THE COORDINATIVE COMMUNICATION OF IMPLEMENTING LAKE TOBA AUTHORITY AGENCY WITH STAKEHOLDERS IN LAKE TOBA TOURISM DEVELOPMENT NORTH SUMATRA

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Abstract

The coordinative communication phenomenon of tourism in the Lake Toba Region began with forming an authority body which then formed the Lake Toba Authority Executing Body (BPODT), North Sumatra. As a new institution, BPODT is classified as active in promoting joint tourism, mentoring and discussion; tourism circles use government facilities through their authority. This activity was carried out with a reach covering 8 districts in the Lake Toba area and the North Sumatra provincial government. The research objective is to explore why coordinative communication is used as a basis for tourism development by BPODT. This research used the case study method for three weeks in the Lake Toba Authority Area. Based on the observations, interviews and documentation results, this research shows progress in coordinating stakeholders as members from 8 Lake Toba Authority Area districts. The study results concluded that tourism development in the Lake Toba Region through BPODT represented tourism activities as a new organizational culture and underlined the importance of coordination for sustainable development.

Keywords: Coordinative Communication, Tourism Development, Stakeholders Importance, BPODT

INTRODUCTION

The government continues to promote the national development program to improve people's living standards and encourage economic growth, especially development in the tourism sector. The communication process is an important factor for tourism development, so it is necessary to implement active government action and coordination with stakeholders in various sectors by encouraging change agents to promote tourism.

Communication creates awareness and constantly enlightens those involved, and various media serve or promote this process. The terms "development communication" and "media for development" are often used synonymously, but communication media have limitations (Srampickal, 2006). Often, development communications are thought to be solely focused on the design and production of media materials. However, this aspect must be properly placed in the overall communication plan, which is carried out rationally and pays attention to the development process through coordinated communication.

Communication for development mostly refers to communication techniques and processes planned to achieve development through various types of coordinating communication for stakeholder engagement (Bakti et al., 2018). This is reinforced by Antar Venus's argument that

coordinated communication is the key to bringing about social change and almost development in the whole sector, including tourism. In Indonesia, the principle of coordinate communication is generally applied to development carried out by the government, both on a national and local scale, namely empowering individuals according to their capacities and positions in government as development catalysts to improve their quality of life (Venus, 2021).

The existence of the Toba Lake Authority (ODT) is intended to become a work reference in various institutional aspects concerning personnel, administration and financial matters. This is confirmed in Presidential Decree No. 49 of 2016 concerning the Agency Authority Lake Toba Authority Area Manager on June 1, 2016, called the Agency Authority Lake Toba. To realize the development of the Lake Toba Region as a destination priority in Indonesia, then set the rights and obligations between the Steering Committee and the Implementing Body. Further provisions regarding the duties and work procedures of the Steering Committee are regulated by the Regulation of the Coordinating Minister for Maritime Affairs through (Permenko Maritime and Investment No. 2017) as Chair of the Steering Committee. The existence of ODT is to create good relations between fellow organizations in managing the Lake Toba Tourism Area.

The existence of Toba Lake Authority (ODT) is under and responsible to the President of the Republic of Indonesia and the Coordinating Minister for Maritime Affairs as Chair of the Steering Committee. ODT, as the Management Body, covers 8 (eight) Regencies in Province North Sumatra, namely: Simalungun Regency, Toba Regency, Samosir Regency, Humbang Hasundutan Regency, North Tapanuli Regency, Dairi Regency, Karo Regency and Pakpak Regency West.

The Lake Toba Authority formed the Lake Toba Authority Executing Body (BPODT), facilitating regular meetings while discussing emerging issues. Toba Lake Authority Executing Body (BPODT) is the body responsible for managing Lake Toba as a leading tourism destination in Indonesia. BPODT was established based on Presidential Regulation Number 86 of 2017 concerning the Management of Lake Toba Tourism Destinations. BPODT has the duty and authority to manage and develop tourism in the Lake Toba area, including infrastructure development, tourist attraction development, tourism promotion, and development of human resources in the tourism sector. In addition, BPODT is also responsible for preserving the environment and culture in the Lake Toba area and supervising tourism activities carried out in the area to comply with applicable regulations. BPODT cooperates with local governments, related agencies, and communities to carry out their duties. In carrying out tourism development in Lake Toba, BPODT also seeks to pay attention to the interests of local communities and empower them to take advantage of the existing tourism potential in the area. The purpose of establishing the BPODT is to increase the attractiveness and quality of tourism on Lake Toba to become a better tourist destination and compete with other tourist destinations in Indonesia and the world.

Satriani & Lumintang (2011) state that in a coordinating program, the facilitator has a role as a companion and consultant. In addition to carrying the vision with the theme "Lake Toba World Tourism Destination" to the board members at the "Weekly Meeting" and access to the

main issues, members of the Lake Toba Authority (ministry, governors and regents) are also a space for administrators to communicate between members actively, they use their authority and main tasks and functions (*tupoksi*) in the process of managing the interests of both the central government, regional government, college universities, communities and non-governmental organizations. According to (Satriani, I., Muljono, P., & Lumintang, 2011), coordinated communication includes access and dialogue, and the impact of coordinated communication is sharing tasks, information and knowledge, determining and solving problems together and establishing mutual intimacy.

In carrying out the development, development and preservation of the Lake Toba Area, strategies are needed, steps that are well coordinated between the central, provincial and district governments. To support the development, development and preservation of the Lake Toba Area as an international tourism destination, comprehensive special regulations are needed so that implementation coordination and division of authority between the center, provinces and districts are distinct. In Presidential Regulation (PERPRES) Number 49 of 2016 concerning the Lake Toba Authority Executing Body, several BPODT tasks are regulated. Some of the tasks of the BPODT, according to the Presidential Decree, are as follows:

1) Formulate policies and strategies for developing the Lake Toba area as a tourism destination.

2) Planning, controlling, coordinating and monitoring activities for developing and utilizing the Lake Toba area as a tourism destination.

3) Build and maintain integrated tourism infrastructure, and encourage the development of tourism products based on local wisdom and culture.

4) Build and maintain tourism facilities and infrastructure, including access to transportation, accommodation, and public and commercial facilities.

5) Developing human resources and local communities involved in the tourism sector and increasing community participation in the management and development of the Lake Toba area.

6) Encouraging the development of a sustainable creative economy and tourism industry in the Lake Toba region.

7) Supervise and control tourism activities in the Lake Toba area, including granting permits and supervising tourism business operations.

8) Promoting and marketing the Lake Toba area as a domestically and abroad tourism destination.

9) Develop cooperation and partnerships with related parties, including local governments, government agencies, local communities, entrepreneurs, and investors.

10) Evaluating and monitoring the implementation of the duties and functions of the BPODT, as well as developing a monitoring and evaluation system for developing the Lake Toba area as a sustainable tourism destination.

BPODT administrators seek to promote tourism, especially for stakeholders in areas so far apart; this is carried out based on individual initiatives in the community, in this case, stakeholders. Good fulfillment of one's primary needs in each phase of life, both regarding the survival of specific stages of survival and the societal commitment to becoming a proliferative individual, that is, the survival of people in the future, is one of the necessary conditions for sustainable development. "Successful" (Villarreal, B., & Heckhausen, 2015).

Development Tourism at BPODT has been accompanied by local government and community groups through visits and outreach, at least since BPODT was founded. With awareness, members coordinate meeting activities and independently fill in information updates via meeting informally outside working days; BPODT management becomes an integrated element in tourism development at the regional authority level. As Cairns et al. (2011) say, social awareness through capacity building brings together all feasible and practical cross-social allies to increase public awareness and demand for certain development programs, assist in delivering resources and services and strengthen participation. Society for sustainability and independence.

Broadly (Markopoulos et al., 2004) defines "Consciousness as a communication system that helps individuals maintain mental models of activities and status of others." As an authority body, tourism development by BPODT activates the interpersonal communication of its members; they coordinate communication through joint meeting activities and other tourism activities. As stated by (Sethi & Seth, 2009), individuals use words to communicate in interpersonal communication. "This process can be face-to-face, with roles and relationships, two-way, deliberate, continuous or cumulative process." Not only is a "meeting room" and helping each other in completing strategic national programs, but the presence of BPODT has also developed cooperation in using authority and forming positive behavior changes for stakeholders tourism.

Based on the description above, the communication and coordination that occurs in BPODT are indicated to be the strongest element for positive change. BPODT applies openness and authority through coordination and communication practices to its members. As stated by (Bouckaert Geert, B. Guy Peters (2010), the practice of coordination is not a simple political and administrative matter. However, coordination can mean various problems in the public sector, and the need for cooperation may arise for various reasons in politics and administration.

Moving on from the lack of coordinative communication research specifically addressing the theme of tourism development, the communication events that occurred at the North Sumatra BPODT are important to study. This research will explore the concepts of coordinative communication in tourism development because communication gives individuals a voice and supports changes in decision-making, attitudes, and social behavior or habits. This study aims to explore more deeply related communication concepts in tourism development at the Lake Toba Authority Executing Agency, North Sumatra. The coordinative communication that occurs in the process is the main determinant for the success of tourism development. Therefore, the research objectives include exploring why coordinative communication is used as the basis for tourism development in BPODT.

METHODS

This research uses a case study method. The case study is one of the social sciences research methods. Researchers use case studies in this research to track contemporary events in the development of the Lake Toba Region related to integrated communication and coordination in activating tourism, the communication process between parts of stakeholders. How communication in the process becomes a determining component in realizing coordination. The coordinative communication involves stakeholders by coordinating the Lake Toba Authority Executing Agency (BPODT) with the central government, government province and district governments and other stakeholders outside the government structure.

Qualitative research data can be collected using four main methods: participation in natural conditions, direct observation, in-depth interviews, and documentation studies (Creswell & Creswell, 2018). The study area of this research was conducted in Medan and 8 (eight) districts in the Lake Toba Region, North Sumatra.

Figure 1: Map of 8 (eight) districts in the Lake Toba Region, North Sumatra

RESULTS AND DISCUSSION

Results

BPODT is a government initiative responding to changes involving community participation in tourism development. This is in line with Kusworo (in Zaenuri, 2012) "The definition of tourism is something that is complex and forms a system in which there are subsystems, including the movement of people, goods and services related to organizations, institutional relationships, and individuals, service needs, provision of service needs and others.

In BPODT, the facilitator and members collaborate; they jointly discuss work materials within the scope of duties and authorities and help each other in mastering workloads that are considered difficult and need completion through field coordinator forums. Her research (Irawati, 2013) states that coordinating communication is coordinating communication,

meaning that communication is integrating, harmonizing and aligning various interrelated interests and activities so that each organization has the same time, movement and steps to achieve common goals effectively and efficiently. In line with Sutarto (2006), coordination can also be called alignment. Both in a unitary action, business unity, adjustment between parts, balance between parts and synchronization, all based on harmony.

Activities at BPODT take place without orders; there is no position distance to form these working groups, but with equality, the stakeholders gather, discuss, and work together to solve work and problems in tourism activities. As stated by Serva and Malikhao (in Wildermuth, N., & Ngomba, 2016), "A communication framework for behavior and social change, the coordinative model emphasizes dialogue, empowerment, context and local action, and in addition to changing individual behavior it also addresses changes structural and social."

BPODT facilitates meetings with various stakeholders (*stakeholders*), which are considered necessary for successful tourism development in the Lake Toba Region. Complaints and problems that arise in society should also be heard and found a solution. Coordination meetings are held with academics, associations, essays, the media, community groups, non-governmental organizations and elements of society that are considered in line with the organization's goals.

This was seen when the BPODT held a coordination meeting with the North Sumatra Regional Police. Inventory of safety issues, project implementation, and vehicle tonnage. Involve the police and coordinate between parts so everything is done properly. The same situation has been studied by (Ayu, 2018), who identified that stakeholder strategy should represent each group in the tourism planning process. As for groups, stakeholder strategies for tourism planning and implementation include the community, government, private sector, local businesses, and academia.

Durkin & Peric (2017) put forward an important point of view on tourism as a functional approach where tourism is seen as a proactive force that is developed appropriately will produce optimum positive impacts on society and minimize management costs on the environment and culture. Accessibility consists of the entire transportation infrastructure that connects tourist residences with the intended tourist objects and attractions or connects tourist objects in tourist destinations (Burkart & Medlik, 2004) (in Wardianto, 2011).

BPODT has the task of coordinating, synchronizing and facilitating planning, development, construction and control in the Lake Toba Tourism Area; besides that, BPODT is also tasked with planning, development, construction, management and control in the Lake Toba Tourism Area. Based on information told by one of the BPODT administrators (RMUT), the BPODT administrators are involved in collaboration, where two-way communication supports open interaction in decision-making input in balanced decision-making. Not only that but stakeholders stakeholder) are also empowered, namely the transfer of control over decisions and resources, which is a two-way communication to ensure joint decision-making (Park et al., 2018).

This is in line with the opinion of Vicky Johnson in (Park et al., 2018) (Percy-Smith, 2009),

which explains that the central cultural attitude towards the parties involved (stakeholders) in communication, in general, is setting the scene, as well as what space exists for more inclusive communication and decision-making forums in local settings for a greater purpose.

Support for BPODT is increasing steadily. Significant life explained BPODT (MT) management; stakeholders took the initiative to promote tourism activities at BPODT; they showed action through outreach to the public, especially the media, communities and non-governmental organizations, then invited them to participate in various tourism programs. The presence of BPODT, which was initially rejected by various parties and community groups, has gradually received support from various parties, namely associations, media, non-governmental organizations, academics and communities, as well as investors who, in the process, become partners for discussion and dialogue in tourism development in North Sumatra. Several parties who did not participate in discussion forums gave support through informal meetings and participation.

Based on the description above, the communication and coordination that occurs in BPODT are indicated to be the strongest element for positive change. BPODT applies openness and authority through coordination and communication practices to its members. As stated by (Bouckaert Geert, B. Guy Peters (2010), the practice of coordination is not a simple political and administrative matter. However, coordination can mean various problems in the public sector, and the need for cooperation may arise for various reasons in politics and administration.

As stated by Lansdown (2011), stakeholder coordination practices are grouped into three categories, namely; (1) a consultative process, the parties initiate a process to obtain information from their environment through which they can improve policies or services; (2) participatory initiatives, the aim of which is to strengthen the democratic process, creating opportunities for parties to understand and apply democratic principles or involve stakeholders in the development of services and policies that impact them; and (3) promoting self-advocacy, aiming to empower parties to identify and fulfill their own goals and initiatives.

Tourism development at BPODT has also attracted the interest of stakeholders, as seen from the active communication of stakeholders and their shared awareness to coordinate, share and collaborate to meet their needs. As Pfeiffer (1973) says, "All communication is a process of sharing. In seeking to communicate with others, we share our views, beliefs, thoughts, values, observations, intentions, doubts, desires, interests, assumptions, strengths, and weaknesses. " This is made clear by a statement (Wondirad et al., 2020) which describes two types of stakeholder activity where shared awareness appears to be particularly important, namely collaboration (including instrumental assistance) and communication. They stated, "This truly shared dimension, activity first emerges when the parties involved begin to build dialogue with others, shared intent and shared concern for shared goals."

Three activities characterize communication behavior through a coordination approach observed in the tourism development process at BPODT. First, the coordinating activities of the management in weekly work meetings. Second, coordination between management and stakeholder's discussion according to work area. Third, coordination of stakeholders through

communication media, knowledge products managed by the BPODT management as an information channel for making SOPs (standard operating procedure), and master plan action, which has an impact on ongoing dialogue, in general, can be described as follows.

Development Tourism at BPODT has been accompanied by local government and community groups since BPODT was established through visits and outreach. With awareness, members coordinate meeting activities and independently fill in information updates via meeting informally outside working days; BPODT management becomes an integrated element in tourism development at the regional authority level. As (Cairns et al., 2011) said, social awareness through capacity building is the process of bringing together all feasible and practical cross-social allies to increase public awareness and demand for certain development programs, to assist in delivering resources and services and to strengthen participation. Society for sustainability and independence.

Through communication and coordination, BPODT seeks to collectively activate tourism activities, foster interest and culture of hospitality and promote its benefits to the surrounding environment. Communication in the process becomes a determining component in realizing coordination. The development process regulated in BPODT tourism activities is well distributed. As a result, it is possible to strengthen coordinated communication, which becomes a pattern in managing the parties to improve their way of life. Coordinating communication, in this case, relates to increasing stakeholder awareness about the importance of tourism as a first step in lifelong learning.

In the findings of this study, the reasons for the coordinative communication carried out by BPODT with stakeholders can be explained as follows:
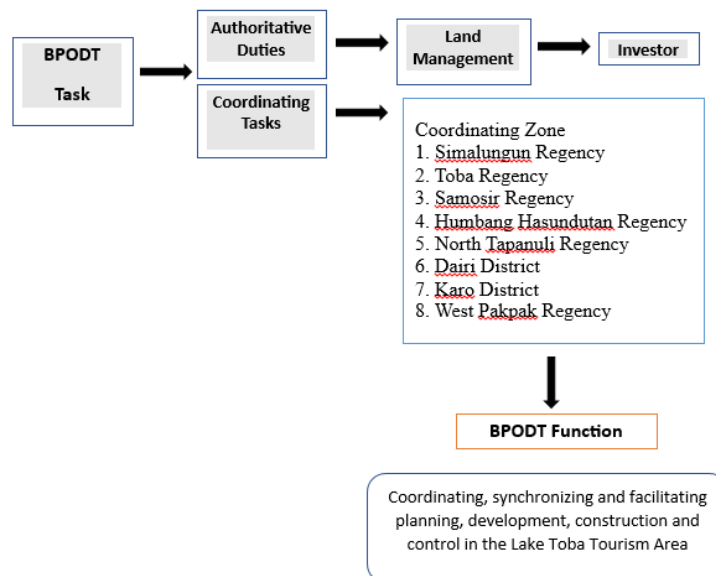

Figure 2: Duties and Coordinative Functions of the Lake Toba Authority Executing Body

From the chart above, it can be explained why coordinative communication is the basis for tourism development at BPODT:

1. Facilitate stakeholder collaboration: Tourism development involves various parties, such as the government, local communities and communities, investors, associations including tourist attraction managers, and tourists. Coordinating communication facilitates cooperation between stakeholders to achieve common goals.

2. Improving effectiveness and efficiency: With coordinated communication, stakeholders can work more effectively and efficiently in achieving tourism development goals. This means that stakeholders can understand their respective roles and responsibilities and a clear division of tasks.

3. Increase understanding and synergy: Coordinated communication allows for understanding and synergy between stakeholders involved in tourism development. This can reduce conflict and increase cooperation in achieving common goals.

4. Responsive to change: In the world of tourism, situations and conditions can change quickly, such as tourism trends, tourist needs, and changes in government policies. With coordinated communication, BPODT can respond more to these changes and make necessary adjustments.

5. Enhancing sustainability: Coordinated communications can help develop sustainable tourism by ensuring that every decision and action considers the long-term environmental, social and economic impacts.

DISCUSSION

In this study, stakeholder communication is relevant because there are so many stakeholders in the development of Lake Toba tourism from various sectors. How stakeholders communicate, and BPODT in coordination becomes part of the analysis of this research.

Each organization has stakeholders who are only sometimes uniform. The bigger an organization, the bigger the stakeholders it manages. In the context of Lake Toba tourism development, for example, it certainly has large stakeholders because the magnitude of the activities and operations of the organization is wide and, therefore, in need of various stakeholders.

That is why it must be distinct from the organizational communication process when discussing stakeholder communication. In this case, communication within an organization, institution or company. In this case, Conrad (in Tubbs and Moss, 2005) identifies three organizational communications as follows:

1. Command function is related to the organization's members having the right and obligation to discuss, receive, interpret and act on order. The main purpose of the command function is the coordination between several dependent members of the organization

2. Relational function, this function concerning communication allows members to create and maintain personal relationships with other members of the organization. Relationships in the world of work affect organizational performance. For example, the flow of communication up or down in the organizational hierarchy and the level of execution of orders

3. Ambiguous management function is related to organizational situations that often make members decide something in a very ambiguous situation. For example, decisions about payments or solving problems in the field.

From the identification of organizational communication, the Stakeholders should indeed be parties with the legitimacy to deal with the organization. However, not the parties who work separately in organizational activities, whether those representing the central government, local governments and regulators and facilitators (agencies coordinative), in this case, BPODT, which does not have the direct interest of stakeholders. When discussing the concept of stakeholder communication, then the explanation of stakeholders must be understood first.

One definition of Stakeholders related to an organization is "groups or individuals who can influence or be affected by the achievement of an organization's goals." (Freeman, 1984) (In Alif, 2016).

Meanwhile (Friedman & Miles, 2006) states that the organization itself must be considered as a grouping of stakeholders and organizational goals that must be able to manage their interests, needs and viewpoints. In the concept of stakeholders, officials, on the one hand, must be able to manage the organization for the benefit of stakeholders and ensure their existence and participation in decision-making.

From Definition, in general, the concept of stakeholders is about what a company should do and how the organization should be conceptualized. At a time, stakeholders can also be distinguished based on the level of relationships and relationships with the organization. Thus there are so-called primary and secondary stakeholders. Primary stakeholders are parties who are involved in organizational activities on an ongoing basis and thus greatly influence organizational performance.

This group includes officials who represent the organization structurally at the central and regional levels and the legislature as a regulator. Meanwhile, secondary stakeholders are those who are not directly and continuously related to the organization but can influence the organization's performance. They include the media, associations, non-governmental organizations, academics, communities and several other groups concerned with the organization's activities.

This explanation helps researchers understand the stakeholders related to the organization's running and who are not included in this group. The coordinating body, in this case, the BPODT, already understands the variety and types of stakeholders. In this coordination communication, you need to know the types of interests, their typology and identification, and why the facilitator needs to facilitate and accommodate them. That is why it is necessary to

carry out integrated communication and coordination among stakeholders.

Communication is a tool to reduce and overcome the ambiguity inherent in the organization while accommodating various interests. Stakeholders talk to each other to build the environment and understand new situations requiring information sharing.

In the context of stakeholder communication, it becomes very important to understand the communication process within the organization. With this understanding, you will get a common perception of stakeholder communication effectively and following organizational goals.

Stakeholders are a very broad and diverse group, some are supportive and beneficial, but some are negative and obstructive, depending on different needs and aspirations. That is why stakeholders must be managed properly and effectively through planned communication.

This research has external stakeholders, such as institutions, self-subsistent societies, communities, associations, media, and academics (universities). Of course, organizationally, the relationship between key and non-key stakeholders with access to organizational resources must be communicated.

There are many stakeholders, so the way to communicate varies depending on the context of the communication, the medium and most importantly, who the stakeholders are. Need proper communication with these stakeholder actors by knowing who, background and the character of the stakeholders. What is the proper communication with stakeholders so that it becomes effective and efficient? Of course, stakeholders must understand.

The type of communication required in stakeholder communication may change as commitments change. There are several levels of stakeholder commitment (Wulandari, 2020):

    a)   Contact when you first hear about the goals you want to achieve

    b)   Awareness, to find out what goals you want

    c)   Understanding and recognizing the impact of the goals to be achieved

    d)   Engagement, interaction positive with the goals to be achieved

    e)   Acceptance, accept the goals to be achieved into their view of the current situation

    f)   Commitment, positive support for the goals to be achieved

    g)   Internalization, the goal achieved becomes an inherent element in stakeholder decision-making

Stakeholder communication must be able to move stakeholders with these commitments. For this reason, a good communication method is needed because stakeholder communication will depend on the structure in which information will be conveyed or shared. Then in communicating with stakeholders, we place ourselves at the center of the communication network where we can directly communicate with each stakeholder in a targeted way. The method of communication also depends on the overall context of the message sent.

In stakeholder communication, five steps can be taken with stakeholder engagement, namely:

1) Engagement strategy, in terms of the organization setting a vision and reviewing past actions that the organization has carried out;

2) Stakeholder mapping; in this case, the organization maps out criteria to establish criteria for identifying and prioritizing relevant stakeholders and selecting the engagement mechanism that will later be agreed upon together;

3) Preparation this step determines short-term goals and long-term goals and determines the funding and resources involved along with the rules needed;

4) Engagement, this step ensures the contribution of stakeholders with the authority they have, and

5) Action planning is where the organization can identify opportunities from feedback, define actions, and review goals and future engagements.

From the explanations above, stakeholder communication manages stakeholders to reduce conflicts and conflicts of interest to estimate the best benefits for most stakeholders (Taste and Swano, 2016).

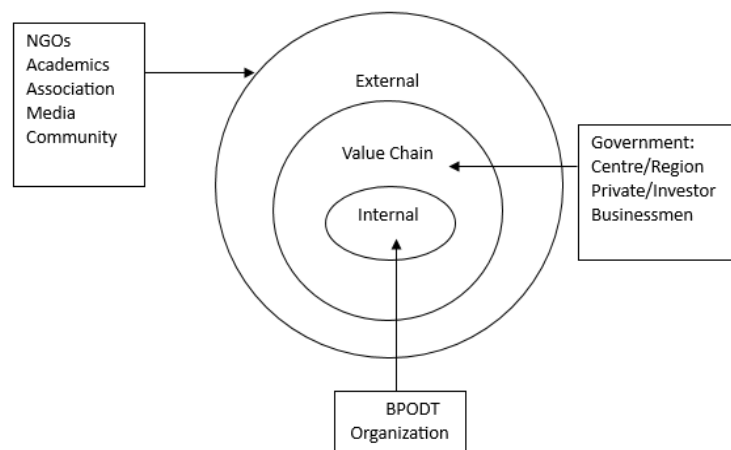When describing stakeholder communication and their involvement in the organization, as follows:

Figure 3: Stakeholder communication and involvement in the organization adapted from Maon & Swean (2016)

CONCLUSION

Research shows that coordinated communication in tourism development activities becomes three important stages. The first stage, coordinating communication in tourism activities, centered on managing the Lake Toba Authority Executing Body (BPODT), which acts as a tourism communicator catalyst. Coordinative communication is built between administrators

and stakeholders (local government) and the involvement of other parties such as associations, media, academics, communities, and non-governmental organizations and is made possible due to the closeness of discussion information with members' backgrounds, the dialogue that occurs builds similar perceptions, experiences and desires, and have more or less the same status.

The second stage is coordinative communication in the tourism circle, where the facilitator plays the moderator role. Coordinating through dialogue and discussion in tourism circles with various stakeholders' motivations and curiosity has become a forum for expressing problems and finding solutions. The third stage, coordinated communication in tourism activities, is an opportunity for stakeholders towards self-efficacy. Tourism development activities have allowed stakeholders to gain recognition of self-existence and internal organizations to apply dialogic knowledge.

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