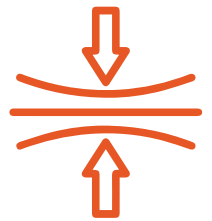


SPECIAL REPORT

Building Resilience in Tourism Accommodation



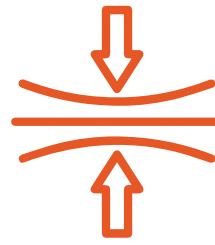


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ASIA
PACIFIC
ALLIANCE
FOR DISASTER MANAGEMENT
INDONESIA

Save More Lives
in Less Time



Foreword

By the Grace of Almighty God, the Asia Pacific Alliance for Disaster Management (A-PAD) Indonesia presents this report as an accountability for the implementation of programs over the past year. This report provides an overview of various achievements, especially in strengthening collaboration with multiple parties and efforts to enhance disaster information centers or disaster knowledge management.

In this report, A-PAD Indonesia dedicates a special section to explain the Disaster Preparedness Minimum Standards for Hotels and Resorts program, which has been developed since 2020 to the present. The program began in Bali and has since been replicated in West Nusa Tenggara, East Nusa Tenggara, and West Java.

A-PAD Indonesia is grateful for all the achievements attained. This report not only summarizes the successes but also highlights the challenges faced and the opportunities that lie ahead. The programs implemented are the result of close collaboration with various parties, including the government, the private sector, communities, and other humanitarian organizations.

The hope is that A-PAD Indonesia will continue to make a positive impact on society in general and contribute to disaster resilience in Indonesia.

Sinta Kaniawati
Country Director

ABOUT A-PAD





Asia Pacific Alliance for Disaster Management (A-PAD)

is a transnational disaster relief alliance that works to facilitate cooperation and understanding between governments, the private sector, and civil society organizations in the Asia-Pacific region. A-PAD was launched during the Asian Ministerial Conference on Disaster Risk Reduction (AMCDRR) in Yogyakarta on October 23, 2012. The A-PAD network currently operates in six countries: Japan, Korea, the Philippines, Indonesia, Sri Lanka, and Bangladesh.



In Indonesia, A-PAD initially collaborated with the National Platform for Disaster Risk Reduction as a forum for various stakeholders focused on disaster risk reduction. It later transformed into **A-PAD Indonesia** as a legal entity in 2017. A-PAD Indonesia aims to strengthen the involvement of a broader range of stakeholders, particularly through collaboration with the private sector to carry out humanitarian activities in disaster management, including mitigation, emergency response, and recovery.

Vision

More lives are saved in less time and more communities and businesses are more sustainable through improved multi-sectoral communication, collaboration, and innovation in disaster management.

Mission

To reduce the impact of disasters to communities and businesses by:

- *Providing collaboration hubs to facilitate inter- and multi-sectoral and multi-stakeholders in disaster management*
- *Promoting knowledge generation and sharing of innovative approaches to building community and business resilience.*



Area

The Covid-19 disaster that struck Indonesia since 2020 significantly impacted all aspects of society, including the economy. The pandemic caused the tourism industry, particularly in Bali, to enter a low season.

Visitor numbers dropped due to strict social restrictions and flight closures, resulting in a lack of tourists. This greatly affected tourism activities, leading some hotels to shut down due to the lack of hotel room users. The decline in the tourism sector, along with other related businesses, saw a drastic downturn.



A-PAD Indonesia placed particular focus on the tourism sector by implementing programs aimed at post-Covid-19 disaster recovery and building disaster preparedness for the future of the tourism industry.

A-PAD Indonesia then ran various programs in three main areas: Bali, as the most mature tourist destination in Indonesia; Mandalika in Lombok, West Nusa Tenggara; and Labuan Bajo in West Manggarai, East Nusa Tenggara, which are two of the five Super Priority Tourism Destinations designated by the government. Additionally, A-PAD Indonesia acted as an alliance by implementing several programs in Jakarta and its surroundings, including West Java and Banten.

Tourism is an important economic sector in Indonesia. The country's immense natural beauty, culture, and authentic ancestral heritage are key attractions that draw many tourists to visit the archipelago. Indonesia is a nation with its own unique character, consisting of a wide array of islands spread across a vast area. Each island in Indonesia boasts a rich diversity of ethnic groups, cultures, customs, flora, and fauna.

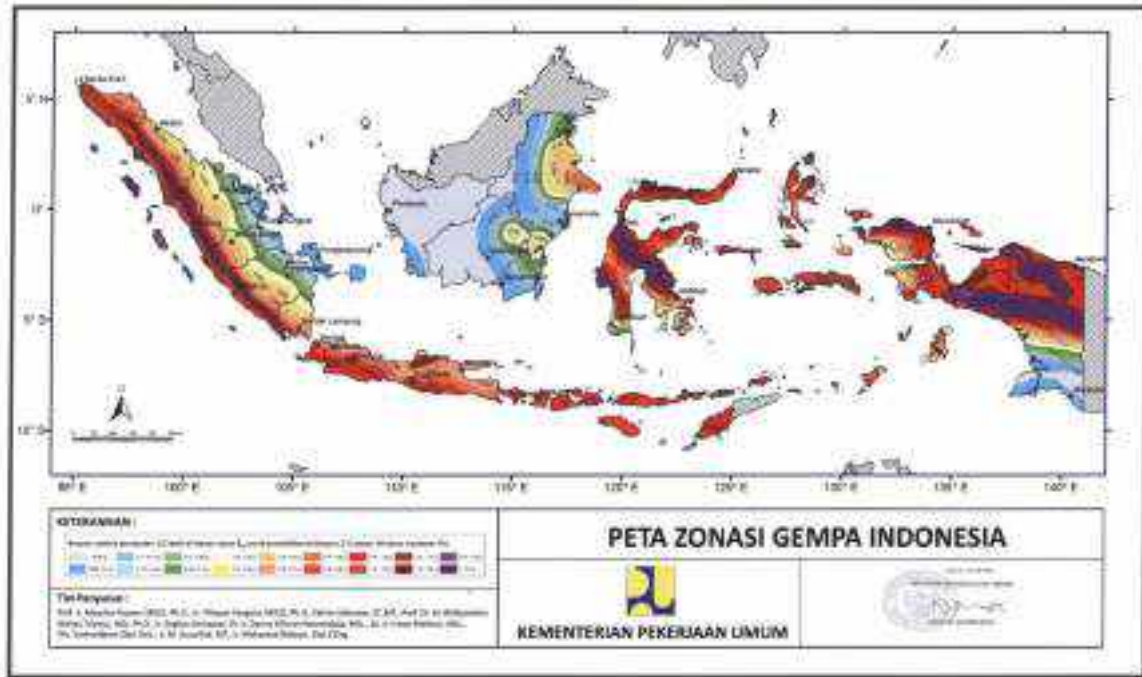
The growth of tourism in Indonesia has been quite rapid. According to data from the World Travel and Tourism Council (WTTC), Indonesia ranked 9th in the "Top 30 Travel and Tourism Countries Power Ranking," based on growth between 2011 and 2017 for four key travel and tourism indicators. In this ranking, China, the United States, and India took the top three spots. Within Asia, Indonesia ranks 3rd after China and India, and in Southeast Asia, Indonesia leads among other Southeast Asian countries.

According to the Ministry of Tourism and Creative Economy, Indonesia has many competitive advantages in the tourism sector, which is one of the country's largest foreign exchange earners. In 2019, the tourism industry was projected to generate US\$ 20 billion in foreign exchange. In the

same year, Indonesian tourism was targeted to become the best in the region. The country branding "Wonderful Indonesia" ranked 47th globally, surpassing "Truly Asia Malaysia" (ranked 96th) and "Amazing Thailand" (ranked 83rd). "Wonderful Indonesia" reflects the positioning and differentiation of Indonesia's tourism.

The number of international tourists visiting Indonesia increased by 55%, from 9 million in 2014 to 14 million in 2017. In many regions of Indonesia, the tourism sector has significantly boosted local revenue (PAD). For instance, the development of tourism at Lake Toba increased the PAD of Samosir Regency by 81% from 2016 to 2017. Similarly, PAD in Simalungun Regency rose by 91%, Humbang Hasundutan Regency by 103%, and Karo Regency by 58%.





However, the tourism industry is highly vulnerable to disasters, and if not properly managed, the impact can affect the tourism ecosystem and the achievement of targets. Tourism is often associated with leisure, and tourists see safety and comfort as essential aspects of their travel experience. Meanwhile, disasters are one of the most sensitive factors that can influence the rise and fall of demand in the tourism industry.

The map above illustrates that Indonesia is located in an area highly prone to earthquakes. If this is not properly anticipated, it could potentially lead to disasters that would cause significant losses, both economically and in terms of human lives.

Several disaster events have already impacted the tourism industry, including:

01

The eruption of Mount Merapi in 2010 caused a decline in tourist visits to several attractions in Yogyakarta and Central Java by almost 50 percent





02

The forest and land fires from August to September 2015 caused 13 airports to cease operations due to low visibility, which endangered flights. Airports had to close, various international events were postponed, and tourism was severely impacted. The aviation, hotel, restaurant, travel agency, tourist attractions, and other businesses supported by tourism were also disrupted.

03

The eruption of Mount Agung in Bali in 2017 resulted in a loss of 1 million tourists and financial losses of up to IDR 11 trillion.



04

The consecutive Lombok earthquakes in 2018 led to a reduction of 100,000 tourists and losses amounting to IDR 1.4 trillion.

05

The Sunda Strait tsunami in December 2018 caused economic losses in the tourism sector of up to hundreds of billions of rupiah. The disaster led to a domino effect, with up to 10 percent of tourist visits being canceled. Before the tsunami struck, hotel and accommodation occupancy rates in the tourist areas of Anyer, Carita, and Tanjung Lesung were at 80-90 percent.





Foto: instagram.com/muhairifendy

Recognizing the various disaster challenges, A-PAD Indonesia is committed to promoting the strengthening of disaster preparedness in the tourism sector. One of the most important elements in tourism, aside from tourist attractions as the main destinations, is accommodation facilities, which serve as places for tourists to rest or stay in their destinations (Eridiana, 2005). Therefore, as an initial step, A-PAD Indonesia prioritizes accommodation facilities as the most crucial element in developing disaster preparedness within the tourism sector. A-PAD Indonesia has begun initiating efforts to increase the capacity of accommodation business operators to anticipate disasters.

A-PAD Indonesia started its initiative to develop disaster preparedness in the tourism accommodation sector in 2016 in Bali. In fact, the Bali Provincial

Disaster Risk Reduction Forum (FPRB) had initiated the Disaster Preparedness Certification one year earlier, in 2015. In line with this initiative, A-PAD Indonesia supported efforts to strengthen the capacity of the FPRB and hotel managers to implement the Disaster Preparedness Certification for hotels in Bali until mid-2017.

At the same time, discussions to build disaster preparedness in West Nusa Tenggara (NTB), particularly on Lombok Island, had already begun. Stakeholders in the tourism sector, including associations such as the Indonesian Hotel and Restaurant Association (PHRI) NTB, agreed that Lombok needed a disaster preparedness framework and indicators to help hotel operators develop disaster preparedness activities in their respective hotels. This idea was then followed up by A-PAD Indonesia.

In 2020, amidst the COVID-19 pandemic, A-PAD Indonesia developed a disaster preparedness initiative for accommodations by refining the existing framework. This initiative was later named the **Minimum Disaster Preparedness Standards for**



Hotels and Resorts or Disaster Safety Certification (DSC).

The Minimum Disaster Preparedness Standards for Hotels and Resorts is an assessment tool that encourages coordinated efforts to enhance the disaster risk management standards applied to tourism businesses, particularly in the accommodation industry. This effort takes a broader perspective, as it explicitly highlights the important role hotels can play during disasters, including providing benefits to the community.

This minimum standard is expected to help hotels reduce the risks posed by both natural and non-natural disasters, while implementing hotel preparedness and safety standards. It also aims to increase the trust of all stakeholders: tourists, entrepreneurs, tourism service

providers, and other parties supporting the development of the hotel business and a positive tourism climate.

The Minimum Disaster Preparedness Standards for Hotels and Resorts is used in the pre-disaster phase to ensure readiness and resilience in responding to disasters, enabling the hotel to resume normal operations.



Why are minimum standards important?

One of the functions of this minimum standard is to provide an understanding of disaster risks at hotel and resort locations, specifically the vulnerability of buildings. Awareness of risk largely depends on the quantity and quality of available information, as well as differences in people's perceptions of risk. People are more vulnerable when they are unaware of the dangers threatening their lives and assets. This is influenced by knowledge of hazards and vulnerabilities, as well as the availability of accurate and timely information.

The Minimum Disaster Preparedness Standards for Hotels and Resorts, in addition to risk awareness, focus on efforts to increase capacity in terms of hotel and resort systems and management. Prior to this, hotels and resorts are encouraged to assess the vulnerability of their physical infrastructure, including buildings, location, environment, above-ground facilities, emergency accessibility, and architectural aspects.

The Minimum Disaster Preparedness Standards for Hotels and Resorts provide a framework for assessing hotel and resort preparedness using a multi-hazard approach, including physical vulnerability, and hotel management, based on the following risk assessment framework:

$$R = \frac{H \times V}{C (S+M)}$$

R = Risk

H = Hazard (Disaster Threat)

V = Vulnerability (Physical Infrastructure Vulnerability)

C = Capacity (Management System Capabilities)

The building components are seen as tools to conduct disaster risk analysis, primarily in assessing how well buildings and infrastructure can withstand a disaster. In short, when a disaster occurs, will the building be able to save lives, or will it potentially increase casualties? Understanding these vulnerability factors can help hotel management determine the direction for developing their disaster risk management systems. It can also guide them in strengthening building and infrastructure aspects that are considered to increase the risk of impact during a disaster.

The System Component and Management Component are seen as essential for enhancing the capacity to manage disaster risks. These two components form the core of the Minimum Disaster Preparedness Standards for Hotels and Resorts.

In the implementation of the Minimum

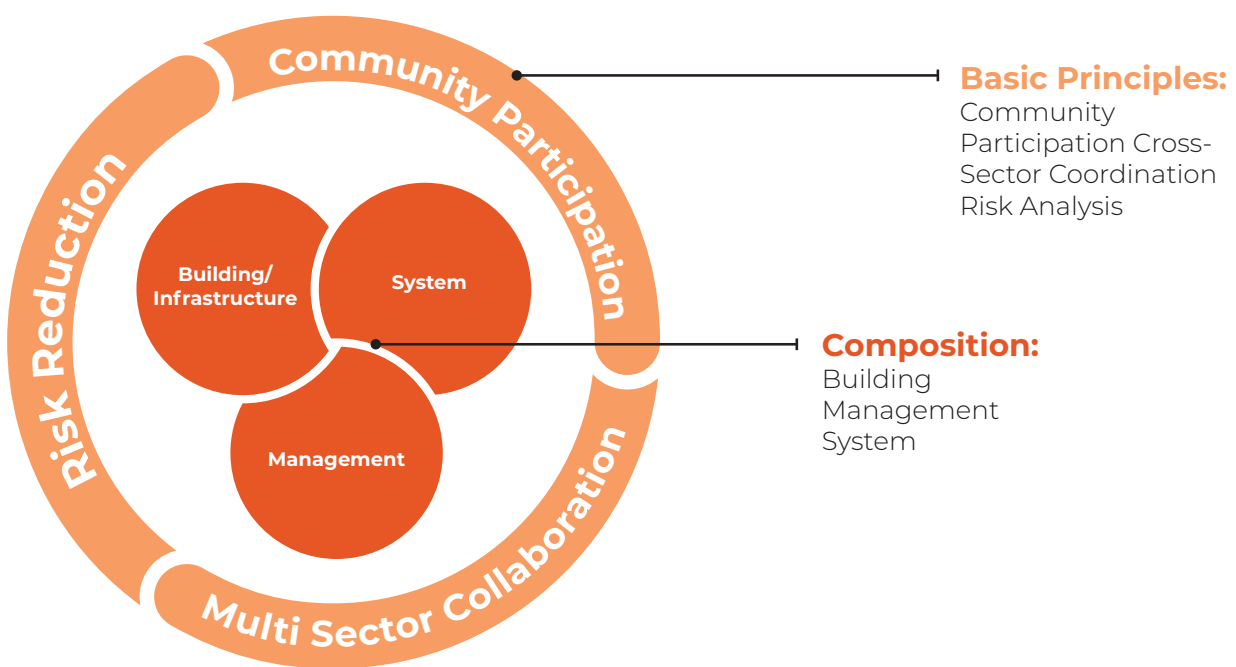
Disaster Preparedness Standards for Hotels and Resorts, three basic principles must align with the three components: building, system, and management, to meet resilience indicators and ensure a better, more comprehensive response.

BASIC PRINCIPLES

The **Basic Principle of Cross-Sector Collaboration** is based on the active participation of hotel operators, tourism service providers, the government, academics, civil society organizations, and the public. The active role of these stakeholders is crucial, not only to meet the indicators in the assessment but also to significantly assist in the emergency response and recovery phases.

The **Basic Principle of Community Participation** is based on the importance of hotel management working together with relevant parties to support capacity building and share resources for the implementation of the Minimum Disaster Preparedness Standards for Hotels and Resorts. This principle is also vital to ensure clarity in roles: “Who does what?” both before, during, and after a disaster occurs.

The **Basic Principle of Risk Reduction** is based on the importance of adapting to the local situation, which often changes rapidly during emergency response phases or in the lead-up to one. Therefore, proper analysis will be very helpful in providing an effective response, while also ensuring that the hotel’s interventions during emergency response or in the phases of prevention, mitigation, and preparedness do not create new threats or vulnerabilities. Below is an illustration of the relationship between the basic principles and the main components of the minimum standards.



In the assessment process of the Minimum Disaster Preparedness Standards for Hotels and Resorts, the evaluation will be conducted by a team of verifiers consisting of experts from government organizations, associations, academics, and other practitioners. Before being formed into a team, the verifiers undergo training, guidance, and alignment of understanding regarding the assessment indicators to be used. The verification team is then formed, with a minimum of six members, to verify a single hotel.

Each verification team must include experts who meet the requirements for the relevant assessment components, namely:

1. Building Component Verifiers come from government organizations in construction, fire fighting, and academics in civil engineering, architecture, and other related experts.
2. System Component Verifiers come from government organizations in disaster management, fire fighting, search and rescue, health, tourism, and associations of hospitality entrepreneurs or professionals, academics in tourism and hospitality, as well as other related experts.
3. Management Component Verifiers come from government organizations in labor, tourism, and associations of hospitality entrepreneurs or professionals, as well as other related experts.

Based on the assessment conducted by the verification team, each hotel will be evaluated for the vulnerability of its building and its compliance with the minimum standards. The result will indicate whether the hotel passes or fails, along with recommendations for improvements that the hotel needs to make.

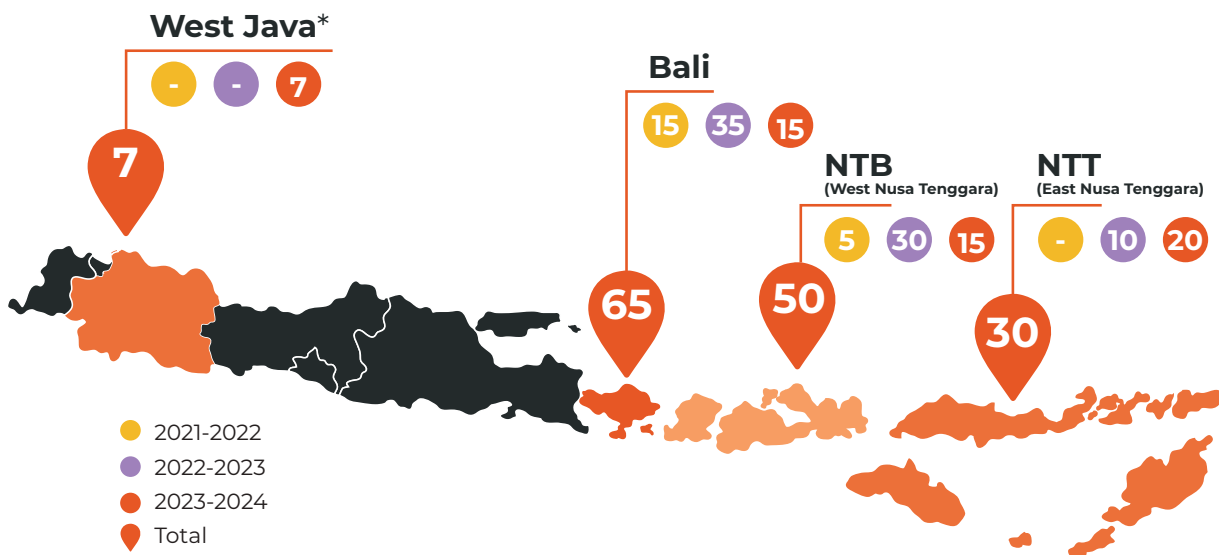
In the implementation of the Minimum Disaster Preparedness Standards for Hotels and Resorts, the government will issue regulations that provide the legal basis for hotel certification. These regulations will include guidelines and technical instructions, including the formation of verification teams to carry out the Minimum Disaster Preparedness Standards for Hotels and Resorts in the respective areas.



To implement the Minimum Disaster Preparedness Standards for Hotels and Resorts, A-PAD Indonesia selected several regions to serve as pilot projects, accompanied for 3 years, until 2024. In determining the pilot regions, A-PAD Indonesia collaborated with the Coordinating Ministry for Economic Affairs and the Ministry of Tourism and Creative Economy. These ministries recommended that A-PAD Indonesia focus on Special Economic Zones and Super Priority Tourism Destinations as the pilot areas for implementing the Minimum Disaster Preparedness Standards for Hotels and Resorts.

A-PAD Indonesia then applied the Minimum Disaster Preparedness Standards for Hotels and Resorts in **Bali, West Nusa Tenggara, and East Nusa Tenggara**. As of September 2024, the standards have been tested and implemented in at least four regions: Bali, West Nusa Tenggara, East Nusa Tenggara, and West Java.

Number of Participants in the Minimum Disaster Preparedness Standards for Hotels and Resorts with Support from A-PAD Indonesia



*trial

In the implementation of the Minimum Disaster Preparedness Standards for Hotels and Resorts, policy and operational support are the most critical factors for the sustainability of this program. These policies serve as legitimacy for the verification team and as a system established to carry out the program. They also provide a foundation for organizations and relevant institutions to allocate operational budgets to ensure the continued implementation of this program in the regions.








The three regions implementing the Minimum Disaster Preparedness Standards for Hotels and Resorts—Bali, West Nusa Tenggara, and East Nusa Tenggara—all have policies supporting the program’s implementation, though at different regulatory levels. Bali has a comprehensive legal framework in place.

In East Nusa Tenggara, the program is specifically implemented in Labuan Bajo, West Manggarai Regency, supported by a regent’s regulation. However, since this policy was recently established, the government has not yet allocated a specific budget for the program’s operations.

Meanwhile, in West Nusa Tenggara, the program’s implementation is focused on Lombok Island, particularly in the Mandalika Special Economic Zone (SEZ). The implementation of the Minimum Disaster Preparedness Standards for Hotels and Resorts is based on a governor’s decree and is prioritized in the West Nusa Tenggara Province’s strategic plan.



Legal Framework for the Minimum Disaster Preparedness Standards for Hotels and Resorts:

-  Regulation of the Province of Bali Number 5 of 2020 on the Standards for Organizing Balinese Cultural Tourism.
-  Regulation of the Governor of Bali Number 52 of 2021 on the Implementation of Regulation of the Province of Bali Number 5 of 2020 on the Standards for Organizing Balinese Cultural Tourism.
-  Decree of the Governor of West Nusa Tenggara Number 300.2/562 of 2024 on the Disaster Preparedness Verification Team.
-  Decree of the Governor of West Nusa Tenggara Number 300.2/563 of 2024 on the Minimum Disaster Preparedness Standards for Hotels and Resorts
-  Regulation of the Regent of West Manggarai Number 6 of 2024 on Disaster-Resilient Tourism Accommodation.

Hotel Participation in the Minimum Disaster Preparedness Standards for Hotels and Resorts with Support From A-PAD Indonesia in 2024

