

Why Tourist Destinations Are Hard to Survive After Disaster? Case Study of Communication Barrier in the Tanjung Lesung Special Economic Zones (SEZ) Stakeholders

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Abstrak

Kawasan Ekonomi Khusus (KEK) Tanjung Lesung merupakan destinasi wisata yang dikembangkan sebagai potensi wisata pantai di Indonesia. Perkembangan KEK Tanjung Lesung mengalami tantangan ketika bencana alam tsunami tahun 2018 membuat pariwisata Tanjung Lesung terpuruk. Penelitian tentang komunikasi antar pemangku kepentingan sangat penting untuk mengetahui bagaimana masing-masing pemangku kepentingan memainkan perannya dan berkoordinasi satu sama lain untuk menghidupkan pariwisata di bidang ekonomi tertentu. Penelitian ini bertujuan untuk menganalisis masalah komunikasi stakeholders kawasan pariwisata. Penelitian ini menggunakan metode studi kasus dengan objek KEK pariwisata Tanjung Lesung. Subjek penelitian adalah para pemangku kepentingan kawasan pariwisata. Pengumpulan data dilakukan melalui observasi dan wawancara semi terstruktur terhadap 17 informan dari empat pemangku kepentingan yaitu pemerintah daerah, perusahaan swasta, media, dan kelompok masyarakat di bufferzone. Data tersebut dilengkapi dengan kajian akademis melalui literatur. Analisis data menggunakan analisis dengan pendekatan teori pemangku kepentingan, yang melihat hubungan antar pemangku kepentingan dalam mewujudkan tujuan bersama dalam mengembangkan kawasan ekonomi tertentu untuk pariwisata. Hasil penelitian menunjukkan adanya kesenjangan komunikasi antar pemangku kepentingan, dengan masing-masing pemangku kepentingan memiliki strategi dalam mengembangkan pariwisata. Strategi pariwisata belum terintegrasi dengan semua pemangku kepentingan karena konflik internal dalam pengelolaan kawasan Tanjung Lesung dan kawasan pendukungnya. Pemangku kepentingan perlu berkomunikasi secara teratur dan bekerja sama untuk menentukan target pasar agar tidak ada kesenjangan antar pemangku kepentingan dalam menjalankan strategi pengembangan pariwisata pascabencana

Kata Kunci: Pariwisata, Bencana, Tsunami, Komunikasi, Pemangku Kepentingan

Abstract

Tanjung Lesung's Special Economic Zones (SEZ) is a tourist destination developed as a coastal tourism potential in Indonesia. The development of the Tanjung Lesung SEZ experienced challenges when the natural tsunami disaster in 2018 caused the Tanjung Lesung tourism slump. Research on communication between stakeholders is essential to determine how each stakeholder plays his role and coordinates with each other to revive tourism in particular economic areas. This study aims to analyze the problem of communication among tourism area stakeholders. The research uses a case study method with the object being the Tanjung Lesung tourism SEZ. The research subjects are the stakeholders of the tourism area. Data were collected by observation and conducting semi-structured interviews with 17 informants from four types of stakeholders: local governments, private companies, media, and community groups in the buffer zone. The data is also complemented by an academic review of the literature. Data analysis uses analysis with a stakeholder theory approach, which looks at the relationship between stakeholders in realizing common goals in developing particular economic areas for tourism. The results showed communication gaps among stakeholders, with each

stakeholder having their strategy for developing tourism. The tourism strategy has not been integrated with all stakeholders due to internal conflicts in the management of the Tanjung Lesung area and its supporting areas. Stakeholders need to communicate regularly and work together to determine the target market so there is no gap between stakeholders in carrying out tourism development strategies after the disaster.

Keywords: *Tourism, Disaster, Tsunami, Communication, Stakeholders*

INTRODUCTION

Tourism income is one of the important measures of economic activity, which can directly reflect regional economic performance (Vystoupil et al., 2017) (Qin et al., 2018) (Elbagi & Suarlin, 2020). In Indonesia, tourism is a strategic sector and becomes a medium for integrating programs and activities between development sectors to make sense for tourism to be the development lead (Arliman & Laurensius, 2019). Special Economic Zones (SEZ) are areas with certain boundaries within the Unitary State of the Republic of Indonesia's jurisdiction, designated to carry out economic functions and obtain individual facilities (KEK, 2009). Tanjung Lesung Special Economic Zone, is a tourism zone managed by P.T. Banten West Java Tourism Development Corporation (PT.BWJTD) through the Pandeglang Regency's approval Government and submitted by the Banten Provincial Government to the National Council for Special Economic Zones (Sekretariat Dewan Nasional KEK, 2018). The Special Economic Zone of Tanjung Lesung has an attraction given the coastal area, which is the beauty of a clean and unspoiled beach view. The infrastructure of the Tanjung Lesung SEZ is categorized as useful and follows urban infrastructure (Mevi Andena, Lilis Sri Mulyawati, 2016).

For tourist areas that rely on nature as an attraction, natural disasters will result in a setback for their business (Min et al., 2020). Many tourist destinations struggle to survive after disasters (Becken & Santana-gallego, 2020). A special tourist area will greatly impact the economy of the surrounding community. Disasters such as tsunami can cause a decline in tourism areas as happened in Aceh, Indonesia (Liu-Lastres et al., 2020). Several studies have shown that to restore tourism, stakeholders need to work together in designing marketing and communication strategies (Niyaz, 2015) (Todman-Lewis, 2017) (Beirman, 2020). Other studies also suggest conducting further research on tourism resilience and crisis management by conducting in-depth interviews with tourism stakeholders (Ketter, 2022). The role of stakeholders that has not been optimal in development or sustainable development can result in tourism not being able to develop properly (Fandri Wahyu; Salahudin; Vina Salviana, 2013). In some cases of tourism in Indonesia, collaboration and effective management of all involved stakeholders can make tourism problems easier to solve (Putro & Briliayanti, 2019) (Bramana, 2018). Therefore, communication between stakeholders is very important in developing tourism.

To increase the number of tourists, the Tanjung Lesung management company is using a proactive strategy in its efforts to increase tourists (Shihab et al., 2018). However, a study shows that priority tourism support services in Tanjung Lesung and its surroundings are still inadequate. Several factors can be the cause of delays in development in these special tourism areas (Yuliana & Subekti, 2016). In determining stakeholders, it also considers the

ethical dimension in the environment. Stakeholders in the background, in general, can become direct stakeholders if the business environment faces significant changes (Turker, 2013). Collaboration is a formal cooperation between individuals, groups, or organizations to achieve a specific task or goal (Sandi, 2018). Implementation and communication in the tourism sector must go hand in hand, not only for corporate businesses but also for local communities and the tourism industry (Aribowo et al., 2018).

Maintaining relationships with key stakeholders is the most common goal in the tourism business sector. It is essential for the tourism business sector to maintain relationships with stakeholders, both internal and external (Putra et al., 2019). Stakeholder theory is a strategic theory that provides a basis for managerial practice, and the goal is to create harmonious relationships (Estaswara, 2020). Stakeholders, according to Wheeler and Sillanpää, are divided into two, namely primary and secondary stakeholders. To align stakeholder values requires at least two commitments, namely 1) to share perspectives and trust through dialogue and effective communication; and 2) willingness to allow collective values to develop through active discussion (Sillanpää, 1998). The general idea of stakeholder theory is a redefinition of an organization, what an organization should be, and how it should be conceptualized. Friedman (2006) states that the organization itself should be considered a grouping of stakeholders. The organization's goal should be to manage its interests, needs, and points of view (Schmid, 2006).

Stakeholders need to carry out strategic management, performance management, and process management in the context of disaster response. Disaster management strategies require collaboration between stakeholders (Fontainha et al., 2020). Stakeholder theory describes how managerial analysis refers to the whole economy. This theoretical view represents the parties who receive organizational resources and can cause conflict in roles. If stakeholders have the right to determine how resources are allocated, that engagement affects how resources are maximized. Stakeholder engagement can also create new opportunities for value creation. All stakeholders must be treated equally (Freeman, 2010).

So this research examines the communication barriers that occur between stakeholders in the Tanjung Lesung Banten Tourism Special Economic Zone as an answer to the question of the challenge of restoring the tourism image in destinations in Indonesia after the tsunami disaster in 2018. Problems in developing tourism need to be identified as a way to find the right strategy for restoring post-disaster tourism. Objective research on each tourism stakeholder needs to be carried out, including the communication barriers among the stakeholders.

RESEARCH METHODS

This study uses a constructivist paradigm with a qualitative approach. The research method used is a case study. The case study approach is used because research aims to explore a program, event, activity, process, or one or more individuals (Creswell, 2013). In the case of studies, it is also possible for researchers to link the micro-level, or individual action, to the macro-level, or large-scale structures and processes (Djamba & Neuman, 2002). According to Yin (2003), case studies have five components of research design, specifically questions, propositions, unit of analysis, the logic that relates data to

propositions; and criteria for interpreting findings (Yin, 2003). So to get answers to research, it is necessary to first identify and design questions to get answers to the problems, determine the position and unit of analysis, then categorized based on the problems in each stakeholder.

Data collection was carried out by observing the Tanjung Lesung Special Economic Zone. Primary data was also collected through in-depth interviews with tourism stakeholders in the Tanjung Lesung Special Economic Zone. In-depth interviews are inductive or open-ended and range from unstructured to structured (Patricia Leavy, 2017). Separate interviews were conducted with five types of stakeholders in tourism following ministerial and environmental regulations, namely the governments, private business entities (BWJ), local mass media, local communities represented by tourism-conscious community groups (pokdarwis), and academic perspective. Selection of informants by purposive sampling, a determination based on research data needs. The study conducted interviews with the local government, namely the head of public relations, the head of the tourism promotion division, and the head of the tourism destination division. For private companies, interviews were conducted with the General Manager of PT BWJ and the operational manager. Mass media, interviews were conducted with journalists from journalistic organizations in the local area. Data from the community in the buffer zone was carried out by conducting focus group discussions with 10 representatives from the community to find problems in tourism development around the destination. Meanwhile, for academic stakeholders, the data is obtained through documentation data collected from previous studies and literature.

Data analysis by coding the roles and functions of stakeholders based on interviews and supported by observational data (Hollweck, 2016). Analysis of the data collected is based on stakeholder theory by looking at their respective roles and relationships in organizational communication in the Tanjung Lesung Tourism Special Economic Zone. Data analysis in this study was carried out based on Miles and Huberman, which consisted of data reduction, display data, and ended with conclusions through drawing and verification (Sugiyono, 2016). The data that has been collected is then identified into categorizations in finding problems with each stakeholder about communication. This data will be mutually confirmed to find problems and answer research questions.

RESULTS AND DISCUSSION

To revitalize post-disaster tourism areas, Indonesia has a pentahelix model as a tourism development strategy. In the Pentahelix model, business as a locomotive involves stakeholders working together in an integrated manner for a common goal. These stakeholders consist of 1) Government, as a regulator, 2) Private sector, as a business driver; 3) Community, as an accelerator; 4) the Media as a catalyst; and 5) Academics, as a drafter (Thaib, 2019). In searching for data on the problems faced by each stakeholder in restoring tourism attractiveness after the tsunami disaster, it is necessary to have an in-depth view of each stakeholder. Each stakeholder will be interrelated in determining policies to develop or carry out tourism marketing. The research explanation will describe the role of each stakeholder and analyze the relationship between the strategies of each stakeholder.

In the Pentahelix model run by the government, each stakeholder has their respective roles in driving the tourism business. In the Pentahelix strategy, every stakeholder has an equal share in carrying out their respective roles. Stakeholders need to realize that the process implemented needs to be integrated to achieve high-attractiveness tourism. Several factors for determining a tourism marketing and development strategy need to be jointly designed between stakeholders. Marketing Strategy Factors, Funding Strategies, Infrastructure Development Strategies, and Tourism Sector Policies can positively affect the tourists' number (Sabon et al., 2018).

Local Government

In the tourism Pentahelix model, the government that plays a role in the bureaucracy is seen as the administrative agent most responsible for implementing policy implementation (Yuningsih et al., 2019). Local governments play a vital role in tourism development; each region with tourism excellence needs to implement a strategy according to its area (Dwi et al., 2004). As one of the tourism stakeholders, the local government has a role, one of which is to motivate the community, investors, and tourism entrepreneurs. Local governments must continue to motivate socialization, training, or stimulant funds (Kristin & Salam, 2016). To develop tourist destinations, the provincial government, through the Pandeglang Regency government, has divisions that handle tourism issues in their area, namely the Promotion Division and the Destinations Division. The promotion division about restoring this e image and promotion of tourism in Pandeglang, especially in Tanjung Lesung. Meanwhile, the Destination Division has a function to develop tourism and the tourism community.

Head of Destination & Creative Economic Pandeglang explained that SEZ as a priority tourism destination is expected to grow into a tourist destination like Bali. He admitted that hope is quite heavy.

“...The problem is the unrealized facilities and infrastructure, such as the toll road that can be accessed from Serang, should be built by the central government. To target the closest potential tourists such as Jakarta, the fulfillment of facilities and infrastructure such as quick access is needed to attract domestic tourists...” (Rosy Sukmawaty, 21 Januari 2020).

In the promotion strategy, the Head of the Tourism Promotion Section for Pandeglang Regency, explained that several tourism promotion efforts were carried out in several activities carried out by the local government.

“...We carry out promotions through events, incentives for discount stays, and other upgrades to invite domestic tourists. Several promotional programs are also carried out in collaboration with tourism managers. But the advertorial budget in the mass media is significantly reduced, not only because of the political period for regional head elections but also because the focus of national media coverage is already tricky, not an advertiser. So the best option for local governments is through social media. The awarding ceremony for influencers and celebrities who promote tourism in Pandeglang is also an effort to attract tourists...” (Imron Mulyana, 21 Januari 2020).

Apart from promotion through the media, the local government is also working with the private sector to plan a national events calendar in Tanjung Lesung after the tsunami. According to local government data, each year it is intended that it will be carried out with a

different theme. With an event that invites domestic and foreign guests, it is hoped that it can attract tourist interest from foreign and local tourists. Events such as cruise ship visits are a collaboration with the central government in tourism development.

“...the most appropriate way is to build and restore the image of tourism through media cooperation, through events, then cultural and artistic exchanges. The Pandeglang local government has also asked for assistance in tourism ambassadors to attract tourists in several major cities in Indonesia..” (Imron Mulyana, 21 Januari 2020).

Even though he often collaborates in promotions, the Head of the Tourism Promotion Section for Pandeglang Regency stated that it is not with private parties in the planning of the Tanjung Lesung tourism development strategy. Even though he often collaborates in promotions, Imron stated that it is not with private parties in the planning of the Tanjung Lesung tourism development strategy. According to him, each of them went with their system. Because the functions of the local government and private sector are different. BWJ company has a management area of 1500 hectares, while the provincial government has areas outside the company's land. The target is distant, BWJ company and SEZ administrators have a broader target in terms of tourists and investors in foreign countries. Meanwhile, the target of the local government is still domestic tourists. Therefore the promotion strategy is different.

Private Sector: Banten West Java Company

Tourism entrepreneurs have a higher positive perception of the economic impact of tourism than other stakeholder groups. This is because entrepreneurs are the direct beneficiaries of the financial activities of tourism development (Bala et al., 2014). General Manager of the BWJ Company for the Tanjung Lesung Special Economic Zone, explained that the private companies are investing funds to build new destinations in the Tanjung Lesung area because of the strait potential that has not been cultivated and managed. They gave an example of priority tourism areas such as Bali, which supports the community, government, culture, natural heritage, and others that support the development of priority tourism areas.

In Tanjung Lesung, the challenges of developing tourism are quite diverse, including the development of supporting facilities and access to tourist destinations. To develop tourism, the company has taken various ways to maximize the tourism potential of Tanjung Lesung. The private companies explained that as a company that invests for profit.

“...these profits are allocated for tourism development to the next stage. Long-term investments by the company also need to be supported by interested parties. Investment and development can be hampered because development funds from profits are mostly used to help government programs, help communities around the area, CSR programs of more than 400 families, and develop and relocate supporting villages in tourist areas...” (W. Widiasmanto, 21 Januari 2020).

Changing the government apparatus, according to the company, also affects tourism development work plans and programs because of the changing policies.

“...the company has so far initiated road infrastructure, water sources, schools, and health facilities to serve the community. The company also had tried to build tourist

attraction through culture by creating local batik by bringing in batik artists from outside the region. The dance was also developed as a cultural performance by providing education to children. In the future, the management of supporting facilities outside the Tanjung Lesung destination would be transferred to the government...” (W. Widiasmanto, 21 Januari 2020).

However, the government's unpreparedness prevented the plan from being realized, and the company still bore the management.



Figure 1. Tanjung Lesung Tourism Destination After Tsunami Disaster

Source: Research Observation

The development of access to tourist destinations is a priority for tourism development. company explained that the result of access by land, sea, and air is a long-term strategy.

“...the construction of a marina or port to an airplane runway is a planned tourism development projection. Toll road construction will also be a factor that can attract tourists, both domestic and foreign...” (W. Widiasmanto, 21 Januari 2020).

The design of the construction of Tanjung Lesung tourism facilities and infrastructure in 2019 encountered obstacles after the tsunami disaster in the Sunda Strait.

“...the tsunami in the Sunda Strait also affected Tanjung Lesung, especially in attracting tourists back. The continuous news about disasters has resulted in potential tourists being reluctant to visit Tanjung Lesung. Even though the disaster management facilities and infrastructure have been equipped in the tourist area, the community traumatic about the tsunami disaster is still being felt. The strategy that the company has taken to restore post-tsunami tourist attraction is by holding festival activities...” (W. Widiasmanto, 21 Januari 2020).

The private company revealed that other parties, including the government, did not support many of companies' efforts to develop tourism. The development of tourist destinations into tourist areas needs to work together in designing and implementing strategies, not just relying on corporate strategy with company funds themselves.

Mass Media

Tourism recovery after a disaster needs to involve the mass media. Mass media as a third party tends to be more trusted by tourists; therefore, mass media can influence tourists in making travel decisions. Although tourists have different perceptions and motivations, mass media factors play an essential role in influencing tourists' decisions and travel behavior (Edelheim, 2014). Mass media is an essential part of the promotion and image

restoration of tourist destinations. The regional government of the Pandeglang Regency admits that the mass media, following the theory of the development press, should help the government jointly develop tourism in its region. However, Head of Pandeglang Destinations & Creative Economic, admitted that the news significantly influenced tourists' interest in travel. Negative coverage in the national media, especially television, can impact the decline in visiting tourists. He gave an example that the unconfirmed Krakatau news has been reported in the national news and spread on social media. This resulted in tourist orders in the new year, decreasing by 60 percent.

The impact of the disaster and its news greatly affected the Tanjung Lesung SEZ tourism so that tourist outcomes decreased. The tourism destinations division explained that, based on data, the number of visitors was in contrast to the previous years in 2017 and 2018, which reached more than 3.7 million visitors per year. In 2019, visitors only reached 2.4 million. According to him, information on the Meteorology, Climatology, and Geophysics Agency (BMKG) on social media needs to be better described. The interpretation of the data does not cause panic. Misinterpretation of information will have an impact on the level of interest in tourism. Social media has been shown in several studies to influence tourism interest significantly (Nifita & Arisontha, 2002; Nurjanah, 2018; Rukmiyati & Suastini, 2016).

The role of the mainstream mass media in clarifying negative news about tourist destinations is essential. In Pandeglang Regency, there are 36 members of the PWI (Indonesian Journalists Association) from various local mass media, print, online, radio, and television. Chairman of the Indonesian Journalists Association (PWI) Pandeglang, in an interview, revealed that local Pandeglang journalists always coordinated with the Indonesian Hotel and Restaurant Association (PHRI) in the Pandeglang region in reporting on tourism issues in Tanjung Lesung.

“..the local Pandeglang journalist had made efforts to publish post-tsunami tourism. The Indonesian Journalists Association (PWI) often makes requests to local governments to hold activities such as socialization, but they are not yet optimal...” (iman, 21 Januari 2020).

News about the recovery of Tanjung Lesung and Carita tourism has been reported several times. However, Iman admits the lack of local governments' role in supporting tourism publications is still lacking, especially in terms of budget.

“...the mass media as an industry has an interest in news that has selling value, not only news value. So to survive, the mass media need news that the public wants to read. Meanwhile, information about tourism recovery from the public side does not have a high selling value than a criminal or political statement...” (iman, 21 Januari 2020).

Therefore, Iman explained that the Indonesian Journalists Association (PWI) has tried to provide input to the government to allocate a particular budget. Still, the lack of funding has made tourism publications not run optimally.

Regarding mass media, local governments in carrying out promotions through the mass media have done several ways. Head of Pandeglang Tourism Promotion Section explained that the government has carried out advertisements in three ways: print and online, electronic, and social media.

“...social media is the most effective and does not require a large amount of money. They use a strategy of embracing the social media community of young people in Pandeglang, such as the infobandung account, infopandeglang, visipandeglang...” (iman, 21 Januari 2020).

The media consumption habit is dominated by new media such as sites on the internet and social media such as blogs, which are now popping up in cyberspace. They are accustomed to using the internet at night when they get home so that satisfaction is achieved in fulfilling information about the location of tourist objects, available transportation facilities, and information about typical food and drinks in a particular area (Atmadi & Sepang, 2018).

The Community in the Bufferzone of the Tanjung Lesung SEZ

The Tourism Awareness Community Group (Pokdarwis), which is part of the local community, is one of the stakeholders that need to be taken into account (Zulfikar, 2013). Community elements in tourism are essential for developing tourist destinations. This is because the success of tourism activity is determined by the quality of social interactions between tourists and organizers in the tourism area who handle it. Human resource development in the tourism sector is the development of human potential to realize their role as adaptive and transformative social beings who can manage themselves (Hernanda et al., 2018).

A buffer zone or tourism buffer zone is an area around tourist destinations usually occupied by residents. The buffer zone is beneficial for conservation and tourism development initiatives in each region. However, the buffer zone is traditionally treated as a homogeneous entity that stands alone without much to do with the tourism zone (Dhakal & Thapa, 2015). Buffer zone development is one step to increase tourist attractiveness in several countries (Li & Yong, 2005). The buffer zone can also support tourism in several aspects, including protecting tourism (Lamichhane et al., 2019).

The buffer zone is one of the supporting tours for the Tanjung Lesung SEZ, one of which is an educational tourist destination based on a tourism awareness group (Pokdarwis) based in Cikadu Village, TanjungLesung. Cikadu village collaborates with other towns in Tanjungjaya village to offer a variety of selected tour packages that have educational values about nature, crafts, and cultural arts that involve village community groups, with the hope that more and more people will be empowered through tourism Tanjung Jaya Village (Cikadu, 2020). Whereas in other buffer areas, namely Curug Sawer, Kampung Cipanon and Liwungan Island, it is almost similar to the condition of infrastructure which is still minimal and not many visitors have come, so it requires cooperation between tourism actors, the government and the community to develop the area. Tanjung Lesung tourism support (Elisa Dwi Rohani1, 2019).

Cikadu Edutourism Center (CEC) is an education-based tourism village (Edutourism) based in Cikadu Village, Tanjungjaya Village, Pandeglang Regency, Banten Province, located in the vicinity of the Tanjung Lesung Special Economic Zone. CEC offers various the best education-based tour packages, including planting coral reefs, feeding seagulls, learning to make written batik, and weaving bamboo and reeds, learning traditional cultural

arts, making palm sugar, and many other exciting choices. CEC is managed by youth from a tourism awareness group in Tanjungjaya Village. Many community groups are empowered to develop tourism in the villages around the Tanjung Lesung SEZ, from crafts, culinary, arts, to tourist village homestays (Cikadu, 2019). After the tsunami disaster, tourism development in the buffer zone stopped and almost died. Cultural tourism is difficult to develop because of the decreasing number of tourists who come.



Figure 2. Condition of Bufferzone Villages After Tsunami Disaster

Source: Research Observation

Based on the results of interviews, the community in the buffer zone has understood that to increase tourist attractiveness. It requires tourism evolution, one of which is by carrying out education-based tourism villages to attract visitors. The community has also used social media as a strategy to bring in visitors from various regions and introduce tourism in the area around Tanjung Lesung. Social media and the community's role, especially the younger generation with minimal capital, are potent steps to accelerate the progress of infrastructure improvements (Agung & Mahagangga, 2019).

The Tanjung Lesung buffer zone tourism awareness group (pokdarwis) believes that the effort is carried out independently without other stakeholders' support. Pokdarwis felt that all types of tourism training had been followed, but there was no follow up, such as assistance due to low budget reasons. One of community group complained that there was no common ground between buffer zone developers and private developers to improve and restore tourist attractions in Tanjung Lesung and its surroundings.

"...there should be an evaluation. For example in January, we need to evaluate the training every 3 months. After 6 months, a different training should be held again in order to restore tourism attractiveness after the tsunami." (Pokdarwis, 21 Januari 2020).

Several Pokdarwis members supported the statement that regarding the lack of participation and cooperation between stakeholders. Pokdarwis complained about stakeholders' attitudes between the local government and the private sector who run independently and develop their tourism areas without involving other stakeholders, including communities in the buffer zone area. They gave an example of promotional activities and festivals that did not involve local people to display local culture.

"...the organizers invited art performers such as dancers and musicians from studios in other regions. This makes the local community disappointed because the indigenous

people also have an art studio that always practices welcoming guests and tourist visitors...” (Pokdarwis, 21 Januari 2020).

Pokdarwis admitted that the pieces of training provided by the government and private sector were not well-targeted and effective. A member of Pokdarwis expressed his disappointment with the training he receives every year.

“...community's activity is usually only for specific groups, and the movement is always repeated on the same topic. It is necessary to agree on an action plan from all parties, including assistants, the government, and the community who is given training. In conducting training, it must also include a plan to implement a part of tourism development. For example, after the training was carried out, the movement should be increased in the next period with more implementation activities, such as inviting online promotion parties or tourism service providers..” (Pokdarwis, 21 Januari 2020).

By not involving the local community, the tourism communication that exists between stakeholders is inconsistent. In several studies in Indonesia, there are many cases of tour organizers that do not involve the local community in the management and supervision of tourist destinations, which can lead to competition in tourist destinations (Pujiningrum Palimbunga, 2018) (Tohani et al., n.d.) (Priyanto, 2016) (Sugiyarto & Amaruli, 2018) (Nurazizah & Darsiharjo, 2018). Whereas in tourism development, the community as the subject and object of village development must always be involved in the whole process of developing a tourist village, this is to establish the characteristics, traditional and cultural values of a tourist object (Herdiana, 2019).

UN World Tourism Organization (UNWTO - World Tourism Organization) also states that cultural preservation and strengthening of local communities are essential aspects that will become the concept of sustainable tourism (National Geographic, n.d.). Therefore, the organization needs to be involved in developing tourist destinations, from the planning stage to tourism supervision (Kurniawati et al., 2018). A significant obstacle to creating innovative approaches to regional tourism is a lack of knowledge. Lack of understanding and tourism experience was identified as a substantial barrier to effective community participation in tourism development. This lack of understanding can lead to false expectations about the benefits of tourism, a lack of preparedness for tourism-related changes, and an inability to benefit from tourism (Moscardo, 2008).

Stakeholders Communication Organizational Approach

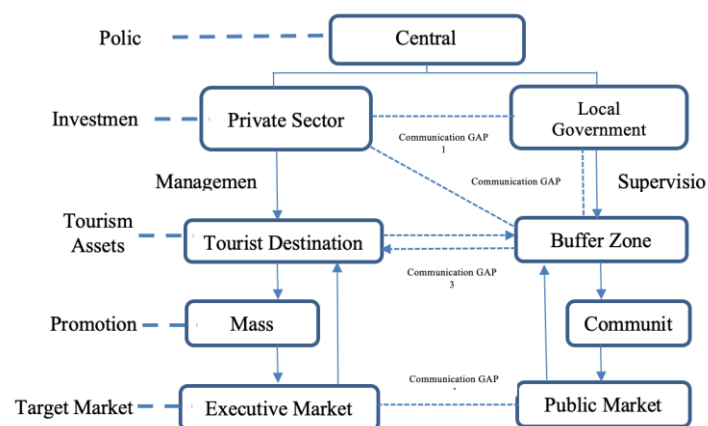
Tourism studies in Indonesia show that stakeholder collaboration in pentahelix can enhance tourism development. In several studies, the pentahelix model in tourism in Indonesia has been applied in some regions in Indonesia (Vani et al., 2020) (Mukti et al., 2020). In East Java, the results show that increasing the tourism business sector requires consolidation between elements in the Penta helix model, namely the roles of business, government, community, academic, and media (BGCAM) (Aribowo et al., 2018). Optimizing the position in the Penta helix strategy is proven can help restore tourism affected by natural disasters (Rizkiyah et al., 2019). Therefore, stakeholders' synergy in the Penta helix strategy can optimize the development and recovery of priority tourist destinations such as the SEZ area.

Stakeholder theory aims to create more value (value). In the value creation model, it shows a focus on a small group of stakeholders. Organizations need to identify areas for stakeholders to create more value, namely better stakeholder relations, stakeholder dialogue, a better working environment, environmental preservation, increased customer base, local development, and increased reputation (Harrison et al., 2015). Based on the research data, identified the tourism organizer stakeholders in the particular economic area of Tanjung Lesung tourism based on their respective roles, strategies, and constraints.

Sustainable tourism development demands greater participation from stakeholders. To increase stakeholder, participation is closely related to the government's need to develop and deliver policies (Maiden, 2008). Stakeholders in tourism become part of the organization. Organizations can experience three types of internal conflict: structural disputes, functional wars, and staff and line conflicts. Guetzkow and Gyr (1954) proposed two dimensions of competition that are useful for managing conflict - one consisting of disagreements related to task issues and the other composed of emotional or interpersonal problems that cause conflict (Bercovitch, 1983). Early recognition of the competition and paying attention to the conflicting parties is significant. Negotiation between the parties involved is the best way to resolve conflicts, while coercing should not be used at all (Bernard Oladosu Omisore, 2014).

The sustainable tourism planning approach rests on two limitations: the increased level of stakeholder participation in the planning process and the need for a strategic orientation for tourism planning. Stakeholders must be included in the sustainable development process. Failure to identify each of the main stakeholder groups' interests can result in the collapse of the entire process of sustainable tourism development (Kristiana, 2017). In designing tourism, every stakeholder must have a role and must be based on good relationships. Therefore, providing satisfactory service will increase the likelihood that the cooperative relationship will continue well in the future (Miesing, 2017).

In stakeholder theory that in strategy setting there must be collaboration so stakeholder needs must be put at the beginning of any action. Stakeholder theory approach to finding problems in organizations or individuals (Harrison et al., 2015). Stakeholders are placed in the same position, so stakeholders need to communicate equally in determining strategies to restore and develop tourist destinations. Communication barriers can result in inhibition of achieving goals in an organization (Andersson, 2016).



Source: Research Analysis

Communication gaps are the seeds of conflict in an organization (Mumba & Phiri, 2019). In the study, it was found that several communication gaps occurred between the stakeholders of tourist destinations. The first communication gap is between the local government and the private sector (Figure. 5) as the party assigned the task of managing tourist destinations by the central government. Managerial management by the private sector is not in line with the supervisory function carried out by local governments, which not only develop tourist destinations but also buffer zone areas around tourist destinations. The second Communication Gap also occurred in the community in the buffer zone with the local government and also the private sector in restoring and developing tourist attractions in the Tanjung Lesung area.

The lack of understanding between the community, local government, and the private sector resulted in the strategy being carried out sporadically and not supporting each other between stakeholders. As a result, the third

Communication Gap also occurred because the promotion strategy between tourist destinations and tourist areas in the buffer zone was not interrelated. The target market for tourist destinations and tourist areas in the buffer zone seems to be different, so the promotion strategy is different. In the fourth Communication Gap, the gap between the exclusive target market for potential tourists with a high economic level and international for the Tanjung Lesung tourist destination is becoming increasingly visible, while the target market for potential tourists is lower middle class for tourism in buffer zone areas such as in tourist villages around tourist destinations. Communication gaps that occur can make it difficult for tourist destinations to develop, especially to restore tourist attraction after disasters such as the tsunami. Therefore, communication gaps in a stakeholder organization need to be resolved by identifying problems and developing further communication systems internally and externally to the organization.

In internal organizations, communication can occur, such as differences in perceptions of the implementation of activities and programs included in perceptual distortion, limited information sharing practices, and the influence of leadership styles in activities' performance due to status effects and cultural differences (Harivarman, 2016). The role of communication in stakeholder discipline is significant in achieving stakeholder satisfaction. The quality of stakeholder satisfaction is primarily determined by communication factors, such as timeliness of communication, honesty, and the information's completeness. Therefore dialogue is recommended as a form of two-way communication with stakeholders (Estaswara, 2020). The imbalance of stakeholders' roles causes the positions and strategies carried out in tourism development not to run optimally. Communication that occur within stakeholder organizations can be caused by the absence of mutual understanding between all parties and common strategies in achieving common goals of developing tourist areas.

CONCLUSION

In developing a tourist area, stakeholders as organizers need to carry out the right strategy. Based on the research results, all stakeholders of the Tanjung Lesung Banten Special Economic Zone agree that after the tsunami disaster, tourist visitors decreased

drastically. Part of the tourism development plan that has been planned needs to be postponed first to restore the tourism sectors affected by the disaster. The continuous coverage of tsunami victims in the mass media also causes tourists and the public to be afraid to visit. To overcome this, stakeholders have made recovery efforts by implementing a tourism promotion and marketing strategy by organizing events, online promotions, developing culture, and arts and training and assisting tourism communities to deal with disaster trauma.

However, based on the research results, it was found that there were communication barriers that occurred in the tourism organization stakeholder organizations in Tanjung Lesung and its surroundings. Tourism stakeholders have their strategies and rarely collaborate. It determines a tourism development strategy that does not involve all stakeholders, resulting in disappointment and dissatisfaction with one party. Dissatisfaction on one side can lead to conflict so that it can hamper tourism development. Disharmony between stakeholders in the Pentahelix strategy will not work if and gaps between stakeholders are not resolved. A tourism development strategy that does not support each other between stakeholders can obstruct tourism development according to common goals. It is necessary to have a shared vision and mission among stakeholders to establish organizational cooperation between all parties. Based on this, this study recommends actions that need to be taken to overcome conflicts and gaps between stakeholders, namely organizations between stakeholders must create adequate space for decision making so that the tourism development strategy works well and is integrated among stakeholders, develop appropriate information systems, competition for supremacy should not occur between stakeholders, but work together to achieve common goals, training workshops based on the needs and input of each stakeholder, and periodic evaluation of tourism development among stakeholders.

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