

The Implications of External Factors on Indonesian Tourism Human Resources Resilience Using PESTEL Analysis: A Preliminary Mapping

Mahardhika Berliandaldo¹, Angga Wijaya Holman Fasa², Ari Prasetio³, Nurullah Jaya Kesuma⁴

berli.parekraf@gmail.com¹,
awijayahf@gmail.com²,
prasetio.ari@gmail.com³
bangnujay1981@gmail.com⁴

Directorate of Strategic Management, Deputy of Strategic Policy, Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency^{1,3}

Directorate of Strategic Research, Deputy of Strategic Policy, Ministry of Tourism and Creative Economy/Tourism and Creative Economy Agency^{2,4}

Abstract. Tourism has become a leading sector that significantly contributes to Indonesia's economic growth. Tourism development has multiplier effects to generate social, cultural, and economic benefits. However, the development still has a few problems, especially in strengthening tourism human resources to create suboptimal tourism services. A good level of competence and competitiveness will impact increasing tourist visits positively and enhance resilience globally. This study aims to find and know the external factors that can affect the resilience of Indonesian Tourism Human Resources to provide maximum tourism services and positively strengthen the tourism sector. PESTEL analysis was used to analyze and map the implications of external factors which influence the Indonesian human resources resilience. The research found that there are predispose six factors implicated in resilience, namely political, economic, sociocultural, technological, environmental, and legal. Furthermore, it is necessary to develop a strategic framework to provide applicable recommendations to strengthen the resilience of Indonesian tourism human resources. The research is to function as a preliminary mapping for building a strategic framework policy for the development of Indonesian tourism human resources.

Keywords: *tourism human resources, resilience, external factor, PESTEL analysis.*

INTRODUCTION

Tourism is a dynamic global industry that robust the economic growth in many countries, including Indonesia. From 2016 to 2019, the contribution of the tourism sector to the national Gross Domestic Product (GDP) was equal to the value of the Gross Domestic Product of Tourism (GDP), increasing from 4.63 percent in 2016 to 4.97 percent or reaching 1.734 trillion rupiahs in 2019 which shows the value-added contribution of the tourism industry to the entire Gross Added Value (GAV) for the national economy [1]. The statistical data has implications for the potential of tourism in improving the standard of living and welfare of the community, as well as being used as a justification for the development of the hospitality industry. However, in the development of the Covid-19 pandemic, tourism's contribution to GDP has decreased to an average of 4 percent in 2020-2021 [2]. This condition also has a significant impact on employment in the tourism sector, which has tended to stagnate since early 2020. Furthermore, the significant negative impact of Covid-19 on the tourism sector due to limited tourist mobility has resulted in a decline in total employment in the second semester of 2020 [3].

In order to accelerate the post-pandemic recovery process globally, UNWTO recommends strategic policy directions that can be used as references by tourism sector stakeholders, which include three pillars of recommendation [4]. First, *Managing Crisis and Reducing Impact*, which includes measures to encourage job retention; sustain business and protect the most vulnerable groups; support the company's liquidity; review regulations on taxes, levies, and those that have an impact on the transportation and tourism sectors; ensure consumer protection and trust, promote skills development, particularly digital skills, include tourism in national, regional and global economic emergency packages, and create crisis management mechanisms and strategies. Second, *Providing Stimulus and Accelerating Recovery*, which includes measures to provide a financial stimulus for tourism investment and operations; advance travel facilitation, promote new jobs and digital literacy skills development, mainstream environmental sustainability in stimulus and recovery packages; understand the market, and act quickly to revitalize confidence and stimulate demand; improve marketing, event and meeting activities; partnership; and mainstreaming the tourism sector in national, regional and international recovery programs and development assistance. Third, *Forward Planning*, which includes measures to diversify markets, products and services; utilize market intelligence and digital transformation; strengthen tourism governance at all levels, prepare for crises, build resilience and ensure tourism becomes part of

national emergency mechanisms and systems; invest in human resource and talent development; placing sustainable tourism on the national agenda; and the transition to a circular economy and supporting the plan for the sustainable development goals (SDGs) [5]. Examining some of these strategic proposals, it can be seen that the resilience and development of tourism human resources receive significant attention and become one of the essential points in the recovery process of the tourism sector. In other words, there is an urgency to build tourism human resources resilience to achieve future recovery.

Human resources are one of the factors that play an essential role in advancing the tourism sector. The importance of human resources in the tourism sector is because people are a vital resource in most service-based industries. Especially in the hospitality industry, human resources plays a crucial role in realizing successful performance [6]. In the context of resilience and development of tourism human resources, the external environment predetermines the strengthening and developing process [7]. Substantially, changes experienced by a company significantly impact its organizational and operational strategy, including in the tourism sector, which transpires over a certain period, and are heavily influenced by changes in the external environment [8]. Therefore, it is important to know and understand the external factors that can control and/or determine the business process and would implicate the governance significantly. In dealing with the influence of external environmental conditions, a strategy is needed to develop organizational resilience through strengthening strategic human resources, which requires knowledge that includes organizational resilience practices and factors that influence tourism human resources resilience practices [9].

To find out more and elaborates on external factors that influence and determine the resilience of tourism human resources in the face of environmental change, the first step is to implement PESTEL analysis in a study [10]. Furthermore, the use of PESTEL analytical instruments to analyze political, economic, social, technological, ecological and legal factors governing the tourism industry, especially related to tourism human resources that adapted to a competitive environment. This study explores and examines these several external factors to know their implications and describe the preliminary strategic plan enabling resilience through certain considerations.

LITERATURE REVIEW

Research related to the use of PESTEL Analysis in tourism development has been widely carried out in various countries [11]. One of the benefits of using PESTEL Analysis is selecting new target markets, by examining the finder of political, economic, social, technological, environmental, and legal actors who will be the initial plans for expansion in the tourism sector related to investment interest [12]. In addition, by applying PESTEL analysis in tourism, we can benefit from an assessment and understanding of the global behavior of tourism demand [13]. First, legal influence has a significant role in tourism development capital. Political and economic factors have the same importance as legal framework tourism, followed by technological, environmental and social factors [14].

Furthermore, in developing tourism human resources resilience in Indonesia, using PESTEL analysis can be helpful in strengthening the tourism sector in each region [15]. In this study, concerning strategy analysis, there are six factors in the elaborated PESTEL analysis, namely 1) Politics, direction and stability of laws and regulations where we must determine measurable strategies to balance them; 2) Economy, the nature of regional economic conditions; 3) Social, values and lifestyles that develop due to cultural, ecological and ethnic conditions; 4) Technology, as an innovation to reduce obsolescence; 5) Environment, the reciprocal relationship of humans with other living things and 6) Law, regulations that are coercive in the environment [16].

The application of PESTLE analysis will enable the organization to feed information into clarifying the opportunities, barriers, and challenges that demand a strategic response from the organization and impact upon the people strategy options available considerations in response to the external context [11]. Developing a business using external factors analysis will persuade business organizations of the merits of investing in developing their manpower or developing human resources engagement processes to manage disruption within the external environment [17]. This approach will provide priorities tourism human resources and a more appropriate strategic response.

METHOD, DATA, AND ANALYSIS

The method used in this study is qualitative [18]. In this study, the implications of external factors in maintaining the resilience of the tourism manpower in Indonesia were explained, which was analyzed using the PESTEL (political, economic, social, technological, environmental, and legal) analysis approach [19]. This approach aims to analyze six external factors that can significantly influence Indonesian Tourism Human Resources Resilience, namely political, economic, sociological, technological, legal and environmental. In addition, this approach is helpful for understanding situational factors and internal and external analysis [11]. The data used in this study is sourced from secondary data derived from books, journals, articles, report documents and laws and regulations that are used to find the implications and describe the initial strategic plan that allows resilience through specific considerations. Furthermore, these data are processed and analyzed descriptively, analytically and synthesized so that they can elaborate and answer research problems.

RESULT AND DISCUSSION

1. Political Factors

Political factors review political policies and movements at the local, regional, national, or international levels [20]. It includes analyzing the following elements: governance functionality, fiscal policy, budget policy, currency policy, competition policy, protectionist policies, anti-monopolistic policies, corruption eradication policy, lobby, political risk, military conflicts, and level of terrorism, ethnic tensions [21]. In addition, to the tourism manpower and human resources in Indonesia, government policies, economic stability, and tourism development policies in Indonesia play an essential role.

Concerning industry, the Government of Indonesia plays a role as a protector of workers, among others, in the preparation of various laws and regulations and government regulations as well as ministerial decrees to complement its inclusion [22]. In addition, as a facilitator in resolving labor disputes with employers, finding common ground between the two parties in obtaining rights as stipulated in the law. Governments can build policies that encourage quality job creation and work with industry to sustain resilience and inclusive economic recovery. Still, governments must avoid failed job creation strategies to avoid the latest economic and financial crisis, leading to greater poverty, increased inequality and worsening workers' rights [23].

The government has also regulated policies related to labor wages, as stated in Government Regulation 36 of 2021. This Government Regulation Number 36 of 2021 is widely discussed about various matters related to wages, for instance: wage policies; determination of wages based on units of time and/or units of results; wage structure and scale; minimum wage; lowest wages for micro and small enterprises; wage protection; wages payment form and method; some kind of things that can be calculated with wages; wages as the basis for calculating or paying other rights and obligations; and administrative sanctions. The policy direction for wage system development emphasizes protecting wages for workers to achieve prosperity by considering the ability of companies and national economic conditions [24]. In addition, the labor wage policy is to help the stability of the country's economy to grow positively.

Tourism is a significant driver of economic growth & stability in Indonesia and one of the places of job creation. Tourism has a multiplier effect on economic sectors such as the provision of accommodation and food services, agriculture, retail, and transportation. When Tourism can be managed sustainably, it will contribute to economic diversification, improve local culture and products, promote local companies, and support job creation [25]. The ultimate goal of a country's economic development is basically to increase people's prosperity and economic growth to be stable and in a state of the continuous rise [26]. Suppose the unemployment rate in a country is relatively high. In that case, this will hinder the achievement of the economic development goals that have been aspired to. one of the negative impacts on economic stability is that Unemployment will lead to reduced national income derived from the tax sector. Therefore, strengthening the tourism manpower must be done correctly to be able to provide a level of community welfare.

Government intervention in tourism development can be carried out by implementing several policy instruments that can be used to control and provide incentives for developing the tourism manpower. Human Resources (HR) is a severe challenge for tourism development. Tourism attaches great importance to professionalism in investment management and the fields of hospitality, transportation, communication, and information. Although tourism has opened great opportunities for the people of the area around the tourism place, poor quality human resources can cause a lack of optimal management of the tourism sector industry. To improve the quality of the tourism manpower, it is necessary to build competency with global standards. This is to prepare a national manpower that is globally competitive and increase the national competitiveness of products and industries, with government schemes establishing several strategic policies based on the development of labor competencies through the education, training, development, and professional certification systems [27].

2. Economic Factors

This factor consists of indicators resulting from the economic relations of a country's macroenvironment [21], among others: economic influences include growth rates, employment rates, cost of raw materials, interest rates, currency exchange rates, inflation levels, general monetary policy [20] and the number of tourism manpower targets until 2024. In addition, these economic factors related to the resilience of the tourism manpower in Indonesia can be seen based on the GDP contribution of the tourism sector and the global tourism Manpower Competitiveness Index. Furthermore, the growth rate of investment in the tourism sector can also affect the increase in workers.

Table 1. The contribution of the tourism sector to the national economy

| Indicator | Unit | 2019 | 2020 | 2021 | 2022* | 2023* |
|--------------------------|------|------|------|------|-------|-------|
| Tourism GDP Contribution | % | 4.8 | 2.24 | 2.40 | 3.60 | 4.10 |

| | | | | | | |
|--|-------------|--------|----------|-------|-------|-------|
| Number of tourism workers | Million | 20.76 | 20.43 | 21.26 | 21.64 | 21.93 |
| Labor development index | Rank | #52 | n.a. | #42 | n.a. | #35 |
| Amount of investment in the tourism sector | Million USD | 840.66 | 2,000.15 | 2,200 | 2,420 | 2,680 |

***Projection Data**

Source: Results of the Writing Team Analysis from MOTCE Data, 2022

Based on the four indicators above, the number of workers has a positive growth rate with a target of 21.93 million people by 2023. This growth can have an impact on the contribution to the GDP of the tourism sector. The GDP contribution of the tourism sector decreased in 2020 from 2019, but starting in 2021, it increased slowly, in line with the positive growth of the tourism sector. This indicates that a country's tourism growth is mobilized by the stability of economic policies, governance structures, and well-designed investments in both physical and human capital [28]. In research conducted in Malaysia, the results provide evidence of the tourism industry's significant contribution to Malaysia's economic growth, thus justifying the need for public intervention in providing tourism infrastructure and facilities and manpower growth [29]. Similarly, in the results of research conducted in several European countries, the research findings show that the same country can experience economic growth led by the tourism sector or the growth of the tourism sector driven by the economy [30], besides that labor growth can also contribute to national GDP. Regarding the resilience of the tourism manpower, it can be seen in the labor development index issued by the WEF. This measurement is carried out in the Qualification of the labor force and labor market [31]. In 2019, the Human Resources and Labor Market ranking was in 52nd position and increased in 2021 to 42nd. The increase is in line with the increase in tourism sector employment which has an impact derived from the amount of investment in the tourism sector. The amount of investment has increased from 2019 to 2023. In 2023, the amount of investment based on projection data is 2,680 million USD, following the increasing number of workers, which is 21.93 million people. Therefore, it can be known that the need for the number of workers until 2023 is 1.17 million people when compared to 2019.

3. Social Factors

These factors include social and cultural structures that impact the broader labor dynamics of the tourism sector. These social factors include social demographics, population levels, and lifestyle trends [20]. Social demographic indicators may consist of natural growth, age structure, population mobility, quality of labor, unemployment rate, migration rate, lifestyle, level of education, circulation of foreign languages, societal values, tolerance of religion, attitudes towards quality and austerity [21], and health services for the manpower.

Table 2. Indicators of Social Factors

| Indicator | Description | Information |
|------------------------------------|--------------------|--|
| Number of Economically Active [32] | Gender | <ul style="list-style-type: none"> Man: 11,08 Million people Women: 9,36 Million people |
| | Level of Education | <ul style="list-style-type: none"> Elementary School and below: 6.23 million people Junior High School: 4.28 million people High School: 5.18 million people Vocational Schools: 3.18 million people D1/2/3: 0.51 million people Universities: 1.04 million people |

| | | |
|-----------------------|---|---|
| | Type of Work | <ul style="list-style-type: none"> • White Collar is a type of work of professionals, technicians, leadership & management personnel, implementing officers, administrative personnel, and the like (1.03 million people) • Blue Collar is sales and service workers, agricultural workers, production workers, operators, menial workers and others (19.40 million people) |
| | Followed Training/ Courses/ Certified Training | <ul style="list-style-type: none"> • Ever: 2.16 million people • Never: 18.27 million people |
| Quality of Labor [33] | Tourism industry skills can be categorized into four main categories, including those related to specific technical competencies. | These categories are identified as hard skills, digital skills, soft skills and general business skills |
| Health Services [34] | Health Services for the manpower have been regulated in government regulation number 88 of 2019 concerning Occupational Health | The implementation of Occupational Health includes efforts to: prevent disease; improve health; disease management; and health recovery organized by health care facilities such as BPJS Employment |

Source: Results of the author analysis

Based on the data in table 2, the majority of the tourism manpower is male, which is 11.08 million people (54.21%) compared to the female manpower of 9.36 million people (45.79%). The tourism manpower is also supported by elementary and lower school graduates, who work more in the blue-collar type. In addition, many tourism workers have not attended Training/Courses/Certified Training. Tourism workers are protected on a health basis under government regulation number 88 of 2019 concerning Occupational health. To be able to survive and adapt to conditions like today, each manpower must be able to have expertise or skills. Manpower skills in the tourism sector can be categorized as follows, namely: hard skills, digital skills, soft skills and general business skills. Therefore, formal training and education programs tend to place great emphasis on hard skills, where only specific industry skills are relevant to be taught to the manpower [33]. The ability to upskill the tourism manpower will assist the organization in establishing and providing complementary services that tourists will be able to stay longer after the destination of their visit is completed so that it will have a positive impact on the development of national tourism [12]. The following are the main categories of skills, which are as follows:

Table 3. Categories of skills for the tourism Sector

| Hard Skills | Digital Skills | Soft Skills | Business Skills |
|---|---|--|--|
| <ul style="list-style-type: none"> • Chef: Culinary technical skills • Sommelier: Wine skills and tasting • Airline Pilot: aviation skills • Beauty therapist: Performing different types of treatments | <ul style="list-style-type: none"> • Accounts clerks: Knowledge of accounting software • Passenger check-in staff: Knowledge of airport/ airline software systems • Systems administrator: System and software knowledge • Marketing Executive: Social media knowledge and skills | <ul style="list-style-type: none"> • Language (incl. foreign language), literacy and numeracy skills • Customer service skills • Personal hygiene and personal presentation | <ul style="list-style-type: none"> • Managerial skills • Planning and organising skills • Financial management • Problem-solving and decisions making skills • Ability to work individually and in a team • Networking |

Source: [33]

4. Technological Factors

One of the technological factors in manpower development is utilizing IT technology for needs and harmonizing relationships in various HR elements, especially in the tourism sector. This technology can be in the form of digital-based technology that can provide positive benefits for implementing tourism [35]. This factor also examines the impact of digital and technological advances that have a scope on the world of work and overall economic growth [20], which includes: technological innovation rate, government spending on innovation, the technological attraction of the sector, amount of expenditure for implementing technologies, quality of technology, quality of technical education, automating processes and working relationships, level of research and development [21]. In the development of the tourism manpower to be able to be competitive, technological aspects can be seen in the use of technology in the internal management of the organization, the use of tourism service technology, the use of technology in the provision of tourism facilities and infrastructure, and the use of technology by individual tourism workers.

Table 4. ICT Readiness Indicator

| Indicator | 2019 | | 2021 | |
|--|-----------|------------|-----------|------------|
| | Rank | Value | Rank | Value |
| ICT Readiness | 70 | 4,7 | 68 | 4,9 |
| • Individuals using internet, % of population (pop) | 89 | 39,9 | 86 | 53,7 |
| • Broadband internet subscribers per 100 pop | 86 | 3,3 | 89 | 3,9 |
| • Active mobile broadband internet subscriptions per 100 pop | 42 | 87,1 | 53 | 89,1 |
| • 3G mobile network coverage rate, % of pop | 82 | 93,8 | 71 | 97,7 |
| • Use of digital platform for providing financial services, 1-7 (best) | 70 | 5,1 | 70 | 5,1 |
| • Use of digital platforms for providing transportation and shipping, 1-7 (best) | 13 | 5,4 | 13 | 5,4 |
| • Use of digital platform for providing hotels, restaurants, and leisure activities services, 1-7 (best) | 41 | 5,4 | 41 | 5,4 |
| • Power losses, % of domestic supply | 50 | 8,4 | 54 | 8,4 |

Source: [31]

Based on the ICT Readiness ranking, Indonesia in 2021 was ranked 68th, an increase of 2 from the previous year. Compared to various ASEAN countries, the ranking is still below Singapore, Malaysia, Thailand, and even Vietnam [31]. This indicates that our country has not implemented ICT optimally, as seen in the Use of the digital platform for providing hotels, restaurants, and leisure activities services, which ranked 41st in the world. One of the factors that hinder or accelerate the pace of tourism activities is the pattern of promotion and information management system that has an impact on the known or unfamiliarity of a tourist attraction, the ease of obtaining tourist destinations, ease of access to tourist locations, benefits obtained during travel, availability of transportation, facilities and infrastructure of visitor facilities as well as the uniqueness of objects, culture, local wisdom of the community and travel trends. The existing information will significantly determine the tourist's choice of activity pattern or location. The development of ICT is also very helpful in opening information or introducing well-known and new destinations to prospective tourists who have arrived, introducing the uniqueness of culture and local wisdom of the people around the goal. The movement of information that is very flexible also impacts the overall trend of tourists.

An organization needs to compile, or design needs related to recruitment and increasing the competence of the tourism manpower using digital technology. Tourism education should develop new educational programs and educational programs that consolidate various areas, for example, engineering, management, and it-related user-friendly interface design. Today, some tourism professions will be displayed through technological services, with many new jobs to be drawn up [36]. Various researches to date have focused on manpower development that has an impact related to technological innovation on service quality, as well as improving facility competitiveness, effectiveness, and efficiency, customer adaptation to technology applications, and current technology utilization practices in the industry

[37]. Digital transformation in the development of the tourism manpower can change the business of organizing tourism more optimally, effectively, and efficiently. This digitalization also makes it easier for workers to promote various tourism information to support the strengthening of tourism destinations. This can increase the occupancy of tourist visits to facilitate the distribution of information to every potential tourist who will visit tourist destinations [38].

The strategy of tourism organizations structures the organization's direction in the long term to meet the stakeholders' expectations and to achieve profits in a changing environment through the configuration of competencies and their resources. Therefore, the strategy must promote and favor innovation within the company since it can support it to maintain its competitive advantage in the market while at the same time making it more flexible in finding efficient solutions to deal with the constant changes that arise from the external environment in which it operates. The field of technological innovation will adopt new ideas regarding systems, equipment, or other tools capable of expanding or adding to the manpower's expertise during its operational process [39]. In addition, several other technological advances such as smartphones, social media, and others are enabling operations for the work done by the manpower which will be an experience and much more enjoyable and efficient [40].

5. Environment Factors

The existence of the climate change plan is a challenge for the tourism manpower to be able to find opportunities and accept challenges to be able to survive in every condition [20]. Therefore, this factor is formed based on organizational or labor behavior in an orientation to preserve the natural environment and can develop products based on nature/waste. In addition, this analysis includes the following elements: environmental quality, measures to protect and preserve biodiversity, availability of natural resources, development of renewable energy, recycling of used products, ecological education of residents, and the existence of protected areas and zones [21].

Environmental factors in the tourism sector align with the concept of Sustainable tourism. Sustainable tourism will ensure that natural resources can be adequately maintained and not overexploited, especially in tourist destinations. It is more inclined to provide activities for a sustainable long-term economy in local communities and beyond, to provide new jobs for the community. However, in the absence of policies and regulations capable of ensuring sustainability in this sector, tourism can generate an increase in waste, causing excessive use of resources and causing environmental degradation and/or social disturbance in the local society, as well as the closure of employment opportunities for the community [25].

Current and future sustainable tourism policies focus more on economic, social, and environmental impacts to address the impact on tourists, industry, the environment, the manpower, and local communities. In promoting the sustainable tourism sector, it is necessary to mainstream policies and focuses on the SDG's used in adopting an integrated approach that impacts industry, society, and the manpower. In addition, sustainable business models are needed, such as environmentally responsible practices in transportation related to tourism, accommodation, restaurants, and attractions [41]. When promoting sustainable tourism and ecotourism, policies such as manpower capacity building and platforms for social dialogue between industry and labor are fundamental to ensure that tourism does not produce adverse social impacts for all parties, especially labor and local communities [42].

Environmental factors, especially in climate change and biodiversity degradation, as well as improper management of waste and chemicals, will create opportunities and challenges that can open new jobs and ensure productive employment and decent work in the tourism sector, with the aim of welfare for the community and the manpower in general. The greener and more sustainable tourism development, as in the development of ecotourism, will help this sector promote an inclusive economy for tourism workers and green job creation [43]. Sustainable tourism with an ecotourism model can help protect and promote the livelihoods of local communities by providing the eradication of poverty and the elimination of discrimination and equitable, sustainable equality in tourism communities and manpowers. The sustainable tourism model can benefit from the contribution and knowledge of local communities in increasing decent job opportunities and being a lever for socio-economic development around tourist destinations [44].

6. Legal Factors

The legal aspect of this factor is related to the legal framework consisting of laws and regulations issued by the responsible institution [21]. For example, the legal protection of the tourism sector is regulated in Law no. 10 of 2009 concerning Tourism. The principles of tourism implementation include providing benefits for the welfare of the people, justice, equality, and proportionality; maintaining the preservation of nature and the environment; and empowering local communities. In addition, workers have laws and regulations that explain their rights and obligations of workers. The objectives of the establishment of this labor law are to: empower and utilize the manpower optimally and humanely; realize equal employment opportunities and the provision of manpower following the needs of national and regional development; provide protection to workers in recognizing welfare; and improve the welfare of workers and their families in carrying out the activities of companies in the tourism sector, entrepreneurs should fulfil the rights of every worker. The rights of these workers include the right to receive equal treatment without discrimination on any basis, the right to develop work competence, the right to worship according to

one's religion and belief, the right to receive wages or income by human dignity, the right to protection, welfare, health and safety at work.

The role of the law becomes crucial, that is, to ensure protection for labor. On the one hand, to gain life and what is appropriate, even for the sake of just getting a guarantee or protection of life, is far from hope. Even workers who already have a job in practice quickly lose their jobs through the act of termination [45]. Currently, the laws related to employment have become one, namely those that have been regulated in the Job Creation Law or Law Number 11 of 2020 concerning Job Creation. This law aims to create jobs and increase foreign and domestic investment by reducing regulatory requirements for business permits and land acquisition. On the other hand, the Job Creation Law also regulates the protection and improvement of the welfare of workers or laborers.

Regarding the determination of rights for workers, such labor wages have been regulated according to the regional regulations of each province and district. Problems with implementing the Employment Creation Law usually occur between workers or trade unions and employers, where workers or the worker system emphasize job security, high wage increases, increased benefits, family welfare, high severance pay, and elimination of outsourcing. Meanwhile, the entrepreneur emphasizes business continuity, flexible working relationships, low wages, flexible benefits, low cost and efficiency, typical severance pay, and simple and fast layoffs. Therefore, trust and respect are needed between the two parties.

Table 5. Regulations Regarding Tourism Manpower

| Regulation | Information |
|---|--|
| Law Number 11 Year 2020 | Concerning Job Creation |
| Government Regulation No. 34/2021 | Concerning the Use of Foreign Workers |
| Government Regulation No. 35/2021 | Concerning Work Agreements for Certain Time, Outsourcing, Working Time and Rest Time and Termination of Employment |
| Government Regulation No. 37/2021 | Concerning Implementation of Job Loss Guarantee Program |
| Government Regulation No. 36/2021 | Regarding Wages |
| Government Regulation No. 88/2019 | Concerning Occupational Health |
| Regulation of the Minister of Tourism No. 1/2018 | Concerning the Enforcement of Indonesian National Work Competency Standards in the Tourism Sector |
| Regulation of the Minister of Tourism No. 19/2016 | Concerning the Implementation of Mandatory Competency Certification in the Tourism Sector |
| Provincial/Regency/City Regional Regulation | Regarding the minimum wage for the province/district/city |

Source: The author analysis, 2022

Following the regulation of the minister of tourism no. 19/2016, every worker in the tourism sector working in Indonesia, including foreign workers, must have a Certificate of Competence by the provisions of the legislation. The Competency Certificate, as intended, is given to workers who have mastered specific work competencies by the Indonesian National Work Competency Standards (SKKNI) in the Tourism Sector, international standards and/or special standards. Competency Certification in the Tourism Sector is the process of granting competency certificates in the tourism sector, which is carried out systematically and objectively through a competency test. A Certificate of Competence in the Tourism Sector is written evidence issued by a licensed professional certification body that certifies that a person has mastered certain work competencies. The Competency Certificate aims to provide recognition of the Competencies of the Manpower and improve the quality and competitiveness of the Manpower.

CONCLUSION

Analysis of external factors using PESTEL Analysis will build the benefits of an organization to invest in labor to develop and be competitive in the external environment. This is an essential priority in improving services for tourism implementation, which impacts increasing tourist visits. On political factors, government policies, economic stability, and tourism development policies are fundamental in developing the tourism human resources because with these various policies, job creation and increasing the competence of the tourism manpower can take place optimally. Economic factors in terms of the resilience of the tourism human resources in Indonesia can be seen based on the GDP contribution of the tourism sector, the increase in the number of tourism workers, the global tourism Labor Competitiveness Index, and investment in the tourism sector. Furthermore, the need for tourism workers every year has increased in line with the increase in the amount of investment in the tourism sector, and this will have a positive impact on the growth rate of competitiveness of the Indonesian tourism human resources in the global arena.

On the social aspect, it emphasizes the condition of the labor force in Indonesia, improving the quality of the tourism human resources, and health insurance for tourism manpower. Around 90 percent of the tourism manpower needs certified training/courses/training to improve the quality of work competencies to be able to be competitive. In addition, the use of technology in implementing tourism by the manpower and tourism organizations is necessary and is a top priority in supporting organizational excellence. Technological factors in maintaining the resilience of the organization and tourism human resources to be able to be competitive with the external environment can be seen in the use of technology in the internal management of the organization, the use of tourism service technology, the use of technology in the provision of tourism facilities and infrastructure, and the use of technology by individual tourism workers.

Environmental factors in the tourism sector use the concept of sustainable tourism that will create opportunities and challenges in opening new jobs and developing productive and decent employment in the tourism sector, with the aim of welfare for the community and labor, as well as being a lever for socio-economic development around tourist destinations. Strengthening the tourism human resources be supported by various laws and regulations that will positively impact the growth of the tourism human resources in Indonesia. Some of the priority regulations are related to the job creation law, regulations related to wages, health insurance for workers, and regulations related to labor competency standards. The main thing that the tourism sector workers must own is a certificate of competence that is regulated by the provisions of laws and regulations.

IMPLICATION/LIMITATION AND SUGGESTIONS

The results of this study are expected to provide insight for the tourism industry in carrying out the management and development of the tourism human resources. It aims to improve the tourism sector based on the development of human resources through increasing work competence, strengthening the skills quality, increasing labor competitiveness, utilizing technology in the implementation of tourism, and developing new job opportunities and challenges with a sustainable tourism model. However, this study has limitations, namely only revealing external factors related to the strengthening and resilience of the tourism human resources. For this reason, it is necessary to add internal factors related to the development of the tourism manpower to formulate the right strategy for strengthening the tourism human resources to adapt to current and future conditions. Furthermore, the author suggests in the further study to use quantitative methods by disseminating questionnaires to the tourism human resources to find out the suitability and needs in developing strategies for strengthening the tourism human resources. This is intended to increase the competitiveness of the tourism resources to be globally competitive in the future.

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