

West Nusa Tenggara Tourism Policy Learning Responding to the Covid-19 Pandemic

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Abstract

The spread of Covid-19 directly hit the tourism sector in West Nusa Tenggara (NTB). Changes in West Nusa Tenggara tourism conditions require the government to adopt new policy measures to deal with conditions. Local governments in NTB are trying to restore the tourism sector with a social configuration or policy environment. This study explores policy learning in tourism recovery in the West Nusa Tenggara region due to Covid-19. The method used is a literature review with a narrative review approach. The literature analyzed in this study comes entirely from journal articles discussing tourism recovery in NTB due to the Covid-19 pandemic. Policy learning at the micro-level shows that policymakers must absorb the socio-cultural values of the community as a consideration in taking steps to improve tourism. At the meso level, some tourist destinations still find it challenging to get out of the pressure of the pandemic due to limited infrastructure to the preparation of human resources in anticipating the effects of the pandemic. At the macro level, direct intervention from the Ministry of Tourism is needed in three aspects. First, build tourism supporting facilities. Second, various policies are implemented based on Cleanliness, Health, Safety, and Environmental Sustainability (CHSE). Third, tourism recovery involves multi-stakeholder. This study contributes to making a theoretical contribution to policy learning in restoring the tourism sector due to the pandemic. Practically, this study can be a reference for the government in restoring the conditions of various tourist destinations in NTB.

Keywords: Policy Learning, Tourism, Pandemic

A. INTRODUCTION

The COVID-19 pandemic that has spread throughout the world has significantly changed the policies of all countries. In a short time, the entire world's population paid attention to the number of the spread of this virus. On a broad scale, the spread of the virus that occurred in a short time seemed to be a warning to maintain physical distance from one another. Some countries even carry out regional quarantine as a protection measure from the threat of the virus from outside. As a result, the policy boils down to handling the impact of the pandemic. This system change leads to the health sector as the main focus in carrying out daily life.

Meanwhile, Indonesia responded to the pandemic by implementing preventive policies. Large-Scale Social Restrictions (PSBB) to the Enforcement of Restrictions on Community Activities (PPKM). Everything is done to control the spread of the virus that is increasingly widespread. This policy change is a form of government policy learning in responding to the dynamics of the spread of the pandemic in the community (Moyson et al., 2017) Policy learning refers to social configurations aligned with policies to prevent the spread of the virus in other countries. The legal basis for implementing preventive policies in Indonesia refers to Law Number 6 of 2018 concerning Health Quarantine (Undang Undang Nomor 6 tahun 2018 tentang Kekarantinaan Wilayah, 2018). This regulation contains the minimization of outdoor activities,

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including trips outside the region. This regulation contains the minimization of outdoor activities, including trips outside the region.

However, cross-regional travel restrictions have a more severe impact on the tourism sector. However, tourism is the area most affected by the pandemic. The United Nations World Tourism Organization (UNWTO) shows that the number of global tourists in 2020 is significantly reduced. Cross-country travel has fallen dramatically by 22% in Q1 2020 (World Tourism Organization, 2020). Asia and the Pacific experienced a decline in visits to the largest reaching -96% in international arrivals in January 2021 due to slow vaccinations, regional closure policies, and other factors (UNWTO, 2021). Meanwhile, in Indonesia, foreign tourist visits in the range of a year from August 2019-2020 decreased sharply with a percentage of minus 89.22% (Anggarini, 2021). This condition is very worrying, considering that 11.83% of the working class in Indonesia depend on the tourism industry for their livelihood. Accordingly, through its survey, the Ministry of Tourism and Creative Economy noted that the pandemic forced around 5,242 people to quit their jobs in the tourism sector (Suprihatin, 2020).

As reported by the kemenparekraf.go.id website, the Minister of Tourism and Creative Economy/Head of the Tourism and Creative Economy Agency is concerned with restoring the top tourist areas in Indonesia, including Borobudur, Mandalika, Labuan Bajo, Lake Toba, and Likupang (Kemenparekraf RI, 2021). This recovery is carried out through the construction of tourism supporting facilities (Rukendi, 2021). In the field of tourism, the policy issued by the Ministry of Tourism and Creative Economy/Head of the Tourism and Creative Economy Agency (Kemenparekraf/Barekraf) refers to the Decree of the Minister of Health Number HK.01.07/Menkes/382/2020 concerning Health Protocols for Communities in Public Places and Facilities in Order of Prevention and Control of Corona Virus Disease 2019 (COVID-19) (Dinas Pariwisata Provinsi NTB, n.d.). The regulation was then followed up by implementing a policy called Cleanliness, Health, Safety, and Environmental Sustainability (CHSE) aimed at all tourism areas (Kemenparekraf/Barekraf, 2020). This policy is a form of certification for tourism businesses, tourism destinations, and other tourism products and is an instrument to guarantee safety and comfort for tourists who want to travel to Indonesia.

The application of CHSE is an effort to adapt to the Indonesian tourism industry during the pandemic (Anggarini, 2021). Through CHSE, it is hoped that tourists, both local and foreign tourists, will return to visit Indonesia who is ready with all kinds of activities. So far, based on data released by the CHSE of the Ministry of Tourism and Creative Economy, it shows that there are 5,882 of the 34 Provinces certified tourism businesses. This number certainly has an impact on efforts to restore sustainable tourism.

As one of Indonesia's ten priority destinations, West Nusa Tenggara has also felt the economic impact, as shown by laying off 15,000 tourism workers, consisting of hotel workers (Suprihatin, 2020). Based on data released by the Department of Culture and Tourism (Disbudpar) of West Nusa Tenggara (NTB), the number of tourists to NTB in 2020-2021 is under one million. There was a drastic decrease in visits to the NTB area during the Covid-19 pandemic (Dinas Kebudayaan dan Pariwisata Provinsi NTB, 2021). In 2020, the number of visits only reached 400,595 visits, and in 2021 the number of visits was 344,733. This tourist visit data is much different from 2019, which reached its highest point, 3,706,352 visits. Previously, after the earthquake that hit NTB, fluctuations in tourist visits occurred in 2018, with a total of 2,812,379 visits.

Mandalika, as a leading tourist destination in NTB, has implemented various steps to restore tourist visits. The Mandalika area is part of the five national priority tourist destinations

(Chotijah, 2021). The Indonesia Tourism Development Corporation (ITDC), as the company managing the Mandalika area, continues to build marketing communications for this tourist destination (Wulung et al., 2020). The area, which has 1,024 hectares, will become the world's focus with the MotoGP event. ITDC, as a State-Owned Enterprise that manages the Mandalika area, has carried out promotions and various preparations to support the recovery of Mandalika tourism (Chotijah, 2021).

Policy Learning is a manifestation of the tendency of actors to make policies based on knowledge of policy and events that occurred in the past and based on expertise to create a better future (Bakır, 2017). Policy learning studies have also developed in several sub-studies such as diffusion, individual and collective learning, transfer, and social learning to use knowledge (Dunlop & Radaelli, 2018). In the tourism sector, policy learning tries to look at several aspects that must be improved due to the paradox of sustainable tourism (Michael Hall, 2011). The pandemic requires the tourism sector to learn to implement adaptive policies and support the sustainability of this sector. The pandemic has forced tourism actors in Vietnam, such as operators, to demand new policy strategies in system restructuring and financial assistance from the government (Do et al., 2021). The pandemic has also made the Taiwan government implement several sustainable policy strategies so that the tourism sector is revived (Tsai, 2021). In addition, a study in Tanjung Puting Indonesia shows that if the government intervenes in tourism at the meso level, namely at the destination, it can escape the pressure of the pandemic (Kristiana et al., 2021). The Uzbekistan government has also taken anticipatory steps in dealing with the negative impacts of the pandemic, such as financial compensation if tourists are infected with Covid-19, providing subsidies, and providing certificates for hotels that have implemented the protocol (Allaberganov et al., 2021). Therefore, the study tries to provide a new perspective in the context of policy learning in the tourism sector in West Nusa Tenggara at the micro, meso, and macro scope with a literature review approach.

This study aims to explore policy learning in tourism recovery in the West Nusa Tenggara region based on this explanation. Policy learning is divided into three levels: micro-level, meso, and macro (Moysen et al., 2017). At the micro-level, actors and policy implementation refers to the social configuration. At the meso level, policy learning relies on the role of science and knowledge. There are at least two sciences that develop here, namely political science and organizational science. This basic assumption explains that policy cannot be separated from interest group debates that put social issues on the policy agenda. Actors are within the scope of the organization.

Meanwhile, at the macro level, prioritizing the systems approach and policy trajectory. This policy trajectory is not only applied to one particular region (Moysen et al., 2017). On the other hand, the macro level can be realized by implementing cross-border policies between governments. Based on research, policy learning becomes a tool to formulate practical policy recommendations for tourism restoration policies in the West Nusa Tenggara.

B. RESEARCH METHOD

This study refers to the concept of policy learning by analyzing tourism learning in West Nusa Tenggara. The method used in this study is a literature review with a narrative review approach. A narrative review is carried out by identifying articles that have been published, avoiding duplication, and conducting searches related to the latest studies (Ferrari, 2015). The literature search was carried out using several means such as Google Scholar, Garuda Portal, ResearchGated, and Tandfonline. Search articles for literature reviews sourced from various

journal databases using several keywords: Policy Learning Tourism, Adaptation Tourism policy, Policy Change Tourism, Policy Diffusion, and Recovery Tourism Industry. We found 357 articles related to the theme used and selected 21 relevant articles as material in the literature review.

Data analysis goes through several stages. The first process is selecting literature with the theme of tourism policy learning research in the pandemic era. Second, the data is categorized by selecting the relationship with the research theme. Third, data based on the research theme will be recorded. Fourth, each data presented is then searched for interpretation or evaluation of each journal obtained (Ferrari, 2015).

Table 1. Literature Criteria

Part	Data inclusion	Data exclusion
Research locus	Research related to the area of West Nusa Tenggara (NTB). Research in other areas is still included considering the context of the NTB region because they have socio-cultural similarities.	Research conducted outside the NTB area does not include
Context	Field research journals, literature studies, service journals, policy learning analysis, community social analysis, policy environment, tourism development during the pandemic	Paper briefs, personal opinions, blog articles, and book chapters are not the criteria for review.
Method	Qualitative, quantitative, mixed methods, and literature studies	
Research theme	Studies related to policy and tourism as policy learning materials for the context of West Nusa Tenggara	do not use studies related to applied science

C. RESULTS AND ANALYSIS

West Nusa Tenggara (NTB) is one of the areas that has great tourism potential in Indonesia. One of the portraits can be seen by including several NTB tourism destinations in the national strategic tourism plan. Mandalika, as stated in Government Regulation (PP) Number 7 of 2013 concerning the Master Plan for Tourism Development 2013-2028, is a National Tourism Strategic Area accommodated by Special Economic Zones. The two PPs have become the political power of this tourist destination area as a priority for developing national tourist destinations. Until 2018 the construction of supporting facilities for the Mandalika tourist area would continue to be carried out, especially hotel facilities, places of worship, and other facilities (Hariani et al., 2020).

Disasters are one of the most influencing factors for tourism visits. NTB has a slice of a story about the impact of disasters on the tourism sector for the last twenty years (Suprihatin, 2020). For example, the Bali Bombing I in 2002, followed by the Bali Bombing II in 2005, significantly reduced tourist visits to NTB. The lack of visits occurs because of the geographical aspect that is close to the island of Bali. NTB tourism was tested when an earthquake occurred in 2018. So from this case, the tourism industry on the island of Lombok cannot be separated from a series of disasters, both regional and global disasters.

Covid-19, which is currently a global disaster, dramatically affects tourist visits to tourist attractions. At least in the last two decades, foreign exchange through the tourism sector globally has been associated with several threats (Suprihatin, 2020). In 2001, for example, the SARS virus had reduced the number of tourist visits to several countries that are susceptible to this virus.

The spread of Covid-19 that has hit all countries impacts visits to tourist attractions with a decrease in the quantity below 30% (Suprihatin, 2020). So that the disaster can be said to have a significant influence on the tourism sector.

There are three effective strategies to restore national tourism (Anggarini, 2021). The first is an adaptation that changes the methods and behavior of tourism entrepreneurs to provide a sense of security and comfort to consumers or visitors. This adaptation itself is based on changes in interactions during the pandemic. Second, apply the principles contained in the CHSE that has been designed by the Ministry of Tourism and Creative Economy. This CHSE emphasizes providing guarantees for visitors to tourism businesses. As stated in the CHSE, business actors in tourist areas must apply for certification to the government so that the CHSE parameters can be a step to validate tourism businesses that ensure a sense of comfort for tourists. Third, through multi-stakeholder collaboration in implementing sustainable tourism (Anggarini, 2021).

Policy learning in this study describes tourism policy in West Nusa Tenggara. The selection of this object is inseparable from a condition wherein, in 2018, this area experienced a disaster and impacted its tourism sector. Policy learning is essential because it divides three essential hierarchies: micro, meso, and macro (Moysen et al., 2017). In this study, the study of learning policy on the study of literature.

Table 2. Literature Review

Policy learning	Author and year of publication	Research purposes	Method	Text output
Micro Level	Ahmad Abdan Syukron, (2021)	Information Center Development and Promotion	Qualitative	Information boards are directly useful for residents
	Isnan Nursalim et al., (2020)	Analysis of the influence, contribution of social capital in development, and strategies and factors that influence the development of the Mas-Mas Tourism Village, Central Lombok	Mixed Method	<ul style="list-style-type: none"> • The value of community social capital affects the community's active role in the development of tourist villages. • Social capital contribution; the formation of social networks, the existence of socialization of a wig-a wig (customary rules) to tourists • Strategy; (1) optimizing the potential of the community and innovating with the tourism programs offered, (2) maintaining and preserving nature and the environment which is carried out in the form of village clean-up activities, (3) increasing the community's ability to speak foreign languages through intensive training, (4) adding tourism supporting facilities either through the construction of

				new facilities or sharing with facilities already owned by the community.
	Saharudin et al., 2021	See differences as a manifestation of the socio-cultural transformation process before and during the Covid-19 pandemic by taking into account the distinguishing characteristics (especially the external structure)	Qualitative	<ul style="list-style-type: none"> • The domain of the socio-cultural transformation of the Sade community during the Covid-19 pandemic mainly occurred in the realm of ritual traditions. • The socio-cultural transformation that occurred in the Sade indigenous people was pursued through dialectics or negotiations represented by local leaders, • In the socio-cultural dialectic of the Sade indigenous people, cultural views are still held (especially by kiyai and mangku), but some social behaviors (during the pandemic period, especially after the new normal period is enacted) must be modified.
	Tama Krisnahadi, 2020	The impact of covid-19 on culinary business income on Pandanan Beach, North Lombok Regency.	Qualitative	<p>The income of culinary business actors at pandanan beach tourism objects where there is a significant decrease in income by 85%</p> <p>while 15% of the total business actors take advantage of technological developments to maintain their income and even increase their income turnover.</p>
Meso (Organization Theory)	Ni Luh Sueni Widyanti et al., 2020	Knowing the management of public toilets in the tourist attraction of Kuta, Lombok. Describe the management of public toilets in the tourist attraction of Kuta Lombok	Qualitative	<ul style="list-style-type: none"> • Toilet conditions are not adequate. There needs to be cooperation between the government and the local community in the management
	Azhar Amir et al., 2020	Identifying the potential condition of tourist village destinations and classifying the status of the stages of tourism village development in Central Lombok	Mixed method	<ul style="list-style-type: none"> • The readiness of the community and management institutions is considered not optimal. • There are 4 Tourism Villages with developing statuses such as Kuta Village, Selebung Village, Barabali Village with natural attractions, and Setanggor Village with cultural tourism attractions. The status of a tourism village that has

				developed with the application of CBT on cultural attractions of the Sasak tribe, Sade Village in Rembitan Village, and Ende Village in Sengkol Village.
	Nasution & Rahmawati, (2021)	Program and application of smart tourism in West Nusa Tenggara	Qualitative	<ul style="list-style-type: none"> • There is an ICT gap in the community around tourist destinations. • Necessary to cooperate with government institutions and other institutions related to tourism. • In order to build a smart tourism program, cross-stakeholder integration is needed in tourism services and adequate information technology facilities.
	Said et al., (2021)	Analyze Tourism Area Life Cycle (TALC) and the product life cycle (PLC). focuses on old tradition or ancient heritage, and natural beauty.	Forum Group Discussion (FGD)	TALC still provides options for innovation in the stage of tourism rejuvenation, the urgency of E-Tourism with the support of HR
	Sugandi et al., (2020)	To produce community-based homestay management strategies	Qualitative approach	<ul style="list-style-type: none"> • Homestay is in strong internal and external conditions. • The right strategy to spur homestay visits to tourist attractions by increasing marketing factors including digital promotion infrastructure, product governance, innovation, and aspects related to community empowerment.
	Rahmawati et al., (2021)	To determine and Service Quality influence on Revisit Intention to Sesaot Rural Tourism Area, Narmada District, West Lombok Regency, and West Nusa Tenggara.	Quantitative	<ul style="list-style-type: none"> • The Attraction variable does not affect Revisit Intention. • As for location variables also do not affect Revisit Intention. • The service quality affects Revisit Intention
	Fitriana & Lestari, (2021)	Raises the personal selling ability of the tour guides in 6 tourist villages in West Nusa Tenggara	Mix Method	The participants of the tour guide training organized by the Ministry of Tourism and Creative Economy of the Republic of Indonesia have succeeded in mastering grooming techniques, product knowledge, and negotiation skills

	Dewi, (2020)	Learning about the existence of the Sky Gate tourist destination in the midst of Covid-19 in Bengkaung Village, Batulayar District, West Lombok	Qualitative descriptive method	<ul style="list-style-type: none"> • The economic base that is applied with a tourism-oriented orientation at Pintu Langit can compete with other villages without ignoring the protocol to prevent the spread of Covid 19. • The community synergy with the government for the development of a sustainable tourism sector. • The government's role in providing adequate road facilities, safety and comfort for tourists is an effective strategy even during a pandemic.
Macro (policy system)	Desy Tri Anggarini, 2021	We are reviewing the impact of Covid -19 and policy responses to the tourism sector by health procedures.	Qualitative	<p>There are three strategies for the recovery of the tourism sector</p> <ol style="list-style-type: none"> 1. Innovation 2. Adaptation 3. Collaboration
	Wiwik Suprihatin, 2020	Analyze the consumer behavior of tourists in the era of the Covid-19 pandemic, the case of West Nusa Tenggara tourism	Qualitative	Adaptation, activating the needs of tourists, so that consumer behavior will be formed, characterized by purchasing decisions.
	Yuni Sulpia Hariani et al., 2020	Analyze the factors that influence tourist satisfaction, analyze the relationship between the level of tourist interest and the performance of tourist attractions, and design development strategies based on tourist satisfaction on the performance of elements of Kuta Lombok Beach Attractions	Mixed Method	<p>The satisfaction of foreign tourists visiting Kuta Beach Lombok is influenced by eight factors: accommodation, hospitality, transportation, public facilities, infrastructure, tourism facilities, security, and price. The results of the IPA (Important Performance Analysis) analysis show that the performance of the elements of Kuta Lombok Beach Tourist Attraction has been able to satisfy tourists.</p> <p>The strategy for developing Kuta Lombok Beach is to improve the performance of tourist attractions' elements immediately.</p>
	Rahmafitria & Purboyo, (2021)	Discuss the idea of Local Economic Development (LED) based on local creative communities as a basis in developing	Qualitative approach	Tourism objects directly create wide employment opportunities and reduce the number of poor people in tourist areas.

		tourism in regional context.		
	Jaelani et al., (2020)	Explained the impact of the corona virus on the management halal tourism supply chain in West Nusa Tenggara.	Descriptive normative legal research	The management of West Nusa Tenggara halal tourism tends to be exclusive, according to Islamic teachings, and combined with its natural attractions.
	Stevany Hanalya Dethan, 2020	Analyze the influence of product attributes on the decision of tourists to visit (study on tourist areas on the island of Lombok)	Quantitative	Tourist attractions, amenities, accessibility, and product attributes significantly affect tourists' decisions to visit tourist areas on the island of Lombok.
	Muawanah et al., (2021)	Halal tourism strategy in NTB during the Covid-19 pandemic	Literatur review	The strategies needed or priorities are destination improvement, budget support and cooperation related to halal tourism, mitigation SOPs, and regulatory support for tourists entering Indonesia
	Maryanti et al., (2020)	The form of implementing halal tourism through the formation of a regional regulation and knowing its impact on economic development in West Nusa Tenggara	Qualitative	<ul style="list-style-type: none"> • Regional Regulation No. 2 of 2016 concerning halal tourism is implemented in stages with economic calculations and strategies during Covid-19. • Halal tourism has a positive impact on local residents from various job options to increased income. • Hotel and restaurant entrepreneurs provide religious facilities.
	Pratama et al., (2020)	Study the long-term potential of Lombok's tourism industry from a supply-driven perspective.	Descriptive Qualitative	<ul style="list-style-type: none"> • Community-based tourism, oriented to the environment and culture of conservation, as well as fair and holistic. • Resources come from the community, tourism activists, and local Islamic cultural support.

1. Policy Learning at The Micro Level

At the micro-micro level, The community in the tourist area empowers information centers as a transmission room for their business products in Tanjung Luar village, East Lombok (Syukron et al., 2021). At this point, the community participated and enthusiastically used information boards to communicate about products and marketing. In the end, it can support the development of tourist villages.

Meanwhile, the community level, social capital is a force to deal with pandemics (Nursalim et al., 2021). The social capital owned by the community will support efforts to restore tourism in Mas-Mas Village, Central Lombok. One of them is by socializing a wig-a wig or customary rules to tourists to respect local values that the local community believes. In addition, social capital also affects the level of attribution of social network formation at the community level, such as youth groups, traditional leaders, and other stakeholders and following the rules or policies implemented by the government through the Ministry of Tourism. Furthermore, during the pandemic, the social and culture of the Sade Village community adapted to change (Saharudin et al., 2021). Local leaders reiterated the description of local wisdom about the health crisis, including the compass for the emergence of a pandemic predicted in the past.

During the pandemic, there was a dialectic between the government level and local leaders. The two subjects need to work together to design cultural sustainability that learns from the context of the pandemic and the demands of tourism (Saharudin et al., 2021). At the local level, cultural practices change not at the sacred level, but modifications to the structure of reality do not touch traditional values. The enthusiasm of the Sade indigenous people to support the recovery of tourism can be seen from promotions using various media by changing the language of appeal to local languages and reviewing local knowledge in the past, the activities of tour guides with tourists traveling through the village and among mothers returning to weaving on the terraces of their houses.

At the economic level, during the pandemic, culinary business actors in tourist areas experienced a decline due to low skills in using digital devices such as social media and other product promotion tools via the internet (Tama Krisnahadi, 2020). The income of business actors on Pandanan beach has decreased drastically with a percentage of minus 85%.

2. Policy Learning at the Meso Level

At the meso level, the supporting facilities in tourism areas have not been fully developed (Widyanti et al., 2020). These facilities and infrastructure require synergy between the government and the local community to support efforts to develop the tourism sector, especially the need for supporting health protocols during the pandemic. The community and tourism area management agencies do not have adequate preparation (Amir et al., 2020). The Mandalika tourist area, especially Kuta Village, which is the core of the tourism area, is still classified as a developing tourist village. In contrast to the tourist villages of Rembitan Village and Sengkol Village, which are included in the criteria for developed villages.

3. Policy Learning at the Macro Level

Several strategies are essential for the ministry to implement at the macro level (Anggarini, 2021). The strategy is divided into three frameworks. First, an innovation points to significant changes in tourism support facilities by developing adequate infrastructure during the pandemic. Then this innovation also points to a new cultural aspect amid physical distancing restrictions and several restrictions on conventional visits. In addition, innovation also applies, where all components of tourism products such as culinary and clothing are also a concern. These business actors must change the way of doing business as regulated in the health protocol—a second adaptation that refers to the CHSE policy's implementation. Third, cross-stakeholder collaboration to jointly rebuild tourism has been hampered since the beginning of the pandemic.

Furthermore, The businesses affected during the pandemic were micro-scale businesses (Anggarini, 2021). Anggraini referred to the Indonesian Institute of Sciences to design strategies that suit the needs of tourism recovery amid a pandemic. In the first stage, Micro, Small, and Medium Enterprises (MSMEs), as informal business professions in tourist areas, need to use

digital devices as communication tools and encourage partnerships to promote and market their products.

Paradigm changes and disaster mitigation systems are combined with consumer frameworks from external tourist areas, such as extracting information about anticipated tourist needs to renew tourism products. Several studies focus on tourism management in the Province of NTB, which emphasizes the adaptation and offering of tourism products. (Suprihatin, 2020). Another study also focuses on amenities and innovations of tourist attractions on the island of Lombok (DETHAN et al., 2020). Then more specifically, the study, which has a locus on Kuta Mandalika, emphasizes the area's internal indicators such as hotel management updates and other accommodation support to attract tourists. (Hariani et al., 2020).

Policy learning refers to the social configuration or policy environment (Moyson et al., 2017). This concept is in line with Grindle's idea of the vital role of the environment in influencing the success of a policy (Nugroho, 2011). The environment has dynamic and complex characteristics, so policy learning is directed at analyzing policymakers' attitudes to respond to turmoil in society. With a large number of unemployed due to the pandemic, policymakers are updating tourism ideas and practices. The keywords for policy learning at the micro-level are social learning and strength (Parsons, 2011). Both refer to the role of community groups in policy or perhaps even opposing policies through advocacy networks.

Policy learning at the micro-level is an adaptation of social configurations, entity settings where policymakers must absorb community contextual values as considerations in making decisions. As shown by four studies, social capital is a force that must be studied and incorporated into policy issues. Meanwhile, policy learning at the meso layer is the essence of the organizational knowledge framework, and its disposition refers to the political aspect. These two studies are analytical tools or scientific learning materials for policy actors (Moyson et al., 2017). The meso layer mediates social issues and the reconstruction of the policy system, which in this paper lies between social capital and the reconstruction of the tourism policy system in the Mandalika area. The meso level articulates that interest groups accommodate organizations, both at the community level; corporate organization; and government organizations, to determine the policy agenda.

The macro-level of policy learning is a form of learning at the system level (Moyson et al., 2017). Learning at this level tends to adopt the concept of diffusion in sociology (Rogers, 2003). Learning system for decision-makers to imitate the tourism area management system implemented by the government in other places. As stated in the CHSE guidelines, tourism policy is an idea, practice, and innovation that is designed based on a network between the government, academics, and international institutions who are competent in the field of tourism. In addition, these experts provide input by adapting health regulations from both the WHO and national laws so that Indonesia's tourism policy sets CHSE as a mandatory guideline in all tourism areas during the pandemic.

D. CONCLUSION

Based on the research results, policy learning in tourism recovery in West Nusa Tenggara is divided into three layers. First, policy learning at the micro-level shows that in making decisions, policymakers must absorb contextual values or local community culture as capital for implementing policies that are pro-public—organizational, political knowledge. The meso level articulates that interest groups accommodate all groups, both at the community level, corporate organization, and government organizations, to determine the tourism recovery policy agenda for Lombok Island by the pandemic

situation. Third, policy learning at the macro layer shows that the collaboration of the government, academics, and international institutions designs a principle called Cleanliness, Health, Safety, and Environmental Sustainability (CHSE) intended for the national tourism sector. So the policy that has been implemented so far is the top-down policy. Further research needs to conduct a more in-depth search to enrich the study of policy learning at the micro-level and to unravel the social capital owned by the community in tourist areas.

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