



## IMPLEMENTATION OF TOURISM POLICY DURING THE COVID-19 PANDEMIC IN NORTH SULAWESI PROVINCE

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**Abstract:** Tourism is an activity carried out by people or groups by traveling that moves from place of residence to another place and stays for a short period of time with the aim of having fun, business, and other purposes. The keywords of this understanding are moving, traveling, having fun and staying in a short period of time. This research is focused on the implementation and policy determinants of the Governor of North Sulawesi Regulation Number 44 of 2020 regarding Guidelines for Adapting New Habits Towards a Productive and Safe Society for Covid-19, especially in Manado Nature Tourism Destinations. The data collected through the three techniques above are analyzed by modifying the analysis model of Miles and Huberman, (1992:112) with the steps of data reduction, data presentation, draw conclusions or verification. The results show that the bureaucratic structure in the policy of the Guidelines for Adapting New Habits Towards a Productive and Safe Covid-19 Society in North Sulawesi Province has not set monitors and supervisors if tourist destinations are in two government areas. Manado Nature Tourism Destinations are difficult to establish a work from home program because nature tourism provides more visitor services, not administrative services.

**Keywords:** Pandemic, Covid-19, Policy.

### INTRODUCTION

The simplest and easiest to understand public policy term departs from the term Lemay (Keban, 2004), namely public policy is a policy developed by government agencies or government officials. Lemay's simple concept is very easy to understand because in a legal state like Indonesia, which places legal certainty and the rule of law as *prima donna*, the government's role in the formation, implementation and supervision in the legal field is so large, this is relevant to Lemay's concept of public policy. Second, the easiest to understand according to Chandler and Plano (Pasolong, 2007) explains that public policy is the strategic use of existing resources to solve public and government problems. The point is clear that the policy departs from social problems,

The Dye concept which states that public policy is everything the government does with the reasons why a policy is implemented by emphasizing that every policy must be accompanied by reasons why the policy is implemented. Dye's opinion is in line with the policy concept, namely the matter of "the best choice or alternative", the government as the formulator has the authority to determine which option or alternative is the most suitable and most effective and efficient by considering various aspects to take a policy. For example, in Indonesia, every regulation product or public policy is always accompanied by reasons for the considerations that underlie the issuance of the policy product.

According to Nugroho (2011), policy implementation is in principle a way for a policy to achieve its goals. With regard to the two definitions above, the execution process of a policy occurs in the implementation process, every program, rule, and activity contained in a policy is carried out according to the policy mandate in the implementation process. For example, policies in Indonesia have hierarchies in accordance with the mandate of Law No. 12 of 2011 concerning "Formation of

Legislations", which are divided into; UUD, MPR Decree, UU/Perppu, PP, Perpres, Provincial Perda, Regency/City Perda.

Models Brian W. Hoogwood and Lewis A. Gun (1978). According to these two experts, to implement the policy, several conditions are needed. Hogword and Gunn's model proposes eight conditions for implementing the policy as follows: 1) guarantee that external conditions outside the organization will not cause major problems. 2) the availability of sufficient resources, 3) the integration of the necessary resources, 4) the implementation of the policy is based on a reliable causal relationship, 5) the causality of the relationship, 6) low dependence on other aspects, 7) the quality of understanding and commitment of the parties and 8) proper breakdown and sequencing of tasks. This model emphasizes requiring eight aspects as a guarantee of success in policy implementation. The first guarantee is that non-policy conditions will not create problems for implementation. The external condition of the policy concerns the social, economic and political conditions of the community. This means whether the community, both in terms of socio-economic and political life, has been confirmed to be ready to support implementation or vice versa. In this context there is a good experience, namely the policy of establishing the Ministry of State-Owned Enterprises Office in 1998. The Ministry of SOEs is the implementer of the policy, but all the time it is attacked violently. open or closed by technical departments that previously "controlled BUMN".

This Nakamura and Smallwod model develops a policy implementation model known as the environments influencing implementation model which consists of three elements, namely: policy formulation, policy implementation and policy evaluation. This model develops an implementation model that emphasizes that the success of policy implementation is determined by the accuracy of policy formulation that does not cause other interpretations by the parties involved, the readiness of the parties to implement the policy as formulated in the policy and finally the policy evaluation regarding the success and benefits that arise and the possibility of causing harm. loss to the other party. Public policy is influenced by three environments, namely the formulation environment, implementation environment, and evaluation environment.

The Network Model understands that the policy implementation process is a complex process of network interaction among a large number of independent actors. It is the interaction of actors in the network that determines how policy is implemented, what problems should be highlighted, and discretion occurs in policy implementation. In this model, all actors in the network are relatively autonomous, meaning that they each have different goals. There is no central actor, no actor is the coordinator. In this approach, coalitions and/or agreements between aspects that are at the center of the network are the determinants. policy implementation and success. This model emphasizes the importance of networked interactions between actors because these actors have their respective autonomy and interests and realize that there is no central actor in policy implementation. For this reason, coalitions and agreements are needed among actors for successful policy implementation and success. policy. For the successful implementation of policies and the success of achieving the goals and objectives of the policies that have been previously set, the policy regulators and implementers need to identify and give serious attention to the aspects that affect and hinder the achievement of the planned goals, to be achieved even the aspects that support success. policy. For this reason, coalitions and agreements among actors are needed for the success of policy implementation and policy success. For the successful implementation of policies and the success of achieving the goals and objectives of the policies that have been previously set, the policy regulators and implementers need to identify and give serious attention to the aspects that affect and hinder the achievement of the planned goals, to be achieved even the aspects that support success. policy. For this reason, coalitions and agreements among actors are needed for the success of policy implementation and policy success. For the successful implementation of policies and the success of achieving the goals and objectives of the policies that have been previously set, the policy regulators and implementers need to identify and give serious attention to the aspects that affect and hinder the achievement of the planned goals, to be achieved even the aspects that support success. policy.

Meanwhile, Hogwood and Gun said that policy failure was caused by implementation that was not according to plan, the unavailability of competent implementor staff, obstacles that arise outside the scope of policy formulation such as natural disasters, fluctuations in the value of money, socio-political conditions at home and abroad. The policy has been implemented according to the plan but has not had an impact on the target group due to external conditions.

Furthermore, based on the views of Mazmanian and Sabatier, Akib (2010: 4-12-13), said the characteristics of the three aspects are: First, those related to the ease or difficulty of controlling a problem such as technical problems of policy implementation, diversity of character or behavior of policy target groups, the percentage or number of target groups compared to the total population, and how the scope of behavioral changes expected by the policy, Second, related to the policy's ability to make a systematic policy implementation process such as in terms of clarity of consistency of policy objectives with implementation, accuracy of allocation of financial resources, integration between policy implementing institutions, both regulations and technical, recruitment patterns for policy implementor officials, Third, relating to aspects outside the policy that affect the implementation process such as socio-economic and technological conditions outside of policy implementation, community support, disposition of human resources, regulators and implementing officials.

Suwantoro (2004) defines the term tourism, which is a change in a person's temporary residence outside their place of residence for a reason and not to carry out activities that generate wages. Thus, it can be said that a trip taken by one or more people with the aim of, among other things, to get pleasure and fulfill the desire to know something. It can also be due to interests related to sports activities for health, conventions, religion, and other business purposes. Tourism potential is all objects (natural, cultural, artificial) that require a lot of handling in order to provide attractive value for tourists (Damanik and Weber, 2006). It can also be due to interests related to sports activities for health, conventions, religion,

Tourism is an activity carried out by people or groups by traveling that moves from place of residence to another place and stays for a short period of time with the aim of having fun, business, and other purposes. The keywords of this understanding are moving, traveling, having fun and staying in a short period of time. According to Law Number 10 of 2009 concerning Tourism Chapter 1 Article 1 it is stated that tourism is: "Travel activities carried out by a person or group of people by visiting certain places for recreational purposes, personal development, or studying the uniqueness of tourist attractions visited within a short period of time. temporary time." The definition of tourism contains four elements, namely travel activities; done voluntarily; temporary; the trip is wholly or partly aimed at enjoying tourist objects and attractions. A person or group of people who do a tour is called a tourist (tourist), if the length of stay is at least 24 hours in the area or country visited. If they live in an area or country visited for less than 24 hours, they are called travelers (excursionists). UIOTO (The international Union of Travel Organization) uses restrictions regarding tourists in general. Visitor, namely any person who comes to a country or other place of residence and usually with any purpose except to do work that receives wages. A person or group of people who do a tour is called a tourist (tourist), if the length of stay is at least 24 hours in the area or country visited. If they live in an area or country visited for less than 24 hours, they are called travelers (excursionists). UIOTO (The international Union of Travel Organization) uses restrictions regarding tourists in general. Visitor, namely any person who comes to a country or other place of residence and usually with any purpose except to do work that receives wages. A person or group of people who do a tour is called a tourist (tourist), if the length of stay is at least 24 hours in the area or country visited. If they live in an area or country visited for less than 24 hours, they are called travelers (excursionists). UIOTO (The international Union of Travel Organization) uses restrictions regarding tourists in general. Visitor, namely any person who comes to a country or other place of residence and usually with any purpose except to do work that receives wages. If they live in an area or country visited for less than 24 hours, they are called travelers (excursionists). UIOTO (The international Union of Travel Organization) uses restrictions regarding tourists in general. Visitor, namely any person who comes to a country or other place of residence and usually with any purpose except to do work that receives wages. If they live in

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There are two categories of visitor designation, namely: A tourist is someone who travels at least 80 km (50 miles) from his home for recreational purposes. According to Nyoman (2003), tourists are "people who carry out tourist activities or people who travel temporarily to places or areas that are completely foreign to them".

### **Tourism Area Development**

Tourism Area Business is an area development and/or management business to fulfill tourism needs in accordance with the laws and regulations.

The tourism area business according to the Manado City Regional Regulation Number 02 of 2015 concerning the Implementation of Tourism, consists of:

1. Leasing of land that has been equipped with infrastructure as a place to carry out tourism businesses and other supporting facilities; and
2. Provision of buildings to support tourism activities in tourism areas.

### **RESEARCH METHODS**

This research is focused on the implementation and policy determinants of the Governor of North Sulawesi Regulation Number 44 of 2020 regarding Guidelines for Adapting New Habits Towards a Productive and Safe Society for Covid-19, especially in Manado Nature Tourism Destinations.

What is meant by policy implementation is the stages of policy implementation carried out in the Manado Nature Tourism Area starting from: a). the formation of the Covid Task Force by the management of Manado Nature Tourism, reporting if there are suspected cases of COVID-19, b). the presence of billboards about covid 19 at the entrance and crowded areas, c). work from home arrangements. f). at the entrance, the temperature is measured using a thermogun, g). ensure that workers who will enter work are not infected with COVID-19, h). required to use masks for visitors, i). ensuring that the work area is clean and hygienic, using appropriate cleaners and disinfectants (every 4 hours), j).

The data collected through the three techniques above are analyzed by modifying the analysis model Miles and Huberman, (1992:112) with the steps of data reduction, data presentation, drawing conclusions or verification.

### **RESULTS**

To overcome the impact of the Covid-19 pandemic in the tourism sector, President Joko Widodo has ensured social protection for workers in the tourism sector by reallocating the Ministry of Tourism and Creative Economy budget to a labor-intensive program for workers in the tourism sector. And tourism actors are given economic stimulation to avoid massive layoffs. This step was followed up by the Ministry of Tourism and Creative Economy on April 25, 2020. Regarding domestic travel and crowds, on March 31, 2020, President Joko Widodo issued PP 21 of 2020 concerning Large-Scale Social Restrictions (PSBB) to accelerate the handling of COVID 19 in which various regulations are regulated. restrictions and activities in public facilities.

#### **2. Economic Aid and Stimulation**

As one of the sectors affected by Covid-29, tourism has received assistance from the government of 3.8 trillion. The assistance is included in the sectoral assistance group of ministries/agencies and local governments in the 2020 National Economic Recovery (PEN) program.

#### **3. Health Protocol**

In July 2020, the Minister of Health issued Decree No. HK.01.07/Menkes/382/2020 regarding Guidelines for Prevention and Control of Corona Virus Disease 2019 (Covid-19) in Office and Industrial Workplaces in Supporting Business Continuity in Pandemic Situations. The protocol is based on four main issues, namely Hygiene, Health, Safety and environmental sustainability. The protocol issued by the Ministry of Health was revealed to be a guide to the Health Protocol for the Creative Economy. For tourism businesses, the Ministry of Tourism and Creative Economy has initiated a clean, beautiful, healthy and safe (CAN) program

#### 1. CHSE certificate

CHSE Certification is the process of granting certificates to Tourism Businesses, Tourism Destinations, and other Tourism Products to provide guarantees to tourists for the implementation of Hygiene, Health, Safety, and Environmental Sustainability (Cleanliness, Health, Safety and Environment Sustainability) as an adaptation to the new normal conditions in the tourism sector are applied to increase tourist confidence in destinations and the Indonesian tourism industry, this certificate is free which is part of the Ministry of Tourism and Creative Economy's stimulus program.

#### 2. Social distancing

The government has implemented various policies to limit community activities during the Covid-19 pandemic:

##### a. Large-Scale Social Restrictions (PSBB)

This policy is the first response strategy implemented at the beginning of the pandemic. An area can set PSBB as long as it meets the requirements, namely the number of cases and the number of Covid-19 deaths increases and spreads significantly quickly and there are links with other regions.

In the policy mechanism, governors/regents/mayors propose PSBB, ministers determine approval, and PSBB is applied in certain areas (provinces, districts, or cities). PSBB includes holidays from schools and workplaces, restrictions on religious activities, restrictions on activities in public places or facilities, restrictions on social and cultural activities, restrictions on transportation modes, and restrictions on other activities specifically related to defense and security aspects, only essential sectors are allowed to fully operate.

##### b. Enforcement of Restrictions on Community Activities (PPKM)

After the Covid-19 case was judged to be quite under control, the government then imposed a special PPKM policy only in seven provinces in Java-Bali, since January 11, 2021 for two weeks and was extended once. The region was chosen because it has high mobility and accounts for the largest number of positive cases of Covid-19 compared to other regions. In the implementation of the Java-Bali PPKM, 75 percent of work in the office can be applied with strict protocols, teaching and learning activities are carried out online, places of worship may be opened with a maximum capacity of 50 percent, then the essential sector can operate 100 percent with restrictions on operating hours and also visitor capacity. Meanwhile, restaurants can only accept 25 percent of visitors to eat/drink on the spot, shopping centers are limited to open until 19.00.

#### 3. Micro PPKM

After the Java-Bali PPKM was deemed no longer effective, the government implemented Micro PPKM, still in the same seven provinces. The difference is, the strategy for handling micro PPKM is community-based to the smallest unit at the RT/RW level. In micro PPKM, workers working in offices are limited to 50 percent. Shopping centers or malls may operate until 21.00. Then, the capacity to eat at a restaurant or dine-in is limited to a maximum of 50 percent. The capacity of houses of worship is limited to a maximum of 50 percent.

The thickened micro PPKM policy involved environmental administrators, village heads, lurahs, non-commissioned officers for village development, and Bhayangkara, the supervisor of Community Security and Order. Tightening is carried out to the smallest unit, namely RT/RW. For example, at

the RT level, insulation will be carried out if there are more than five houses whose occupants are affected by Covid-19.

#### 4. Emergency PPKM

This policy was implemented after the thickening of PPKM Mikro was deemed insufficient to handle cases Covid-19 which continues to rise to penetrate the range of 20 thousand cases per day. Finally, President Jokowi decided to establish an Emergency PPKM. This policy was implemented in 48 regencies/cities with an assessment of the pandemic situation at level 4 and 74 regencies/cities with an assessment of the pandemic situation at level 3 in Java and Bali. The level of this assessment is assessed based on the transmission rate factor and response capacity in an area according to WHO recommendations.

Assessment levels 3 and 4 are areas that have high transmission transmission, but the response capacity of the area is moderate to low. This area is considered to need special treatment through policy Emergency PPKM. While the tightening of activities covers 100 percent of Work from Home (WFH) for the non-essential sector,

then all teaching and learning activities are carried out online. For essential sectors, the maximum 50 percent of Work from Office (WFO) staff is applied and for critical sectors 100 percent WFO is allowed.

Activities at shopping centers/malls/trade centers are closed; restaurants and restaurants only accept delivery/take away; places of worship and public areas are temporarily closed. Travelers who use long-distance transportation modes (airplane, bus and train) must show a vaccine card (at least dose I vaccine). Especially for travel by airplane mode, in addition to the vaccine card, passengers must also pocket the results of the PCR swab test with a deadline of H-2. Meanwhile, passengers for other long-distance transportation modes, such as sea and land, can show an Antigen test document with a time limit of H-1.

#### 6. North Sulawesi Provincial Government Policy

In order to follow up on the central government's policies in dealing with Covid-19, the Governor of North Sulawesi issued a policy through the Governor of North Sulawesi Regulation Number 44 of 2020 concerning Guidelines for Adapting New Habits Towards a Productive and Safe Covid-19 Society, which consists of 7 (seven) chapters and 32 (thirty two) Article.

This policy aims to: a). create a productive and safe society COVID-19, b). synergize the sustainability of the community's economy and development implementation policies, with the scope covering: a). implementation of AKB-M2PA COVID-19 in cultivating social discipline behavior in activities outside the home of everyone who is domiciled and/or has activities b). rights and obligations of residents, c). handling resources, d). monitoring, evaluation, and reporting, e). penalty.

The policy sets out the roles of managers, workers, visitors to tourist destinations. Managers are required to:

- a) the establishment of the COVID-19 Task Force by the management of the Manado Natural Home Tourism Destination, reporting if there are suspected cases of COVID-19,
- b) the presence of billboards about covid 19 at the entrance and in crowded areas,
- c) work from home arrangements.
- d) At the entrance, the temperature is measured using a thermogun.
- e) ensure that workers who will enter work are not infected with COVID-19,
- f) required to wear masks for visitors,
- g) ensure that the work area is clean and hygienic, using appropriate cleaners and disinfectants (every 4 hours),

- h) availability of hand sanitizer with a minimum alcohol concentration of 70% at entry points and crowded visitor spaces,
- i) Physical Distancing with a minimum distance of 1 meter.

**Implementation Policy Guidelines for Adapting New Habits Towards Society**

**Productive and Safe Covid-19 at Manado Nature Tourism Destinations.**

To find out the implementation of the policies of the North Sulawesi Provincial Government during the Covid-19 pandemic, namely: North Sulawesi Governor Regulation Number 44 of 2020 concerning Guidelines for Adapting New Habits Towards a Productive and Safe Covid-19 Society, it is necessary to dig up information in the form of the stages of implementing the policies implemented. in the Manado Nature Tourism Area, consisting of:

- a). The establishment of the Covid-19 Task Force by the management of the Manado Nature Tourism Destination, reporting if there are suspected cases of COVID-19.

Information obtained from both Management and employees revealed that they did not form a Covid-19 Task Force at tourist sites.

Based on an interview with the General Manager (MD) regarding the formation of the Covid-19 Task Force at Rumah Alam, he said that:

"We did not form a COVID-19 task force at our place because of the current pandemic conditions, the company is having difficulty increasing the workload of employees because it has additional consequences for employee wages, so management assigns each area manager to be responsible for overseeing health protocols in their respective areas. Especially for supervision in the field, we assign security guards to carry out technical supervision in the field."

This information was confirmed by the area manager of the farm house (LH) who said that:

"The COVID-19 task force team at our place was not formed, but I as the area manager are directly responsible for supervising the implementation of the prokes in my work area."

We also confirmed with the Natural Home Area Security (DK). From an interview with Security it was revealed that:

"I have never received a letter from the management as a member of the COVID-19 task force at our place, but only a verbal notification to oversee the implementation of the prokes throughout the Rumah Alam tourist area."

Findings Table 4.2.1

Focus I: Implementation Policy Guidelines for Adapting New Habits Towards a Productive and Safe Covid-19 Society at Manado Nature Tourism Destinations.	
Indicator	Finding
Formation of the Covid-19 Task Force	Not forming a covid task force team at the Manado Natural House tourist destination
	Management assigns each area manager to be responsible for overseeing health protocols in their respective areas
	Assigning security guards to supervise the Covid-19 protocol in the field
	There is only verbal notification to oversee the implementation of the prokes throughout the Rumah Alam tourist area.

- b). There are billboards about covid 19 at the entrance and in crowded areas.

Based on direct observations in the field, there was no information on billboards about Covid-19 at the entrance, but only a sticker at the regional parking post. Meanwhile, information in crowded areas (game area, swimming pool and sky garden) is in the form of backdrops/banners. When confirmed to the management (LH), he said that:

“At the beginning of the pandemic we had already made billboards at the entrance but they were damaged and will be made again. We make information in the form of a backdrop in each tourist area so that it is easy to move according to the conditions of the event”

Finding Table 4.2.2

Focus I: Implementation Policy Guidelines for Adapting New Habits Towards a Productive and Safe Covid-19 Society at Manado Nature Tourism Destinations.	
Indicator	Finding
There are billboards about Covid-19 at the entrance and in crowded areas.	There was no information on billboards about Covid-19 at the entrance, but only a sticker at the regional parking post
	Information in crowded areas (game area, swimming pool and sky garden) in the form of backdrops/banners
	I've made a billboard at the entrance but it's broken

c). Work from home arrangements.

The Covid-19 pandemic has resulted in a reduction in employees, while employees who are not furloughed are regulated by a work from home system to limit physical contact. by management (LH), he said that:

"The company suffered a huge loss, the income was greatly reduced, during the pandemic where the average visitor before the covid pandemic was approximately 1,000 people per day, but during the pandemic it decreased by about 100 people, so the company was less able to pay employee salaries. As a result, employees were reduced. For employees who are still retained, work on a shift system (work from home). But working in a tourist destination like this is not easy to work from home, because for the Sky Park area "Picnic Café, it's hard to work at home, kopark tour concept, Farm House Nature House consists of various rides, sports and outbound activities, namely: sand playground, play zone, play games, adult outbound, flying fox, camping ground, hight rope line, dome tent, hammock, tree house, war-fighting, small ATV, off road UTV, mountain bike, trampoline, and golf, "Dream Pool Club" swimming pool, gazebo, swimming pool, bean bag, round table, live music and DJ, bar and food menu is difficult to work from home. Likewise with restaurants, even though the food is managed elsewhere."

Information that was explored to the Corporate Secretary of Rumah Alam (FL) said that:

"It is true that for nature tourism like this it is difficult to implement work from home because working here is not the same as working in administrative offices such as government offices. We need employees who serve visitors. The General Manager (MD) when confirmed regarding work from home he said: indeed at the Manado natural tourism company, they actually reduced employees so they could not fork from home because the service was different from the office that served administrative matters."

In order to create a productive and safe COVID-19 society, the COVID-19 AKB-M2PA was implemented in the North Sulawesi region, implemented to cultivate social discipline behavior in activities outside the home of everyone who is domiciled and/or has activities in the North Sulawesi region. Coordination, resource mobilization and operational implementation of the COVID-19 AKB-M2PA by the Regent/Mayor.

The obligations of all people who visit tourist destinations are:



- a. use a mask when doing activities outside the home;
- b. washing hands using water and soap or washing hands using alcohol, and Clean and Healthy Behavior (PHBS) in their activities;
- c. maintain a distance (physical distancing) in all places of at least 1 (one) meter;
- d. Get used to greeting without making physical contact.

The obligations of tourism destination managers in implementing COVID-19 prevention and control efforts are:

- a) the establishment of the COVID-19 Task Force by the management of the Manado Natural Home Tourism Destination, reporting if there are suspected cases of COVID-19,
- b) the presence of billboards about covid 19 at the entrance and in crowded areas,
- c) cwork from home arrangements.
- d) At the entrance, the temperature is measured using a thermogun.
- e) ensure that workers who will enter work are not infected with COVID-19,
- f) required to wear masks for visitors,
- g) ensure that the work area is clean and hygienic, using appropriate cleaners and disinfectants (every 4 hours),
- h) availability of hand sanitizer with a minimum alcohol concentration of 70% at entry points and crowded visitor spaces,
- i) Physical Distancing with a minimum distance of 1 meter.

#### **Obligations of Manado Nature Tourism Manager**

The results of the interview with the Security for the Manado Nature Tourism Area (DK) revealed that the person concerned had not received a decree regarding the Covid 19 task force. only verbally to oversee the implementation of prokes throughout the Rumah Alam area.” This information was confirmed by the Area Manager of the Farm House (LH) who said that: "The COVID-19 task force team at our place was not formed but I as the area manager are directly responsible for supervising the implementation of health procedures in my work area.". This information was confirmed by the Secretary of Nature Tourism (FL) who confirmed that: Manado Alam tourism has not yet formed a covid task force but has handed over the covid 19 handler for all elements to participate in implementing obligations during the covid 19 pandemic. This information was explored to the General Manager (MD) regarding the formation of the Covid-19 Task Force at Rumah Alam, he said that: " We did not form a covid task force at our place because of the current pandemic conditions the company is having difficulty increasing the workload of employees because it has additional consequences for employee wages, so management assigns each area manager to be responsible for overseeing health protocols in their respective areas. Especially for supervision in the field, we assign security guards to carry out technical supervision in the field.” he said that: "We did not form a covid task force at our place because of the current pandemic conditions the company is having difficulty increasing the workload of employees because it has additional consequences for employee wages, so management assigns each area manager to be responsible for overseeing health protocols in their respective areas. respectively. Especially for supervision in the field, we assign security guards to carry out technical supervision in the field.” he said that: "We did not form a covid task force at our place because of the current pandemic conditions the company is having difficulty increasing the workload of employees because it has additional consequences for employee wages, so management assigns each area manager to be responsible for overseeing health protocols in their respective areas. respectively. Especially for supervision in the field, we assign security guards to carry out technical supervision in the field.”

From this informant, it was found that the Manado City Natural Tourism Destinations have not fulfilled their obligations as technical implementers in implementing the policies of the Governor of North Sulawesi Governor of North Sulawesi Regulation Number 44 of 2020 concerning Guidelines for Adapting New Habits Towards a Productive and Safe Society for Covid-19 in North Sulawesi Province. The purpose of this policy is to create a productive and safe community for COVID-19 and to synergize the sustainability of the community's economy and policies for implementing development. One of the obligations of tourism destination managers is to form a COVID-19 Prevention Team/Pokja to assist managers in handling COVID-19 and other health problems.

Conceptually Laswell and Kaplan (1970: 71), write that public policy is a projected program with certain goals, values and practices. Meanwhile, Frederick argues that public policy is a series of actions in which the proposal takes into account strengths, weaknesses, opportunities and threats. In the sense that public policies are set to be implemented properly. Anderson formulates public policies as government activities to solve a problem”, Covid-19 is a health problem that must be overcome and requires active participation from the Manado Nature tourism destination to proactively work with the North Sulawesi government to overcome its spread.

### **Obligation to Conduct Socialization Installing Information Media**

This tour also presents the concept of open nature and is also surrounded by green and lush hills. So that later as far as the eye can see you will be presented with a soothing sight. Manado Nature House won 1st Place in the Most Popular Creative Destination at the prestigious Anugerah Pesona Indonesia event. The Manado Natural House was closed during the Large-Scale Social Restrictions (PSBB) for 4 months and is now operating again with a new normal system and preventing the transmission of Covid-19 in the form of a health protocol.

Manado Nature Tourism Destinations, are required to install information media to remind tourism workers/HR and visitors to follow the provisions on physical distancing and wash hands with soap and running water or use hand sanitizer and discipline to use masks. Billboards are a communication socialization tool about the obligations of visitors and managers in the area. every entrance, the era of swimming pool tours, cafes, nature houses, and other tourist parks.

Based on observations at the natural house at the entrance, there was no information in the form of billboards or other information about Covid-19 at the entrance, regarding Guidelines for Adapting New Habits Towards a Productive and Safe Covid-19 Society in North Sulawesi Province, but only in the form of stickers/banners at the parking post. area. Meanwhile, information in crowded areas (game area, swimming pool and sky garden) is in the form of banners. This can be seen at the entrance of Manado Nature Tourism.

### **The Obligation of the Tourism Office to Conduct Supervision Collides With**

#### **Bureaucratic Structure**

Manado Nature House Tourism Area with an area of 10 hectares, located in the urban forest area in front of the Manado Toll gate on Ring Road KM 1, Maumbi. Manado Nature House is under the supervision of the Manado City Tourism Office and some are under the supervision of the Minahasa Regency Office. This condition results in overlaps in the supervision of the implementation of the North Sulawesi governor's policies About Guidelines for Adapting New Habits Towards a Productive and Safe Society for Covid-19 in North Sulawesi Province. Although the purpose of this policy is to create a productive and safe society for COVID-19 and to synergize the sustainability of the community's economy and implementation of development policies, there are difficulties in determining which regions are responsible for overseeing policy implementation. Because it is located in two government areas.

The advantage of the Manado Natural Home Tourism Area with an area of 10 hectares, in the urban forest area is that it has received an assessment as the Most Popular Creative Destination at the prestigious Anugerah Pesona Indonesia event.

The uncertainty of oversight in policy implementation is recognized by management (LH), he said that: "The Manado Nature House tourist area with an area of 10 hectares, in the urban forest area, is located in two government areas. Some are in the Manado City area and some are in the North Minahasa Regency area. So when asked which tourism office oversees the operation of visitor service activities, we are confused, because the Manado Nature Tourism Area with an area of 10 hectares, in the urban forest area is located in two government areas. Indeed, he admitted that once the Tourism Office came to visit and after that it never came again. As a company, we only carry out business, but government supervision is not our business. Sometimes someone from the police comes, but we don't know whether it's from the Manado Police or North Minahasa." This information was explored to the Corporate Secretary of Rumah Alam (FL) who said that: "it is true that only once the North Minahasa tourism office has come to this tourist location and sometimes it is from the police. So it's true what the LH manager said. This information was also explored to the General Manager (MD) concerned who agreed with the two previous informants that: "The location of Rumah Alam Manado which is located in two government areas makes it a bit difficult to determine who supervises the implementation of the governor's policy regarding the Guidelines for Adapting Habits. New Towards a Productive and Safe Covid-19 Society in North Sulawesi Province" "It is true that the North Minahasa tourism office only came to this tourist location once and sometimes it was from the police. So it's true what the LH manager said. This information was also explored to the General Manager (MD) concerned who agreed with the two previous informants that: "The location of Rumah Alam Manado which is located in two government areas makes it a bit difficult to determine who supervises the implementation of the governor's policy regarding the Guidelines for Adapting Habits. New Towards a Productive and Safe Covid-19 Society in North Sulawesi Province" "It is true that the North Minahasa tourism office only came to this tourist location once and sometimes it was from the police. So it's true what the LH manager said. This information was also explored to the General Manager (MD) concerned who agreed with the two previous informants that: "The location of Rumah Alam Manado which is located in two government areas makes it a bit difficult to determine who supervises the implementation of the governor's policy regarding the Guidelines for Adapting Habits. New Towards a Productive and Safe Covid-19 Society in North Sulawesi Province"

### **Bureaucratic Structure**

Manado Nature House Tourism Area, located in the urban forest area in front of the Manado Toll gate on the KM 1 Ring Road, within the supervision area of the Manado City Tourism Office and the Minahasa Regency Tourism Office. The location of this location makes it difficult in terms of bureaucratic structure in the sense of who has the right and obligation to monitor and supervise in implementing policies. Guidelines for Adapting New Habits Towards a Productive and Safe Society for Covid-19 in North Sulawesi Province.

Aspects that influence policy implementation are first: policy standards and objectives; both resources; third, inter-organizational communication and strengthening of activities; the four characteristics of implementing agents; the fifth disposition of the implementor; and the six social, economic and political conditions, (Van Meter and Carl E Van Horn). From the six aspects put forward by Van Meter and Van Horn, it can be said that the policy of the Governor of North Sulawesi, namely "Towards a Productive and Safe Covid-19 Society in North Sulawesi Province", especially the Manado Nature House Tourism Area, has difficulties in communication between organizations between the Manado tourism office. and the North Minahasa Tourism Office. Likewise, in strengthening activities, it will be difficult to monitor and supervise technical implementers and field implementers. Meanwhile, the characteristics of policy implementing agents also complicate policy implementation. The failure of the policy to be implemented but has not succeeded in meeting the objectives and targets formulated in the policy because it has not been accompanied by the determination of the government area responsible for monitoring and observing the implementation of the policy.

George Edwards III formulated four aspects as follows: first, communication; second, resources; third, the attitude of the bureaucracy or implementers; and fourth, the organizational structure including the

work flow of the bureaucracy. This Edward III model is closely related to the condition of the Manado Nature Tourism Area which is located in two government areas.

Mazmanian and Sabatier discussed by Nugroho(2011:98-102)said that there are three (3) aspects that affect the success of implementation, namely: first, the characteristics of the problem (tractability of the problems); second, the characteristics of the policy (ability of statute to structure implementation); and third, environmental characteristics (nonstatutory variables affecting implementations). Furthermore, Langkai J said that characteristics related to the ease or difficulty of controlling a problem such as technical problems in policy implementation, policy ability in making a systematic policy implementation process, integration between policy implementing institutions, both rules and technical aspects, are policy determinants.

According to George R. Terry in Sukarna (2011:110) states that: Controlling can be defined as the process of determining what is to be accomplished, that is the standard, what is being accomplished. That is the performance, evaluating the performance, and if the necessary applying corrective measure so that performance takes place according to plans, that is conformity with the standard. "Supervision can be formulated as a process of determining what must be achieved, namely standards, what is being done, namely implementation, evaluating implementation, and if necessary making improvements, so that implementation is in accordance with the plan, that is, in accordance with standards (measures). The success of an organization in achieving the goals that have been set is very dependent on the people who are in that environment.

#### **No Covid-19 Task Force Formation on Manado Nature Tourism**

The data obtained through interviews from the Nature Tourism management show that the policy of the Guidelines for Adapting New Habits Towards a Productive and Safe Covid-19 Society in North Sulawesi Province has not been implemented by the Nature Tourism management. Meanwhile, one of the obligations of tourism destination managers is to form a COVID-19 Prevention Team/Pokja to assist managers in handling COVID-19 and other health problems.

The concept of Laswell and Kaplan (1970: 71), that public policy is a projected program with one goal, one value and certain practices, in this case assisting managers in handling COVID-19 and other health problems. Frederick argues that public policy is a series of actions in which the proposal takes into account strengths, weaknesses, opportunities and threats. The Guidelines for Adapting New Habits Towards a Productive and Safe Community Covid-19 In North Sulawesi Province, there has not been an identification of the strengths, weaknesses, opportunities and threats that will be experienced by the management of Manado Nature Tourism.

Anderson formulated public policies as government activities to address a problem, but instead this policy caused problems because of the difficulty of forming the Covid Task Force. Establishing a Covid Task Force has an impact on expenditure risks, while Manado Nature Tourism during the covid 19 period experienced a decrease in visitors from 1000 people per day down to 100 people per day and forming a Covid task force increased spending costs because in this policy there was no set source of funds for the operations of the Covid Task Force in tourist destinations.

#### **Haven't done socialization and communication yet**

Lasswell views policy as a choice out of many problems and requires determination based on a priority scale about which ones take precedence because they are urgent, and which ones need to be postponed. The policy of the Governor of North Sulawesi is a policy to overcome urgent problems when Covid 19 is so easily spread and greatly disrupts human health, the economic activities of the community are also disrupted.

In response to this very urgent condition, the North Sulawesi government has established Guidelines for Adapting New Habits Towards a Productive and Safe Covid-19 Society in North Sulawesi Province. In an urgent situation, various approaches are needed to break the chain of the development of the corona virus. One of them is by requiring every tourist destination management to conduct

socialization with billboards media to warn visitors of new and safe habits to break the chain of the spread of covid 19.

The concept of Laswell and Kaplan (1970:71), which is discussed by Langkai J, says that public policy as a projected program with certain practices when linked to the governor's policy means that a certain practice here is to socialize a healthy and safe lifestyle that is stipulated in the policy through the installation of billboards. at the centers that become the center of attention of visitors. Dye, who said that public policy is something the government does, accompanied by reasons why it is done. Through this concept, it can be said that the public policy set by the Governor of North Sulawesi was determined on the grounds of consideration of why the policy was enacted. Friedrich defines public policy as a set of actions taken by the government with a purpose and directed to achieve the goals and objectives that have been set. Meanwhile, Anderson formulates public policy as government activities that are intended to overcome a problem. So Fredrich and Andersen's views are in line with the goals and intentions of the governor of North Sulawesi in setting policies during the COVID-19 period.

The objectives of the State of Indonesia are used as the basis for determining the public policy of the Governor of North Sulawesi which is associated with efforts to protect the entire nation, protect all bloodshed, promote public welfare, educate the nation's life and participate in carrying out world order. Nugroho(2011:66) views that public policy is a dynamic form of the political dimension, the legal dimension and the management dimension. The legal dimension means public policy that has legal force that binds citizens, the management of tourist destinations to implement it. The management dimension is public policy which goes through the process of planning, implementing, monitoring and monitoring and even evaluates the success or failure of the policy.

When the North Sulawesi government intends to solve the problem of the spread of Covid-19, the governor's policy is used as a compass in implementing policies. Santoso (2009: 43), argues that policy implementation is an activity to implement policies effectively.

The Hogword and Gunn model proposes eight conditions for implementing the policy as follows: a) assurance that external conditions outside the organization will not cause major problems, b) the availability of sufficient resources, c) the integration of the necessary resources, d) implementation the policy is based on a reliable causal relationship, e) causality of the relationship, f) low dependence on other aspects, g) quality of understanding and commitment of the parties and h) detailing and correct sequencing of tasks. This model emphasizes the eight requirements for success in policy implementation with regard to guarantees that conditions outside the policy will certainly not cause problems for implementation, guarantee and certainty of adequate human and financial resources, reliable relationships between implementers, the commitment of the implementer and the government to achieve the target accompanied by the exact details and sequencing of the details of the task. If it is related to the policy of the Governor of North Sulawesi in overcoming the spread and breaking the chain of spread of the Covid-19 virus, it can be said that the determinant of the policy of the Guidelines for Adapting New Habits Towards a Productive and Safe Covid-19 Society in North Sulawesi Province is that there has not been a communication socialization media between the management and the community. visitors through socialization of communication with the media billboards.

## CONCLUSION

Based on the results of the research and discussion in chapter IV, Manado Nature Tourism Destinations in implementing the policy policies of the Guidelines for Adapting New Habits Towards a Productive and Safe Covid-19 Society in North Sulawesi Province:

1. The bureaucratic structure in the policy of the Guidelines for Adapting New Habits Towards a Productive and Safe Society Covid-19 In North Sulawesi Province has not yet established monitors and supervisors if tourist destinations are located in two government areas.
2. Manado Nature Tourism Destinations are difficult to establish a work from home program because nature tourism provides more visitor services, not administrative services.

3. Policy Guidelines for Adapting New Habits Towards a Productive and Safe Community Covid-19 In North Sulawesi Province, there has not been a set of monitors and supervisors if tourist destinations are located in two government areas.

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