

Content of Policy and Context of Implementation in Tourism Sector: Case Bintan Regency to Handling Covid-19

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ABSTRACT:

This paper discusses efforts to strengthen policy implementation in handling COVID-19 in the tourism sector in Indonesia as a form of strengthening every tourism policy. This study uses the grundle concept to identify Policy Content and Implementation Context in Handling COVID-19 in the Tourism Sector of Bintan Regency. The qualitative approach used includes data collection techniques, observation, interviews, and documentation. The data obtained are tested using NVivo 12 Pro, then analyzed with a triangulation approach. The results of the study indicate that the emphasis on handling COVID-19 in the tourism sector in the Regency needs to be strengthened by existing stakeholders, meaning that on the Policy Content side, it consists of the interests affected, types of benefits, degree of change, location of decision making, program implementation and resources used. Still focused on central regulations and rules so that local government authorities cannot initiate policy strategies for handling COVID-19 in the tourism sector in Bintan Regency. showed a good contribution in handling COVID-19 in the tourism sector in Bintan Regency.

Keywords: Content of Policy; Context of Implementation; Tourism; Bintan Regerency; COVID-19

ABSTRAK:

Penelitian ini membahas upaya penguatan implementasi kebijakan dalam penanganan COVID-19 di sektor pariwisata di Indonesia sebagai bentuk penguatan setiap kebijakan pariwisata. Penelitian ini menggunakan konsep grundle untuk mengidentifikasi Konten Kebijakan dan Konteks Implementasi dalam Penanganan COVID-19 di Sektor Pariwisata Kabupaten Bintan. Pendekatan kualitatif yang digunakan meliputi teknik pengumpulan data, observasi, wawancara, dan dokumentasi. Data yang diperoleh diuji menggunakan NVivo 12 Pro, kemudian dianalisis dengan pendekatan triangulasi. Hasil kajian menunjukkan bahwa penekanan penanganan COVID-19 pada sektor pariwisata di Kabupaten perlu diperkuat oleh stakeholders' yang ada, artinya pada sisi Isi Kebijakan terdiri dari kepentingan yang terkena dampak, jenis manfaat, tingkat perubahan, lokasi pengambilan keputusan, implementasi program dan sumber daya yang digunakan. Masih fokus pada regulasi dan aturan pusat sehingga otoritas pemerintah daerah tidak bisa memprakarsai strategi kebijakan penanganan COVID-19 di sektor pariwisata di Kabupaten Bintan. menunjukkan kontribusi yang baik dalam penanganan COVID-19 di sektor pariwisata di Kabupaten Bintan.

Kata Kunci: Isi Kebijakan; Konteks Pelaksanaan; Pariwisata; Kabupaten Bintan; COVID-19

INTRODUCTION

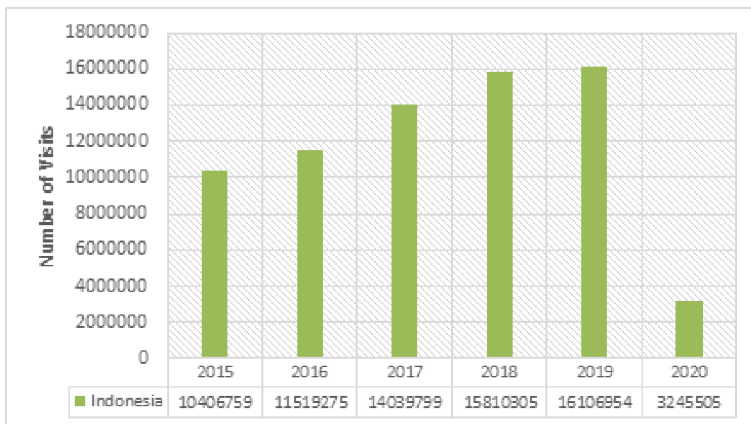
Tourism is an activity related to economic movement and related to the interaction of local and foreign communities that cross borders in certain regions or countries ([Elsa, 2017](#); [Nissan et al., 2011](#); [Roche et al., 2013](#)). Ease of access causes the emergence of interest in making good visits to do business in tourism for everyone, this opens up opportunities and becomes a challenge for every citizen in carrying out tourism activities ([Hudson, 2011](#); [Khotimah et al., 2017](#)). In the current era of globalization, the tourism sector is the largest and most potential sector in financing the global economy, in several developing countries they agree to develop or explore new opportunities to expand tourism opportunities ([Bhatia, 2006](#); [Mkwizu, 2019](#)).

Tourism development can be carried out by the country itself, but also through cooperation in order to get more benefits and support given the existence of cooperation in achieving the same goals, one of which is by collaborating ([Mowforth & Munt, 2015](#); [Patterson, 2016](#)). Cooperation in the tourism sector is an instrument used for relations between one region and another as part of good cooperation, with cooperation being one of the soft power instruments ([Minardi et al., 2020](#)). Indonesia is known as a country that has rich and diverse tourism potential. Indonesia, which is rich in natural and cultural diversity, has great potential, especially in the field of tourism ([Firdaus, 2018](#)). Indonesia's diversity can attract millions of tourists to visit Indonesia. From 2015 to 2019, Indonesian tourism contributed 10% of the national GDP and was ranked fourth as a contributor to national income after oil and gas, coal, and palm oil which amounted to 93%. In terms of workforce, Indonesian tourism contributes 9.8 million jobs, or 8.4% ([Ministry of Tourism and Creative Economy, 2019](#)).

The attraction in the field of tourism that Indonesia has brought tourists from various countries in the world. Indonesia is also rich in cultural tourism as evidenced by the existence of historical relics as well as a variety of customs and arts and culture of the community ([Salim et al., 2018](#); [Samad et al., 2018](#)). Indonesia's huge tourism potential makes many foreign

tourists come to Indonesia, the attraction in the tourism sector that Indonesia has brought tourists from various countries in the world ([Rahma, 2020](#); [Zebua, 2016](#)). Indonesian tourism is indeed one of the destinations that are in high demand by many tourists because of the natural beauty in it. In addition to millions of charms of natural beauty, Indonesia is also rich in cultural tourism, as evidenced by the existence of historical relics as well as a variety of customs and arts and culture of the community. Indonesia's huge tourism potential makes many foreign tourists come to Indonesia. From 2015 to 2019, it was recorded that foreign tourists who came to Indonesia always experienced an increase every year.

Graph 1. Number of Tourist Visits to Indonesia 2015-2020



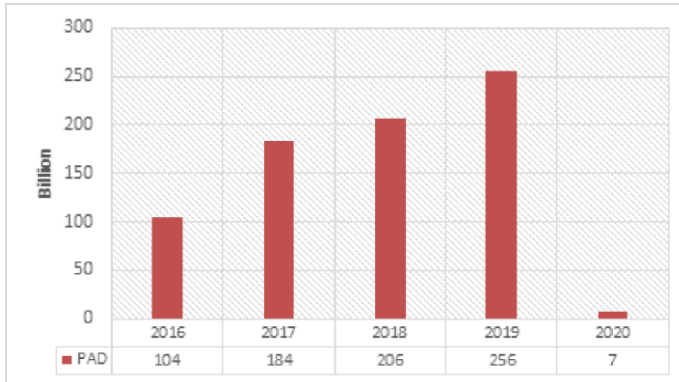
Source: Indonesian Central Statistics Agency, Researcher Process (2020)

The increase in the number of foreign tourists in Indonesia is also directly proportional to foreign exchange which continues to increase from 2015 to 2019, but in 2020 due to the COVID-19 pandemic, tourist visits to Indonesia decreased by 82%. The contribution of the tourism sector can be measured by several main indicators, the first is the visit of tourists both domestic and foreign. Second, the expenditure of visiting tourists. The last one is private sector investment and government investment, as well as government spendings in the tourism sector, such as

tourism promotion and tourism development, so from several indicators, the contribution of tourism is in critical condition during the COVID-19 pandemic ([King et al., 2021](#); [Kristiana et al., 2021](#); [Riadil, 2020](#); [Silfia et al., 2021](#)). The tourism sector in Indonesia, which is one of the mainstay sectors in the Riau Islands Province, precisely in Bintan Regency, is currently having an impact on the Covid-19 pandemic ([Dinarto et al., 2020](#)). The tourism sector owned by Bintan Regency makes the local government continue to improve in developing the tourism sector in a sustainable manner, the tourism sector began to be developed in 1990 now, one of the attractions in Bintan Regency that is being promoted is the development of the tourism industry area ([Kurnianingsih et al., 2021](#); [Muzdalifah, 2019](#)).

Bintan Regency has very strategic tourism potential, with direct borders with neighboring countries such as Singapore and Malaysia, so the number of tourist visits, both domestic and foreign tourists, is the main contributor to Locally-generated revenue from the tourism sector ([Mahadiansar et al., 2021b](#)). Based on BPS data from Bintan Regency, the increase in the number of tourists in 2016 was 305,404 people, then in 2017 the number of visitors was 368,592 people and in 2019 the number was 522,399 people. Tourism development is aimed at sustainable regional tourism by strengthening the role of local governments as the leading regional tourism sector, it is considered to be able to encourage collaboration between sectors (actors) to manage sustainable local tourism. Tourism management must be a comprehensively planned management so that optimal benefits can be obtained for the community, both from an economic, social and cultural perspective ([Oktaviana et al., 2021](#); [Sentanu & Mahadiansar, 2020](#)).

Graph 2. Local Revenue in the Tourism Sector of Bintan Regency 2016-2020



Source: [National Statistics Bintan regency, 2020](#)

Based on the graph above, this figure from year to year shows that the tourism sector continues to experience positive growth in Bintan Regency. However, the impact of the COVID-19 pandemic in 2020, the Locally-generated revenue in the tourism sector decreased by 98%, which in the previous year experienced a significant increase. Referring to Regional Regulation Number 5 of 2016 concerning the RPJMD of Bintan Regency 2016-2021, one of the points is the coordination of synchronization of development implementation in the tourism sector or all stakeholders in Bintan Regency ([Mahadiansar et al., 2021a](#)). The focus of the article will discuss the implementation of tourism development policies in Bintan Regency during the COVID-19 pandemic with discussions covering several aspects of using the concept ([Grindle, 2017](#)), namely: Content of Policy, which consists of: Interests affected, Types of benefits, degree of change, location of decision making, program implementation and resources used. Then the Context of Implementation, which consists of Powers, interests, and strategies of the actors involved. Characteristics of institutions and regimes and Compliance and responsibility.

LITERATURE REVIEW

Quoted in the concept ([Grindle, 2017:15-17](#)) which explains

that the success of public policy implementation is influenced by two fundamental aspects, namely Content of Policy and context of implementation. The Content of Policy variables is

1. Interest affected, is the interest in a policy and the extent to which these interests are affected by the implementation of the policy ([Fisher, 1977](#)). The implementation of tourism will certainly involve the interests of actors because tourism development cannot be separated from strategic and innovative policies ([Hardini, 2018](#)).
2. Type of Benefit, the type of benefit in implementing the policy is a policy that has benefits, including the development of activities in the implementation of the policy ([Associates, 1985](#)), the benefit in question is a policy effort that has a positive and ideal impact so that it can be felt participative, both informally and in its implementation can be felt by all parties.
3. Extend of Change Envision, a clear scale of the desired change from the implementation of a policy. This means that the implementation of policies that were built previously did not have the involvement of all parties, which would be a very good alternative if the implementation of significant changes can be predicted ([Myers, 1997](#)).
4. Site of Decision Making, where is the location of the decision making of a policy to be implemented. There must be clarity from which a policy can be formed. If the location of the decision-making is not clear, it will not be able to achieve the goals to be achieved ([Prastacos, 2009](#)). This means that in general interests must have a way of placing policies in accordance with the regulations and rules made in the implementation of these policies
5. Program Implementors, a policy must have proper and clear implementers, which are usually depicted in a chart structure that is channeled through information and communication media so that it can be known by the public. However, it will be very important to be involved in synchronizing the imple-

mentation of policies, which are administratively systematized in the implementation that is implemented ([March & Simon, 1958](#)).

6. Resources Committed, the implementation of the policy must be supported by adequate resources and good management arrangements for the resources themselves ([Durai, 2010](#)).

Policy implementation pays attention to human resources and natural resources informing useful policies. The indicators in the context of implementation mentioned include having 3 characteristics including

1. Power, interests, and strategies of actors involved are owned by the stakeholders in implementing the policy
2. Institution and Regime Characteristics, institution, or regime in power at the time the policy was implemented
3. Compliance and responsiveness of the target group. The implementation of the policy in question is a process and administration.

The implementation of this policy describes the decision-making process carried out by various actors, wherein the end result is determined by the program material that has been achieved as well as through the interaction of decision-makers in the context of administrative politics ([Grindle, 2017:281](#)). From the two aspects above, after being implemented, you will know the outcomes (final results), namely to impact on society, both individuals and groups involved, Changes and acceptance after implementation, these outcomes will determine whether the policy has been implemented in accordance with the designed program and whether it has achieved the previously set goals or vice versa. The implementation process can start when the objectives and objectives of the policy have specificity when the policy program has been carefully designed when funds have been allocated in accordance with the objectives. This is a basic condition for the direct execution of the public policy process. So that the policy process, the program that is run must be integral which can determine the level of success of the program.

RESEARCH METHOD

This research is qualitative research with a case study approach. Qualitative research is method to explore and understand the meaning that comes from social or humanitarian problems, case study research with an exploratory approach ([Creswell, 2009](#)). It was done to explore unique and interesting cases in certain limited systems. It is also more detailed in describing a phenomenon by collecting data directly. The research focus is intended to limit the object of study so that it is easier for researchers to determine the data needed for a study. As for the focus of research on the implementation of tourism policy in Bintan Regency, the discussion covers several aspects, namely: first, Content of Policy, which consists of: Interests affected, Types of benefits, degree of change, Location of decision making, Program implementation and resources used. Second Context of Implementation, which consists of Powers, interests, and strategies of the actors involved. Characteristics of institutions and regimes. and Compliance and responsibility ([Grindle, 2017](#)).

In this study, the research instruments used for primary data collection were Researchers, Interview Guidelines, and Research Supporting Tools. Data Collection Techniques There are 2 (two) types of data used in this study, namely primary data and secondary data. Primary data is data obtained directly from informants. While secondary data is support obtained from relevant sources, usually in the form of retrieval of documents, reports, or data, as well as other materials and information that support the research ([Galvan & Galvan, 2017](#); [Moleong, 2012](#)). Data collection techniques were carried out by means of Observation, Interviews, and Documentation. The analytical method used in this research is qualitative analysis, namely by analyzing the problem by looking for solutions and strategies by using case study analysis.

Data analysis consists of examining, grouping, tabulating, testing, or recombining evidence, to produce empirically based findings using the Nvivo 12 application ([Bazeley, 2007](#)). Strategy analy-

sis, this technique is specifically aimed at dealing with problems when conducting case study research. The specific technique has 3 steps, namely Pattern Matching, Developing Explanations, and Logical Models. After carrying out data analysis techniques, researchers will sharpen the analysis of the qualitative data to perform data coding (Coding) using Nvivo 12 software so that the analysis data is relevant and strengthens the arguments and facts that occur in the implementation of tourism policies in Bintan Regency. Based on the encoded data segments, Charmaz suggests three types of coding, namely word-by-word coding, line-by-line coding, and incident-per-incident coding. (incident-by-incident coding).

However, in this case, the researcher will choose a more ideal coding (word-by-word coding) in proving data analysis on the implementation of tourism policies in Bintan Regency to stakeholders. Validity Test Data using becomes very important in qualitative research. Triangulation can increase the depth of understanding of researchers both regarding the phenomenon under study and the context in which the phenomenon appears, both a deep understanding of the phenomenon under study is a value that every qualitative researcher must strive ([Yin, 2015](#)). Because, qualitative research was born to capture the meaning (meaning) or understand certain symptoms, events, facts, events, realities, or problems.

RESULT AND DISCUSSION

CODING OF THE ENTIRE INTERVIEW SCRIPT

1. NVivo Word-by-Word Results Overall Informants

The results of the interview are in the form of recordings in the form of MPEG-1 Audio Layer 3 (mp3) from the recordings using cellphone media which then the mp3 data is processed by the author using the Nvivo 12 application. word / word-by-word using the Nvivo 12 application, the word frequency table can be seen in the following table

Word Frequency of the Entire Interview Text

WORDS THAT ARE OFTEN SPOKEN BY INFORMANTS	WORD LENGTH	COUNT	PERCENTAGE (%)
Businessman	9	68	2,06
Bintan	6	66	2,00
Tourist	10	62	1,88
Village	4	61	1,85
Covid	5	47	1,42
Traveler	9	47	1,42
Government	10	38	1,15
Tour	6	31	0,94
Service	5	30	0,91
LAM	3	30	0,91
Public	10	28	0,85
Activity	8	24	0,73
Cooperation	9	23	0,70
Culture	10	22	0,67
Party	5	21	0,64
Borders	6	20	0,61
Open	7	19	0,58
Local	5	18	0,55
Culture	6	17	0,51
Budpar	6	17	0,51
Lagoi	5	17	0,51
Program	7	17	0,51
Area	6	16	0,48
Hotel	5	16	0,48
Bumdes	6	15	0,45
Work	5	14	0,42
Foreign	5	13	0,39
Package	5	13	0,39
Health Protocol	6	13	0,39
Village Head	5	12	0,36
Promotion	7	12	0,36
Tour	4	12	0,36
Goddess	5	11	0,33
Events	5	11	0,33
Policy	9	11	0,33
Communication	10	11	0,33
Enter	5	11	0,33
Singapore	9	11	0,33
Walk	8	10	0,30

WORDS THAT ARE OFTEN SPOKEN BY INFORMANTS	WORD LENGTH	COUNT	PERCENTAGE (%)
Hope	10	10	0,30
Problem	7	10	0,30
Political	7	10	0,30
Come	6	9	0,27
District	9	9	0,27
Employee	8	9	0,27
Role	5	9	0,27
CSR	3	8	0,24
Group	8	8	0,24
Head	6	8	0,24
Media	5	8	0,24

Source: processed by researchers using the NVivo 12 pro, 2021

Based on the results of words-by-words coding obtained from the results of research using the NVivo12 Pro application, it was found that “Entrepreneurs” ranked first with a total word frequency of 68 words (2.06%) of the entire interview text. This shows that in the concept of Tourism Development there are Influenced Interests according to the concept of dimensions (Grindle, 2017:11-15). “Entrepreneurs”, in this case, Hotel Owners, Tourist Cottage Owners, Business Owners in the tourism sector, and several other stakeholders are the parties who have experienced the most effects from the reduced tourism sector due to the COVID-19 pandemic. Here are some statements that can describe “Entrepreneurs”. Based on the results of the interview with Adji Suradji Muhammad as an Academic as well as a Tourism Policy Observer who stated that

“Informant’s understanding is that tourism can be said to be in “suspended animation” when COVID is physically present, but its activity has drastically decreased”. (Interview on Saturday, April 24, 2021).

Based on Adji Suradji Muhammad’s statement, it is illustrated that tourism activities in Bintan can be said to be “suspended” due to the COVID-19 pandemic. As a result, entrepreneurs experience the worst effects due to this decline in tourism activity. The tourism industry is felt directly by the impact of the COVID-

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19 pandemic and wants a policy that takes sides. This was conveyed by the informant andika that:

“Entrepreneurs feel the most impact from the absence of tourists. Policies regarding quarantine and negotiations between countries need to be encouraged so that quarantine policies and border opening are relaxed.” (Interview on Thursday, April 6, 2021).

This agrees with informant Ramlan as the Head of Teluk Bakau Village, Bintan Regency, who stated that

“The hope is that it will continue to open the border so that entrepreneurs can run their business well.” (interview on Wednesday, March 31, 2021).

Then the uncertainty of border opening in order to reactivate tourism activities in Bintan Regency during the COVID-19 pandemic, other industries hope for alternative policies that can be implemented, this was conveyed by informant Wan Rudy Iskandar as Head of the Bintan Culture and Tourism Office,

“Currently, of the 15 hotels that are open, only 7 hotels and the remaining 8 hotels are still closed). 8 closed hotels are still waiting for the borders to open.” (interview on Wednesday, March 24, 2021).



Figure 1. The Hotel in Bintan Lagoon Looks Lonely with No Visitors

Source: Researcher's Documentation (March 24, 2021)

Based on the three informants, it was described that “Entrepreneurs” experienced the greatest impact because there were no tourists in Bintan. Of the 15 hotels in Bintan 8, they are still closed because they are waiting for the border to open. They have hope for the Government to relax quarantine policies and specially to reopen the border so that foreign tourists visit Bintan so that “Entrepreneurs” can run their business properly again.

Based on the picture above, the findings of the researcher also show that many hotels are closed due to the disadvantage that there are no foreign visits to Bintan Regency. Furthermore, coding in “Bintan” as the research location was widely discussed based on the overall interview obtained with a total of 66 words (2.00%) of the total interview text obtained by the researcher. This shows that “Bintan” is the research subject of the interview. “Bintan” as a tourist destination understudy became the focus of discussion by all interviewed informants. The discussion of the Bintan focus produced is in accordance with the Regional Tourism Master Plan 2021-2025 that the research focus is Bintan Regency which is the subject of the “Tourism Destinations” understudy. The following are some statements that can describe “Bintan” based on the results of the interview with the informant Adji Suradji Muhammad as an Academic and Tourism Policy Observer, that

“Opening a special tourism border/door and supported by the policy of the Bintan Regent who wants to prioritize Bintan tourism. Provincial and district governments earn profits and are calculated by the Central Government other than Bali and Yogyakarta”. (interview on Saturday, April 24, 2021).

Based on Adji Suradji Muhammad’s statement, the tourism sector in “Bintan” is one of the priorities of the Provincial and Regency Governments. The tourism sector in “Bintan” has a positive influence on regional income. In addition, the tourism sector in “Bintan” is one of the main sources of income for the Central Government besides Bali and Yogya. The Regional Gov-

ernment in “Bintan” under the command of the Governor and the Ministry of Tourism and Creative Economy and other Ministries has made efforts to reopen the border with the implementation of the RGL/TCA concept which will be carried out with several countries which are expected to be carried out on April 21, 2021. This was conveyed by the informant Wan as Head Department of culture and tourism Bintan, That

“Bintan’s efforts are under the governor’s command by communicating with the Ministry of Tourism and Creative Economy, Ministry of Law, Ministry of Health, Ministry of Foreign Affairs to open Bintan tourism. Hopefully, on April 21 the border will be opened with the Green Bubble Travel system.” (interview on Wednesday, March 24, 2021).

However, the fact that researchers have encountered so far for opening borders with the implementation of RGL/TCA has not been implemented, this is still the high rate of spread of the COVID-19 pandemic in Bintan Regency. Furthermore, the next highest number of frequencies is “Tourism” with a total word frequency of 62 words (1.88%) of the entire interview script. “Tourism” is the main thing or as the main topic under study. This shows that “Tourism” is the main discussion of the entire Informant manuscript obtained. Here are some statements that can describe “Tourism”. The results of the interview with the informant Adji Suradji Muhammad as an Academic and Tourism Policy Observer, that

“Sustainable tourism in Bintan has an STD Forum for Entrepreneurs, the government, Travel Agents, and academics in the STD forum which is institutionally not legal or registered with the Tourism Office. However, the existence of the Forum has been recognized by the regional government and has produced work meetings or work meetings several times. There is a contribution and needs to be taken into account from the Forum to tourism sustainability”. (interview on Saturday, April 24, 2021).

The impact of the absence of an STD forum in a joint discussion on tourism conditions in Bintan Regency, then STD not running well will disrupt all industrial sectors which have a causal impact on the weakening of tourism activities in Bintan Regency, this was conveyed by the informant Wan Rudy Iskandar Head of BudPar District Bintan, That

“The tourism sector has a big influence and must be maintained because it contributes greatly to regional income. If tourism is on the road, grouper farmers will be sold to hotels/entrepreneurs. There is no intervention in the tourism sector because the tourism sector is affected by many other sectors.” (interview on Wednesday, March 24, 2021).

Based on the findings of the researchers that the statement of Adji Suradji Muhammad and Wan Rudy Iskandar had a very strong argument, this researcher found an increase in the unemployment rate which certainly weakened the tourism sector in Bintan Regency. Overall, the results of the interview scripts obtained by the researchers have met the standard interview guidelines and data collection techniques that have been designed in this study. Interviews were conducted so that the informants stay on track to discuss the main focus of the research, the results of the word frequency table that appear are considered to have met the needs of researchers in capturing the focus of the research being discussed. The level of compliance and responsiveness of stakeholders regarding the implementation of sustainable tourism development policies in the Bintan Regency can be said to be quite positive. This is reflected in the preparations for reopening the border that is running according to planning, one of the factors that cause this to happen is the increasing public trust because regulations on tourism implementation tend to be strict. However, there is a negative reaction from stakeholders caused by the absence of a special S.O.P that regulates empowerment-based tourism activities.

THEMATIC ANALYSIS PATTERN RESULTS

Pattern analysis or commonly called thematic analysis was carried out to match the patterns on each theme discussed by 6 informants. This pattern grouping is then used as a reference in developing descriptive, discussing, and making mind maps result-ing from this research. The following are the results of pattern matching on 6 informants which can be seen in the table

Table 2. Number of Coding Results based on 6 Informants

INFORMANT	CODE QUANTITY	REFERENCE
WAN RUDY ISKANDAR (Head of Tourism and Culture Office of Bintan Regency)	72	511
RONNY KARTIKA (Head of the Bintan Regency Village and Community Empowerment Service)	68	365
MUSTAFA ABBAS (Head of the Bintan Regency Malay Customary Institution / LAM)	65	191
RAMLAN (Head of Teluk Bakau Village, Bintan Regency)	64	275
ADJI SURADJI MUHAMMAD (Academic and Tourism Policy Observer, Raja Ali Haji Maritime University)	55	292
ANDIKA (Owner of Blue Bintan Coral Beach Tour)	34	138

Source: processed by researchers using the NVivo 12 pro, 2021

Based on the overall thematic coding carried out, Informant Wan Rudy Iskandar was most widely referenced, namely 511 references while Informant Andika was the least with 138 references. This means that from the stakeholder side of the implementation of tourism policies in Bintan Regency at this time, entrepreneurs do not really understand the strategic steps in tourism development in Bintan Regency, this is a lot of rules and regulations from various levels of the central government and local governments in preventing COVID -19.

CONTENT OF POLICY BINTAN REGENCY TOURISM DEVELOPMENT

1. Interests affected

Interest affected relates to the interest affected by a policy. This indicator argues that a policy in its implementation must

involve many interests and the extent to which these interests have an influence on its implementation. Refers to the parties (stakeholders) who are affected by the implementation of the policy or not. The more interests there are in a food policy, the more difficult it will be to implement it. Interests influenced by policy implementation, this indicator argues that a policy in its implementation must involve many interests and the extent to which these interests have an influence on its implementation. These regulations have a direct and indirect influence on the sustainability of tourism activities in Bintan. Changes that occur in the conditions of sustainable tourism development in Bintan Regency, it is certain that common interests greatly affect, as stakeholder actors involved in tourism development during the COVID-19 pandemic have limitations. The implementation of the policy regarding the prohibition of foreigners from entering the territory of the Republic of Indonesia has a very bad impact on tourism activities in Bintan.

It is proven by the statement from Wan Rudy Iskandar, starting from March 2020 there has been almost one year of no guests with the border closed. According to Andika's statement, Andika suggested that the Government ease the quarantine rules for foreign tourists. In addition, Andika suggested that negotiations with several countries of origin of the most tourists be carried out so that foreign tourists can return to tourism activities. In 2021 there will be discussions about the opening of the border for tourists with the implementation of (RGL/TCA) for several countries, namely Singapore, China, South Korea, and the United Arab Emirates. The following are some statements from the informants regarding the implementation (RGL/TCA). This is reinforced by the statement of the Teluk Bakau Village Head informant who stated that

"This year there is a plan to open the border. The village is waiting for confirmation from the Governor and the Central Government to open the border." (Interviewed on Wednesday, March 31, 2021).

If this statement can be realized, then the interests that are affected lie in leadership from both the regional and national levels. Based on the statement, the Teluk Bakau Village Head needs strong synergy between the interests that are influenced by the central government and local governments in taking policy steps for sustainable tourism development in Bintan Regency during the COVID-19 pandemic. In addition, it is also important to engage in cooperation with neighboring countries in an effort to convince the need to convince foreign tourists to come to Bintan Regency by reopening the border area. This was conveyed by academics and observers of tourism policy, Adji Suradji Muhammad who explained that:

“The discussion between the Indonesian government and the Singapore government is to provide special policies so that tourists can enter Bintan Regency and Batam City by opening the border. As of April 21, the border will be opened if it is in accordance with the policies made”. (Interview on Saturday, April 24, 2021).

Based on the above statement, it gave a positive response regarding the planned implementation of the program (RGL/TCA) which will be implemented on April 21, but in reality, it is now July and there is no certainty regarding the implementation of this (RGL/TCA). The Singapore government has so far opened (RGL/TCA) only for two countries, namely Brunei Darussalam and China, while the policy decision (RGL/TCA) with the Republic of Indonesia is still being postponed until an undetermined time (ICA, 2021). Interests Affected by the existence of a policy regarding the prohibition of foreigners from entering the territory of the Republic of Indonesia is carried out in order to prevent the spread of new COVID-19 originating from abroad. The interest affected is Public Health in the Republic of Indonesia. This policy regarding the prohibition of entry of foreigners has a very bad impact on the tourism sector in Bintan. In accordance with Wan’s statement that no foreign tourists have entered the Bintan area since the implementation of this policy.

Furthermore, the COVID-19 Task Force Circular No. 12 of 2021 contains travel regulations within the country. With the issuance of the circular, several informants stated that the circular was a polemic in the midst of the COVID-19 pandemic. Informant Andika as the owner and manager of the BBC stated that: *“The government needs to loosen the rules for domestic travel, because from Monday to Friday the number of guests can be counted on the fingers so that operational costs are not covered. (interview on Wednesday, April 6, 2021).*

Then it was strengthened by regional stakeholders who stated that with circular potential tourists would incur a large enough cost. This was conveyed by the informant Wan Rudy Iskandar, Head of the Culture and Tourism Office of Bintan Regency, *“Departure restriction policies, rapid antigen / Swab / PCR policies. Tourism has become expensive because of the Swab/antigen policy which incriminates potential tourists in the COVID-19 condition.” (Interview on Wednesday, March 24, 2021).*

The establishment of domestic travel restrictions has a bad impact on the tourism sector. According to Wan, the requirement for a Negative Result Certificate is burdensome for potential tourists. According to him, tourism becomes very expensive with this regulation, tourists need to spend more money. The bad impact of implementing this rule is the reduced number of tourists visiting the Blue Bintan Resort tourist attractions, according to the informant, on Monday-Friday the number of tourists can be counted on the fingers and causes difficulties for the company to cover the company's operational costs. Andika suggested loosening the rules regarding domestic travel restrictions to stimulate domestic tourists to visit Bintan. Interests Affected by the existence of a policy regarding restrictions on Domestic Travel is one of the efforts in preventing and terminating the spread of COVID-19 in the tourism sector in the country as stated in Letter A, the Background section of the Circular Letter of the

COVID-19 Task Force Number 12 of 2021.

Then there is the CHSE certification policy set by the Ministry of Tourism and Economy as a guide for the implementation of CHSE which includes Hygiene, Health, Safety, and Environmental Sustainability. There are 11 guidelines in the implementation of CHSE including the Tourist Attraction Guide, Hotel Guide, Homestay Guide, MICE Guide, Activity Implementation Guide (Event), and so on that must be implemented in Bintan Regency. The implementation of this CHSE certification is intended as one of the efforts in preventing and handling COVID-19 in the tourism sector. The guidelines are described in great detail for example in the Hotel Guide regarding Health Protocol equipment, optimizing air circulation, cleaning and disinfecting implementation, entrances, rooms, meeting rooms, dining rooms, swimming pools, fitness centers, prayer rooms, and other public facilities in the area. business.

Regulation regarding the Health Protocol, one of the informants thought that the Health Protocol would increase the burden on the Bintan Regency Entrepreneurs because they had to provide the Health Protocol. Interests Affected by the existence of a policy regarding the implementation of CHSE based on the Decree of the Minister of Health of the Republic of Indonesia No. HK.01.07/MENKES/382/2020 is an effort to restore the tourism sector. In addition, the interests that are influenced are also to create sustainable tourism in Bintan Regency in accordance with the rules and policies that have been set, so the interests that are influenced in general only maintain the continuity of good tourism activities.

2. Types of Benefits

The implementation of a policy must try to show or explain that a policy must produce several types of benefits that show a positive impact, the more stakeholders or the community who feel the benefits of the implemented policy, it means the policy is implemented well. The benefits arising from the implementa-

tion of this policy are to prevent the spread of new variants that develop overseas to enter the territory of the Republic of Indonesia. For example, several variants that are currently being discussed are Variant B117 (English variant) there have been 13 cases of transmission in Indonesia, B1617 (Indian variant), and B1351 there is 1 case (South African variant) (Kangsaputra, 2021). With the prohibition of foreigners from entering the territory of the Republic of Indonesia, the spread of this new variant case can be well suppressed, especially since the Bintan Regency area is close to border access, so it needs to be anticipated with high caution. In addition, the implementation of quarantine when foreigners enter the territory of the Republic of Indonesia specifically in Bintan Regency in the tourism sector prevents local transmission within the country.

Then the benefits arising from the implementation of this policy are to prevent the spread and break the chain of the spread of COVID-19. However, this has a negative impact on domestic tourism travel in Bintan Regency, some informants think that the existence of Domestic Travel rules causes Bintan Regency tourism to be expensive with the need to check the status of COVID-19 before traveling. In fact, with the issuance of Circular No. 12 of 2021, the addition of rules regarding GeNose C19 is easier and cheaper for tourists visiting Bintan Regency. Other benefits are creating the trust of potential tourists, creating the trust of Foreign Countries to carry out RGL/TCA with the Republic of Indonesia, and restoring the tourism sector of Bintan Regency. It is hoped that the implementation of the CHSE policy will increase the number of returning tourists. Bintan Regency is one of the regions that is a priority for the regional government and the central government in implementing CHSE by doing it in the first stage because Bintan is considered “one of the lowest hanging fruits” (Journey of Indonesia, 2020).

3. Extend of Change Envision,

Policies that are implemented must have targets to be achieved.

The degree of change to be achieved must have a clear scale. A program or activity that aims to change the attitudes and behavior of the target group is relatively more difficult to implement than a program or project or activity that only provides direct assistance. How many change targets are set by the implementor, the more targets are set, the more difficult the success of a policy will be. The degree of change that can be seen in the implementation of CHSE in the tourism industry of Bintan Regency, as for the involvement of the program can be seen in the following table:

Table 3. Bintan Tourism Industry with Satisfactory CHSE

NO	TOURISM INDUSTRY	AMOUNT
1	Tourist Transport	1
2	Travel Attractions	2
3	Homestay	9
4	Hotel	23
5	Restaurants / Eating	10
6	Golf Business	2
Total		47

Source: Bintan Regency Culture and Tourism Office, 2021

Based on the table, the implementation of CHSE in Bintan Regency is in the satisfactory category of as many as 47 business units. However, the application of the CHSE in the satisfactory category needs to be improved because in the tourism transportation industry there is still 1 verified unit in Bintan Regency. This is the task of the local government and other stakeholders in disseminating the application of CHSE to prevent the spread of the COVID-19 pandemic in the Bintan Regency. In addition to the tourism industry in the hospitality sector, local governments need supervision, because the CHSE category is satisfactory in Bintan Regency, the most hospitality tourism industry.

The degree of change to be achieved with the prohibition of foreigners from entering the territory of the Republic of Indonesia is to prevent the spread of the new variant in the tourism

sector which will have an impact on the border tourism area of Bintan Regency. The degree of change to be achieved with the implementation of CHSE in Bintan Regency is for the recovery of the tourism sector in Bintan Regency to run quickly and smoothly. To date, there are 47 Business Places in the tourism sector in Bintan that have the “Very Satisfying” CHSE certification (Department of Culture and Tourism, 2020). This shows the readiness from the start at the place of business or MSME actors in Bintan Regency in implementing excellent CHSE implementation. In addition, the degree of change that the Bintan Regency Culture and Tourism Office wants to make in 2020 during the COVID-19 pandemic is an effort to develop tourism industry cooperation in the form of mapping for the long term by creating integration-based tourism destinations that have sustainable tourism potential. The following can be seen in the mapping conducted by the Department of Culture and Tourism of Bintan Regency, Bintan Regency,



Figure 2. Mapping Tourism Sector Long-Term Development of Bintan
Source: Department of Culture and Tourism of Bintan Regency, 2020.

Based on the picture above, the degree of change to be achieved has been well prepared as an effort to form sustainable tourism

development in Bintan Regency. The characteristics of sustainable tourism development have received the attention of the central government, which focuses on Bintan Regency in reviving tourism in the midst of the COVID-19 pandemic. Although Bintan Regency is not included in the super-priority strategic program by the Indonesian government, domestic and foreign industries engaged in the tourism sector are very helpful in the development of tourism in Bintan Regency with the Mapping that has been made by the Culture and Tourism Office in 2020.

4. Site of Decision Making

Decision-making in a policy has an important role in the implementation of a policy, both prepared and implemented. In this case, the decision-making referred to is more dominant regarding the prohibition of foreigners, in this case, foreign tourists from entering the territory of the Republic of Indonesia, based on the Ministry of Law and Human Rights under the command of the Immigration Agency as the institution that is authorized to give permission for foreigners to enter the territory of the Republic of Indonesia. Indonesia. Decision-making regarding restrictions on Domestic Travel is based on the Circular of the COVID-19 Task Force under the command of the Ministry of Health. The decision-making regarding the implementation of the CHSE was determined by the Ministry of Tourism and Creative Economy under the command of the Ministry of Health as an effort to prevent COVID-19 and restore the tourism sector. Based on the description of the location of decision making by three central government stakeholders, it is appropriate to strengthen the tourism sector in preventing the COVID-19 pandemic, if there is no location for decision making, it will have a negative impact on tourism activities from foreign tourist visits in Bintan Regency so that network governance has the basic power of rules. regulations for the sustainability of tourism in Indonesia, especially Bintan Regency.

5. Program Implementors

In carrying out an action program or activity, it must be supported by competent policy implementers. The implementation of the policy of prohibiting foreigners from entering the territory of the Republic of Indonesia has been implemented since April 2020 until now. The prohibition of foreigners from entering the territory of the Republic of Indonesia is granted an exception for foreigners who come from countries that are free from COVID-19, have a COVID-19 free certificate in English, and a letter of willingness to take part in a 14-day quarantine carried out by the Republic of Indonesia. So it can be emphasized that the implementation of the program is emphasized in an administrative form before starting all activities in Indonesia, meaning that the tourism sector which is in great demand by foreign tourists visiting Bintan Regency must follow health protocol as a form of preventing the spread of COVID-19. Then the implementation of the Domestic Travel restriction program is carried out in all airports, ports, stations, and terminals that connect between cities, regions, and provinces. This Domestic Travel restriction program is made easier by the existence of new rules in Circular No. 12 of 2021 with the enactment of the rules regarding GeNose C19. The implementation of the CHSE implementation program in Bintan was carried out for the first time in Indonesia (Journey of Indonesia, 2020).

The Bintan Regency CHSE Training was held in two stages in 2020, the first phase of Phase 1 was held in the Lagoi area (Nirwana Garden Resort, The Anmon Resort Bintan, and Angsana Bintan) which was attended by 800 participants and the second phase of Phase 2 was held in the Trikora area (De Bintan Villa and Hello Bintan), which was attended by 500 Participants. Until now, the implementation process of implementing certification in Bintan Regency is still running for several business places that have been certified, are being processed, and some have not been certified. The Ministry of Tourism and Creative Economy of the Republic of Indonesia confirms that the

implementation of this CHSE to be applied to all Business Places or MSMEs will not hesitate to temporarily close / revoke Business Place permits for actors who have not implemented this CHSE certification ([Ministry of Tourism and Creative Economy of the Republic of Indonesia, 2021](#)).

Implementing a policy or program must be supported by competent and capable policy implementers for the success of a policy. And this has to be exposed or contained properly, whether a policy has mentioned the implementor in detail and clearly. Then at this time in the context of implementing the Bintan Regency tourism action program, the local government has an action plan that has been prepared if the implementation of CHSE has met the standards of the central government, then tourism activities will run again while maintaining the Health Protocol. Based on the researchers' findings on secondary data in 2020, there were a number of international events and activities prior to the COVID-19 pandemic. The action program which has become the annual calendar of the Bintan Regency Culture and Tourism Office on an international scale can be seen above. However, until now the calendar of tourism activities has entered one semester in 2021, there has not been an event carried out because the COVID-19 pandemic is still high from various countries in the world so that various efforts are made and the readiness of local governments to strengthen Health Protocols, Vaccinations, CHSE Programs, Planning Travel Corridor Arrangement, Application of MICE, Application of GeNose so that with the preparation of the strategic plan, international activity programs in the Regency tourism sector can be carried out in the future.

6. Resources Committed

The development of sustainable tourism in Bintan Regency requires solid integration and coordination between the use of natural resources, human resources, and artificial resources in a time, spatial dimension, and coordinated to be effective, effec-

tive, and efficient. The resources needed in implementing the policy for the prohibition of foreigners, especially in Bintan Regency, are actually very minimal. However, what is needed is the dissemination of synchronized information prior to the establishment of the acceleration policy through international airlines, border domains (Singapore, Malaysia, China), and through the Government's official website, namely the Immigration website, the Indonesian tourism website, and several social media to disseminate policies regarding prohibition of foreigners to enter the territory of the Republic of Indonesia.

Furthermore, the resources needed in the implementation of this Domestic Travel Restriction policy are checkpoints before passengers travel domestically for tourism visits. In addition, with the implementation of new regulations regarding GeNose C19, the Government is expected to immediately provide access to all ports and terminals to have a Genoese C19 checking tool that can be accessed by all passengers and actors involved in tourism activities in Bintan Regency. The resources needed in the implementation of CHSE certification in the tourism sector of Bintan Regency are the need for expert staff who carry out CHSE certification provided by the Ministry of Tourism and Creative Economy in the implementation of this CHSE certification.

In addition, from the Tourism Entrepreneurs side, readiness is needed in the form of Health Protocol tools, and workers who will be trained by the Ministry of Tourism and Creative Economy in tourism activities in Bintan Regency. The regional government currently requires other resources in the form of vaccination, Health Protocol assistance for tourism entrepreneurs, rapid implementation of CHSE certification, and forms of continuous supervision in the implementation of CHSE after the certificate is given so that Bintan Regency tourism activities are in line with the targets desired by all stakeholders.

CONTEXT OF IMPLEMENTATION OF BINTAN REGENCY TOURISM DEVELOPMENT

1. Power, Interests, and Strategies of Actors Involved

The government's policy in developing sustainable tourism in Bintan Regency during the COVID-19 pandemic to maintain the lives of small communities from the village level will be closely related to the issue of power. The relationship between powers or between the authorities of the government and local governments in the management of sustainable tourism development in Bintan Regency is faced with the problem of attracting interest in the power of the paradigm. Power, Interests, and Strategies Actors in the implementation of the ban on foreigners entering the territory of the Republic of Indonesia have interests that include the protection of Public Health in this COVID-19 pandemic. The strategy that has been made by issuing Regulation of the Minister of Law and Human Rights No. 11 of 2020 has purposely limited the spread and cut off the spread of the new COVID-19 variant in Indonesia. However, for the tourism sector in Bintan Regency, the implementation of the ban on foreigners entering the territory of the Republic of Indonesia has had a very bad impact, according to several statements by the informants discussed in the previous paragraph.

The tourism sector of Bintan Regency hopes that the Government will immediately cooperate in implementing the Travel Corridor Agreement with several countries to restore the tourism sector in Bintan. The Government, the Minister of Foreign Affairs, and the Minister of Tourism and Creative Economy have the greatest power in implementing the Travel Corridor Agreement to immediately implement the planned Travel Corridor Agreement program. Furthermore, the Power, Interests, and Strategies of Actors in implementing Domestic Travel Restrictions are carried out based on the goal of preventing and breaking the chain of spreading COVID-19 to other regions in Indonesia, especially Bintan Regency is a border zone that must be anticipated by stakeholders in Bintan Regency. This is especially for

people who come from the COVID-19 red zone who want to travel to other regions. With the policy regarding the need for initial screening before traveling domestically, it is hoped that it can minimize the spread of COVID-19 in the domestic tourism sector in Bintan Regency.

The strategy carried out is made easier by checking facilities using the Genoese C19 method which is currently available at Raja Haji Fisabilillah Airport and several ports on Bintan Island. Unfortunately, for several other places such as ports and other terminals, there is still a lack of availability of Genoese C19 facilities. Genoese is more affordable and faster, with a cost of 50,000 IDR, prospective passengers can get the Genoese C19 facility. It is hoped that in the future the Government can provide GeNose C19 facilities for all ports and terminals in Bintan Regency. The powers, Interests, and Strategies of Actors in implementing CHSE based on the objective are to recover the tourism sector quickly. If the Business Actor has been certified and implemented the CHSE, it is hoped that potential tourists visiting Bintan Regency will feel safe again for vacation. In addition, it is hoped that with a good CHSE implementation, several countries that will cooperate with the Travel Corridor Agreement will feel safe collaborating with the Indonesian Government because of the Government's seriousness in implementing CHSE, especially the tourism sector in Bintan Regency.

2. Institution and Regime Characteristics

Various institutions during the COVID-19 pandemic have a special focus on always prioritizing Public Health. Although this is in contrast to tourism activities before the COVID-19 pandemic. Based on the researcher's analysis and some of the informants' statements obtained regarding the Travel Corridor agreement, this is actually the best solution by continuing to carry out good Health Protocols and careful preparations from MSME Business Actors in the tourism sector of Bintan Regency in order to prevent the spread of COVID-19. The planned Travel

Corridor agreement is the uncertainty of the designated developing countries, especially Indonesia, especially since Bintan Regency has a border area with Singapore and Malaysia. For example, Singapore is currently still postponing the Travel Corridor agreement with the State of Indonesia for an undetermined period of time, not confirmed because the bureaucracy and management in handling the COVID-19 pandemic have not been good. So, the researcher hopes that the Central Government, which has the authority to enter into agreements with other countries, will immediately re-discuss the previously planned Travel Corridor agreement by improving good management.

The tourism sector of Bintan Regency must continue to run, according to several statements by informants that the tourism sector of Bintan Regency provides a very large role for the community, regional income, and also the sustainability of tourism activities in Bintan Regency. With the implementation of this CHSE, the Ministry of Tourism and Creative Economy has several emphases, such as the revocation of the permit or the closure of the place of business if it is not CHSE certified. The Ministry of Tourism and Creative Economy is firm in this regard, but the objectives to be achieved are indeed expected to be commensurate with the efforts made with the implementation of this CHSE. However, the role of the local government at this time does not have more power because the policies and authority of the regime are in the central government in controlling and preventing COVID-19 in the tourism sector of Bintan Regency, currently, the regional government regime and stakeholder actors in Bintan Regency are only waiting for instructions in carrying out tourism activities in Bintan Regency. For example, many international-scale tourism events have been delayed by the character of the regime holding fully in licensing the implementation of tourism activities in Bintan Regency.

3. Compliance and Responsiveness

Compliance in the implementation of the prohibition on for-

eigners to enter the territory of the Republic of Indonesia has been carried out well, as shown by the number of foreigners entering the territory of the Republic of Indonesia on a year-on-year basis, which decreased by 89.05% (BPS, 2021). This shows that compliance in the prohibition of foreigners from entering the territory of the Republic of Indonesia is really implemented. However, the impact that occurred on the level of compliance and responsiveness was that tourism in Bintan Regency weakened significantly, this made the local government strengthen and exclude potential tourists in the border area, finally the exception used the concept of the travel bubble in Bintan Regency. In general, there are still foreigners entering the territory of the Republic of Indonesia because there are exceptions for foreigners who are willing to follow a 14-day quarantine for tourists who have entered Indonesia, especially in Bintan Regency. The responsibility for granting permits for foreigners to enter the territory of the Republic of Indonesia is fully held by the Immigration Agency as the institution that gives the authority to allow or refuse foreigners to enter the territory of the Republic of Indonesia in accordance with the requirements of tourism travel that has met the requirements or not in Bintan Regency.

Compliance in the implementation of Bintan Regency certification is quite good, but not all Business Places or MSMEs in Bintan Regency have been CHSE certified. The total percentage of certified Business Places or MSMEs in Bintan has not been published by the Ministry of Tourism and Creative Economy, but to date, 47 Business Places in Bintan are categorized as CHSE "Very Good". Responsibility, in the end, is still held by every Business Place or MSME in implementing compliance in tourism activities, the ministry of tourism and the creative economy in this case can only be an institution that oversees the activities of Business Places or MSMEs to implement CHSE in tourism activities in Bintan Regency.

CONCLUSION

Based on Content of Policy Affected Interests; There are differences in interests between stakeholders in the implementation of tourism development policies in Bintan Regency, so that it becomes one of the obstacles in implementing tourism development policies in Bintan Regency. If the difference in interest is not anticipated, it has the potential to create a conflict of interest. On the Type of Benefit; There is a gap in terms of the benefits received between large-scale industries and the benefits felt by the surrounding community and MSMEs in the implementation of tourism policy development in Bintan Regency. When the COVID-19 pandemic occurs, large-scale industries that are more “ready” with health facilities will get greater benefits than MSMEs that do not have adequate health facilities. In other words, the innovation of tourism development policies in Bintan Regency has not been optimal so that the perceived benefits are not evenly distributed. Next is the Desired Degree of Change; The desired degree of change is the creation of conducive tourism conditions to create an economic cycle for the community. This is achieved by increasing the S.O.P on the Travel Bubble.

Decision Making; The central government is still the main actor in decision-making. The thing that is considered by the central government in making decisions regarding the implementation of tourism development in Bintan Regency is the readiness of stakeholders in implementing CHSE, MICE, and other health facilities. Continued Program Implementation; The program that can be implemented by the government related to tourism development policies in Bintan Regency to date is empowerment-based tourism activities carried out by stakeholders at the district level. Previously, the government had planned an action program for national and international tourism activities, but this could not be implemented due to the COVID-19 pandemic, and Required Resources; Resources (in this case stakeholders) are one of the obstacles in implementing tourism policies in Bintan Regency. This occurs because of the uncertainty of the

transfer of authority regarding standard operating procedures by the central government to relevant stakeholders so that policy implementation cannot run properly, including in the context of the required resources.

Based on the Context of Implementation including Power, Interest, and Strategy; The interest in increasing the number of tourists is still the main focus of several stakeholders, especially stakeholders who are the main actors in implementing sustainable tourism development policies in Bintan Regency. This has an impact on the low level of community involvement and empowerment in policy implementation, which should be a policy innovation, especially during the COVID-19 pandemic. But on the Characteristics of an Institution, Institution, or Regime; The characteristics of the regime at the time of implementing sustainable tourism development policies were semi-centralized which was reflected in some affairs, especially natural resources held by the central government. Meanwhile, in terms of tourism governance, the characteristics of the regime are centralized which is reflected in the limited authority of local governments in terms of implementing sustainable tourism policies in Bintan Regency.

Then obedience and responsiveness; Community responses related to sustainable tourism development policies in Bintan Regency are divided into positive and negative responses. The positive response is reflected in the preparation for reopening the border in accordance with the plan, this is because the regulations made by the government are quite strict. On the other hand, the absence of standard operating procedures that regulate empowerment-based tourism activities has triggered a negative response from the community because, during the COVID-19 pandemic, everything that could possibly happen in the tourism sector has no limited scope.

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Grindle Concept Model Implementation Policy Tourism Bintan Regency

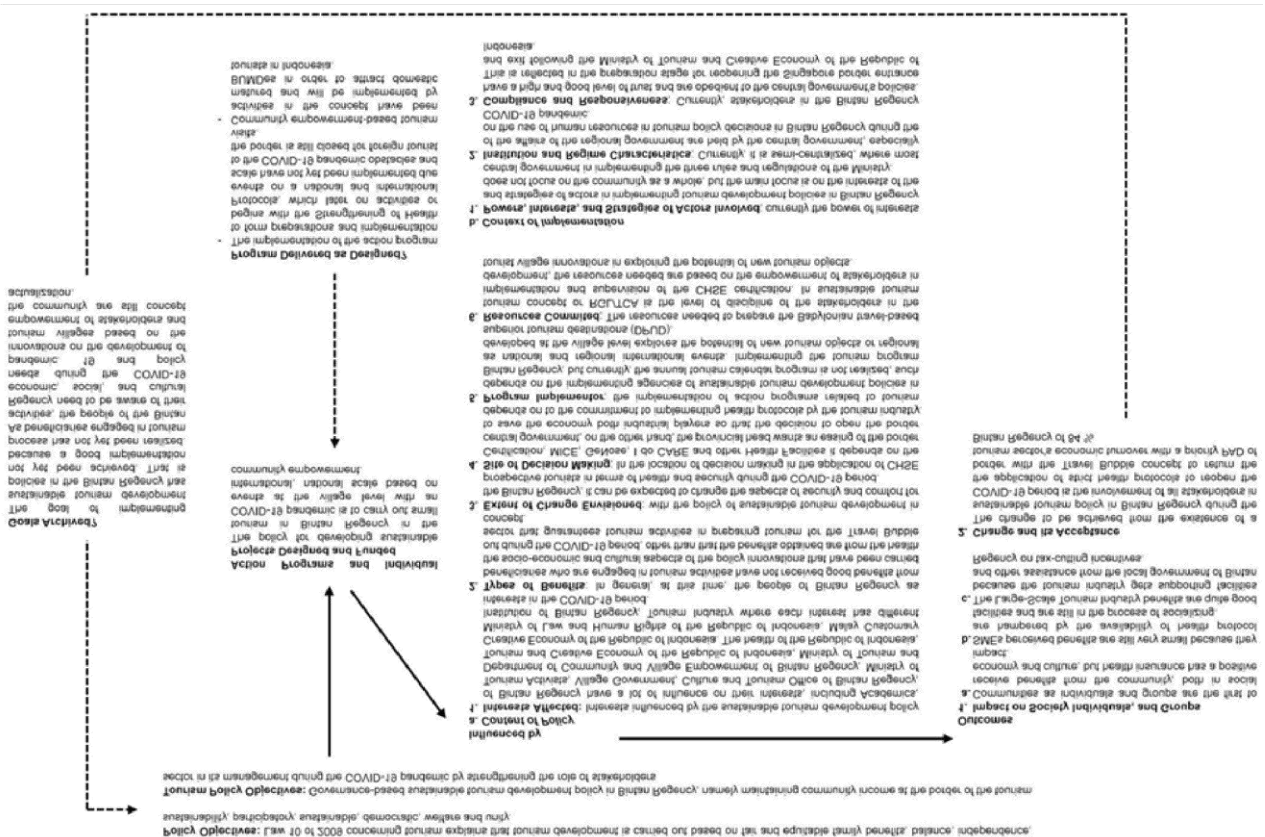


Table 2. Treemap Hierarchy Coding Results based on 6 Informants

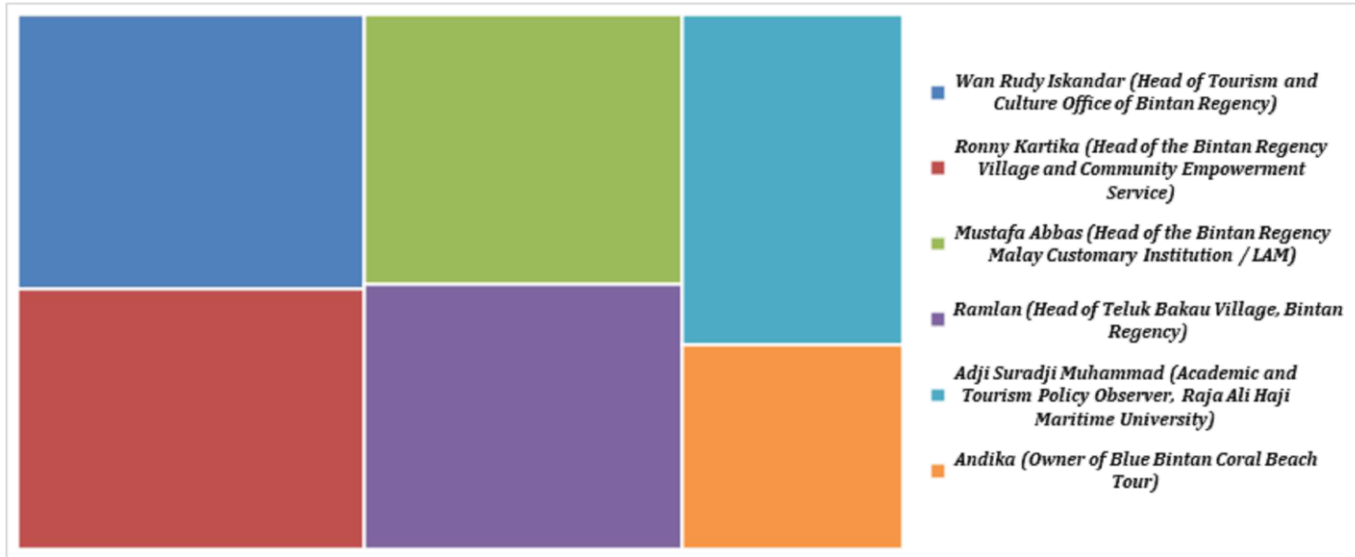
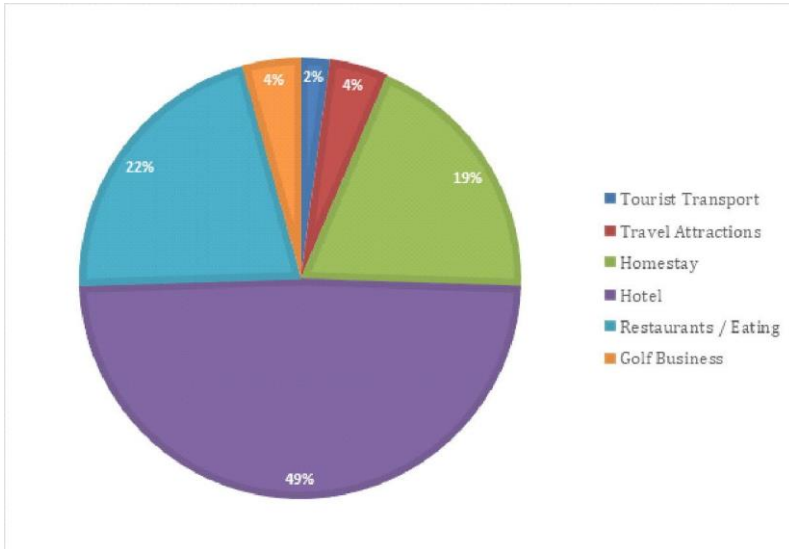


Figure Bintan Tourism Industry with Satisfactory CHSE



Source: Bintan Regency Culture and Tourism Office, 2021