

ACTOR NETWORK MODEL IN TOURISM MANAGEMENT DURING THE COVID-19 PANDEMIC IN BATU CITY, INDONESIA

Asih Widi Lestari

Lecturer in Public Administration Study Program,
Universitas Tribhuwana Tunggaladewi, East Java, Indonesia
lestariwidi263@gmail.com

Trimurti Ningtyas

Lecturer in Institut Agama Islam Negeri (IAIN) Kediri, East Java, Indonesia
PhD Students of Public Administration in Universitas Diponegoro, Semarang, Indonesia
tyas03@iainkediri.ac.id

Firman Firdausi

Lecturer in Public Administration Study Program,
Universitas Tribhuwana Tunggaladewi, East Java, Indonesia
firman.firdausi.88@gmail.com

Abstract

Coronavirus (Covid-19) has had a significant impact on the world of tourism. This includes tourism in Batu City, which has experienced a decline. The purpose of this research is to find out, analyze, and reconstruct the actor network model in tourism management in Batu City in the Covid-19 Pandemic Era. This study used descriptive qualitative method. The results showed that the actor network model in tourism management in Batu City during the Covid-19 pandemic consisted of inside government actors (primary actors and secondary actors), outside government actors consisting of investors / private (community organizations), society, academics, and the mass media

Keywords : Model of Network, Management Tourism, Covid-19 Pandemic

1. Introduction

Indonesia, which is blessed with natural beauty, cultural diversity and also its historical heritage, can be used as a tourist attraction in developing tourism as well as a form of economic policy. Because tourism can bring benefits and advantages where the tourism sector does not only reach certain groups but also people around tourist objects who get income from other economic activities. The development of the tourism sector is considered to be one of the leading sectors in an effort to improve the economy in rural areas. The benchmark for tourism development in Indonesia is the number of foreign tourist visits which are a contributor to foreign exchange for the country which has an impact on economic improvement.

The phenomenon of the spread of a virus which is currently known as Covid-19 is an event that is very disturbing to all people in the world. Coronaviruses (Cov) is a virus that infects the respiratory system. The World Health Organization (WHO) says that the infection from this virus is called COVID-19. The Corona virus is considered to have a very negative impact on human health, this virus can cause common colds to very severe illness, such as Middle East Respiratory Syndrome (MERS-CoV) and Severe Acute Respiratory Syndrome (SARS-CoV). (Pearlman, 2020)

The COVID-19 case began in China on December 30, 2019, namely in the City of Wuhan with a diagnosis of pneumonia of unknown cause. Where the level of spread of this virus case is very fast and even reaches across

countries. It is noted that up to April 2020 there have been 52 countries reporting corona cases to WHO. (Singhal, T., 2020; WHO, 2020). Corona virus has a significant impact on the country's economy, including Indonesia. In the the first two to three months the spread of the virus and the onset of a pandemic will greatly affect the country's economy. This has reduced economic growth in almost all countries, including developed countries in Europe and America. (Hiscott. J. et al, 2020). The trade and tourism sector is one of the areas most affected by this virus.

The Tourism Industry is a sector that has been greatly affected by the presence of this corona virus. It can be seen that previously the tourism industry in Indonesia was growing rapidly through the hashtag "Wonderful Indonesia". However, since the Covid-19 pandemic, foreign and local tourists have experienced a very significant reduction in the number of visits. The tourism industry is a sector that has been significantly affected by the Covid-19 pandemic compared to other sectors. The losses incurred by Indonesia during the Covid-19 pandemic according to the "World Travel and Tourism Council" were approximately US \$ 1.5 billion. (Kompasiana, 2021). The following Figure 1 will illustrate the development of the number of tourism visits during the last four years.

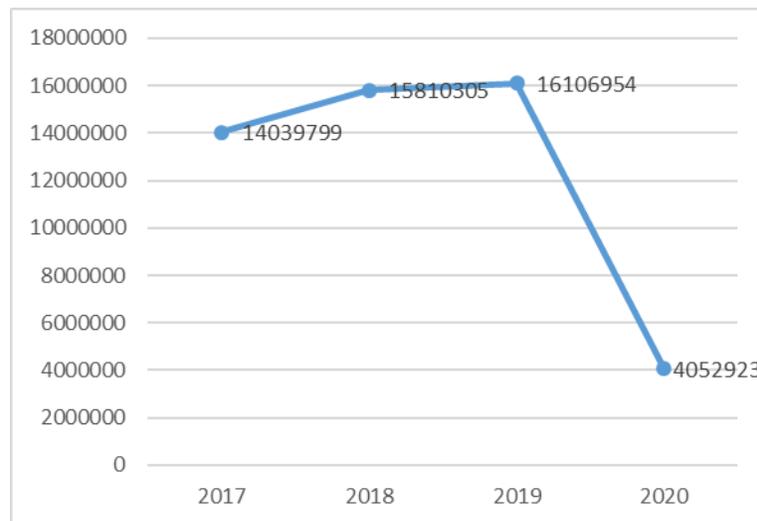


Figure 1. Development on Number of Tourism Visits

Source: Indonesian Central Agency of Statistics, 2021

In figure 1 it can be seen that the tourism sector has reached a point of steady increase every year, namely in 2017-2019. This means that this industry is one of the industries that can be used as a field of work where the results can be said to be stable for economic growth. 2020 was one of the worst years because the number of incoming tourists decreased drastically. This is thought to be due to the spread of the Covid-19 virus and continued with the declaration of a pandemic by WHO on March 11, 2020. (Bukhari, Q., & Jameel, Y, 2020; Hiscott, J. Et al, 2020). The pandemic status has been determined by WHO to make the spread of this virus a non-natural disaster, this is also in accordance with that issued by the Indonesian government with the Presidential Decree (Keppres) of the Republic of Indonesia Number 12 of 2020 concerning the Determination of Non-Natural Disasters of the Spread of Corona Virus Disease 2019 (COVID-19) As a National Disaster. (BNPB, 2020). Disasters themselves have become part of a growing scientific study, because disasters themselves must continue to be made to overcome them so that people can continue their lives well. (Ningtyas. T, 2021). The tourism sector is one of the sectors which contributes to the country's finance which is quite large. The increase in foreign tourists is one indicator of how state finances are contributed through foreign exchange by foreign tourists. The following figure 2 is the development of the amount of foreign exchange in the foreign tourism sector in Indonesia.

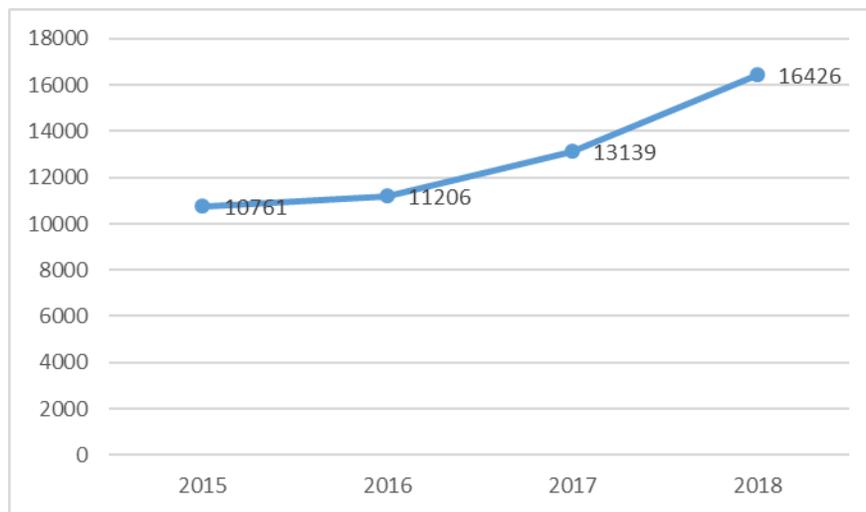


Figure 2. Total Foreign Exchange in the Tourism Sector (In Billion US \$)

Source: Indonesian Central Agency of Statistics, 2021

In figure 2 it can be seen that amount of foreign exchange contributions from the tourism sector in Indonesia which has a good growth every year (2015-2018). It is makes our country's economy very dependent on the growth of the tourism sector. Batu City is one of the tourism cities in Indonesia that was affected by the Covid-19 impact. Batu City, which makes the tourism sector the main commodity of Regional Original Income, has felt a huge impact with the Covid-19 pandemic. There is a decline in economic growth in Batu City, which can be seen from the income from the original region. The initial target of PAD in Batu City, which was 207 billion, has decreased to 80.8 billion (Malang Times, 2020). Of course this is a regional economic pressure itself, so the government must strive to create a form of tourism management that can take place and continue to grow in the midst of the Covid 19 pandemic.

The problems that arise as a result of the Covid-19 pandemic phenomenon make the government obliged to solve this disaster problem by making massive efforts to control, anticipate and cope with this disaster. It is assumed that the large number of sectors involved will make it possible to solve this public problem well. (Ningtyas. T. et al, 2020). Based on this, this study aims to view, analyze, and reconstruct actor network models in tourism management in Batu City in the Covid-19 Pandemic Era so that it can be used as material for tourism sector organizations in crisis conditions such as during the Covid-19 Pandemic.

2. Literature Review

2.1. Actor Network Theory

Stolley (2005) defined networks as "the patterned relationships that connect us with those outside of our established groups". Based on what Stolley (2005) said, in a network, the various interaction processes between actors are regulated in a policy and are interdependent. Between one actor and other actors interact with each other so that policies that have been made can be properly realized based on a collaboration. This cooperation does not take place in a short time, but is formed which takes a long time. The agreed goals will not be achieved without continuity of resources between actors. According to Latour (2005), the concept or theory of "Actor Network Theory" is a theory that sees a relationship in different networks. There are stages in the actor network. These stages are:

1. The first stage, namely the Punctualization process. Where in this process equates heterogeneous actors as individual actors. This is done in an effort to reduce complex problems in a network. (Law, 2003)
2. Second stage, namely the translation process. Where in this process there is a union of the wishes of the actors with the wishes of the main actor.

3. The third stage, namely the Problematization process. Where at this stage there are problems between actors. These issues are then discussed lightly together.
4. The fourth stage, namely the Interestment process. Where in this stage is the stage of the main actor convincing other actors to accept things that will be the main goal.
5. The fifth stage, namely the Enrollment process. Where at this stage there is an agreement about the roles and interests of the actors, then an agreement on the formation of a network.
6. The sixth stage, which is a process of inscription. Where in this stage there is an agreement between actors and the main actor as stated in an agreement or by an oral agreement.
7. Seventh Stage, namely a speaker / delegate representative process. Where at this stage a delegation of actors is appointed as spokespersons.
8. Eighth Stage, namely a Betrayal process. Where in this stage, there are actors who deny the agreements that have been agreed upon.
9. The ninth stage, namely a process of irreversibility. After the denial of several actors, the next stage can take place to choose other alternatives that still exist. This aims to bring back the divisions that have occurred.

Frans Van Waardan developed network theory as a basis for the public policy process or what is known as the "Policy Network". This Policy Network was formed to strengthen the legitimacy of a policy so that it can reduce conflicts that occur when a policy is formulated. Based on the level of formality and type of coordination, networks differ from organizations. And the following are the dimensions contained in the policy network:

- a. Actor or Actor
- b. Function or Function
- c. Structure or Structure
- d. Institutionalization
- e. Rules of Conduct or Rules of Conducts
- f. Power Relations
- g. Strategic Actor or Actor Strategies

2.2. Tourism Management

The Indonesian government formulated Law Number 10 of 2009 concerning Tourism as a public policy aimed at developing tourism in Indonesia. In this law, the principles of tourism are balance, independence, participation, sustainability and sustainability (Article 2). The objectives of tourism in this law are contained in article 4, namely:

1. Increase economic growth;
2. Improve community welfare;
3. Eradicating poverty;
4. Overcoming unemployment;
5. Preserving the natural resources environment;
6. Advancing culture.

And the principle of tourism in this law is to uphold religious norms and cultural values as the embodiment of the concept of life in a balanced relationship between humans and God Almighty, the relationship between humans and fellow humans, and the relationship between humans and the environment, preserving nature and environment, empowering local communities. As for development, it must cover in the form of: tourism industry, tourism destinations, marketing and tourism institutions. In the Law of the Republic of Indonesia Number 10 of 2009, mandates that a development is carried out based on the national tourism development master plan, the provincial tourism development master plan and the regency / city tourism development master plan.

Management is a concept that is part of the Public Administration System. Management is an integrity of the process of planning, organizing, implementing, and evaluating. One of these processes cannot be separated from one another. Therefore management is called the engine of motion in public administration. (Ibrahim in Zamili et al, 2020). Tourism is a field of service to the public. In the implementation of tourism, it must be based on pro-environmental principles, benefit the welfare of the surrounding community, and provide social and cultural values so that tourists can enjoy tourism activities. The purpose of a tourism activity is to create a balance between income and economic growth for services to tourists and environmental and cultural preservation. (Pitana, 2009)

3. Methods

The approach used in this research is a qualitative approach with descriptive analysis. Sources of data used to support this research are primary data and secondary data. The primary data sources in this study were

stakeholders in tourism management in Batu City, while the secondary data sources were obtained by collecting documents and references regarding tourism management. This study uses data collection techniques, namely observation, interviews, and documentation. Observations were made by observing tourism management in Batu City during the Covid-19 pandemic, namely August-November 2020. The location of this research is Batu City. This study uses the analytical method of Miles and Huberman's Interactive Model, which includes data collection, data reduction, data presentation, and conclusion drawing. (Sugiyono, 2012)

4. Results and Discussion

The Corona virus (Covid-19) began to appear at the end of 2019, this virus has spread very quickly to all corners of the world, including Indonesia. This virus has had a significant impact on the downturn in the world economy, including the tourism sector. Batu City is one of the Tourism Cities in Indonesia which is affected by the corona virus. There are many strategies from the Central Government and the Batu City Government in an effort to revive its tourism. The following is an analysis of the network of actors in tourism management in Batu City during the Covid-19 pandemic in an effort to revive tourism activities in Batu City:

1. Actors (Actor).

Actors who were involved in tourism management activities during the Covid-19 pandemic in Batu City, can be classified as: First, Inside Government Actors. What is meant by actors inside government are actors from within the Batu City Government). Actor Inside the Government is divided into 2, namely Main Actor or Primary Actor, and Secondary Actor. Second, namely Outside Government Actors. What is meant by Outside Government Actors are actors from outside the Batu City Government.

2. Function (function).

The function of the main actor or promoter actor is as a guide in tourism management during the Covid-19 pandemic in Batu City. Then the function of the supporting or secondary actors is to carry out all forms of direction from primary actors in tourism management during the Covid-19 pandemic in the City. The direction of the primary actor becomes the basis for the action of the supporting actor.

Investors / private companies in which there are Community Organizations; The people of Batu City, Mass Media, and academics were outside government actors in tourism management activities in Batu City during the Covid-19 pandemic. Investors / private companies in which there is a community organization whose function is to participate in implementing the health protocol in their place of business in accordance with the implementation of the New Normal policy. The community has the function and obligation to comply with all health protocols established by the Government. Mass Media serves to socialize health protocols in tourism activities in Batu City. Academics also provide solutions to tourism management in Batu City based on the New Normal Policy.

3. Structure (structure).

The structures formed in tourism management during the Covid-19 pandemic in Batu City are Inside Government Actors consisting of: primary actors, namely the Mayor of Batu and Secondary Actors consisting of Bappelitbangda Kota Batu; Batu City Tourism Office; Regional Financial Agency; Department of Transportation; Batu City Health Office; and the Department of Communication and Information. And Outside Government actors, consisting of: Investors / Private (Community Organizations); Society, Mass Media, and Academics.

4. Institutionalization (Institutionalization)

The institutionalization process carried out by the Batu City Government in tourism management in Batu City during the Covid-19 pandemic was to form a covid task force team, to regulate harmony in implementing the New Normal policy.

5. Rules of conduct (rules of action).

In the management of tourism development in Batu City during the Covid-19 pandemic, Batu City implemented a "New Normal" policy. This policy is considered to have an impact on improving the economic quality of the region and society due to the Covid-19 pandemic.

Therefore, in reopening the tourism sector in Batu City, pay attention to the conditions given by the central government. The requirements for the imposition of the New Normal in the tourism sector are:

1. Natural tourism which is expressed in a green zone and a yellow zone within a Regency / City.
2. Areas that have been opened include, among others, large forest parks and wildlife reserves; adventure travel; Marine tourism; national park (TN); and water conservation.

In addition, there are things that must be considered by both visitors and tourism managers, including:

1. Health Protocol: Maintain a distance of 5 meters, wear a mask, do not gather, and those experiencing symptoms are immediately self-quarantined
2. The quantity of visitors is 50% of what it should be.
3. Facilities and infrastructure for handling covid must be provided by tourism managers, such as hand washing stations, antiseptics, and body temperature gauges.

6. Power relations (power relations).

After the Covid-19 pandemic, the Central Government issued a New Normal policy based on Government Regulation Number 21 of 2020, Minister of Health Regulation Number 9 of 2020, Decree Number HK.01.07 / MENKES / 328/2020, which is about guidance for the prevention and control of covid- 19. So quickly, the Batu City Government issued a Mayor Regulation of Batu City Number 48 of 2020 concerning Guidelines for Large-Scale Social Restrictions in Handling Corona Virus Disease 2019.

7. Actor strategies (actor strategy).

In tourism management in the era of the Covid-19 pandemic in Batu City, the strategy of implementing health protocols in tourism activities is by providing health protocol facilities and infrastructure at tourist attractions there such as hand washing stations, antiseptics, and body temperature meters. The health protocol organized by the Batu City Government is to maintain a distance of 5 meters, wear a mask, do not gather, and those who experience symptoms are immediately quarantined independently. The quantity of visitors is 50% of what it should be.

The description of the identification of actors in tourism management during the Covid-19 pandemic in Batu City can be described in a chart that will become the main part in constructing the network model. The actor network model can be described in Figure 3 below.

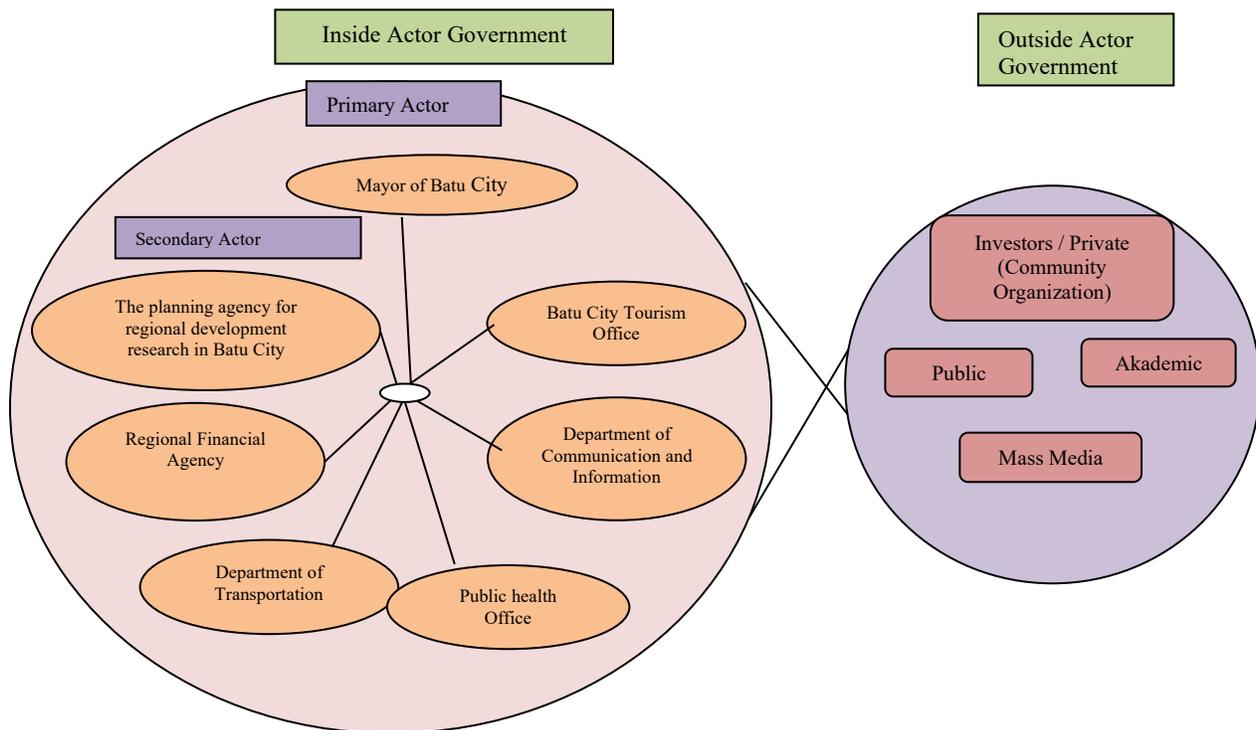


Figure 3 Actor Network Model in Tourism Management during the Covid-19 Pandemic in Batu City, East Java
Source: processed by researchers

Figure 3 above can be seen that there are two important parts in the actor network, namely actors inside and outside. The internal actors themselves consist of primary and secondary actors, where the primary and secondary actors are all managers of the government. Meanwhile, outside actors are played by the private sector / private sector

/ investors, the public, the mass media and academics. The role of each part of the network actor needs and relates to one another. So that there is a hyphen twice the line describing their roles can be carried out together without anyone dominating each other.

6. Conclusion

The actor network model in tourism management during the Covid-19 pandemic consists of actors inside the government, in which there are primary actors, namely the Mayor of Batu; and Secondary Actors, namely the Batu City Development Planning Agency, the Batu City Health Office, the Batu City Tourism Office, the Regional Finance Agency, the Communication and Information Office, the Transportation Service. And Outside Government Actors, consisting of Investors / Private Companies (Community Organizations), Society, Mass Media, and Academics. The institutional effort in the actor network is to form a covid task force team, based on the New Normal policy. The strategy of the Batu City Government is the implementation of health protocols in the tourism activities of Batu City.

References

- AW Lestari, et all. *Actor Network in Tourism Management Based on Sustainable Development (Case Study of Tourism Development in Batu City, Indonesia)*. Journal of Management and Entrepreneurship: Trends of Development Issue 3 (13) 2020.
- AW Lestari, et all. *The Multy Actor's Role In Implementation Policy Process (Case Study in Policy of Compulsory Basic Education 12 Years at Kudus Regency, Central Java, Indonesia)*. Journal of World Conference Vol 2 Number 2. 2020.
- BNPB,. National Agency for Disaster Management. Presiden Tetapkan Covid-19 Sebagai Bencana Nasional, dikases pada web: <https://bnpb.go.id/berita/presiden-tetapkan-covid19-sebagai-bencana-nasional>. 2020
- Bukhari, Q., & Jameel, Y.. Will coronavirus pandemic diminish by summer?. *Available at SSRN 3556998*. 2020
- Government Regulation Number 21 of 2020 concerning Large-Scale Social Restrictions in the Context of Accelerating the Handling of Corona Virus Disease 2019 (COVID-19)
- Hiscott, J., Alexandridi, M., Muscolini, M., Tassone, E., Palermo, E., Soultioti, M., & Zevini, A. The global impact of the coronavirus pandemic. *Cytokine & growth factor reviews*, 53, 1-9. 2020
- I Gede Pitana, "Overview Pembangunan Pariwisata di Indonesia : Pas, Present, and Future" disampaikan pada serial diskusi RPJMN 2010-2014 bidang Pariwisata. Bappenas 4 Juni 2008.
- Ibrahim, A.. *Pokok-Pokok Administrasi Publik dan Implementasinya*. Bandung PT.Refika Aditama, (in Indonesian). 2009
- Indonesian Central Agency of Statistics. Jumlah Devisa Sektor Pariwisata. Diakses pada web <https://www.bps.go.id/indicator/16/1160/1/jumlah-devisa-sektor-pariwisata.html>. 2021
- Kompasiana. Industri Pariwisata di Tengah Pandemi, diakses pada web: <https://www.kompasiana.com/evawahyuagustina/5ff9cceed541df414d72baa6/industri-pariwisata-di-tengah-pandemi-covid19>. 2020.
- Latour, B. 'The Powers of Association'. *Power, Action and Belief. A new sociology of knowledge?*. Sociological Review monograph 32. 1986
- Latour, B. *Vizualization and Cognition : Thinking with eyes and Hands*. Edited by H. Kuclick and E. Long. Vol. 6, Knowledge and Society : Studies in sosiology of Culture Past and Present : A Research Annual, pp. 1-40. Greenwich. 1986.
- Latour, B.. *Scence in Action : How to Follow Engineers and Scientist Through Society*. Open University Press, Millton Keynes. 1987a
- Latour, Bruno. *Resembling the Social, An Introduction to Actor-Network-Theory*. Oxford University Press. 2005.
- Mayor of Batu Regulation Number 48 of 2020 concerning Guidelines for Large-Scale Social Restrictions in Handling Corona Virus Disease 2019.
- Miles, Matthew B, Michael. A. Huberman. *Analisis Data Kualitatif*. Bandung : PT Remaja Rosdakarya. 1992.
- Ningtyas, T., Larasati, E., Warsono, H., & Purnaweni, H. Multi-stakeholder Participation Challenges In Local Disaster Management Policies: A Case from Bojonegoro District, Indonesia. In *6th International Conference on Social and Political Sciences (ICOSAPS 2020)* (pp. 417-424). Atlantis Press. (2020, December).
- Ningtyas, T., Larasati, E., Warsono, H., & Purnaweni, H.. Optimization of Destana policies (Resilience Disaster Village) to improve community preparedness for flood disaster in Bojonegoro District, Indonesia. *Management and Entrepreneurship: Trends of Development*, 1(15), 113-126. 2021
- Perlman, S. Another decade, another coronavirus. 2020

- Regulation of the Minister of Health Number 9 of 2020, Decree Number HK.01.07 / MENKES / 328/2020 which is about guidelines for the prevention and control of covid-19
- Singhal, T. A review of coronavirus disease-2019 (COVID-19). *The indian journal of pediatrics*, 87(4), 281-286. 2020
- Source: Indonesian Central Agency of Statistics. Kunjungan Wisatawan Mancanegara Per Bulan Menurut Kebangsaan, diakses pada web. <https://www.bps.go.id/indicator/16/1470/2/kunjungan-wisatawan-mancanegara-per-bulan-menurut-kebangsaan.html>. 2021
- Stolley, Kathy S. *The Basics of Sociology*. Greenwood Publishing Group, Inc, Westport, Connecticut. 2005.
- Sugiyono. *Metode Penelitian Kuantitatif Kualitatif dan R&B*. Bandung: Alfabeta. 2012.
- World Health Organization. Coronavirus disease 2019 (COVID-19): situation report, 82. 2020