

Original Article

A Study of Collaborative Governance and Its Effect on Tourism Sector during the COVID-19 Pandemic in Indonesia

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Abstract: The way to clarify the concept of the role of the community in local government affairs is to do collaborative governance. This study aims to analyze and describe Collaborative Governance in increasing tourism during the COVID-19 Pandemic in Indonesia. The results show that in response to the COVID-19 outbreak, UNWTO in 2020 has revised the outlook for international tourist growth to negative 1% to 3%, while Asia and the Pacific will be the worst affected regions, with an estimated decline in arrivals of between 9% to 3%. 12%. In Indonesia, the number of foreign tourist visits to Indonesia is slowly decreasing. Cumulatively from January to March 2020, the number of tourists who came only reached 2.61 million people or dropped dramatically by 30.62 percent; compared to the same period last year, which was 3.76 million people. Compared to February, the number of tourist arrivals fell by 45.50 percent; compared to the same period last year, the decline was even more drastic, at 64.11 percent. Losses from the tourism sector are predicted to reach Rp 60 trillion. Through the Ministry of Tourism and Creative Economy, the central government tries to prepare destinations for a new normal era with excellent hygiene and sanitation. Also, they seek to create tourism destinations that are more attractive in implementing the principles of sustainable tourism development (resilience, sustainability, and responsible).

Keywords: collaborative governance; tourism; COVID-19 pandemic; new normal era.



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1. Introduction

The national tourism industry is one of the sectors affected by the coronavirus pandemic. The changing behavior and technology are key to facing this pandemic's tourism industry. COVID-19 is a global pandemic that adversely affects the human and social dimensions. After spreading from China, the pandemic spread rapidly to 210 countries, including Indonesia. The COVID-19 pandemic was a major shock to the global economy, including Indonesia. The economy declined for at least the first half of the year and may take longer if containment measures for the COVID-19 pandemic are ineffective. The COVID-19 pandemic caused disruptions to global supply chains, domestic and financial market volatility, consumer demand shocks and negative impacts in key sectors such as travel agencies and tourism. The impact of the COVID-19 pandemic will undoubtedly be felt across the tourism value chain. Small and Medium

Enterprises (SMEs) are expected to be severely affected. The pressure on the tourism industry is particularly evident in the huge drop in foreign tourist arrivals with massive cancellations and declining bookings. The decline also occurred due to a slowdown in domestic travel. It is mainly due to Indonesians' reluctance to travel, worried about the impact of COVID-19. The tourism ministry data shows a decrease in the number of tourists compared to the previous year in the same month period this year. It shows in Figure 1 below:

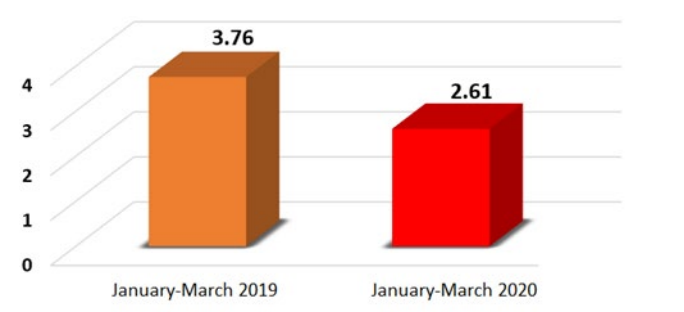


Figure 1. The number of foreign tourist visits to Indonesia

Source: Ministry of Tourism (2020)

Figure 1 shows the coronavirus pandemic spread around the world. The number of foreign tourist visits to Indonesia has slowly decreased. Cumulatively from January to March, the number of tourists who came only reached 2.61 million people, which dramatically reduced by 30.62 percent; compared to the same period last year, there were 3.76 million people. Compared to February, the number of tourist arrivals decreased by 45.50 percent. Compared to the previous year's same period, the decline was recorded even more drastically, 64.11 percent. The decrease in the tourism sector is predicted to reach IDR. 60 trillion Rupiah.

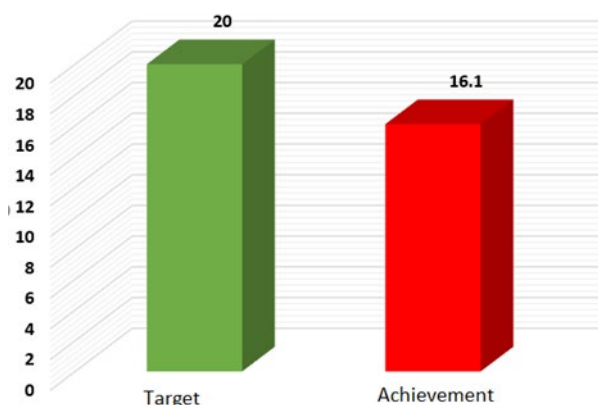


Figure 2. Targets and Achievements Number of Indonesia Tourists in 2019

Source: Ministry of Tourism (2020)

Figure 2 displays that tourism conditions in Indonesia were not encouraging enough before the COVID 19 pandemic period in 2019. Data reported from the Ministry of Tourism show that targets and achievements in 2019 are far from expectations. The number of tourists targeted in 2019 is as many as 20 million tourists can visit Indonesia. Still, the achievement at the end of the year can only bring tourists amounting to 16.1 million tourists who come to Indonesia. The realization of the expected achievement targets and especially the decrease in the number of tourists during the COVID 19 pandemic requires the government to issue new policies to regrow the interest of tourists visiting Indonesia.

2. Literature Review

2.1. Governance

Neo & Chen (2007) explained that governance is a relationship between government and society to create a public policy formulation after they are implemented and evaluated. In a broad sense, governance will discuss regulations, institutions, and networks that explain how the function of an organization. The use of governance theory is

three-dimensional. Lahat & Sher-Hadar (2020) classified the first dimension of institutional that describes governance as a system that involves many stakeholders, from government and private, to implement various activities to respond to problems and public necessities. The second dimension is the value used as the basis at the time of decision-making. The value of public administration used as the basis in decision making as an example of efficiency and effectiveness has been turned into social values, freedom and humanity. The third dimension describes how elements and government agencies respond to various public problems in their environment. Therefore, governance is a way to manage the economy of a country and existing social resource by regulating the relationship between government and society which will create policies to be implemented and evaluated so that there is harmonious interaction between government, society and private. This definition of governance gives issue to good governance, which means ensuring respect for human rights and the rule of law; Strengthening democracy; Promoting transparency and capacity in public administration. This respect is demonstrated by inviting and participating effective individuals able to ensure accountability, transparency, and legitimacy, namely good governance during the implementation of development programs that impact local communities (Sirker & Cosic, 2007; Sullivan, 2001).

2.2. Collaborative Governance

Collaborative governance explains that managers and public representatives working in local government agencies need to develop a customer-oriented approach to delivering services (Ciborra & Navarra, 2005; Jones et al., 2007). They need a clear idea of the new government's intentions (Emrah Kanat & Özkan, 2009) and what they are doing to achieve that new government (Hope, 2009; Jones et al., 2007). On the other end, local communities need to come forward to share knowledge and concerns with public managers and representatives to develop holistic efforts to achieve the best possible outcome of development projects (Bozeman, 2002; Dollery, 2003; Lahat & Sher-Hadar, 2020). Citizens need a clear conception of their role in local government affairs, which will consequently help them become more empowered to participate in local development programs (Macintosh & Whyte, 2008; Mahmud, 2004; Stoker, 2006). A way to clarify society's role in local government affairs is by conducting collaborative governance (Carmeli & Cohen, 2001; Dolnicar, 2019). Active network members are involved in policymaking, structure and decision-making for sharing economy platforms. Networks are built on the same interests, values, and beliefs. Hartley et al. (2013) created 'collaborative governance' to highlight multi-stakeholder engagement across organizations as viable alternatives or additions to coordination together with market competition and hierarchical solutions.

Collaborative governance transcends boundaries in focusing on what is happening within a particular organization in a more inter-organizational, multi-level and cross-sectoral approach, i.e., it is often required to deal with existing problems (Ansell & Gash, 2007; Ansell & Torfing, 2015). At the same time, it is not a panacea because it is often time-consuming and may have high transaction costs. As involvement in policymaking becomes more widespread, problem-solving becomes more difficult (Hoorbeek & Peters, 2017). Institutional environments are critical for coordinating practices that target complex public policy issues because they include broad relationship systems in different jurisdictions and areas that can directly influence collaborative settings' goals, structure, and outcomes (Bryson et al., 2006). The pattern of collaboration that has been formed is the basic form to encourage the participation of every individual involved. Collaborative governance is best suited for circumstances that require continuous cooperation. Factors that affect the implementation of collaborative governance, according to DeSeve (2004), are as follows: a. Network structure b. Commitment to common purpose c. Trust among the participants d. Governance e. Access to authority f. Distributive accountability/responsibility g. Information sharing h. Access to resources.

3. Materials and Methods

The analysis of the study was conducted through a review of the literature related to the issue of tourism handling policies in Indonesia during the COVID 19 pandemic, where the target and achievement of the number of tourists visiting Indonesia and the decrease in the number of tourists in the same time period in the year before the occurrence of COVID 19. Review literature is conducted from various points of view, theories and journals to study determinants and risk factors related to tourism development policies that the government will carry out in the current New Normal period. The study of the results of the analysis of employment data is one of the community-based information used in analyzing determinants related to the issue of tourism handling policies in Indonesia during the COVID 19 pandemic. Information about policies and programs is obtained from related sectors, including the Ministry of Health and Global Policy (UNWTO), by downloading through internet technology.

4. Results and Discussion

4.1. Tourism Conditions at the Global and Indonesian level

The World Tourism Organization (UNWTO) March 2020 announced that the impact of the COVID-19 pandemic would be felt across the tourism value chain. About 80% of Small and Medium Enterprises (SMEs) from the tourism

sector with millions of livelihoods worldwide are affected by COVID-19. In response to the COVID-19 pandemic, UNWTO has negatively revised its growth prospects for international tourists by 1% to 3%. It impacts declining receipts or an estimated decrease of US \$ 30 billion to US \$ 50 billion. Before the COVID-19 pandemic, international tourists were estimated to grow between 3% and 4%. Asia and the Pacific will be the worst affected regions, with a drop in arrivals between 9% and 12%, where the estimated decline in tourism can be seen in Figure 3 below.

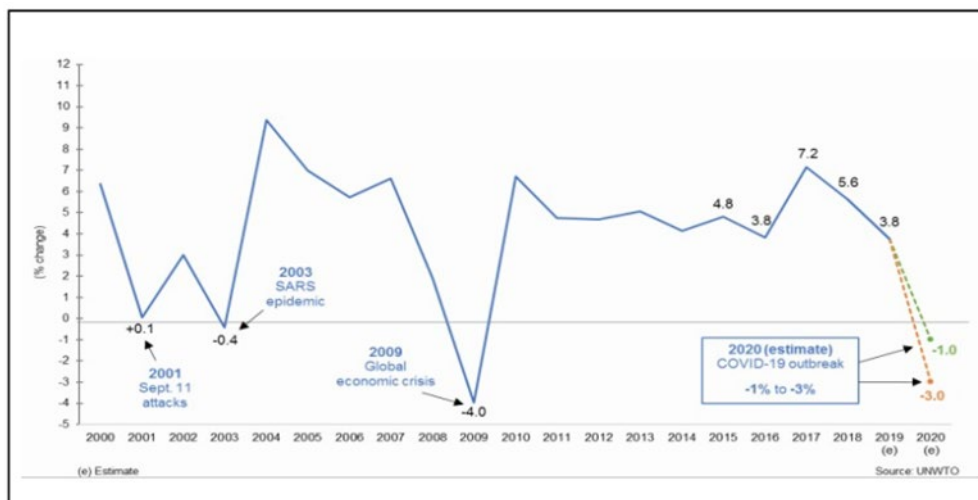


Figure 3. Estimated Decline in Tourism at the Time COVID 19
Source: UNWTO (2020)

The tourism industry is faced with a huge drop in foreign tourist arrivals with massive cancellations and bookings. The decline also occurred due to a slowdown in domestic travel, mainly due to people's reluctance to travel. The decline in foreign tourist visits to Indonesia is also seen in tourists who come through the air entrance (airport) data. Compared to visits in December 2019, the number of tourist visits to Indonesia through the air entrance in January 2020 decreased by 7.62 percent. The decline of tourism and travel business impacts SMEs businesses and disruption of employment. Whereas so far, tourism is a labor-intensive sector that absorbs more than 13 million workers. That figure does not include the derivative impact or multiplier effect, including the derivative industries formed under it. The decline of tourists, especially in Indonesia, will affect foreign exchange receipts from tourism. Approximately \$1.3 billion in foreign exchange receipts from tourism. China is the country of origin of Indonesia's second most foreign tourists. Based on data from the National Labor Survey (Sakernas), the energy absorbed in tourism efforts increases. It is not only from the number of workers, the share (share) of tourism to the absorption of national labor but also continues to increase. It suggests that tourism can be one alternative to reducing the unemployment rate. In 2017 the number of workers in the tourism industry reached 12.74 million people, or 10.53 percent of the total national workforce of 121.02 million people.

COVID-19 has had a major impact on almost all aspects of life, including the tourism sector, due to increased travel restrictions, cancellations of major events and reluctance to travel internationally and domestically. To overcome this storm, various countries are struggling to cope with the impact of the COVID-19 pandemic. That condition certainly shouldn't be allowed. In this difficult situation, there must be a breakthrough for the tourism sector to squirm again. The sector must start moving and being productive when the pandemic is not yet fully contained. Therefore, it is necessary to appreciate by President named Mr. Joko Widodo's move to encourage the tourism sector to remain productive in difficult times. In a limited cabinet court, the President asked the tourism industry to prepare a new concept on the new normal order or new normal. We agree with the President's directive. In order to survive, the tourism industry must adjust to pandemic conditions. If the pandemic situation in the new normal era requires everyone to run health protocols, the tourism industry has to adopt that provision in giving services. New standards, habits, and cultures in the tourism sector must be developed so that new and satisfactory tourism products can be created and presented to the tourists of the new normal era. Solo travel tours, wellness tours, virtual tours, and staycation are tourist products cited as examples of holiday alternatives predicted to sell in the new normal era.

We believe that other more creative and solute to travel products can be created by our tourism industry with various comparative and competitive advantages respectively. Like the President's directive, the keywords of new normal era travel products pay close attention to health, hygiene, safety, and security issues. The principle of complying with health protocols should not be abandoned in packing services. The habit of maintaining distance, avoiding crowds, always wearing a mask, and diligently washing hands should be packaged as an integral part of one tourist product. We support the efforts of the Ministry of Tourism to establish all the principles and protocols as a new standard for the

tourism industry. With the new standard, it is expected to be born creative guidelines and coupled with the spirit without giving up and believing that tourism will survive and sustain in Indonesia's current new normal era.

The importance of the government's role in intervening in the new normal policy in tourism is because some of the previous studies have been done at the global level. They provide an overview that in collaboration between stakeholders carried out by the government in the field of tourism, they can increase economic growth in the country's income sector and provide solutions to employment problems. As well as research conducted by Matijová et al. (2019) mentioned that Tourism is considered the largest service sector was leading to many social and economic changes in Slovakia. The study results were analyzed using regression models, in which the resulting relationship between accommodation prices and unemployment was performed using simple linear regression. The study's findings suggest that one of the factors of the decline in the unemployment rate is the support of tourism production potential, conditioned by the quality of services offered, which is reflected in higher accommodation prices. The study concludes that there is a considerable contribution to the private and public sectors. For practice, Matijová et al. (2019) advised paying more attention to the price analysis of goods or services provided and creating a corporate environment that is an effective tourism strategy to increase employment.

Mura & Kajzar (2018) conducted a study on increasing tourist visitors by offering the culture and history that exists in the Czech Republic today to boost economic growth in this country. The results of the study that have been done show that history and cultural events are one of the alternative motivations to attract tourists to the city. If there are no improvements in the tourism infrastructure, it will be very difficult to attract visitors. Cities also must improve services in catering, accommodation, transportation services, and activities for children. The results are especially relevant for destination management organizations and cultural organizations that can help attract more tourists by using the various tools or media today in the Czech Republic. The research result from Folorunso et al. (2020) mentioned that including architectural models of buildings in a shopping center and other public services will attract tourists. The findings suggest that the inclusion of tourism-oriented architectural features will be able to promote and increase sales. It also shows that other facilities such as restaurants, cinemas and sports facilities promote social interaction, extending the length of time spent in malls and consequently affecting sales. Tourism Development in Rodna Mountains National Park: The Public Administration, Crane & Livesey (2017) researched the sustainable tourism, which was discussed at the national level and had a significant impact on Romania's economic development and international image. The aim is to minimize negative effects on the environment, to protect cultural heritage and to offer learning opportunities, including benefits to the local economy and contributing to the structural development of local communities. The case study focused on the commune of Rodna. The results showed that local governments and owners were aware that the poor conditions of local tourism were, but they also showed optimism about the possibility of a future restoring economic well-being early from the mining period. In this case, the prediction is that tourist arrivals will increase due to the rehabilitation of tourist attractions, future infrastructure improvements, and the increasing quality of accommodation services.

A study conducted by Karimah & Hastuti (2019) examined the long-term relationship between economic growth and international tourism acceptance (ITRs) in the state of Palestine during the period 1995 to 2014. To achieve research objectives, gross domestic product (GDP) is used as a proxy for economic growth, while ITR is used as a proxy for the tourism sector. The study's findings suggest a unique long-term relationship between GDP and international tourism acceptance. In addition, the granger causality test confirms the causal relationship of ITR to economic growth in the state of Palestine. The paper uses empirical evidence to demonstrate the tourism sector's role in the economic performance of a country where its economy relies heavily on foreign aid and donations. Therefore, the Palestinian government has to develop a dynamic policy to promote the tourism sector in the country. It leads to job opportunities, poverty alleviation, and economic growth. Bunghez (2016) mentioned that tourism could represent, in the context of contemporary civilization, through its content and role, different areas of activity, and a very important segment in the economic and social life of most countries in the world. This study aims to analyze tourism's dual relationships and implications in the economic field. Also, the factors that determine the extent to which tourism contributes to the economy of a destination. Bunghez (2016) showed how tourism could influence through its activities and development, both material and human components, as well as explains the beneficial effects, acting as an element that stimulates economic progress and development in a country.

Gaki-Papanastassiou & Papanastassiou (2014) mentioned that tourism satisfaction is the most important component in the analysis of tourism behavior, because it affects the choice of tourist destinations and product consumption, as well as the future decision of tourists to revisit those destinations. This paper aims to investigate the satisfaction of tourists visiting the Ionian Islands in Greece using quantitative methods that capture the factors that influence traveler satisfaction and their choice to repeat the visit, the relationship between them, and the consideration of the cause that led to it—shaping tourism behavior. The results revealed that the satisfaction and return to the destination, satisfaction assessment according to traveler segmentation regarding their motives, the usefulness of the information in satisfaction and its impact on tourism experience in travel behavior or accommodation obtained when visiting the tourist attraction. Tourism policy recommendations arising from the study results can lead to diversification

and enrichment of tourism products and the increased satisfaction of tourists visiting the Ionian Islands in Greece. In the research of Qian et al. (2018) mentioned that the influence of tourism on the environment has led to research on the development of sustainable tourism. Experts and governments actively conduct sustainable tourism research, and their contribution to the field has achieved global notoriety. These findings illustrate the development of research on sustainable tourism in terms of collaboration, impact, knowledge base, and thematic coverage. These Six main themes were selected to demonstrate the latest trends in sustainable tourism research and guide future studies. Thus, this research can contribute to the development of sustainable tourism research and guide industry practices.

Zaei & Zaei (2013) wrote that tourism is a sector that can contribute to economic growth. In addition, tourism produces social benefits for the region (e.g., developing SMEs, creating new jobs, infrastructure upgrades, etc.). Culturally, tourism is an element of community enrichment, behaving to the confluence of various cultures. In addition, tourism can contribute positively to maintaining the natural environment by protecting, creating or maintaining national parks or other protected areas. This paper focuses on the tourism sector and its impact on the host society's economic, environmental, political, and socio-cultural creatures. The study's main purpose is to highlight the economic impact of countries that have well-organized and well-managed tourist destinations.

4.2. Direction of Government Policy in the Field of Tourism

The trend of world tourism development annually shows a rapid development due to changes in the socio-economic structure of countries in the world and more people have higher incomes. In addition, tourism has developed into a global phenomenon, becoming a necessity and part of human rights that must be respected and protected. Government and Local Government, tourism businesses, and the community are obliged to guarantee that travel as everyone's rights can be enforced to support the achievement of improvement of human dignity, improvement of welfare, and friendship between nations to realize world peace. In the face of global change and strengthening people's rights to enjoy free time by traveling, tourism development is needed that relies on diversity, uniqueness, and national peculiarities. In addition, tourism development must still pay attention to the number of residents. The number of residents will be one of the main capitals in tourism development in the present and future because it has a dual function and is a human resource asset. It also serves as a potential source of archipelago tourists.

Thus, tourism development can create awareness of national identity and togetherness in diversity. Tourism is developed for growth and economic equality for the welfare of the people. The development is oriented to regional development, relies on the community, and empowers the community covering various aspects, such as human resources, marketing, destinations, science and technology, cross-sector relations, cooperation between countries, empowerment of small businesses, and responsibility in the utilization of natural resources and culture. Which has been regulated in Oktaviarni (2018) concerning Tourism. The role of the government in developing tourism is to provide infrastructure (not only in physical form), expand various forms of facilities, coordinate coordination between government apparatus and private parties, general arrangement and promotion to other regions and abroad. The government can regulate and provide spending allocation of various infrastructures related to tourism necessities. Not only is the government responsible for determining the direction that tourism travel is headed, but also Macro policies pursued by the government are a guide for other stakeholders in playing their respective roles.

Based on the strength, important position, and influence of stakeholders on a stakeholder group can be categorized into several groups of ODA (1995), grouping stakeholders into the name of primary, secondary and key stakeholders as an illustration of the grouping of various government policies, programs, and projects (public) can be presented. Stakeholders have several categories are (i) primary stakeholders are stakeholders who have a direct interest in a policy, program and project, namely the community and community leaders and public managers; (ii) supporting (secondary) stakeholders: have no direct interest in a policy, program and project. But it has concerns and concerns, namely government institutions, NGOs, universities, entrepreneurs (Business Entities) and (iii) key Stakeholders: have legal authority in terms of decision making, which is an executive element according to its level, legislature and agency. The subject is the district government, Regional Representative, the office that directly oversees the project. Where according to Oktaviarni (2018) concerning tourism, each authority of the Central Government, Province to District / City and Entrepreneurs engaged in the tourism field are:

Central Government is authorized: drafting and establishing a master plan for national tourism development; coordinate tourism development across sectors and across provinces; organizing international cooperation in the field of tourism in accordance with the provisions of the laws and regulations; establishing national tourist attractions; establishing national tourism destinations; establish norms, standards, guidelines, procedures, criteria, and supervisory systems in the implementation of tourism; develop human resource development policies in the field of tourism; Maintaining, developing, and preserve national assets that are tourist attractions and potential untapped assets; conduct and facilitate the promotion of national tourism; provide conveniences that support tourist visits; provide information and/or early warning related to the safety and security of tourists; increase community empowerment and

tourism potential owned by the community; supervise, monitor, and evaluate the implementation of tourism; and allocate a tourism budget.

Provincial Government: drafting and establishing a master plan for provincial tourism development; coordinating the implementation of tourism in its territory; carrying out registration, recording, and registration of tourism business registration; establishing provincial tourism destinations; establishing the tourist attraction of the province; facilitate the promotion of tourism destinations and tourism products located in its territory; maintaining provincial assets that are the tourist attraction of the province, and allocate a tourism budget.

The district/city government is authorized: to draft and establish a master plan for the development of tourism districts/cities; establish district/ city tourism destinations; establish the tourist attraction of the district/city; carry out registration, recording, and registration of tourism business registration; regulate the organization and management of tourism in its territory; facilitate and promote tourism destinations and tourism products located in its territory; facilitate the development of new tourist attractions; organizing tourism training and research within the scope of districts/cities; maintain and preserve the tourist attractions located in its territory; organizing the guidance of tourist-conscious communities, and allocate the tourism budget.

Every tourism entrepreneur is obliged: maintain and respect the religious norms, customs, culture, and values that live in the local community; provide accurate and responsible information; providing a service that is not discriminatory; provide comfort, hospitality, security protection, and safety of tourists; providing insurance protection to tourism businesses with high-risk activities; develop partnerships with local micro, small, and cooperative businesses that mutually need, strengthen, and benefit; prioritizing the use of local community products, domestic products, and providing opportunities to the local workforce; improving workforce competence through training and education; play an active role in infrastructure development efforts and community empowerment programs; participate in preventing all forms of acts that violate decency and unlawful activities in the environment where they are business; maintain a healthy, clean, and beautiful environment; maintaining the preservation of the natural and cultural environment; maintaining the image of the country and the nation of Indonesia through tourism business activities responsibly; and apply business standards and competency standards in accordance with the provisions of the laws and regulations.

5. Conclusions

The Central Government, via the Ministry of Tourism and Creative Economy, seeks to prepare destinations following the "new normal" conditions post-COVID-19 pandemic following the principles of hygiene and excellent sanitization, offering a unique local experience to good visitors management so that there is no buildup (overcrowded). In addition, tourism destinations are also encouraged to continue to improve and be more aggressive in applying the principles of sustainable tourism development (resilience, sustainability, and responsible). Collaborative governance in implementing sustainable tourism policy can be understood as tourism that considers the full economic, social and environmental impacts of current and future, meeting the needs of visitors, industry, environment and local communities. Management practices and guidelines for sustainable tourism development can be applied to all tourism activities in all types of tourist destinations, including mass tourism and various other types of tourism activities. Sustainability principles refer to a tourist destination's environmental, economic, and socio-cultural aspects. Sustainable tourism development requires participation from relevant stakeholders as well as strong political leadership to ensure active participation and agreement between stakeholders. The achievement of sustainable tourism is a continuous process. It requires constant monitoring, innovation, and necessary preventive measures and improvements to the impact of tourism activities to continue to be done so that tourists feel safe and comfortable doing tourism in the current new normal era.

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