

## THE GOVERNMENT'S STRATEGY FOR RESTORING INDONESIA'S TOURISM POST-COVID 19

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### ABSTRACT

The Covid-19 pandemic has an extensive impact on the country's economy, including in the tourism sector, one of the most significant contributors to the country's foreign exchange. This study aims to provide an overview of the impact of Covid-19 on the Indonesian tourism sector and strategies made by the Government to overcome the problems and impacts of Covid-19 on Indonesian tourism. This study uses descriptive explorative qualitative methods and data collection and analysis through literature studies. Based on the analysis, it is found that the Covid-19 pandemic has indeed had a significant impact on the tourism sector and Indonesia's creative economy. One of the significances obtained is that there is an extreme decrease in Indonesia's income due to the circulation of money that does not work. However, the Government has designed policies and strategies to overcome these problems, preparing to complete the recovery of Indonesian tourism after Covid-19.

**Keywords:** recovery; tourism; government strategy; covid-19.

### ABSTRAK

Pandemi Covid-19 memberi dampak sangat luas pada ekonomi negara, tak terkecuali juga menerpa sektor pariwisata yang merupakan salah satu sektor penyumbang terbesar terhadap devisa negara. Penelitian ini bertujuan untuk memberikan gambaran bagaimana dampak covid-19 terhadap sektor pariwisata Indonesia dan strategi yang dibuat pemerintah guna mengatasi persoalan dan dampak Covid-19 terhadap pariwisata Indonesia. Penelitian ini menggunakan metode kualitatif deskriptif eksploratif dan pengumpulan serta analisa data melalui studi literatur. Berdasarkan analisa diperoleh bahwa pandemi Covid-19 memang telah memberi dampak signifikan terhadap sektor pariwisata dan ekonomi kreatif Indonesia. Signifikansi yang didapat salah satunya adalah adanya penurunan yang ekstrim atas pendapatan Indonesia akibat perputaran uang yang tidak berjalan. Meski demikian, pemerintah telah merancang kebijakan dan strategi untuk mengatasi persoalan tersebut dan bersiap untuk melakukan recovery kepariwisataan Indonesia paska Covid-19 ini selesai.

**Kata kunci:** recovery; pariwisata; strategi pemerintah; covid-19.

### BACKGROUND

The Covid 19 pandemic is not playing games. Many countries, including Indonesia, have been overwhelmed by the global pandemic of covid 19. The impact, of course, is vast to all sectors, especially the economy. The tourism sector is no exception, and it has even been the sector most affected by the most significant impact. The Covid 19 pandemic has caused every country to put up a travel warning for

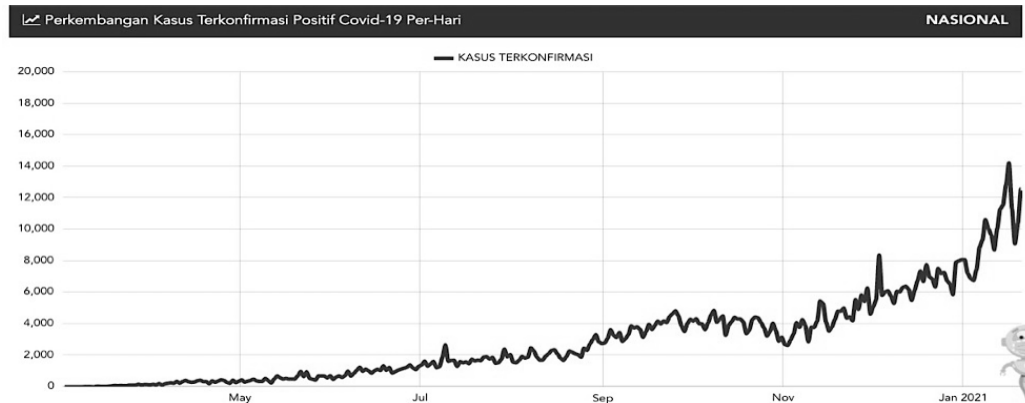
their citizens to stay home and not go anywhere. Many of them issued lockdown policies and limited the movement of their people physically.

In Indonesia itself, the spread of Covid 19 every day continues to escalate. Based on data from the covid19.go.id site (which is the Government's official covid 19 handling site), it has been confirmed that it has reached 951 thousand cases. The

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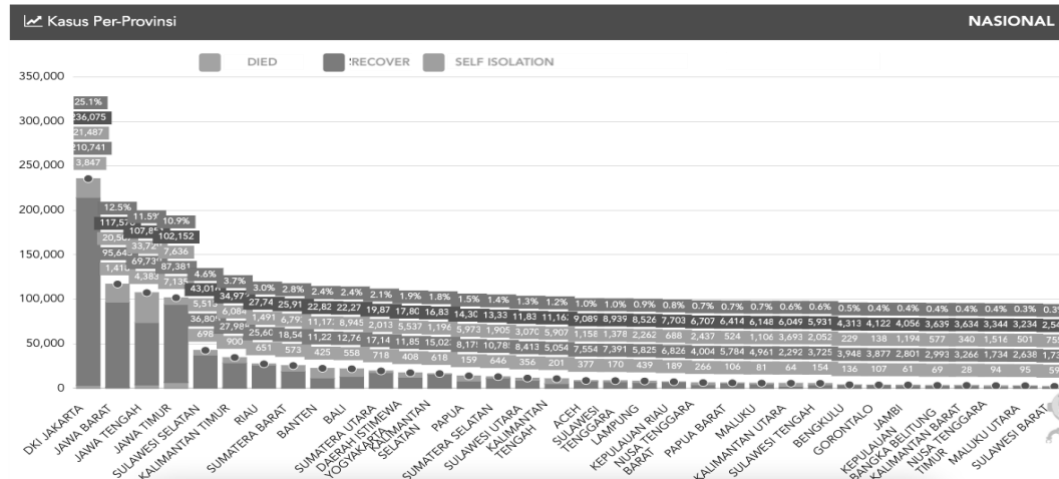
following is a chart of confirmed cases of  
Covid 19 in Indonesia.

Graph 1. Confirmed Cases of Covid 19 in Indonesia.



When viewed from its spread, the Covid 19 pandemic has spread widely to all regions in Indonesia.

Graph 2. Covid 19 Cases Per Province



The graph above shows that the spread of Covid 19 is widespread throughout Indonesia and continues to cause impacts, especially from the economic sector.

At the end of 2020, the Indonesian Government has announced that economic

growth is experiencing a growth rate of minus 2.2 to 1.7 per cent. According to the Indonesian Minister of Finance, Sri Mulyani, this is because consumption until the fourth quarter was still harmful 3.6 per cent to minus 2.6 per cent so that the whole year household consumption was minus 2.7

per cent to minus 2.4 per cent. It is one reason for revising the 2020 economic projection from minus 2.2 per cent to minus 1.7 per cent (Fauzia, 2020).

Globally, the pandemic induced economic shocks in all markets and sectors. While some businesses will transition to new platforms and continue to exist, others will cease to exist (Honoatubun, 2020); due to travel restrictions and social isolation, some businesses have experienced unprecedented disruptions, making it exceedingly tricky to survive a pandemic (Thaha, 2020). Tourism is a business that cannot exist without the mobility of tourists. A 22% decline in visitor numbers in the first quarter of 2020 (compared to the same quarter of 2019), and the possibility of a 60% to 80% decline in 2020 (compared to 2019), are just some of the indicators of the global tourism industry's impending disruption caused by the COVID-19 pandemic (WTTC, 2020). Tourism is one of the most labour-intensive industries. Such an industrial downturn could jeopardize the livelihoods of millions of workers, reversing progress toward sustainable development goals (WTTC, 2020).

What about Indonesia's tourism foreign exchange earnings in 2020? Coordinating Minister (Menko) for the Economy Airlangga Hartarto said that the tourism sector was most severely affected by the COVID-19 pandemic. If in previous years the tourism sector contributed foreign exchange up to the US \$ 15 billion per year, then the covid pandemic, For this reason, the country's foreign exchange earned from tourism has decreased by 90 per cent. Tourist visits to various tourist destinations

in Indonesia have dropped dramatically (Karunia, 2020).

Tourism is critical to Indonesia's growth, especially as a source of foreign currency in addition to the oil and gas industry (Risman et al., 2016; Yakup, 2019). Indonesia is one of the countries where almost all its regions have a tourist attraction, namely through its natural beauty and historical heritage. Indonesia's territory, which is crossed by the equator, makes Indonesia has a climate that gives rise to a variety of flora and fauna that fascinates tourists to visit Indonesia. (Soetopo, 2011). Indonesia's geographic condition in the form of tropical rainforests, mountains, beaches, and oceans and cultural diversity is a potential basis for making it a world-famous tourist destination (Martaleni, 2016). Indonesia is well-known for its natural and cultural tourism attractions (Rahma & Handayani, 2013). In addition to maintaining the survival of tourism actors, revenue from tourist objects can also increase income for the local Government, particularly the central Government (Zebua, 2016).

Admittedly, the Covid-19 pandemic has hit the Indonesian economy significantly, not least in the tourism sector, contributing to much foreign exchange. The only question is, how can the Government answer this challenge? What strategy should the Government take to restore (recover) tourism to revive itself in the coming year?

However, the fact that there has been a significant decline in tourism because of the covid-19 outbreak, the Government needs to make a great design in carrying out post-covid-19 recovery. The strategy, of course, is not just an ordinary one. A

revolutionary strategy is needed so that the recovery will not take a long time.

## **METHOD**

This research was conducted using qualitative methods with an explorative, descriptive approach. Qualitative research is intended to collect in-depth and comprehensive data about the Government's challenges in carrying out tourism recovery in Indonesia after the

Covid-19 pandemic. Sources of data were obtained secondary through reading and analysis of various kinds of literature. In other words, research is carried out by collecting and analyzing data from various references such as books, catalogues, journals, related laws and regulations, mass media, and websites or the internet.

## **RESULT AND DISCUSSION**

### **Covid-19 and its Logical Impact on Tourism**

The Indonesian Ministry of Finance reported at least eight losses because of the virus outbreak. To begin, up until 11 April, over 1.5 million employees were laid off or terminated (LAYOFFS). Whereas 1.2 million workers were employed in the formal sector, 265,000 workers were employed in the informal sector. Second, the Indonesian Purchasing Managers Index (PMI) will remain below 50 in March 2020, at 45.3. Thirdly, over 12,703 flights at 15 airports were cancelled between January and February, including 11,680 domestic flights and 1,023 international flights. Fourth, the air service sector lost approximately Rp 207 billion in revenue, with China's flights contributing approximately Rp 48 billion. Fifth, tourist numbers decreased to 6,800 per day, with Chinese tourists accounting for the majority. Sixth, the Indonesian Hotel and Restaurant Association estimate that declining occupancy rates in Indonesia's approximately 6,000 hotels could reach 50%. This may affect the decline in foreign tourism exchange that began more than a

half-year ago. Seventh, from January to March 2020, Indonesia's imports decreased by 3.7 per cent year over year (YTD). Eighth, inflation in March 2020 was 2.96 per cent year on year (YoY), owing to rising gold prices in jewelry and soaring food prices. However, various chili commodities and air freight rates are deflationary (Santoso, 2020).

Covid-19 has become the main enemy of humans and is worrying for many countries because it can claim many people's lives (Abbas, E. W., Handy, M. R. N., Shaleh, R. M., & Hadi, 2020). Covid-19 has been going on for more than two years has caused economic activity, such as production, distribution and consumption activities, to decrease (Yuniarti, D., Subiyakto, B., & Putra, 2020). Production is an activity to process goods and services that create uses. The goal is to meet human needs, including activities to create and increase uses (Maulidiyah, M., Subiyakto, B., & Hasanah, 2020). Included in it is tourism which presents a variety of products of beauty, comfort and satisfaction.

As is known, tourism is a travel activity carried out by a person or group of

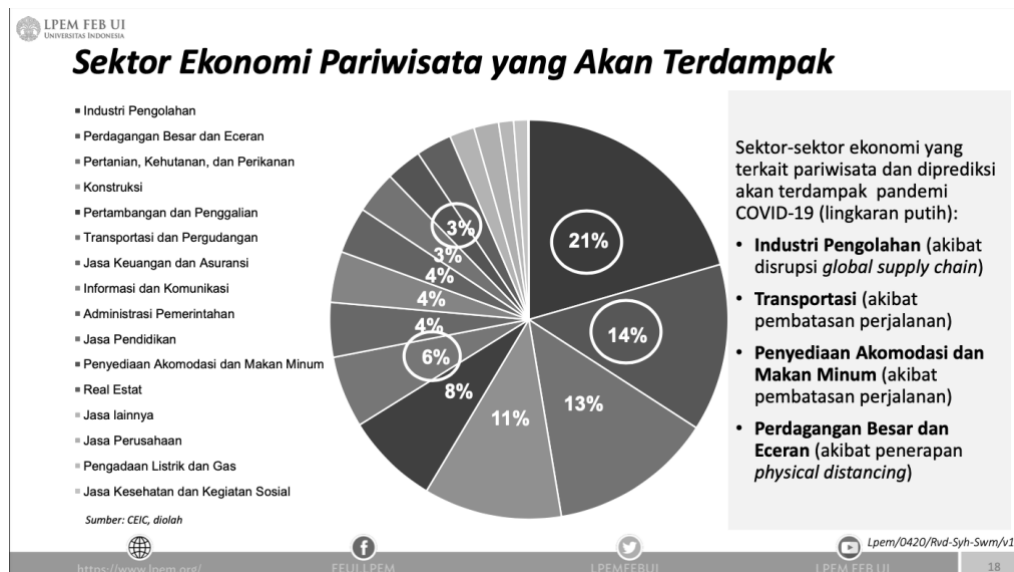
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people by visiting a special place for recreation, personal development, or learning about the uniqueness of the tourist object visited in a temporary period (Arjana, 2016 Dalam Noerkhalishah, N., Abbas, E. W., & Permatasari, 2020). The national tourism sector's role is crucial and in line with government policies to build a sustainable economy in the future. The tourism sector makes a significant contribution to a country's economic growth. The tourism sector includes recreation areas, hotels, restaurants, transportation and accelerations that support the growth of other tourism industries (Dwina, 2020).

The Covid-19 pandemic has devastated Indonesian tourism. Various tourist destinations, including all the supports that support them, had to be stopped. Many hotels in tourist areas such as Bali, Jakarta, Yogyakarta, Bandung and Surabaya were closed. Termination of employment (PHK) is a practical step for companies to reduce increasing company losses (Syahrudin, 2020).

What are the tourism sectors affected by Covid-19? In this case, research from the Center for Business Climate Studies and GVC - LPEM FEB UI shows the report in the following graph:

Graph 3. the Tourism Sector is Affected by the Impact of Covid-19



Source: (Shabrina Rahma & Fadhilia Arvianti, 2020)

The graph above shows that the sectors of providing accommodation, food and beverages were most affected (21%), wholesale and retail trade (14%), and electricity and gas procurement (13%). However, despite having different

percentages, almost all sectors related, either directly or indirectly, to tourism were affected by Covid-19.

The Government was compelled to do so to prevent inter-governmental interaction. However, restricting the

movement of people and goods primarily impacted the tourism and hospitality industries, as tourism encompasses hoteliers, restaurants, travel agencies, air and sea transportation, food handling, the lodging sector, entertainment, and recreation. Considering the impact of the COVID-19 pandemic on the Indonesian tourism industry, Indonesia has earned a better reputation than the rest of the world in terms of containing the COVID-19 pandemic. These are the arrangements for quarantine and medical facilities, including those for foreigners. Simultaneously, other developed countries declare that non-citizens are fleeing the country, utilizing personal protective equipment to manage airline or sea line passengers at their entry points, ensuring the continued supply of basic human needs, and extending visas to foreigners to ensure they have access to available facilities. As a result, this situation would benefit the thriving Indonesian tourism industry in the future, even if it is currently losing money. As a country with significantly less experience with global health epidemics over the last few decades, Indonesia lacked a predetermined technical agenda for dealing with such a worse tragedy. (Riadil, 2020).

Indonesia is one of the countries that has imposed a travel ban abroad to reduce the spread of the Coronavirus. This ban caused several airlines to cancel their flights, and some airlines were forced to operate even though most of the planes were empty to fulfil passenger rights. Many consumers have postponed ticket bookings due to the spread of the Coronavirus. This situation causes the Government to act by providing policies to solve the problem.

Based on data from the Central Statistics Agency, it is indicated that tourists from China reached 2.07 million in 2019, covering 12.8 per cent of the total foreign tourists throughout 2019. The spread of the Coronavirus has caused tourist visits to Indonesia to decrease. In 2019, around 2 million tourists from China visited Bali, while in February 2020, there were only about 4 thousand tourists. The beach looks deserted from visitors. There are only business managers sitting on the beach. Some cruise ships even decide not to dock in Bali. To overcome this, the Bali Provincial Government has provided property for hotels and travel entrepreneurs to avoid layoffs (Shabrina Rahma & Fadhilia Arvianti, 2020).

The same thing happened in Yogyakarta. The foreign tourists who used to be seen passing through the streets now look almost non-existent. The hotel is also quiet because no one is staying. Even though March is included in the low season category where tourists rarely visit, the number of foreign tourists who come to Yogyakarta is still less than usual. The Government has taken several steps to resolve this extraordinary case, one of which is by promoting the Social Distancing movement. This concept explains that to reduce even the chain of transmission of Covid-19, one must maintain a safe distance from other humans of at least two meters and avoid mass encounters (Shabrina Rahma & Fadhilia Arvianti, 2020).

Not only in flights and hotels but the MSME sector has also been affected by the Covid-19 pandemic. Data from the Ministry of Cooperatives and Small and Medium Enterprises (KemenkopUKM) states that

around 37,000 MSMEs have reported seriously affected by the COVID-19 pandemic. Several things indicate this. Among them, around 56 per cent reported a decrease in sales, 22 per cent reported problems on the financing aspect, 15 per cent reported problems with the distribution of goods, and 4 per cent reported difficulties in obtaining raw materials (The Jakarta Post, 2020).

Furthermore, this data is also strengthened and detailed by the findings from P2E LIPI, which shows the impact of the decline in tourism on MSMEs engaged in accommodation providers and micro main, reaching 27 per cent. Meanwhile, the impact on small and low-income businesses was 1.77 per cent, and medium-sized businesses were 0.07 per cent (Bahtiar & Saragih, 2020).

In Indonesia, the impact of COVID-19 on the tourism sector can be seen from foreign tourist arrivals. Based on the Ministry of Tourism and Creative Economic records (Kemenparekraf), the number of foreign tourists visiting Indonesia through all entrances in March 2020 was only 470,898 foreign tourists. This number has decreased by minus 64.11 per cent compared to the total number of visits in the same period the previous year (March 2019) of 1,311,911 foreign tourists (Kemenparekraf, 2020).

Previously, we knew that the tourism industry was one of the sectors favored by the Government; see, for example, the contribution of tourism to Indonesia's 2017 Gross Domestic Product (GDP) of 4.11 per cent (BPS, 2017). This figure is presumed to continue to increase in the future. In addition, tourism has also

succeeded in contributing to the foreign exchange it generates. It is recorded that the tourism sector's foreign exchange contribution has grown quite well. For example, in 2019, Indonesia's foreign exchange earnings from the tourism sector amounted to the US \$ 17.6 billion from 2018 of US \$ 16.1 billion. It is not surprising that the Government hopes that the tourism sector can bring fresh air amid the weakening of Indonesia's oil and gas (oil and gas) and non-oil and gas sectors (Rifki, 2020).

### **Government Strategy for Recovery**

As the sector most affected by the COVID-19 pandemic, in a limited meeting held on 16 April 2020 (Setkab, 2020), President Joko Widodo or Jokowi asked that the following mitigation measures for the tourism sector be immediately implemented, including:

1. Implement social protection programs to protect workers in the tourism sector who are affected by COVID-19.
2. Reallocate the existing budget from the Ministry of Tourism.
3. Prepare an economic stimulus for business actors in the tourism sector and creative economy to survive and avoid layoffs (layoffs) on a large-scale creative economy to survive and avoid layoffs (layoffs) on a large scale.

An example is tourists who come from China. To increase tourists apart from China, the Government also needs to encourage Indonesia's tourism sector. So far, China is one of the tourist destinations that are quite attractive to other countries.

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This incident can be used as an opportunity for Indonesia to attract tourists to visit Indonesia. So, the Government must start aggressively promoting other tourist areas in Indonesia and improving facilities and services at tourist attractions. The Government must also provide incentives to travel and airline companies and the tourism industry that suffer losses due to flight stoppages to and from China. However, providing incentives is not the only solution to overcome this. The Government also needs to increase the competitiveness of the quality and attractiveness of domestic tourism (Kompas, 20 February 2020).

The Government is currently preparing a strategy by providing incentives for aero plane ticket prices of 10-30%. Second, encouraging conferences and Meetings, Incentives, Convention and

exhibitions (MICE) in many tourist destinations (liputan6.com, 13 February 2020). This needs to be appreciated to encourage the growth of the national tourism industry. In addition, the Government can encourage tourism centres through various support programs, such as the acceleration of the development of five super-priority tourist destinations (Lake Toba, Borobudur, Likupang, Labuan). The Government will also set up fiscal and non-fiscal policies to stimulate the tourism sector (Susilawati et al., 2020).

There are several things that the Government has done, especially the Ministry of Tourism and Creative Economy (Kemenparekraf), to deal with the problem of the impact of Covid-19 and efforts to carry out tourism recovery, as shown in the following table:

Table 1. Kemenparekraf Policies for Tourism Recovery

No	Policy Phase	Explanation
1.	Emergency Response Phase	1. Establish a Crisis Center <ul style="list-style-type: none"> <li>• Covid-19 Awareness</li> <li>• Healthy and clean Kemenparekraf</li> <li>• Appeal to stakeholders</li> <li>• Postponement of promotion of domestic and foreign tourism</li> <li>• Postponement of MICE activities</li> </ul>
		2. Support for Industry / Tourism and Creative Actors <ul style="list-style-type: none"> <li>• Exemption from BPJS Health / Employment payments</li> <li>• Reduction in utility costs (electricity, water, and rent)</li> <li>• Retribution / tax relief by local governments</li> <li>• Relaxation of bank loans</li> <li>• Utilization of pre-work cards</li> </ul>
		3. Budget Relocation <ul style="list-style-type: none"> <li>• Cooperation with hotels</li> <li>• Cooperation with transportation companies</li> <li>• Collaboration with food and beverage business actors</li> <li>• Coordination with National TV</li> <li>• Support for the purchase of post-Covid-19 hotel rooms</li> <li>• Support data on tourism actors and the creative economy for termination of employment data</li> </ul>
2.	Recovery Phase	1. Coordination and Impact Identification <ul style="list-style-type: none"> <li>• Coordination with affected areas</li> <li>• Encourage ministries and agencies to create activities in affected areas</li> </ul>



		2. Publication, Promotion and Implementation of MICE and Cultural Activities <ul style="list-style-type: none"> <li>• PR-ing</li> <li>• Promotion of all domestic and foreign media</li> <li>• Support for organizing creative events</li> </ul>
		3. Support for Tourism Industry / Actors and the Creative Economy <ul style="list-style-type: none"> <li>• Soft loans</li> <li>• Incentives for airlines</li> <li>• Training</li> </ul>
3.	Normalization Phase	1. Domestic and International Publication and Promotion 2. Organizing international and National Events 3. Destination support

Source: KEMENPAREKRAF, 2020

To succeed in carrying out recovery and increasing Indonesian tourism growth, the Ministry of Tourism and Creative Economic made a strategic plan (Renstra) 2020-2025, which contains various policies and strategies. The policies and strategies contained in the Kemenparekraf strategic plan 2020 - 2025 are as follows:

Table 2. Kemenparekraf Strategic Plan 2020 - 2025

No.	Policy	Strategy
1.	Development of tourism destinations and creative economic products with added value and competitiveness	1. Develop intellectual property-based creative economy products in the Creative Economy Zone and Creative Economy Cluster 2. Increase the readiness of tourism destinations based on Priorities in a comprehensive, integrated, and sustainable manner 3. Diversification of tourism products with high added value
2.	Tourism marketing and a creative economy based on strategic partnerships	1. Tourism Marketing and a results-oriented creative economy with a potential market focus 2. Expanding the market share for creative economy products 3. Improving the image of competitive Indonesian tourism 4. Utilization of technology in supporting tourism marketing and creative economy
3.	Development of the tourism industry and an integrated creative economy	1. Developing the tourism industry and creative economy (13 tourism business fields and 17 creative economy sub-sectors) 2. Improve tourism governance and the national creative economy 3. Encouraging increased investment, funding, and equal access to finance in the tourism industry and creative economy
4.	Human resource management and tourism institutions and the creative economy in realizing superior and competitive human resources	1. Optimization of institutions and curriculum for tourism vocational education and training and the creative economy 2. Increasing the competency certification for human tourism resources and the creative economy 3. Strengthen the community and tourism institutions and the creative economy
5.	Realizing the creativity of the nation's children by	1. Increase the protection of the results of creativity and intellectual property

	being oriented towards a populist economic movement	2. Encouraging creativity in creating added value to the creative economy based on culture and science, and technology
6.	Encouraging research, innovation, technology adoption, and quality tourism and creative economy policies	1. Encouraging research and innovation related to the development of tourism destinations and creative economy products that are oriented towards increasing added value and competitiveness 2. Effective and efficient adoption of the latest information and communication technology 3. Managing research-based tourism and creative economy policies according to the needs of tourism development and the national creative economy
7.	Realizing the professional bureaucracy of the Ministry of Tourism and Creative Economy / Tourism and Creative Economy Board	"Optimizing the implementation of 8 (eight) areas of change of the Ministry of Tourism and Creative Economy Bureaucratic Reforms". The reference for the implementation of bureaucratic reform is the 2020-2024 National Bureaucratic Reform Roadmap, stipulated in the Regulation of the Minister for Administrative Reform and Bureaucratic Reform number 25 of 2020. Reform

Source: KEMENPAREKRAF, 2020

The tourism sector in Indonesia has been a concern lately because almost all tourism businesses and the creative economy have stopped all operational activities. Once again, the impact is that many travelers, restaurants, resorts, hotels, and wedding consultants are going through challenging and tough times. Currently, the tourism crisis has become an economic disaster that has had a significant impact on Indonesia.

## CONCLUSION

Covid-19 has had a tremendous impact on the country's economy. The impact that can be assumed is quite systematic for the economy. The tourism sector has one of the most severe impacts because the Government issued a policy to limit the movement of people to minimize interactions with one another and prioritize overcoming people's health. In general, the

Rehabilitation must be carried out in stages with the recovery of other sectors, especially in response to a pandemic and rehabilitation of economic performance. Strategic steps are needed to recover from developing conditions. Therefore, ensuring the safety of stakeholders is a significant concern, both by the government and tourism industry stakeholders.

Government has made various efforts to keep tourism an essential sector in maintaining the sustainability of the country's economy. Policies and strategies are made to avoid severe depression. However, the Government needs to continue to carry out more constructive stimulation so that tourism can grow again and become the prima donna for the country's income and foreign exchange.

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