectiveness refers to the degree to which an organization or individual achieves the goals that were established. It encompasses not only the outcomes but also the processes used to attain these objectives. Apart from that, effectiveness is also influenced by various factors, including resources, environment and organizational strategy. According to [Steers \(1975\)](#), goal attainment refers to the degree to which an organization successfully achieves its predetermined objectives. It emphasizes measurable outcomes and the alignment of organizational actions with its strategic goals. This dimension focuses on the effectiveness of the organization's ability to translate its plans and strategies into tangible results. Steers highlights that achieving goals is a critical measure of organizational effectiveness, as it reflects the organization's ability to perform its intended purpose and meet its mission in a competitive and dynamic environment. Steers also explains that in the process of achieving goals, several factors must be fulfilled, such as the timeline for achieving the goals, concrete targets, and a clear legal basis.

In the context of the effectiveness of implementing disaster-resilient tourism development policies, the Padang City Government has indeed taken steps to address this issue. This effort is reflected in the current vision and mission of the Mayor of Padang, which envisions “Realizing a Civil Society in Padang City Based on Excellence in Education, Trade, and Tourism with Competitiveness”. Based on this vision and mission, several points are directly related to the efforts of developing disaster-resilient tourism in Padang.

These include enhancing the quality of tourism management to ensure a comfortable and memorable experience, as well as fostering a community that is aware, caring, and resilient to disasters. Furthermore, to achieve the objectives of the disaster-resilient tourism development policy, the Padang City Government is currently implementing its policies through various programs aimed at realizing this goal. These programs include the Sustainable Tourism Village Program, currently managed by the Padang City Tourism Office, and the Disaster-Resilient Urban Village Program, which is overseen by the Padang City Disaster Management Agency (BPBD).

Essentially, a tourism village is a form of community-based and sustainable tourism development that actively involves the community in its implementation process, emphasizing community empowerment under the Community Based Tourism (CBT) concept. In practice, tourism villages in Padang City have currently been established in 18 urban villages out of

the 104 urban villages in the city, spanning 9 sub-districts out of the 11 in Padang. The Padang City Tourism Office has outlined the objectives of this program in the Decree on the Establishment of Tourism Villages in Padang City, as stated in Mayor's Decree No. 78 of 2023. These objectives are illustrated in Figure 1 below.

DESA WISATA TAHUN 2023

NO	KECAMATAN	KELURAHAN	NAMA DESA WISATA
1.	Padang Barat	1. Berok Nipah	Kampoeng Bernip
		2. Olo	1. Kampung Ujung Pandan
			2. Pantai Samudera
		3. Purus	Pantai Purus
2.	Koto Tengah	1. Pasir Nan Tigo	1. Pasir Sebelah
		2. Balai Gadang	2. Pasir Jambak
			1. Balai Gadang
		3. Batang Kabung Ganting	2. Sungai Bangek
3.	Kuranji	1. Kuranji	Salingka Batang Kabung
		2. Gunung Sarik	Lubuk Tampuruang
4.	Padang Selatan	1. Air Manis	Kampung Adat Rimbo Tarok
		2. Mata Air	Air Manis
		3. Batang Arau	Bukit Matoa
			1. Batang Arau
			2. Cagar Budaya Batang Arau
			3. Kawasan Wisata Terpadu Gunung Padang
			4. Sejahtera Batang Arau
			5. Siti Nurbaya
5.	Lubuk Kilangan	Indarung	Padayo Indarung
6.	Lubuk Begalung	1. Pegambiran Ampalu Nan XX	Pagambiran Ampalu Nan XX
		2. Kampung Jua Nan XX	Kampung Wisata Alam Bukit Nobita
7.	Bungus Teluk Kabung	1. Teluk Kabung Utara	Lubuk Hitam
		2. Teluk Kabung Selatan	Sungai Pisang
		3. Teluk Kabung Tengah	Teluk Buo
8.	Pauh	Lambung Bukit	Ekowisata Sungkai Green Park

WALI KOTA PADANG,

 HENDRI SEPTA

Figure 1. SK Determination of Tourist Villages in Padang City in 2023

The establishment of Tourism Villages is expected to create synergy between the Padang City Government, related organizations such as the Tourism Office, and the community, which plays a crucial role in implementing this program. This synergy can be fostered through community development efforts, such as conducting socialization programs about the tourism village initiative. Below is Figure 2, illustrating the locations of tourism villages in Padang City, namely Teluk Buo Tourism Village and Batang Arau Tourism Village.



Figure 2. Tourist Village Area Teluk Buo dan Batang Arau

In implementing this program, several other stakeholders are involved in the execution process, including Pordarwis Groups (Tourism Awareness Groups) and Balawisata Groups (Water Tourism Safety Teams), which were previously established by the Padang City Tourism Office. Additionally, government entities at the district level are also targeted in this policy's implementation. These include districts within Padang City, such as Padang Utara District, Padang Barat District, Padang Selatan District, and Koto Tengah District, as well as the sub-districts located within these areas. These collaborations aim to strengthen the program's implementation by leveraging

the roles of both local government and community-based organizations.

Overall, based on field observations regarding the implementation of the tourism village program, it can be concluded that while the program has been initiated, its execution has not yet been effective. This is due to several factors, one of which is the absence of a clear standard and measurement framework outlined in a formal document. The Padang City Tourism Office has not yet provided a set of standards, guidelines, or benchmarks for the program. This lack of formal regulation or a handbook to guide the implementation of the tourism village program has led to ambiguous and varied interpretations among stakeholders at the district and sub-district levels, as well as among residents living in designated tourism village areas in Padang City. Consequently, this undermines the program's effectiveness and hinders a shared understanding of its goals and measures of success.

This issue significantly impacts the attitudes of stakeholders, who appear passive due to the lack of supporting regulations from the Mayor of Padang or the Padang City Tourism Office, as well as the absence of a standardized framework or benchmarks for the tourism village program. Consequently, stakeholders in several sub-districts, designated as focus areas for the program, hesitate to take further steps because of the uncertainty about the actions they need to undertake.

Based on the overall data presented, it can be concluded that while stakeholders generally understand the goals of the tourism village program, merely understanding the objectives is insufficient. Stakeholders need a clear understanding of the program's standards and benchmarks for success. Additionally, a roadmap issued by the Padang City Tourism Office is crucial to provide a structured flow and stages for implementing the tourism village program. This roadmap would serve as a practical guide for all involved parties to ensure coordinated and effective execution.

The implementation of the disaster resilient villages (Keltana) is a community-based disaster risk reduction initiative. It integrates disaster preparedness into regular development planning and practices. This program, managed by the Padang City Disaster Management Agency (BPBD), represents a local adaptation of a national program developed by the National Disaster Management Agency (BNPB). The program is guided by BNPB Regulation No. 1 of 2012, which provides the General Guidelines for Disaster-Resilient Villages/Sub-Districts. These guidelines outline the principles, stages, and objectives for establishing disaster-resilient communities. The program emphasizes community involvement, aiming to enhance disaster risk awareness and improve preparedness through structured training, capacity building, and institutional support.

The Community Based Disaster Resilience Program essentially aims to increase community participation in disaster risk reduction so that they can be independent in the event of a disaster, especially in Padang, which is prone to disasters. This is because the involvement of the community in disaster risk reduction efforts through the Kelurahan Tangguh Bencana Program is crucial, as the community is the most familiar with their own area and is the first to face disasters when they occur. Therefore, the disaster resilient villages program has an ideal

goal, as it involves the community, the group most familiar with their area, and the first to respond to disasters.

Considering the conditions and circumstances of Padang City, which is located in an area highly vulnerable to disasters, it is only fitting for the Padang City government to address disaster management seriously. This has been proven by Padang City receiving the Anugerah Tangguh Adhiwirasana award from the central government through the National Disaster Management Agency (BNPB) in 2021. This award is given to regencies/cities that demonstrate outstanding performance in disaster management in their regions. With the achievement of the Anugerah Tangguh Adhiwirasana, the efforts currently being made by the Padang City government in disaster risk reduction include the implementation of the disaster Resilient District and disaster resilient villages programs.

The disaster resilient villages (Keltana) program aims to increase community participation in building preparedness and capacity to face disasters. Enhancing the capacity and preparedness of the community not only focuses on those who participate in the program, but also on those who do not. Participants in the program help educate those who are not involved by providing the knowledge and education they gain from the program's implementation. In the implementation of the disaster Resilient District program in Padang City, currently, all 11 districts in Padang City are disaster-resilient, as the program has been extended to every district. In this program, the Regional Disaster Management Agency (BPBD) of Padang City has outlined the objectives of the program in the SK (Decree) for the designation of disaster Resilient District in Padang City, based on the Mayor of Padang's Decree No. 451 of 2023, which can be seen in the following image.

KECAMATAN TANGGUH BENCANA

No	NAMA KECAMATAN
1.	Padang Selatan
2.	Nanggalo
3.	Padang Barat
4.	Padang Timur
5.	Padang Utara
6.	Kuranji
7.	Lubuk Begalung
8.	Lubuk Kilangan
9.	Bungus Teluk Kabung
10.	Koto Tangah
11.	Pauh

Figure 3. SK Determination of Disaster Resilient District in Padang City in 2023

In line with the implementation of the Disaster Resilient District program, and considering that Padang City is an area highly vulnerable to disasters with ten potential disaster risks, the Padang City government has also implemented the Kelurahan Tangguh Bencana program. Currently, there are 24 disaster resilient villages (Keltana) out of a total of 104 villages in Padang City. These disaster-resilient villages are spread across 35 villages located in high-risk disaster zones (red zones). The objectives of the disaster resilient villages program in Padang City align with the goals set by the National Disaster Management Agency (BNPB). The BPBD of Padang City, as the leading sector, is aware of and understands the purpose and

urgency of implementing the disaster resilient villages program in Padang City.

In the implementation of the disaster resilient villages program in Padang City, out of the 24 disaster resilient villages (Keltana) that have been established, five villages have been selected as pilot projects for the development of this program. These villages include Lolong Belanti, Purus, Batang Kabung Ganting, Teluk Kabung Tengah, and Teluk Bayur. The selection of these areas as pilot projects is also part of the Padang City government's efforts to maintain the Tsunami Ready Community (TRC) status awarded by UNESCO to the Padang City Government in 2022. Only 9 regions in Indonesia have received this prestigious recognition. The following figure 3 shows the opening ceremony of the activities for the formation of the disaster resilient villages City in 2024:



Figure 4. Opening of the Disaster-Resilient Village Activity in 2024

In the process of forming the disaster resilient villages (Keltana) in Padang City, the Regional Disaster Management Agency (BPBD) of Padang City is assisted by the Disaster Preparedness Groups (KSB) that have been established. The Kelompok Siaga Bencana plays a crucial role in both the formation and the ongoing mentoring provided to each disaster resilient villages (Keltana). As of now, the BPBD Kota Padang has officially established 49 disaster Preparedness Groups (KSB), which have been appointed via a decree (SK) and are spread across the disaster resilient villages (Keltana) that have been formed. In total, there are 2,080 members of the Disaster Preparedness Groups (KSB), distributed across the various subdistrict out of the 104 villages in Padang City. The legal basis for the formation of the Disaster Preparedness Groups (KSB) members is the Decree of the Head of BPBD Padang City No. 229 of 2017 concerning the Appointment of Disaster Information Volunteers (Roll Call) in Padang City.

Overall, based on the results of field observations and interviews regarding the achievement instruments, it can be concluded that the policy of developing disaster-resilient tourism in Padang City has indeed been implemented by the local government. This policy is carried out in the form of two programs: the Village Tourism Program and the disaster resilient villages (Keltana) program. However, the researcher assesses that the implementation of this policy has not been effective, as several stakeholders at the district and subdistrict levels, as well as the target communities, have not fully understood the standards and measures of these policies. This includes both the Village Tourism Program and the Kelurahan Tangguh Bencana Program. This issue arises due to the absence of documents that could serve as a guidebook or roadmap, outlining the process, stages, and steps for implementing these programs. The lack of such guidelines has caused confusion among stakeholders, leaving them uncertain about the next steps and the actions to take in the implementation process.

The researcher assumes that the existence of a guidebook and a roadmap, outlining the processes and stages of implementation, could serve as essential resources for understanding how the programs should be carried out. Additionally, regulations in the form of derivative documents could help achieve the effectiveness of the disaster-resilient tourism development policy in Padang City. This is particularly important considering that this policy is the first of its kind in West Sumatra, and it only began in 2023. It would be beneficial if this policy had specific regulations and a special decree issued by the Mayor of Padang, which would regulate in detail the implementation process and the responsibilities of each stakeholder involved. This would prevent any misinterpretation of the policy's objectives and standards, ensuring that the disaster-resilient tourism development policy is executed effectively and in accordance with clear guidelines.

Integration

Integration

According to Steers (1975), integration refers to an organization's ability to maintain internal stability, harmony, and coordination among its members and units. Its focus lies on processes that ensure effective communication, collaboration, and alignment of efforts within the organization. Integration reflects how well an organization manages internal relationships, resolves conflicts, and fosters a cohesive culture to support its goals and objectives. This is a critical factor in achieving internal efficiency and sustaining long-term effectiveness. Steers also highlights that certain factor must be fulfilled during the integration process, such as proper socialization procedures, as well as effective communication and coordination.

Essentially, integration can be defined as a measure of an organization's ability to effectively implement policies through socialization and communication activities involving various stakeholders. Proper dissemination of information leads to better policy implementation. However, the communication process is not always smooth and may face issues such as misunderstandings or misinterpretations, often caused by the complexity of bureaucratic layers that must be navigated. Continuous communication between the Head of the Padang City Tourism Office and the Head of BPBD Padang City with other relevant agencies in implementing the disaster-resilient tourism development policy can contribute to more effective policy execution.

The processes of communication and coordination are crucial elements in achieving integration, as they significantly determine the success of policy implementation. This also applies to the disaster-resilient tourism development policy in Padang City. The better the communication and coordination among stakeholders involved in the policy implementation process, the fewer errors will occur during its execution, and vice versa.

Considering that the implementation of the disaster-resilient tourism development policy in Padang City involves multiple stakeholders, including the Padang City Government, the Padang City Tourism Office, the Padang City Disaster Management Agency (BPBD), sub-district and village governments, as well as the community, effective and efficient communication and coordination are essential. This is necessary

to minimize potential errors during the field implementation of this policy

In implementing the disaster-resilient tourism development policy in Padang City, the Padang City Tourism Office is currently conducting several related programs, such as the Tourism Village Program, the formation of the Balawisata (Tourism Rescue Group), and the Pordarwis (Tourism Awareness Group). In its implementation, the Padang City Tourism Office should establish clear measurement criteria and program achievement standards to facilitate effective communication with the implementing agents involved.

This is because the implementation of these programs by the Padang City Tourism Office involves numerous stakeholders, including sub-district governments, village administrations, Balawisata groups, Pordarwis groups, the AELI (Indonesian Adventure Tourism Association) team of West Sumatra, and various community layers. Additionally, collaboration has been established with state owned enterprises (SOEs) such as Pertamina Integrated Teluk Bayur and PLN UPK Teluk Sirih, as well as with private sector entities like PT Semen Padang and PT Bukit Asam Ombilin Sawahlunto.

One approach taken by the Padang City Tourism Office and the Padang BPBD to ensure that all stakeholders understand the content and objectives of the disaster-resilient tourism development policy is by conducting socialization sessions with all implementing stakeholders involved, both at the sub-district and village levels in Padang City. The Padang City Tourism Office, through its Sustainable Tourism Village program, and the BPBD, through its Disaster-Resilient Village program, convey and communicate the content and objectives of this policy to all involved stakeholders. This effort aims to prevent misinterpretations of the policy's intent and ensure that its objectives are effectively achieved.

Based on the annual report obtained by the researcher from the Padang City Tourism Office, socialization efforts regarding the implementation of the disaster-resilient tourism development policy, as delivered through the Sustainable Tourism Village program, only began last year and, to date, have been conducted three times. However, field observations reveal that the Padang City Tourism Office has not yet established clear standards and measures for the policy in a formal document that can serve as a standard, reference, and guideline for implementing the tourism village program. Furthermore, there is still no derivative document providing a detailed explanation of the policy's or program's objectives. This absence hampers the target audience at the sub-district, village, and community levels in tourism village areas of Padang City from fully understanding the program's objectives in detail

On the other hand, in the implementation of the Disaster-Resilient Sub-district program, the Padang City BPBD has conducted several socialization efforts since the program began in 2015. However, the researcher discovered that these socialization activities were halted for four years, from 2016 to 2020, due to budget constraints. Furthermore, this year, as part of the socialization efforts for the disaster-resilient tourism development policy, the Padang City Tourism Office and BPBD jointly conducted socialization activities in the Sustainable Tourism Village area of Teluk Buo, located in Teluk Kabung Tengah Sub-district, Bungus Teluk Kabung District, Padang City. This event was attended by the Acting Mayor of Padang and included a mangrove planting activity following the

socialization session. Below is an image of the socialization event on disaster-resilient tourism development held in Teluk Buo, Teluk Kabung Tengah Sub-district, Bungus Teluk Kabung District, Padang City:



Figure 5. The socialization of Disaster Resilient Tourism Development in Padang City

Based on the explanation regarding the implementation of socialization in achieving the goals of the disaster-resilient tourism development policy in Padang, the researcher found that the Padang Tourism Office and the Padang BPBD have made maximum efforts to communicate the intentions and objectives of this policy to the stakeholders involved in its implementation. In reality, the smoothness of the communication process is greatly determined by the clarity of the standards and objectives of a policy, which are realized through programs created by policy implementers. This is to minimize the occurrence of ambiguity and multi-interpretation regarding the standards, measures, and goals of the policy.

This situation occurs in several districts and villages that are being supported in the implementation of the disaster-resilient tourism development policy. Although they have participated in the socialization conducted by the Padang Tourism Office and the Padang BPBD, they still lack clarity regarding the standards and measures of the disaster-resilient tourism development policy. This also indicates that the smoothness of communication is influenced by the level of understanding of the implementers regarding the objectives of the disaster-resilient tourism development policy, which has been socialized by the Padang Tourism Office and the Padang BPBD. Therefore, overall, this leads to misunderstandings between the Padang Tourism Office, the Padang BPBD, and the other policy stakeholders at the district and village levels.

Based on the data gathered during the field research, it can be concluded that the Padang Tourism Office and Padang BPBD have conducted socialization to all implementing stakeholders involved, both at the district and village levels in Padang. The goal is for all stakeholders to understand the content and objectives of the disaster-resilient tourism development policy. However, the districts and villages under the program's guidance have not received clarity regarding the standards and measures of this policy. The lack of communication and coordination between the policy implementers at the city level and those at the district and village levels has resulted in a relationship pattern that does not align with what was originally planned.

Adaptation

Adaptation

According to Steers (1975), adaptation refers to an organization's ability to adjust and respond effectively to changes in its external environment. This includes the organization's capacity to recognize opportunities, face threats, and modify its strategies, structures, or processes to remain

competitive and relevant. Adaptation is the ability of an organization to align itself with its environment. To measure this process, benchmarks for workforce procurement and staffing are often used. By applying this theory, the effectiveness of adaptation can be evaluated. Steers further explains that several factors must be fulfilled in the adaptation process, such as enhancing capabilities and improving facilities and infrastructure. These elements are critical for ensuring that the organization remains responsive to external changes, ensuring its continued growth and success in a dynamic environment.

Facilities refer to all types of equipment, work tools, and amenities that serve as the primary tools for carrying out tasks and activities related to the interests of the organization. Infrastructure, on the other hand, is the supporting system that complements these facilities. Both facilities and infrastructure are essential components in the implementation of policies, such as the development of disaster-resilient tourism in Padang. In this context, having the appropriate facilities and infrastructure ensures that the necessary resources are available to support the effective execution of the policy. This includes physical infrastructure, such as roads, communication systems, and transportation, as well as the availability of resources and tools needed for disaster preparedness and response. The proper alignment of these elements is critical for ensuring the success of the disaster-resilient tourism initiative in Padang.

In the implementation of the disaster-resilient tourism development policy by the Padang City Government, related institutions such as the Padang City Tourism Office and the Padang City Disaster Management Agency (BPBD) already possess the necessary facilities and infrastructure for the policy's execution. The Padang City Tourism Office is fully responsible for providing the facilities and infrastructure for tourism activities in Padang City, while on the other hand, BPBD Padang is responsible for providing facilities and infrastructure related to the safety and security of tourists and the public in Padang City during disasters.

In implementing this policy, Padang City Disaster Management Agency (BPBD) provides the necessary facilities and infrastructure for the implementation of the disaster-resilient tourism development policy, such as equipment for Balawista members, disaster billboards around tourist sites, evacuation route signs, and shelters. The provision of billboards and evacuation route signs is intended to inform tourists and the public in Padang City about what actions to take during a disaster and which evacuation routes to follow. Additionally, the provision of shelters is recommended, where BPBD Padang has advised hotel managers near the coastal tourist sites to provide evacuation shelters. Hotels are also encouraged to be earthquake-resistant, ensuring the safety and security of tourists. Furthermore, BPBD Padang conducts socialization activities with hotel owners and staff around the coastal tourist areas of Padang City, emphasizing the importance of conducting a Safety Briefing before engaging in any activities. The following is a picture of the facilities and infrastructure provided by Padang City Disaster Management Agency (BPBD) in implementing the disaster resilient tourism development policy:



Figure 6. The facilities and infrastructure provided BPBD

On the other hand, the Padang City Tourism Office is currently working to improve the facilities and infrastructure in the city's tourist areas. These efforts encompass various aspects to support the development of tourist destinations, including disaster mitigation-based tourism. Overall, these activities aim to enhance the comfort, safety, and attractiveness of tourism while ensuring that tourist areas in Padang are resilient to disaster risks. The improvements to facilities and infrastructure in tourist areas include the following:

1. Padang City Hall, this is designed as the administrative heart of the city, constructed with beautiful architecture that reflects the distinctive characteristics of Minangkabau culture and traditions.
2. Iconic Streets, certain streets in Padang are associated with specific themes such as mythology, nostalgia, history, or heroism, creating a unique identity for the city. Examples include Jalan Samudra and Jalan Siti Nurbaya.
3. City Monuments, these serve as historical, educational, social, or religious symbols, such as the Earthquake Monument commemorating the September 30, 2009 disaster and the Peace Monument.
4. Culinary Attractions, padang's famous dishes like Rendang, Karupuk Balado, Kerupuk Sanjai, Dakak-dakak, Goreng Baluik, and Lamang Tapai are key attractions that highlight the city's cultural richness.
5. City Squares and Parks, open public spaces such as squares and parks are integral to urban identity and act as key attractions for tourists.
6. Adityawarman Museum, this museum preserves ancient artifacts and cultural heritage, adding a mythological and historical dimension to the city's attractions.
7. Infrastructure Upgrades, the expansion and concrete paving of access roads to tourism hotspots like Pantai Aie Manih, with an additional width of 1 meter on both sides, enhance accessibility to popular attractions such as the Malin Kundang Stone

Overall, based on the results of field observations and interviews regarding the facilities and infrastructure Limited facilities and infrastructure at the sub-district and district levels have caused policy implementation to stagnate in those areas.

CONCLUSION

Overall based on research that has been carried out the Effectiveness of disaster-resilient tourism development policies by the Padang City Government has been conducted but remains ineffective. This is due to several factors, Goal Achievement Dimension, the absence of regulations and derivative documents to serve as guidelines has caused

stakeholders and the community to hesitate and adopt a passive stance in executing the policy. Integration Dimension, The lack of communication and coordination among policy implementers at the city level with stakeholders at the district and sub-district levels has resulted in misaligned relationships compared to the initial plans. Adaptation Dimension, Limited facilities and infrastructure at the sub-district and district levels have caused policy implementation to stagnate in those areas. Overall, while the disaster-resilient tourism development policy has been implemented, it has not yet achieved its intended effectiveness. Addressing these challenges by establishing clear regulatory frameworks, improving stakeholder coordination, and strengthening local-level resources and infrastructure will be crucial for enhancing policy outcomes.

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