

The impact of imposing restrictions on community activities policy on declining the number of tourists and income

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ABSTRACT

The COVID-19 pandemic has resulted in a decline in Indonesia's economic growth in many sectors, including the tourism sector. As a result of this pandemic, the Government of Indonesia made a policy called Imposing Restrictions on Community Activities (abbreviated as PPKM) starting on July 3, 2021, until August 16, 2021. PPKM is a Government policy aimed at reducing the transmission of COVID-19 cases. Commonly, Tourism has significantly contributed to State and Regional economies. The objective of this research is to discuss the impact of the PPKM policy on decreasing the number of tourists and income at Selecta Recreation Park, Batu City. During the PPKM period, all tourist destinations were required to close. Still, the PPKM policy impacted delays in planning for the renovation of the Selecta market, strict government regulations regarding health protocols, cutting working days and employee salaries, and no flower garden maintenance costs and garden measures. Selecta's recreation deals with PPKM, such as showing Cleanliness, Health, Safety, and Environment certificates, implementing strict health protocols, requiring tourists to scan the Peduli Lindungi application, and already having the second dose of the vaccine, and limiting tourist quotas. The method used in this research employed a qualitative approach, which aimed to research using existing targets to obtain as much data as possible regarding research targets; in addition to describing, exploring, and understanding the meaning that some individuals or groups of people ascribe to social or humanitarian issues. While the nature of the research was descriptive using an inductive analysis approach and case studies by approaching informants.

Keywords:

Impact; Decline in Tourists and Income; PPKM

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INTRODUCTION

COVID-19 is a new type of *Coronavirus disease* in 2019, which is then abbreviated as COVID-19. This virus initially originated in Wuhan, China, at the end of 2019. It spread in Indonesia at the end of March 2020, causing suffering to prolonged Indonesian society due

to an infectious disease. COVID-19 has significantly impacted all aspects of life in the world that are paralyzed, including the State of Indonesia (Utami & Kafabih, 2021). The COVID-19 pandemic has fundamentally changed many dimensions of civilization. The social and economic shocks caused by the COVID-19 pandemic have restructured organizational and individual perceptions of work and positions in macro and micro shifts (Kramer & Kramer, 2020).

In dealing with the COVID-19 virus problem, the government has made various policies to protect and stop the transmission of this COVID-19. The procedure can be interpreted by government decisions/ statements in every action; objectives taken to be implemented, and explanations for what happened (Hayat, 2018). Some policies were carried out, such as administering vaccines to policies preventing the spread of the virus, Large-Scale Social Restrictions or PSBB, and the PPKM Policy. PSBB emphasizes that regional governments with full authority to implement policies for the community and the region will obtain approval from the Minister of Health to implement PSBB (Herdiana, 2020). Meanwhile, the implementation of the PPKM was carried out, from creating vaccines to policies to prevent the spread of the virus through social distancing and *lockdowns* as an attempt to tackle the increasingly broad reach of the COVID-19 virus, which turned out to have a comprehensive impact (Mawar et al., 2021). PPKM occurs in several areas that are points of the spread of COVID-19, namely on the islands of Java and Bali. Based on the Instruction of the Minister of Home Affairs No. 15 of 2021 concerning the Implementation of Restrictions on Emergency Community Activities for COVID-19, i.e., the early policy set as a follow-up to the direction of the President of the Republic of Indonesia, Joko Widodo, who instructed to carry out the PPKM Emergency COVID-19 in the Java and Bali regions by imposing situation level criteria pandemic under assessments.

Since enacting the PPKM policy for the Batu City area, the tourism sector has had to close. The closure had an impact on the entire tourism sector in Batu City. Commonly, Batu City is one of the tourist destinations in East Java and is the most well-known tourist destination to the public outside and within the island of Java and foreign countries (Intyaswono et al., 2016). It is because its location on a plateau makes the weather and cold air can relieve fatigue for tourists in the city or a place to spend time with those closest to them. Besides that, Batu City is particularly unspoiled in natural conditions with different characteristics and types. Several tourist areas that are mostly visited by tourists are the Selecta Recreation Park and Batu City (Yuliana & Rofiq, 2016). This pandemic, since the beginning of 2020, has affected the tourism sector. Tourism activities are considered critical because tourism can absorb a large workforce and increase people's income and, indeed, regional income (Walu & Bagus, 2019).

However, the implementation of this PPKM policy, of course, has negative and positive impacts. The impact is the decline in the number of local tourists, which has decreased compared to previous years. This decline significantly affects economic conditions, i.e., if there is a decrease in the number of tourists, then the income of Selecta Recreation Park will also decrease. Policy impact is the overall effect caused by a policy in real-life conditions where the possible results are extremely far from what was previously expected (Juniasa, 2020). Based on the description, the phenomenon of the COVID-19 case is that the problem regarding the decline in the number of tourists and tourism sector income, which has an impact on the economy, certainly affects all aspects of the Selecta Recreation Park. When viewed from the problems that arose during the COVID-19 pandemic, the government was required to present policies that could effectively deal with the issue of economic recovery during the pandemic at Selecta Recreational Park, Batu City, East Java.

The objective of this research was to find out and identify the negative and positive impacts of the PPKM policy at Selecta Recreation Park on the decreased number of tourists and their income, as well as to determine the steps taken by Selecta Recreation Park in dealing with the PPKM period. Meanwhile, the expected benefits are making research a reference material and consideration in determining policies to be completed further, as well as introducing Selecta Recreation Park as one of the tourist areas in Batu City. This research is also expected to be a reference for readers and other researchers conducting similar research.

METHOD

The method used in this research was qualitative research that aimed to research the existing targets by digging up as much data as possible related to the research objectives. Qualitative research was a complex overview or report examined with case studies on the situation experienced or wished to be studied. Methods in qualitative research were to describe, explore, and understand the meanings that some individuals or groups of people ascribe to social or humanitarian issues. The final report of this research had a flexible structure or framework (Kusumastuti & Khoiron, 2019). While the nature of the research was descriptive, using an inductive analysis approach. The strategy applied was using case studies by approaching research informants, employees, and tourists at Selecta Recreation Park. It aimed to create a systematic, factual, and accurate overview or description of the facts, characteristics, and relationships between the phenomena studied.

RESULT AND DISCUSSION

Selecta Recreation Park is located in Tulungrejo Village, Batu City, East Java, surrounded by Mount Arjuno, Welirang, and Anjasmoro. It can be reached within one hour from the city of Malang and two hours from the city of Surabaya. Height above sea level of 1,150 m with temperatures ranging from 15^o C – 25^o C and cold water running from 18^oC was founded by a Dutch citizen named *Ruyter de Wildt* in 1930 as a tourist and resting place of choice for Dutch citizens while in Indonesia. Selecta comes from the word *selectie*, which means "choice". Finally, Selecta Recreation Park became a monumental work for a tourism concept that combines elements of the natural beauty and coolness of the mountains, which became the forerunner of East Java tourism, especially Batu City. At the beginning of the independence period, Selecta Recreation Park was the preferred tourist and resting place for all levels of society, from the ordinary people to the country's political elite, including Indonesia's first President Ir. Soekarno and Indonesia's first Vice President Drs. Mohammad Hatta.

Indigenous Indonesian citizens own Selecta Recreation Park with a total of 1,110 Stakeholders and 5,000 shares, and some of the Stakeholders are employees of PT. Selecta and the surrounding community. Heretofore, the existence of Selecta Recreation Park has become known not only among domestic tourists, but this legendary tourist destination is well-known in several countries, such as the Netherlands, Malaysia, Korea, Japan, Taiwan, and Singapore because the Selecta Recreation Park a complete tour package such as a Recreation Park in which there are rides and a flower garden covering almost 18 hectares, three restaurants serving Indonesian and international specialties and also a hotel as a resting place for tourists.

The tourism sector has a function and a strategic role in development. The tourism sector is also a foreign exchange earner for the State and provides income for each Region (Sanjaya et al., 2020). However, since the PPKM policy was implemented in the Java-Bali region, the number of visits for tourism has decreased drastically, which has an impact on

the country's foreign exchange earnings and indeed, has an effect on the income of each region. The tourism sector in Bali Province is also one of the contributors to the tourism sector in this country. It is the same as Batu City, where the tourism sector has experienced a decline in the number of visits and income, the Province of Bali in Badung Regency has experienced this starting from 2020. Badung Regency has relied on tourism, but the COVID-19 pandemic has made Badung Regency experience a downturn in the economy of the area. In addition, some employees do not get a salary and even have to be laid off because the hotels are quiet (Pratyaksa & Putri, 2021). The difference is in dealing with efforts in tourism recovery during the PPKM period and the established policies. Concerning the impact of the PPKM policy on reducing the number of tourists and income at the Selecta Recreation Park in Batu City and the efforts and policies for handling recovery during the PPKM period are as follows.

1. The Impact of Imposing Restrictions on Community Activities Policy on Declining the Number of Tourists

Before the PPKM policy, the COVID-19 pandemic had already directly impacted activities, especially in the sluggish tourism sector. This condition is due to policies such as lockdowns in several countries, including Indonesia, for instance, community quarantine, *social distancing*, *physical distancing*, large-scale social restrictions, and finally, the imposition of restrictions on community activities.

Based on Law No. 10 of 2009 concerning tourism, it is explained that the objective of tourism is to increase economic growth, improve people's welfare, eradicate poverty, overcome unemployment, preserve nature, the environment and resources, promote culture, elevate the nation's image, and foster a sense of love for the motherland. One of the mainstay tourist destinations in Batu City is the Selecta Recreational Park because the building sticks out in the middle of the garden with cool air and beautiful natural nuances (Hanas & Sasmita, 2014). From 2016 to 2019, Selecta Recreation Park has consistently become a tourist area with the highest number of visits in Batu City (Permatasari, 2021). It was proven before the COVID-19 pandemic in 2019, for the number of visits reaching 1,394,270 tourists. It also underlies the reason for Selecta Recreation Park, which is called the mainstay of Batu City tourism. Even though during the PPKM period, Selecta Recreation Park was appointed to carry out operational trials by the Ministry of Tourism and Culture, the trials required that Selecta Recreational Parks limit the number of visits to 50% of regular visits.

Policy for Imposing Restrictions on Community Activities following the Instruction of the Minister of Home Affairs No. 01 of 2021 concerning follow-up from the President of the Republic of Indonesia to implement PPKM Level 3, PPKM Level 2, and PPKM Level 1 during the COVID-19 pandemic in the Java and Bali regions by adjusting the situation level criteria pandemic based on his assessment. The impact of the Policy for Imposing Restrictions on Community Activities from 2021 until mid-2022 has had a negative and positive impact on its implementation. Indeed, the negative impact of every policy will be the most prominent and easy to see. The negative impact of the existence of the PPKM policy on decreasing the number of tourists and the income of the *first* Selecta Recreation Park, Delayed the Selecta Market Renovation Plan, which consisted of many tourist spots; one of which was the Selecta Market. The Selecta Market sells various kinds of flowers according to the Selecta Recreational Park icon, which has beautiful flowers. Not only flowers, but Selecta Market also sells souvenirs such as clothes, food, and knick-knacks. Long before the Policy for Imposing Restrictions on Community Activities, the Selecta Market was generally operating as usual, but the Selecta Recreation Park planned to renovate the existing market at the Selecta Recreation Park. This renovation was

hindered due to the COVID-19 pandemic coupled with the Policy for Imposing Limitations on Community Activities and other policies that required closure. Initially, the Selecta Market wanted to continue to carry out renovations during the pandemic, but due to the PPKM policy, it was decided again not to carry out renovations to the Selecta Market. In addition, the factors that support the delay in this renovation are also due to the Emergency PPKM period from July to August, Selecta Recreational Park closed according to the recommendations of the Regional Government until the Trial period. Hence, the best decision made by Selecta Recreation Park was to postpone the planning for the renovation. Apart from that, with the closing of the Selecta Recreation Park and no income during the PPKM period, it was decided not to carry out renovations at the Selecta Market first because it was felt that it would be useless and would only incur additional costs.

Second, government regulations regarding health protocols since there was an Emergency PPKM, Selecta Recreation Park has closed, starting from July 3 to September 19, 2021. Then, from September 20 to October 19, Selecta Recreation Park conducted an operational trial period, i.e., several regulations were made by the Batu City Government during the trial period. This rule includes children under 12 years old and parents over 70 years old who cannot enter the Recreation Park area. Operational trials were carried out for approximately two weeks by not opening water rides, and the number of visits reached 10,937 tourists. However, that number, as many as 5,960 tourists could not enter the Selecta Recreation Park area and were forced to go home due to this regulation. The age rules make Selecta Recreation Park lose tourists many times. It is because, logically, tourists under the age of 12 do not come alone. It means tourists under 12 years old usually come with their group or family. However, because of this rule, if one member is not allowed to enter, the whole family will decide not to visit Selecta Recreation Park. Likewise, the same is true for ages over 70, where tourists of this age come side by side with relatives or friends. In contrast to the rules in Dubai, the United Arab Emirates, which provide access to tourists with the condition that tourists only need to bring a negative PCR test result without a specific age limit, continues to use masks and keep their distance enforced. Tourism activities look normal even though the rules have been enforced. The underlying reason for reopening tourism in Dubai is the aim to revive Dubai, whose tourists are foreign tourists and can provide the main source of income during the COVID-19 pandemic (Suyatman et al., 2019).

Third, the reduction of working days and salaries of Selecta Recreation Park employees. Amid the onslaught of tourist areas that are forced to be laid off and not paid, Selecta Recreation Park chooses to keep its employees. The tangible form that can be seen from the impact of COVID-19 is employees who have been laid off and various companies are even threatened with bankruptcy (Yamali & Putri, 2020). According to data from the Central Statistics Agency in 2020, approximately 409,000 employees in the tourism industry have lost their jobs due to the COVID-19 pandemic. As for data from the Ministry of Tourism and Creative Economy, in 2020, there were around 1 million employees, who had to lose their jobs due to the COVID-19 pandemic. Besides that, there were also other impacts, such as working hours, which were cut by around 12,910,000 tourism employees and 939,000 employees, who were temporarily laid off. There is little difference regarding the policy of Selecta Recreation Park for employees who work at Selecta Recreation Park, unlike tourism business actors who lay off their employees, Selecta Recreation Park does not impose layoffs on their employees. However, the policies are a middle way to avoid employees being laid off or furloughed like employees in other tourist areas. The policy made is a policy regarding 15 working days. Although

still, this policy has its consequences. The consequence is that employees will only get 50% of their monthly salary, which is valid during the PPKM period, the operational trial period, until returning to the PPKM period.

Fourth, there is no flower garden maintenance fee at Selecta Recreation Park. The Flower Garden, the *icon* of the Selecta Recreation Park as a photo spot for tourists, has quite a significant obstacle in closing the PPKM period. The obstacle is that Selecta Recreation Park, where most of its area is a flower garden, must continue maintenance daily. However, due to the closure and the lack of income from tourist visits, during the closing period, Selecta Recreation Park inevitably did the "middle way" just like employee salaries are taken from PT. Selecta as the company, the maintenance costs had to be taken by Selecta Recreation Park from the profit gains received several years ago. Maintenance of this flower garden is also the biggest reason employees have to enter during the closing period. Maintaining a flower garden every day certainly requires a large amount of money.

PPKM policies are not always interpreted as policies that can only negatively affect the tourism actors, such as the Selecta Recreational Park. After discussing the negative impacts that might be an evaluation of the COVID-19 pandemic policy, the positive effects of the PPKM policy on Selecta Recreation Park are as follows: *First*, Selecta Recreation Park employees get 15 days off from work. The PPKM policy negatively affects the Selecta Recreational Park employees who only get working days and 50% salary previously, and some employees object to this because some of these employees are the backbone of the family. However, it also has a positive impact on Recreation Park employees. Many employees working in the tourism sector had to be laid off because of the company's inability to provide salaries during the PPKM period, however, Selecta Recreation Park continued to prioritize the interests of employees above the interests of the company. According to Selecta Recreation Park, the 15-day holiday can provide rest time for its employees; thus, they can focus more on each other's health, and can be a good time for the recovery of employees exposed to COVID-19.

Second, the PPKM period is used to maintain and renew the flower garden at Selecta Recreation Park. If maintenance costs were the most significant obstacle during the PPKM period because there was no income received then, Selecta Recreational Park considers the PPKM period as the right time for maintenance and renewal of the flower garden. Previously, Selecta Recreation Park had a little difficulty in allocating time to renew the flower garden because if you wanted to do this renewal, you could only do it when there were no tourists at all. Meanwhile, the Selecta Recreation Park was always open every day and the flower garden was the most attractive spot for taking pictures of tourists. Maintenance and renewal of flower gardens are also considered an obligation that must be carried out, which intends to tourists at the Selecta Recreational Park when it is allowed to open.

2. Selecta Recreation Park Efforts and Policies in Handling Recovery from the PPKM Policy

After discussing the negative and positive impacts of the Policy on Imposing Restrictions on Community Activities, here are the steps taken by Selecta Recreation Park in dealing with the PPKM policy. *First*, by showing the *Cleanliness, Health, Safety, and Environment* (CHSE) certificate, Selecta Recreation Park has promoted that it has passed the standard health protocol verification from the Batu City COVID-19 Task Force and passed the CHSE certification with a satisfactory predicate. Certificates are given to tourism business actors, other facilities related to tourism, the community environment around tourist attractions or tourism facilities, and tourism destinations that have met

the criteria and indicators for implementing cleanliness, health, safety, and environmental sustainability. One of CHSE's goals is to increase public awareness in general about cleanliness, safety, health, and also sustainability in new tourism after the COVID-19 disease outbreak and in the opening of tourism during the new normal period. There will be new tourist behavior, which is affected by cleanliness, safety, health, and also sustainability so there must be clear standards. Tourism activity actors obtain CHSE certification in several stages, namely, the Self-Assessment stage, i.e., the stage of assessing and evaluating independently the tourism business actors, the Self-Declaration stage with statements made by tourism actors regarding the results of self-assessments, and fulfilling CHSE criteria according to the type business, the assessment stage with verification and labeling after the entrepreneur is declared to have fulfilled the CHSE requirements and finally the Certificate Granting stage, namely the issuance of the CHSE certificate and the embedding of the *I Do Care* label (Amelia & Prasetyo, 2022).



Figure 1. Selecta Recreation Park CHSE certificate
Source: Selecta

Similar to the tourist area in Batu City, which is intensively concerned with CHSE certification, the Government of Bali made "*We Love Bali*" the same effort for the recovery of the tourism sector by implementing a Clean, Health, Safety and Environment; thus, tourists can continue to visit during the COVID-19 pandemic (Candranegara et al., 2021). Selecta Recreation Park has three CHSE Certificates, namely in Recreation Parks, Restaurants, and Hotels. The cost incurred to obtain certification is around IDR 8,000,000 and it is mandatory to renew it annually. Initially, the certificate was given by the Ministry of Tourism and Creative Economy of the Republic of Indonesia for free. However, the following year, Selecta Recreation Park had to pay to get the certification. *Second*, by implementing Strict Health Protocols in the entire Selecta Recreation Park area. The importance of maintaining health protocols, according to the Decree of the Minister of Health Number *HK.01.07/MENKES/382/2020* is the protection of individual and public health. The health protocol that is widely known by the public is 3-M, namely by using a mask to cover the nose, mouth, and chin, cleaning hands by washing hands with soap and running water, and can also use antiseptic liquids such as *hand sanitizer* and keeping a minimum distance around 1 meter if you are with other people to avoid people who are talking, coughing, or sneezing (Novalia & Handayani, 2021).

The arrangement of the Selecta Recreation Park is following the implementation of health protocols of Government standards, for instance, the existing chairs are physically

spaced, and the sink is installed at several points that are easy to find. Also, the garden area which is the icon of Selecta, is arranged so that there is no crowding of visitors. In addition, there are *hand sanitizers* at several points in the area intended to be used to clean hands; thus, they are clean from viruses and bacteria. In maximizing health protocols, Selecta Recreational Park received the title of *Tanggung Semeru* Tourism, an achievement resulting from the commitment of all its staff to prioritizing health protocols and understanding the importance of health protocols for protecting public health to reduce the transmission of COVID-19 (Arifin, 2020). In this case, it is hoped that the community can be more helpful in interventions carried out by the Regional Government to conduct screening tests and isolate patients who have been confirmed positive for COVID-19. This health protocol recommendation can be seen at several points in the area, from Hotels and Recreation Parks to the Three Selecta Restaurants; hence, every tourist has limited awareness of the importance of maintaining health protocols even though they are not in the PPKM period.

Third, by requiring tourists to carry out the second dose of vaccines and scanning the *Peduli Lindungi* application. *Peduli Lindungi* application is one of the government's efforts to tackle the spread of the COVID-19 virus. This application serves as a contact tracing, as well as information about the condition of the surrounding environmental zone so that people can anticipate the spread of the COVID-19 virus (Afiana et al., 2020). In addition, this application provides restrictions for the community through certain zones and areas and only people who have received the first and second doses of vaccines are permitted to enter public areas. People who will enter a public area are required to scan the barcode provided in the public area, usually found at the entrance or gate. Then, this application can determine the community's eligibility to access the area. It also provides limits to the public in which in certain zones or areas, only people who have carried out the first or second phase of the vaccination are allowed to enter public facilities to be able to visit the Selecta Recreational Park, Tourists are required to have done the vaccine with a minimum the second dose and also scan through *Peduli Lindungi* application.



Figure 2. Barcode Scanning of the Peduli Lindungi Application

Source: Researcher

The Peduli Lindungi application is developed to help track people in a place to stop the spread of COVID-19. In this application, tourists can be tracked after *checking in* and *checking out* in the Selecta Recreation Park area. *Fourth*, limit the quota of tourist visits. In general, the capacity of tourists visiting Selecta Recreation Park is 10,000. However, as long as this policy exists, Selecta limits the quota to half of the usual, namely only 5,000 tourists or 50% of the total capacity. The PPKM Level 3 trial period at Selecta Recreation Park lasted two weeks. There were around 10 thousand tourists who could

not enter because they were refused by Selecta due to the capacity that could be tolerated during PPKM Level 3 being only half. Requirements that cannot be met are vaccines and strict protocol. In total, 10,937 visitors came, and 5,960 people were rejected because they could not show evidence that they had been vaccinated through the *Peduli Lindungi* application.

CONCLUSION

Based on the research results, researchers can conclude that the tourism sector in Indonesia is the most reliable in terms of its role and function in development, providing input to the country's foreign exchange, and also as a source of regional income. In implementing the PPKM policy, a solution is needed to deal with the impact of the Policy on Imposing Restrictions on Community Activities on the decline in tourists and income at Selecta Recreation Park. Although this PPKM policy has not only had a negative impact, it has also had a positive impact on Selecta Recreational Park, Batu City, and other tourism sector areas. In the case of handling the impact of this PPKM policy, it would be optimal if the government also helped solve problems and provide solutions for Selecta Recreation Park as an affected tourist area.

Efforts and policies in handling the impact recovery from the PPKM policy are indeed a fundamental matter. The role of the government is highly needed in efforts to handle recovery. Because there will always be challenges that may be faced in the future. The PPKM policy, which aims to break the chain of COVID-19 and reduce the number of patients who have been infected, is a policy that has undoubtedly been thought through carefully. However, with an evaluation of the PPKM policy, the government can better consider the best policies for the next COVID-19 pandemic to reduce the impacts on the tourism sector. The effect of the PPKM policy is a challenge for the government in dealing with COVID-19 cases so that tourism conditions do not get worse. The efforts and policies of Selecta Recreation Park in handling the PPKM cases that have been carried out can be used as a reference in determining the handling efforts if a similar issue occurs.

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