



Budget Refocusing and Reallocation Strategies: Rescuing Indonesia's Tourism Sector Amid the COVID-19 Pandemic

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ABSTRACT

The COVID-19 pandemic has forced the Indonesian Government to refocus and reallocate the budget to overcome the economic and social impacts that have arisen. The tourism sector is one of the most affected sectors, so it requires special attention in budget allocation policies. This research aims to analyze the phenomenon of budget refocusing and reallocation in the tourism sector and the challenges faced in its implementation. Using a qualitative approach with a case study method, this research collected data from in-depth interviews with key stakeholders in the tourism sector, as well as documentation from various secondary sources. Data analysis was carried out using the interactive analysis model from Miles and Huberman, which consists of three main components: data display, data reduction, and conclusion drawing/verification. The research results show that the refocusing and reallocation of budgets implemented by regional governments, especially in the Special Region of Yogyakarta (DIY), has had a significant impact in supporting the tourism sector. However, challenges remain, including the need for innovation according to current tourism trends, hygienic tourism infrastructure and facilities, as well as improving tourism information and promotion networks. By using the Resource Based View (RBV) and Actor-Network Theory (ANT) approaches, this research provides insight into how resources and interactions between actors can be utilized to achieve competitive advantage and maintain sustainable performance in the tourism sector. This research also provides policy recommendations that can be implemented to support the recovery and sustainability of the tourism sector in the future.

INTRODUCTION

The COVID-19 pandemic has had a major impact on various economic sectors, especially the tourism sector. In dealing with this situation, the Indonesian government has taken various strategic steps to overcome the economic impact, one of which is through refocusing and reallocating the budget. Budget refocusing involves reviewing spending priorities to ensure that available funds are allocated to the sectors most in need, while budget reallocation shifts funds from less priority budget items to more urgent ones (Yuniza, et al., 2022; Nugraheni, et al., 2020; Djalante, et al., 2020; Blankart & Koester, 2009; Mandal, et al., 2018). During the pandemic, the health sector became a top priority in budget allocation to ensure effective handling of the health crisis. However, as time passes and the new normal era enters, the need for excess funds for the health sector begins to decrease. On the other hand, the tourism sector which has experienced a sharp decline in the number of tourist visits and income needs to receive more attention in budget allocation policies. This sector is not only important for regional income but also has a significant impact on the economy of local communities (Chen, et al., 2024; Hu, et al., 2024; Ramlall, 2024). Previous research shows that during the first and second years of the pandemic, the tourism sector experienced major difficulties. Income from tourist visits has decreased drastically, tourism business operations have become uncovered, and many business actors do not understand the refocusing and budget reallocation policies implemented by the government. This condition demands more appropriate policies and adequate financial support to help the tourism sector survive and recover. (Abbas et al., 2021; Duro, et al., 2021; Zhang, et al., 2021).

The 2022 Yogyakarta Special Region (DIY) Government Agency Performance Report (LKjIP) identifies various challenges faced in implementing budget refocusing and reallocation. These challenges include the need for innovation according to current tourism trends, such as the trend of independent tourists (self-travelers), the need for hygienic tourism infrastructure and facilities, as well as improving tourism information and promotion networks to continue operating in the new normal period. Apart from that, the policy of establishing Borobudur as one of the five priority destinations of "New Bali" with super-priority status also requires a special strategy to capture this opportunity (Yuniza, et al., 2022). This research aims to further analyze the phenomenon of budget refocusing and reallocation and the challenges faced in its implementation in the tourism sector. Using an exploratory descriptive qualitative approach, this research will explore the fiscal policies implemented in various regions and their impact on the tourism sector. It is hoped that this research can provide deeper insight into the effectiveness of fiscal policy in dealing with crises and provide recommendations for more adaptive and innovative policies in the future.

The tourism sector is one of the focuses of the Ministry of Home Affairs as stated in Permendagri No. 90 of 2019 concerning Classification, Codification, and Nomenclature of Regional Development and Financial Planning. The achievement of the indicators in question is supported by the performance of 3 (three) programs, namely: Tourism Marketing Program and Resource Development Program Tourism Power and Creative Economy, and Tourism Destination Development Program. The target indicator achievement target for 2021 is IDR. 11,073,100,-. The target indicator achievement for 2021 is IDR 9,130,595,-. Thus this achievement has not exceeded the target. The percentage of realization of the target (achievement divided by the target multiplied by 100%) is 82.45%. When compared with the realization achievement in 2020 of Rp. 8,489,706,- an increase of 7.54%.

Tourism destination development programs are measured using spending money indicators or the amount of tourist spending. The achievement target for target indicators in 2021 is IDR 8,123,974,- but the achievement in 2021 is IDR 2,206,566,-. Based on these results, only 27.16% of the target was achieved. However, when compared with the 2020 performance achievement of Rp. 1,215,000,- there was an increase in spending money of 81.61%. There are

several challenges in 2022 that policymakers in the tourism sector must pay attention to. It is not yet possible to predict when the COVID-19 pandemic will end, so the Tourism Department and tourism actors must develop innovations so that the target in 2022 can be achieved. The new normal era encourages the Tourism Department and tourist attraction managers to be able to optimize information and communication networks. Apart from that, new normal conditions require the support of hygienic tourism infrastructure and facilities. The new normal era should no longer require excess funds for the health sector, which has been the government's focus due to the significant decline in COVID-19 cases. The tourism sector, which had to experience a struggling process in the first and second years, should receive attention in terms of budget allocation policies so that it recovers quickly after the pandemic. This is because the tourism sector has a broad impact, not only on regional income but also on the economy of the surrounding community. Policymakers in this sector are expected to be able to play a role in encouraging allocations in tourism. Actor Network Theory (ANT) explains how main actors have an important political role in encouraging policies that are beneficial to the tourism sector. There is a trend of self-travel tourism that is developing and has unique characteristics. Tourist attraction managers and providers of tourist support facilities must be able to facilitate the needs of self-travelers. Policymakers and tourism managers must also adapt their strategies to the policies of the 5 New Bali super priority destinations, namely Lake Toba in North Sumatra, Borobudur in Central Java, Mandalika in West Nusa Tenggara (NTB), Labuan Bajo in East Nusa Tenggara (NTT), as well as Likupang in North Sulawesi. This policy aims to increase competition between tourism destinations with support from the Ministry of Tourism in the form of accessibility, connectivity, and an integrated tourism master plan.

Tourism conditions in the Yogyakarta Special Region are also influenced by pandemic conditions and various related policies. The tourism department's strategy must refer to the Yogyakarta Special Region Regional Regulation Number 3 of 2018 concerning the DIY Regional Medium Term Development Plan for 2017-2022. This policy is supported by the Regulation of the Governor of the Special Region of Yogyakarta Number 60 of 2021 concerning the Fourth Amendment to the Regulation of the Governor of the Special Region of Yogyakarta Number 20 of 2018 concerning the Strategic Plan for Regional Apparatus for 2017-2022. The target of this policy is to increase the contribution of the tourism sector and increase the number of tourists. Budget support for carrying out the duties and functions of the DIY Tourism Office comes from the Yogyakarta Special Region APBD, Special Funds, Special Allocation Funds (non-physical DAK), Regional Incentive Funds (DID), and Grants. In 2021, the DIY Tourism Office budget was originally IDR 42,456,254,179, which has changed to IDR 37,339,761,132, or was reduced by IDR 5,116,493,047 (down 12.06%).

The changes to the 2021 budget reflect the DIY Tourism Office's support through refocusing and budget reallocation. There was a budget reduction of 12.06%, but turnover was only 27.16% of the target. This condition raises questions about the impact of budget size reductions on turnover decline. Based on this background, research was conducted with the title "Budget Refocusing and Reallocation Strategies: Rescuing Indonesia's Tourism Sector Amid the COVID-19 Pandemic." This research aims to understand the role of policymakers in negotiating the tourism agency budget, the DIY tourism agency's strategy for managing tourism in the new normal era, and the strategies of tourism actors who can serve as role models and survive in the pandemic era. This research contributes to academics because it can help them understand the roles and strategies of stakeholders in the tourism sector in innovating in the new normal era. Apart from that, the public, especially business actors in the tourism sector, can also gain maximum understanding regarding the importance of implementing strategies that are appropriate to current conditions.

LITERATURE REVIEW

Resource Based View (RBV)

The Resources Based View theory is a theory related to how companies can manage their resources so that they can be superior to other companies and are beneficial for sustainable company performance. Companies with superior resources from within the company will be superior to companies that have resources from outside the company. Sustainable performance in a company can be maintained if the company has unique resources and is managed well (Widyaningdyah & Aryani, 2013). To be able to make intellectual capital an added value in the company, management must be able to manage the intellectual resources they have so that they can be used as one of the advantages of the company when compared with other companies. The advantages created within the company can make the company have a competitive advantage which can increase the attractiveness of investors to invest in the company. The large number of investors who invest in a company can increase the share price and is an indication that the market gives good value to the company.

Resource Based View Theory (Wernerfelt, 1984) is an approach that is often used by companies to achieve competitive advantage by relying on resources. This approach focuses on the process of allocating company resources to maintain and improve performance on an ongoing basis. Internal and external analysis is carried out to identify the main and supporting resources that the organization has. These dimensions are applied to identify opportunities and mitigate tourism threats in the tourism sector. Visser and Hoogendoorn (2012) identified available (actual) and required (required) resources spread across various institutions and actors at the local, provincial, and central government levels. These resources are not distributed evenly in South Africa, even though the resources have very limited and specific tourism potential.

Actor Network Theory (ANT)

The Actor-Network Theory (Latour and Woolgar, 1986) is a form of constructivism that rejects the idea of the social determination of scientific knowledge because social concepts are more difficult to understand. This approach focuses on the interactions that make networks stable and provides a framework for explaining the power that shapes them. ANT methodology works situationally focusing on controversies and moments of uncertainty.

Theory of Behavior

This theory is a development of the Theory of Reasoned Action (TRA) proposed by Fishbein and Ajzen in 1975. This theory of reasoned action is used to predict a person's behavior. Based on Fishbein and Ajzen's analysis, this theory has the disadvantage that it can only be used for behavior that is completely under the individual's control. Then they expanded and modified this theory into the theory of planned behavior. This theory explains that a person's behavior will arise because there is an intention to behave (Ajzen, 2004). A person's intention to behave can be predicted by three things, namely: attitude towards the behavior, subjective norms, and perceived behavioral control. Attitude towards behavior is a person's overall evaluation regarding the positive or negative aspects of displaying a certain behavior. Subjective norms are a person's beliefs regarding demands from other people that are considered important for him or her to be willing to display or not display a certain behavior in accordance with the demands. Meanwhile, perceived self-control is a person's perception of his ability to display a certain behavior. To be able to influence and change someone's behavior, it is necessary to understand how a behavior is formed or occurs. What factors influence the occurrence of a behavior? The Theory of Planned Behavior explains that behavior is formed due to intention, where the intention is influenced by attitudes toward the behavior, subjective norms, and perceived behavioral control. The theoretical contribution of this theory is the contribution of research to the progress or development of understanding of a phenomenon.

Public Choice Theory

The political process in budget policy can be analyzed through a theory called public choice theory. Public choice theory describes the existence of basic institutions in politics, namely an exchange or political contract between two parties in the political market. The informal realm of discussion allows for a space for consensus building which can be effective but can also become an arena for joint collusion between internal and external actors. However, political conditions that are political, oligopoly, market, and asymmetrical like that will only give birth to political bandits. As Allan Drazen said: "The strong budget cycle in those countries accounts for the finding of a budget cycle in larger samples that include these countries when these countries are removed from the larger sample so that only established democracies remain the political budget cycle disappears. The political deficit cycle in new democracies accounts for findings in both developed and less developed economies for the finding that the cycle is strong in weaker democracies and for differences in the political cycle across governmental and electoral systems. Our findings may reconcile two contradictory views of pre-electoral manipulation one arguing it is a useful instrument to gain voter support and a widespread empirical phenomenon the other argues that voters also prefer fiscal reward manipulation." Such a situation is often termed a brokerage phenomenon, where the substantive interests of each actor involved turn out to include the hidden interests of the actor himself or the orders of external actors. The existence of this phenomenon is not in doubt, but it is difficult to prove empirically, so at the methodological level, it is almost impossible to trace other than the competition actors and the actual interactions that occur between the problems faced in competing for funding space that the actors will voice amid conditions of limited funding resources themselves.

COVID-19 Budget Allocations in Various Countries

The COVID-19 pandemic has had a negative impact on economic growth which ultimately reduced government revenues. Therefore, several countries have taken action to amend their budgets to navigate the COVID-19 pandemic. For example, several state governments in America are implementing cost-reduction strategies by reducing employee salaries, laying off temporary employees, cutting official travel costs, adjusting pension funds, and diverting infrastructure funds to fund the COVID-19 pandemic response program (Rubin and Willoughby, 2021). A similar strategy not only applies in the US, but is also implemented in Honduras, Liberia, Uruguay (Rahim et al., 2020), and Pakistan (Ashfaq and Bashir, 2021). To increase sources of revenue, several state governments in the US relaxed tax payment deadlines eliminated penalties and interest for late tax payments, and issued bonds (Rubin and Willoughby, 2021). However, budgets for COVID-19 in developing countries (Jordan, Mauritius, South Africa) are based on private donations and others (Kenya and Uganda) are based heavily on international aid (Rahim et al., 2020).

METHODS

This research was first carried out in several areas in Yogyakarta Special Region (DIY), especially Sleman Regency. This research uses a qualitative approach with a case study method to explore the phenomenon of budget refocusing and reallocation in the tourism sector during the COVID-19 pandemic. This approach was chosen to gain an in-depth understanding of the fiscal policies implemented in various regions and their impact on the tourism sector.

RESULTS

General Conditions of the Research Area

Geographically, Sleman Regency is located between 110° 33' 00" and 110° 13' 00" East Longitude, 7° 34' 51" and 7° 47' 30" South Latitude. The Sleman Regency region to the north borders Boyolali Regency, Central Java Province, to the east it borders Klaten Regency, Central Java Province, to the west it borders Kulon Progo Regency, DIY Province, and Magelang Regency, Central Java Province and to the south, it borders Yogyakarta City, Bantul Regency and Gunung Kidul Regency, Yogyakarta Province. The area of Sleman Regency is 57,482 Ha or 574.82 Km² or around 18% of the area of the Special Region of Jogjakarta Province of 3,185.80 Km², with the furthest distance North – South 32 Km, East – West 35 Km. Administratively, it consists of 17 sub-districts, 86 villages, and 1,212 hamlets.

Tabel 1. Division Of Administrative Areas Of Sleman Regency

No	Subdistrict	Lots of it		Area (Ha)	Number of Population (soul)	Density (Km ²)
		Village	Hamlet			
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Moyudan	4	65	2,762	33,595	1,216
2	Godean	7	57	2,684	57,245	2,133
3	Get out of the way	5	68	2,727	34,562	1,267
4	Lime	5	59	2,925	65,789	2,249
5	Seyegan	5	67	2,663	42,151	1,583
6	Sleman	5	83	3,132	55,549	1,774
7	Ngaglik	6	87	3,852	65,927	1,712
8	Mlati	5	74	2,852	67,037	2,351
9	Paste	8	98	3,249	46,386	1,428
10	Turi	4	54	4,309	32,544	0.755
11	Prambanan	6	68	4,135	44,003	1,064
12	Kalasan	4	80	3,584	54,621	1,524
13	Change	4	58	2,299	40,226	1,750
14	It's annoying	5	82	3,571	44,382	1,243
15	Grip	5	61	4,384	30,713	0.701
16	Depok	3	58	3,555	109,092	3,069
17	Cangkringan	5	73	4,799	26,354	0.549
	Amount	86	1,212	57,482	850.176	1,479

Source: Data Processed, 2024

Sleman Regency, which is part of the Yogyakarta Special Region Province (DIY), has great tourism potential to be developed. This tourism potential comes from, among other things, the potential of natural and cultural resources as well as the very rich history of the Sleman people. Tourism potential originating from culture and history includes the Kaliurang Negotiation Inscription, the Merapi Volcano Museum, the Yogya Return Monument, and the Prambanan Temple which is the charm of the largest Hindu temple, and so on. Tourism potential originating from natural resources includes Sinolewah Campground, Wonogondang Cangkringan, Kembang

Arum Tourism Village, and so on. The Merapi incident that occurred recently has devastated various aspects of life in Sleman and its surroundings, causing deep trauma among the people in the area. Tourist objects and facilities are some of the aspects that experienced heavy damage due to the Merapi eruption.

Many tombs, inscriptions, temples, and tourist buildings were heavily damaged by the eruption of Mount Merapi and its ash. On the other hand, there is also a mystery regarding the death of the caretaker of Mount Merapi, namely Mbah Maridjan. Various parties, including local governments through the Provincial and Regency Education and Culture Services, and local and foreign NGOs, have made efforts to rebuild tourist attractions in DIY Province, especially in Sleman Regency.

This aims to preserve Sleman culture and activate tourism activities in Sleman. These parties realize that tourism in Sleman Regency has considerable potential to be developed and can provide social, cultural, and economic benefits to the local government and community. The good intentions of those who care about the development of tourism in Sleman Regency are hampered by the attitude of some Sleman residents who seem "allergic" to tourism and tend to reject efforts to develop tourism. This is motivated by the views or "beliefs" of some Sleman people who believe that one of the causes of the Merapi disaster is the "Curse of God" due to the rise of immoral acts committed in tourist areas. They believe that if tourist attractions are rebuilt, immorality will become widespread again, and it is possible that "God's curse" will return. People in several locations that were originally beach tourist attractions showed this rejection by closing access to these tourist locations and carrying out raids on people who visited these locations. At other tourist locations, every man or woman who visits must show a marriage certificate. We selected Sleman Regency due to its classification as an advanced district with considerable regional potential in the service sector and human resources. Additionally, Sleman Regency serves as a benchmark in budget preparation for other regions.

DISCUSSION

The Role Of Policy Makers

A budget is a statement regarding the estimated performance to be achieved over a certain period expressed in financial terms, while budgeting is a process or method for preparing a budget. The budgeting process of a public organization begins when strategy formulation and strategic planning have been completed. Concerning Sleman Regency, it is important to prepare public organization budgets because the budget is a government tool for directing socio-economic development, ensuring sustainability, and improving the quality of life of the community.

Public budgeting is a reflection of the relative power of various parties who have different interests or preferences regarding budget outcomes. Determining a budget requires agreement on the goals to be achieved and an understanding of how to achieve these goals so that the budget is the result of an agreement between 2 (two) parties, namely the executive and the legislature. the executive such as musrenbang, RT, RW, and hamlet, while the legislative is the council. The budget is a form of commitment from the executive budget holder to the legislative authority which is also used to decide priorities and financial needs. In public organizations, the budget is a political document as a form of executive commitment and legislative agreement regarding the use of public funds for certain purposes.

The budget is not just a technical matter but rather a political tool. Because the budget is not only prepared based on technical provisions or purely economic calculations, but more than that the budgeting document is prepared based on an agreement and is a translation of the vision and mission of the elected regional head. When budget policy formulation is carried out in Sleman Regency, each SKPD unit will submit a draft budget proposal which is further verified by the Regional Budget Committee Team. The proposals submitted by the SKPD include a discussion of why program A has an expenditure amount of X or why program B has an

expenditure amount of Y. Each SKPD unit can explain to TAPD and in accordance with the existing budget ceiling, the proposal will be followed up. This process is carried out after the signing of an inter-executive and legislative memorandum. The signed memorandum of agreement contains projections of income, expenditure, and regional financing which serve as guidelines for SKPD to prepare RASKPD. With this legal logic, RASKPD should have been prepared after the memorandum of understanding was signed. However, in practice, RASKPD is prepared by SKPD after obtaining an overview from TAPD regarding the amount of financing and the amount of routine costs. With an overview of the figures provided by TAPD, each SKPD will prepare an estimated annual expenditure estimate.

It is at this stage that the actors will rationalize and advocate for the agenda they convey with all their arguments and strategies. This reality does not only take place in the formal arena of discussion but also occurs outside the formal arena played by internal actors who have authority and external actors who have specific interests so that the expectations of each actor are accommodated in the results of policy decisions. An actor's ability to negotiate is one of the determining factors amid contestation over the many problems that must be funded optimally while the funds they have are limited. In this situation, the actors will bargain by utilizing their power base to strengthen their bargaining power up to the stage of building a consensus."There is an executive team that determines which programs are approved, namely TAPD, the head of which is the regional secretary, and the regent is the supervisor.

The role of the department head in negotiating the work program so that it is approved, his role is very strategic, very decisive because he is the one who proposes, explains, argues, participates in making adjustments and he is the one who will later execute the budget. At the RKPD meeting, the department heads who come are different from the staff who come. There is bargaining here, only now that there is ASB (fairness shopping standards) bargaining can be minimized because there are already standards. Having ASB helps"(R1, BKAD).The government is trying to overcome economic problems during the COVID-19 pandemic by adopting a policy of refocusing activities and reallocating the budget. Regional governments are also required to refocus activities and reallocate budgets through changes to the APBD. However, not all regions can do this immediately (Yuniza, et al., 2022).

DIY Tourism Office Strategy For Managing Tourism In The New Normal Era

Refocusing the budget can be said to be a quick response step and the first effort made by the government to respond to the arrival of the pandemic in 2020. The Sleman Regency Government changed the focus of its budget of hundreds of billions to the health sector. Budget reallocation of that value is acknowledged as not an easy matter, especially since the Central Government has given a fairly short deadline for the Provincial Government to report immediately on the proposed refocusing of the budget for handling COVID-19. As stated in the interview session with BKAD Sleman, delays in sending budget refocusing proposals could cause delays in the disbursement of the current year's budget."COVID was sudden. When preparing the budget there was no shadow of COVID. The budget process started in July, and even the musrengbang started in April. After the COVID attack, then there was an order from Jakarta for the regions to change the focus of their previous budget to at least 8 percent plus 8% plus... to deal with COVID-19. So it's a mess.

Eight percent is hundreds of billions. "There is a strict time limit, for those who have not sent refocusing, budget disbursement will be postponed by the center." (R1, BKAD)Budget refocusing is not done all at once but in stages. In 2020, the Sleman Tourism Department carried out a refocusing in 3 (three) stages. As a first step, they study the service's performance targets, then develop a priority scale, namely determining which targets must be achieved and which can be postponed or eliminated."During COVID, we made a budget without even suspecting that COVID would exist, so there was a refocusing, of course at that time the allocation was directed to Health, we had to refocus it 3 times... We also consider the department's performance targets,

based on these considerations, we create a scale, for this first refocusing that is lost, the next refocusing is what is missing. Like that." (R2, Dispar)

The Sleman Regency Government can be said to have made short-term and long-term considerations in implementing its refocusing. This can be seen in the implementation of budget refocusing which sets three main focuses, namely health, social assistance, and economic recovery. The focus on health and social assistance can be said to be short-term pandemic management, while economic recovery is a treatment that uses a long-term perspective. This shows that the District Government has considered handling COVID-19 holistically and that it is not only the social aspects that are of concern but also the economic aspects that need to be saved to maintain the stability of people's lives.

"The refocusing is aimed at health, economic recovery, and social assistance because many poor people are affected by COVID,...(R1, BKAD).Readjusting the priority scale of performance targets that must be achieved resulted in several previously planned work programs being unable to be implemented. The Sleman Tourism Department removed promotional programs outside the region and participation in several tourist exhibitions as a result of budget refocusing. These two programs were programs with the largest budgets which had to be sacrificed to be allocated to more urgent needs during the pandemic, such as providing infrastructure to support health processes. The elimination of certain work programs in budget refocusing is carried out by considering the impact of the work program on society. Does the implementation of the work program have a direct impact on society or not? If a work program does not have a direct impact on society, then the work program budget may be reallocated to the COVID-19 handling program.

"So our priority is those whose direct effects are not directly related to the community, we postpone them first, we cut them, for example, we cut promotions first, promotions for outside the region we cut promotions focused on those within the region, then gradually we refocus them taking into account the situation "The pandemic allows mobility or not, what kind of impact does it have on society, whether direct or indirect, like promotions don't directly have a positive impact on society, because this is an investment, now the promotion takes a few months before it comes."(R2, Dispar)"The biggest budget sacrificed for refocusing is the budget for promotion outside the region, for exhibitions, there are two exhibitions and a travel dialogue event, that is significant because there are potential exhibitions that we always participate in, there are work partners that we facilitate to promote outside the region and there are specific cities that we target.

That's what we did in the initial refocusing. "As time goes by, in 2020 we will try to synergize with programs that are in line with pandemic policies and provincial policies."(R2, Dispar)Handling a crisis by relying on strengths from within the organization is a strategy suggested by the resource-based view(Wernerfelt, 1984). This theory encourages organizations to focus on the process of allocating resources to maintain and improve performance on an ongoing basis. Refocusing the budget reflects that the Sleman Regency Government and Dispar are trying to maximize existing resources to survive in times of crisis. Refocusing the budget is an independent method that can be done as a first step in dealing with the crisis caused by the COVID-19 pandemic, without depending on factors outside the organization. During the pandemic, the world experienced a crisis together.

Dependence on outside assistance is becoming increasingly impossible, so the wisest step that an organization can take is to manage the use of its resources for priority matters.Tourism experienced a significant decline in visits during the pandemic. The decrease in visitors results in a decrease in income. On the other hand, this problem cannot be overcome using conventional methods such as promotions which have been used to increase the number of visitors. People's mobility during the pandemic is very limited, so promotional strategies are no longer relevant. Therefore, Dispar needs to change its strategy in order to help tourism actors survive during the pandemic."In 2020, the target in 2020 will continue to promote that when traveling to Sleman

and Jogja, we can carry out health protocols, so the campaign is that traveling to Sleman is safe, the province facilitates it by publishing a guidebook for New Jogja tourist attractions, and then in the beginning we also facilitate the village "-tourist villages and destinations that we manage, there needs to be infrastructure/equipment that supports the health process, so we bought thermographs, provided masks, hand washing stations, temperature gauges."(R2, Dispar)"We support the implementation of such health procedures and actors also make adjustments and adapt to new policies." (R2, Dispar)

Even though the pandemic has limited the tourism sector's space, the Sleman Tourism Department is still working to ensure that this sector continues to generate income. The aggressive promotional strategy inside and outside the city, which is usually carried out routinely, has been replaced with a "safe" tourism campaign for Sleman. From the results of the interviews presented above, it is known that there are several strategies implemented by the Sleman Tourism Department to help tourism actors survive during the pandemic, namely as follows:

1. Campaigning for "safe" tourism to Sleman.
2. Targeting local tourists, promotions outside the city were stopped during the pandemic.
3. Socializing the Pranantan Anyar Plesiran Jogja Guidebook published by the DIY Provincial Government, as part of an effort to campaign that tourism to Sleman is quite safe for tourists because there are adequate health care guidelines.
4. Preparing infrastructure to support health protocols in tourist destinations, including providing thermographs, temperature gauges, hand washing stations, and providing masks.
5. Ensure that vaccines are implemented for tourism actors, especially for tour guides.
6. Encourage tourism actors to adapt to new policies during the pandemic.

The tourism industry is quite vulnerable to crises and disasters, recovery is also quite difficult (Jin et al., 2019). Crisis recovery due to disasters such as the COVID-19 pandemic needs government assistance. Government policies to help business actors can revive the economic sector from the COVID-19 pandemic. The strategy adjustment by the Sleman Tourism Department is a form of further adaptation carried out in facing the crisis, after previously refocusing the budget at the beginning. This shows that as a protector of tourism actors in Sleman, Dispar is still trying to find opportunities so that the tourism sector does not die and can still generate income, even though it is very minimal. In 2021, the tourism sector in Sleman Regency is said to have adapted well to pandemic conditions. This means that health care infrastructure in tourist areas is available and tourism actors have a good understanding of how health care procedures should be implemented.

It can be said that tourism actors in Sleman are ready to receive tourist visits. However, even though in 2021 community mobility is higher than in 2020, tourist arrivals still have not reached the desired number. "Even in 2020-2021, when the PPKM is tiered, on the one hand, the role of tourism actors is truly ready. However, the mobility of people cannot be expected. "The hope is local first, then by 2021 inter-city mobility will begin to open up."(R2, Dispar)

Because community mobility has not yet recovered as before in 2021, Dispar is continuing its strategy to target local tourists. In 2022, tourism promotion will be intensified again. Routine work programs that were postponed during the pandemic are being implemented again. Among other things, Dispar is again carrying out promotions outside the region, participating in exhibitions outside the region, travel dialogues, and holding table tops. Dispar targets the number of tourist visits in 2022 to reach 6 million people, a figure close to the number of tourist visits before the pandemic. This target reflects Dispar's optimism regarding the recovery of the tourism sector. In September 2022, the number of visits has reached 4,895,865 people. When compared with the number of visits in 2021, there was a recorded jump in visits of 393 percent.

Role Models Who Can Survive In The Pandemic Era

The hotel industry is one of the industries most affected by the COVID-19 pandemic (Sharma & Nicolau, 2020). To survive, hotel businesses need several innovations in responding to the pandemic (Shin & Kang, 2020). Several things are of primary concern to hotel businesses, such as procedures that ensure increased hygiene and social distancing standards to adjustments in booking and cancellation policies (Hu et al., 2021). PT Saraswanti Indolance is a company operating in the property & hospitality sector. The business lines are hotels and selling/renting apartments. The Alana Yogyakarta Hotel & Convention Center (The Alana) is one of the 4-star hotels managed by this company. This hotel operates on Jalan Palagan Army Student KM 7, Sleman. This hotel has 264 rooms in 4 class types, apart from that the hotel is also equipped with spa and swimming pool services, a gym, a kids club, an executive lounge, dining facilities, and efficient meeting places.

In 2018 this hotel received the Most Popular MICE Hotel award in first place. Similar to what is experienced by hotels around the world, The Alana is experiencing difficult times during the pandemic. The Alana manager said that there were no guests at that time, so the hotel had to make efficiency efforts here and there, including making savings on food supplies, electricity use, and even being forced to lay off employees. "Organizing many things, efficiency, there are cuts in employees, raw materials are in storage. The hotel lights were turned off, only the lobby was lit." (R3, The Alana)

Businesses need to recognize and respond to environmental changes so as not to lose customers, suppliers, and other stakeholders (He and Harris, 2020). When disasters and crises occur, stakeholders hope that business actors will show their social responsibility. Companies that during times of disaster and crisis demonstrate their sensitivity by investing in Corporate Social Responsibility (CSR) activities can increase their value even when these activities reduce their net cash flow (Mackey et al., 2007).

During the pandemic, several hotels opened their rooms for treatment for COVID-19 sufferers. However, The Alana carefully did not choose this policy. Instead, this hotel quickly responded in collaboration with the TNI and health authorities to provide vaccination facilities for the community from dose 1 to dose 3. In addition, despite the difficult conditions, this hotel saw the pandemic as an opportunity to provide CSR for the community in its surroundings.

What The Alana does in the short term may reduce their cash availability, but the social activities they carry out can strengthen their brand image in the eyes of stakeholders. "Diverting the ballroom to hold free vaccination activities from doses 1 to 3. Than unused. Partner with military and doctors. CSR with the surrounding environment is considered. Nobody wants a disaster." (R3, The Alana) Even though it is quite a struggle and has to be efficient, The Alana continues to open its services during the pandemic. Apart from ensuring that health protocols in hotels are implemented well, several strategies are carried out by the management to minimize potential losses, for example collaborating with the transportation department to ensure "safe" tourism in Jogja, reducing prices without reducing service quality, selling food online, and creating various promotions for a staycation. The Alana manager emphasized that even though conditions are difficult, reducing prices by reducing quality is never done. Many hotels "slashed prices" during the pandemic.

Even though The Alana carries out various promotions, they try to maintain quality. For them, a decrease in quality during the "promo" period can be a threat to the hotel's image and can cause losses in the future. "Alana doesn't want to reduce quality. Alana maintains quality so she doesn't want to reduce specs (HPP), reduce facilities, for example reduced soap and shampoo, only one sandal... It's better for us to be patient, rather than having to lose the brand image." (R3, The Alana) "Friends are doing a lot of innovation, selling food via go food. Example: Alana nuts, rice bowl, coffee.... Make staycation promos.... Collaborating with the transportation department, how to make tourism safe" (R3, The Alana) The price adjustments and inventory management carried out by The Alana are a form of revenue management practice (Guillet and Mohammed, 2015).

During the pandemic, demand is very low and cannot be predicted accurately, therefore hoteliers are better off focusing on cost-based pricing strategies (Guillet and Chu, 2021). As demand increases, The Alana can optimize prices. According to previous research, this is a strategy that can help hoteliers survive in times of crisis. It is stated that staycations are a popular package offered by hoteliers during the pandemic, for example by Four Seasons Hong Kong which offers the "Best Friends (BFF) Slumber Party" package, which includes food, shopping (ie coupons to designated shops) and health at attractive prices (Guillet and Chu, 2021). Thus, it can be said that the strategy implemented by The Alana is in accordance with that suggested by previous research.

CONCLUSION AND SUGGESTION

This research examines the policy of refocusing and reallocating the tourism sector budget during the COVID-19 pandemic using an exploratory descriptive qualitative method. Results show a decline in visitors and income due to the closure of tourist attractions, while government policies do not prioritize this sector, so it relies on survival strategies such as budget management and reduced working hours. Business actors innovate by managing remaining budgets, accepting donations, and promoting tourism through social media. In the new normal era, innovation is crucial to attract tourists and ensure hygienic facilities. Budget allocation policies in various regions show a decrease in the budget, but an increase in several performance indicators. The refocusing policy has an impact on development targets that must be adjusted.

The biggest challenges are the uncertainty of the pandemic and the need for innovation, but there are opportunities to increase the tourism sector's contribution to the regional economy with the right policy support. In order to speed up recovery and increase competitiveness, the government must prioritize the tourism sector by refocusing and reallocating the budget. Business actors must innovate, utilize information technology, and provide hygienic facilities.

Collaboration between central and regional governments, business actors, the private sector, and local communities is important for the sustainability of this sector. Increasing capacity and training for business actors, as well as strengthening human resources, will improve the quality of services and the tourist experience. These steps are expected to accelerate the recovery of the tourism sector and its contribution to the national economy.

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