Quality Tourism in the Emergence of Revenge Travel: A Post-pandemic Policy Framework

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Abstract. Currently, a revenge travel phenomenon emerged following the reopening of tourism amid the Covid-19 pandemic is still not subsided. This phenomenon raises questions about its impact on the concept of quality tourism that promotes sustainable tourism development and that revives during the Covid-19 pandemic. This issue is crucial to be anticipated by policymakers, particularly in developing countries such as Indonesia, to prevent various impacts detrimental to the natural, social and cultural environment, which have ensued in many tourism destinations before the Covid-19 pandemic. Hence, the study aims to offer ideas to policy makers on establishing quality tourism in the post Covid-19 pandemic. Based on a qualitative approach, the methodology used is integrative review through literature studies. The result shows that the government can effectuate several alternative policies to modify revenge travel to become quality tourism. Such policies will be essential for developing a carrying capacity policy in a tourism destination. In addition, the Covid-19 pandemic can provide an understanding for the government to comprehensively evaluate their perspective on tourism as a means of development, including reviewing the concept of sustainable growth in tourism development.

Keywords: quality tourism · revenge travel · policy · pandemic

1 Introduction

Since some countries have started reopening tourism activities amid the Covid-19 pandemic, there has been a euphoria within the community that they might have returned to normalcy and could travel freely once again. Revenge tourism or revenge travel then emerged the term to describe their spirit. This situation provides a promising expectation for the tourism recovery process as the sector suffers the most compared to other sectors [1]. The euphoria did not even recede even though by November 2021, the number of Covid-19 transmissions resurged in many countries. Even Vietnam, one of the first countries to successfully overcome the spread of Covid-19 cases, on November 30, 2021, experienced 13,972 new cases and 197 deaths [2]. Vietnam once had reached a record for 100 days without experiencing new transmission [3]. *Interestingly,* although Indonesia has never experienced any break of new cases, on the same date only experienced the addition of 297 new cases and 11 deaths [2].

However, a question arises regarding a nexus between revenge travel and the concept of quality tourism. The second concept generally refers to quality services for tourists that improve the quality of travel experiences. Revenge travel also contains a negative connotation that could bring us to unsustainable tourism because it might take tourism to return to over-tourism and its collateral problems. The reason is that revenge tourism finds its basis in people's frustration about the current condition. Consequently, they want to 'retaliate' rather than anticipate proportionally [4]. As we are well aware, before the Covid-19 pandemic, the over-tourism phenomenon is criticized as one of the causes of the decline in quality tourism [5, 6]. Hence, it is necessary to see whether the phenomenon of revenge travel can lead to a decrease in quality tourism. In addition, a question arises whether revenge travel can be acceptable for pursuing re-growth to deny quality tourism due to the problem of under-tourism during the Covid-19 pandemic.

Both questions should become a particular concern of the central and local governments due to the responsibility of bureaucracy to prevent negative impacts on the natural, social and cultural environment caused by activities in the tourism sector. Therefore, this study offers an ideal concept, particularly for developing countries, related to two things. First, we should comprehend the perspective ideal for policy makers regarding the role of tourism in development. Second, we should conceive a tourism policy that must be applied, not merely in the new adaptation era but also for the future of tourism itself. Thus, after the Covid-19 pandemic subsides, it is expected that the government will be able to establish tourism policies that ensure the sustainability of human well-being. The authenticity of this paper is a comprehensive analysis about the real problem of realizing quality tourism, including in Indonesia. It also shows that policy makers should redefine the term of quality tourism that is "different" from what we perceive before the Covid-19 pandemic.

2 Research Method

This paper uses a qualitative approach through literature studies that focuses on predominant issues, particularly quality tourism and revenge travel. A qualitative approach is employed as this study is characterized by information in the form of contextual bonds that will lead to patterns of explaining social phenomena [7]. This approach also departs from the view that quality tourism is assumed to have different meanings by everyone and even by policymakers. The integrative review method as a part of the qualitative approach is considered more relevant in this paper. The integrative review is a method of compiling, summarizing, and analyzing results of existing studies to achieve as follows: providing a more comprehensive grasp of certain phenomena; provide a significant synthesis of knowledge and study results for application; redefine existing concepts; identify/bridge the gap between theory, evidence, and the previous studies; analyze the problem of a particular topic, and identify needs and central issues for future research [8] [9] [10]. In this study, a literature search is conducted on previous studies, and the analysis explained in several sub-chapters. A critical discussion of the strengths and weaknesses of implementing existing tourism policies and the ideal concepts to be applied, will also be addressed. This paper also uses the participant observation method

because the authors have been involved in tourism village assessments and have conducted research on quality tourism in one of the super-priority tourism destinations, namely Likupang (North Sulawesi).

2.1 Sustainable Tourism: Easy to Say but Difficult to Realize

The concept of quality tourism cannot be separated from sustainable tourism, though the second term is more popular than the first. Flagestad and Hope, for example, stated: "sustainable tourism development should result in high-quality experiences while maintaining the environment and improving the destination communities' quality of life" [11]. It is also emphasized by Jennings et al. [12] that quality tourism should consider environmental protection and other aspects relevant to long-term interests of people.

The term 'sustainable tourism' (or 'sustainable tourism development') has been used voluminously in policy planning documents in many countries. Yet, problems related to natural, social and cultural environments caused by tourism are also ubiquitous. As a principal global tourism organization, the UNWTO has at the same time been praised and criticized because of their contradictory views. They suggested that the happiness and health of local communities in tourism destinations is the primary goal of tourism development [13]. However, the international organization is also considered a supporter of capitalism that always regards the continuous growth as an indicator of successful tourism development [14, 14]. Moreover, the UNWTO mentions that 'growth is not the enemy, it is how we manage it' [16]. It is also interesting to observe that one of the tourism destinations experiencing over-tourism is also in Spain (e.g., Barcelona), where the UNWTO headquarters located.

Tourism policy defines as a set of discourses, decisions, and practices driven by government and sometimes conducted in collaboration with private or social actors, with government takes a role as a central actor [17]. Mak (2008) quotes the view of UNWTO that priority of tourism development should be well-being (general health and happiness) of local communities in tourist destinations [4]. Meanwhile, Edgell and Swanson (2013) suggests that tourism policy must not merely serve the government, but also the public interest [18].

When the Covid-19 pandemic swept the world, an 'old' idea of quality tourism was re-popularized. However, even before the pandemic, it requires a great deal of effort to comprehend this concept. Quality tourism can be interpreted differently by different stakeholders. For example, the Government of Thailand defines quality tourism as special interest tourism and efforts to attract tourists with a middle-high income [19]. Meanwhile, the Government of Indonesian (GOI) defines the term as tourism which increases the number of high spending tourists in tourism destinations [20, 21]. Some researchers are of the view that this term can be interpreted differently, depending on the point of view of the individual who assesses it, because it depends on the level of education, perception, and experiences [22]. In addition, if it is associated with a quality experience, it can lead to both positive and negative connotations. For example, should stay at a five-star hotel in a developing country means a quality experience, a pressure on natural resources such as clean water and changes in the customs of locals could happen [23].

The concept of quality tourism can also be inquired about when it is associated with employee's quality of life and their working environment in the tourism sector. A research result shows: "A recent and thorough review of human resources in tourism (Baum 2007) has revealed that tourism workers' quality of work life is generally low at a global scale and compared to other occupations. Baum notes: '…In many respects, Wood's bleak (1997) assessment of the industry substantially continual in many countries, both developed and developing' (2007, p.1396)" [24]. The report of International Labor Organization (ILO) also shows the same result. This bases on several reasons, including: for workers with low competence (low-skilled and unskilled) are inadequate working conditions, unfair treatment, vulnerability to violence (including sexual harassment); long working hours, including working on holidays (to meet the needs of tourists); minimal social protection system; and, in some types of work, wages are relatively low [25].

Presumably, the primary cause of various problems in tourism are due to its over-promoted as the largest industry in the world and lack of criticism to the logic and methods used in a number of research conducted by a number of international organizations and tourism business associations on the continuous growth as an indicator of successful tourism development [14]. In Indonesia, for example, tourism is also repeatedly worshipped as a mean to provide enormous economic benefits instantly, providing easy and cheap jobs [26] and is often seen as a magic spell for development progress so that policymakers in developing countries like Indonesia put it as a development priority. Such information thus masks issues on social costs and environmental damage tourism causes in a tourist destination. These include a notion that tourism could become a form of neo-colonialism. The reason is that locals are intentionally or unintentionally forced to change their traditional way of life into a way of life that is in accordance with the needs of tourists and entrepreneurs in the tourism sector [18, 27] and merely become servants for tourists [28].

Most people are often not fully aware that the production and consumption of tourism takes place at the same location, where there may be the location of local people who conduct their daily life. If problems occur in a tourist attraction, the locals will directly suffer from any consequences. For example, tourism development in an archaeological site of Old City of *Assos* (Behramkale, Turkey) has caused housing prices in this rural area to jump 20-fold between 2000 – 2017 [29]. Then, if we look over the City of Venice, it is estimated that the emissions produced by cruise ships there are equivalent to those emitted by hundreds of thousands or even millions of cars [6]. Tourism also often refers to an 'escape from responsibility' activities which could means that a promise to achieve sustainable tourism is difficult to realize [30].

Another concern is that tourism often counted on as an industry that will always be able to recover from any crisis relatively fast [31, 32], which makes people believe that tourism is invincible to any disaster. Such belief is understandable because there has never been any crisis like the Covid-19 pandemic that evenly and simultaneously affects tourism globally and in a relatively long time. Therefore, all stakeholders, including the government, never anticipates that such crisis could occur. In addition, a global pandemic only comes about once in 100 years [33], resulting in anyone would undermine its apocalyptic risk.

3 The New Adaptation Era, Quality Tourism and Revenge Travel

The Covid-19 pandemic, which has lasted about two years, has given rise to the revenge travel concept. This concept arises from the exasperation of people who have wanted to be able to meet other people and travel [34]. As a psychological condition, "getting revenge" can become a justification for doing anything at all costs. This situation brings concerns on three aspects. Tourists want to travel swiftly, entrepreneurs want to recover lost profits quickly, and governments want to restore economic growth. The term "revenge tourism" and "revenge travel" are utilized in scientific publications interchangeably [34]–[35].

Basically, everyone wants a quality experience when traveling. According to Vanhove [36], quality experiences are not always luxurious, but interpreted in German as "*Erlebnistiefe* - holidays with meaning". However, the term itself is subjective in a sense that it depends on one's perspective. Hence, it is very important for policymakers to notice a view that quality tourism experiences also cover, among others, issues on environmental protection, quality of life, and socio-cultural issues (relationships between tourists and residents) [12]. Indeed, a comprehensive approach must be the government's priority because industrial interests are not their only concern.

The emergence of revenge travel raises an alert on whether quality tourism could ever be realized. However, ideally, revenge travel could be embraced by the concept of quality tourism. Traveling in the new adaptation era requires the number of people in tourism destinations to be limited due to social distancing rules. Therefore, people are required to have a new lifestyle as a 'counter-pandemic action'. Thus, policymakers actually and indirectly have been implementing carrying capacity in any tourist destination. At the same time, limited number of tourists in particular areas of a tourist attraction would provide a quality travel experience. For example, tourists will be able to enjoy the beautiful scenery of natural attractions or the beauty of a building of outstanding cultural values and the surrounding environment instead of seeing crowd.

The acceleration of digital technology employment in many aspects of daily activities could both 'facilitate' and prevent the revenge travel. For those are already impatient to travel, Virtual Reality (VR) and Augmented Reality (AR) technology could serve as a medium to satisfy part of their needs. Hence, policymakers already have tools to reduce the negative impact of revenge travel by increasing the use of both technologies. The use of VR services can be in locations far from a tourist attraction, while AR can be utlized not only in the most popular area of the tourist attraction but in the vicinity of that area, too. Thus, it helps to disperse tourists. It can also help to reduce the pressure caused by too many visitors on a tourist attraction of unique characteristics, such as archaeological sites. In addition, policymakers should intensify the utilization of mobile positioning data (MPD) technology to obtain information whether there is an overcrowded in a tourist destination. Through this kind of technology, a tourist location can be detected in a real-time manner every time they communicate with a network (i.e., by calling, sending messages, or using cell data) [37]. Furthermore, the amplification of online shopping application may help to reduce the number of tourists going out to the same places, at the same time.

The new adaptation era is also the right moment for policymakers to facilitate the promotion of new or rarely visited tourist destinations, including small and remote islands. Hence, public interest can be distracted and look to tourist attractions that are not in the

mainstream category. In addition, it is also necessary to disperse tourists to many tourist attractions to ensure carrying capacity. Moreover, there is an even distribution of tourism development in regions of a country, including infrastructures and superstructures. In developing countries particularly, such policy will also help lessen social and economic development gaps. Yet, it should be conducted with caution as stated by [38] that when a rarely visited tourism destination is widely promoted through the internet, hence, like hidden gems, the tourism destination will become a hot spot.

In the new adaptation era, policymakers can begin to strictly require stakeholders in tourism destinations to measure the maximum number of tourists who can visit an area of tourist attractions. Actually, preceding the Covid-19 pandemic, efforts to limit the number of tourists has been carried out in some countries to ensure quality tourism. In Indonesia, for example, the Ministry of Tourism and Creative Economy (MoTCE), through a program called Tourism Consciousness Award (*Program Apresiasi Pengembangan Sadar Wisata*), encourages locals to limit the number of tourists. In 2017, in *Penglipuran* Tourism Village (Bali), managers made a self-assessment and concluded that they only could receive a maximum of 500 tourists a day. Moreover, during the last year's Christmas and New Year holidays, managers of *Penglipuran* worked hard to limit the number of tourists visiting this famous tourist attraction by strictly implementing health protocol measures [39].

Indonesian neighbors, such as Thailand and the Philippines, have given better examples of maintaining the sustainability of their tourism destinations. The Government of Thailand temporarily closed Maya Beach [40] and the Philippines did the same thing to Boracay Island [41] to minimize the environmental damage. These best practices show us that limiting the number of tourists is not impossible through government policy. It is also interesting to note that a year before the Covid-19 pandemic, European countries have begun to limit the number of tourists [42].

4   The Future of Quality Tourism in Post-covid-19 Pandemic?

The Covid-19 pandemic gives us time to redefine quality tourism. If tourism should prioritize: the well-being of local people [13]; the rights of local communities above the rights of tourists for holidays and the right of tourism corporates to make profits [1]; the rights of small and medium enterprises and low paid tourism workers [32]; the improvement of the progress of a nation and the lives of its citizens [18]; and the environmental protection and reduction of social-cultural tensions [12]; then, quality tourism is clearly no longer merely about tourist experiences. It should define that tourism improves both the quality of local communities' and tourists' life. There is no quality tourism if only one of them gains the most benefit. However, it should also be kept in mind that if a tourist destination suffers from environmental damages or social-cultural problems, tourists are always able to flee to other tourist destinations. On the contrary, local communities will suffer from long-term consequences.

The Covid-19 pandemic has changed our perspective on quality life. Now, health is more important than anything else. Director-General of WHO stated, "Covid-19 demonstrates that when health is at risk, everything is at risk" [43]. In accordance with the statement, Lew et al. [44] suggested considering growth in tourism in terms of improvement in happiness and general health. In addition, Benjamin et al. [45] explained that the

Covid-19 pandemic revealed problems that already in existence in the tourism sector. We must remind ourselves that tourism is not only the victim of a pandemic but also the media that spread a virus to many parts of the world [15]. If most people believe in these notions, we could achieve and maintain quality tourism. On the contrary, if we think that the pandemic is just an enemy to eliminate, then we would return to a business as usual. Therefore, it should be realized that quality tourism and the 'carrying capacity' measure established by the government during the Covid-19 pandemic are two different things. The second is in place because we are forced by the Nature to prevent the transmission of Covid-19. It might only become a priority of policymakers if the negative impact of the Covid-19 pandemic prolongs for years, because whether we like it or not, we have to adapt to the new situation.

It is yet difficult to foretell the exact time of the end of the COVID-19 pandemic. The World Health Organization (WHO) envisions that the pandemic could subside in 2022 [43]. Still, some experts are of the view that it is not as easy as we think. Su et al. [46] said that the current vaccines do not fully guarantee to end of the Covid-19 pandemic, while Kadkhoda [4] explained that we might have never reached herd immunity. Meanwhile, according to Fotiadis [4], some experts predict that international tourism might only return to a pre-pandemic level within 15 years. It is also interesting to note that according to Su et al. [46] 'These…emphasize the fact that even though COVID-19 vaccines are becoming more available, safety measures (e.g., face masks, personal hygiene, and social distancing) are still pivotal importance in protecting personal and public health against COVID-19'.

If the notions of these experts really happen, a dilemmatic situation will occur. Some tourism businesses might permanently bankrupt when they cannot survive because the crisis persists for a long time. However, it might be necessary to realize quality tourism because even before the Covid-19 pandemic, unfair business competition has occurred due to over-capacity, such as in the hotel sector because there were too many rooms and the emergence of sharing economy business model. For example, in Bali in 2015, it was reported by the Provincial Tourism Office that the number of hotel rooms had reached over-capacity, which was 125,000.

According to some experts, our concern about negative impacts caused by revenge travel might not happen, at least in the near future. People save their money not merely for tourism but also to anticipate uncertainty in the future. Moreover, people's preferences to travel changed during the Covid-19 pandemic. Many of them choose to have a short time travel to avoid being infected by the virus. Others prefer to travel by private car, bicycle, or even take a short distance journey on foot [47]–[48]. It might also be a moment of change for them to embrace a more sustainable lifestyle and discontinue the pre-pandemic trend that prioritizes growth as a dominant goal of free-market economies [49]. Moreover, Dolnicar and Zare predict that the Covid-19 pandemic may potentially create a radical change in the nature and extent of tourism in the long term [50]. Policymakers should be cautious because an anomaly did happen in some tourist destinations, such as in Bali where tourists crowded beaches when the Omicron variant had just begun to surge [51] or in *Pangandaran* Beach (southern part of Java Island) two days after the holy festival of Eid al-Fitr [52]. Still, it may not reflect what would happen in the long run.

To encourage people conducting quality tourism, the government should establish campaign on 'environmental-friendly traveling'. They could use a concept similar to 'flightshame' but in a more persuading way. If this concept, according to some, tries to humiliate people who often use planes as a means of transportation which create a significant impact on climate change [53], the environmental-friendly traveling campaign could use languages such as if we travel less then we save the planet. The logic can also be practical to any tourism activities that contribute to environmental damages or socio-cultural conflicts with local communities. For example, the campaign could be about promoting slow tourism [45], where tourists can learn to respect local cultures and minimize traveling, which means burning less fossil fuel or initiating a carrying capacity survey in tourist destinations can also be a good start to establish a policy of limiting tourist visits. We can also learn from the Venice Government innovation. The floating city that usually receives some 30 million tourists and €250 million annually [6] now utilizes 500 cameras and information from mobile phones to track the movement and limit the number of tourists. In addition, tourists must book ticket online and pay a €5 fee and the tickets only valid for one day [54].

4.1   Quality Tourism Policy in Indonesia

In Indonesia, pre-pandemic tourism policy refers to the notion of mostly capitalistic and "pure" quantitative nature. Although GOI has conducted programs, such as: Tourism Consciousness Award, Indonesia Sustainable Tourism Award (ISTA), and enacts the new Tourism Ministerial Regulation Number 9 of the Year 2021 concerning Sustainable Tourist Destination Guidelines, they were only small fractions of a predominantly number-based tourism policy objectives, especially tourist arrivals and tourists spending. For example, between 2014 – 2019, the then minister of tourism loudly stated that the sole target of MoTCE have been to achieve 20 million foreign tourist arrivals. When quality tourism was committed as a priority in 2020 – 2024 by MoTCE, the implementation would be undermined by the Covid-19 pandemic. Thus, it is still difficult to assess whether GOI would be able to realize her commitment.

Currently, tourism regains its momentum. In Indonesia, for example, according to the MoTCE, foreign tourist arrivals in Bali have reached over 3,000 a day. A question remains whether the MoTCE has a plan to stop the growth when it reaches a certain number. The answer may be 'no' if we look at the 2020 – 2024 National Tourism Strategic Plan because it has set quantitative targets, particularly the number of foreign and domestic tourists, foreign and domestic currency, contribution to GDP, and spending rate per visit. For example, in 2024, the foreign currency gained should be US$30 billion. Until recently, there was no policy measure to limit the number of tourist arrivals. Instead, MoTCE tries very hard to ensure that visa on arrival fees can be as low as possible to attract foreigners to visit Bali.

However, President Jokowi's call for transforming Bali from mass tourism into green and quality tourism during his visit to Bali (2 -3 December 2021) put a silver lining on the future of quality tourism in Indonesia. It is also the moment as recently the United Nations has adopted Resolution 48/13 (doc. A/HRC/RES/48/13) to declare clean, healthy, and sustainable environment is a human right [55]. Thus, the question is how MoTCE and other relevant ministers translate the president's direction into effective policy measures.

Further research will be necessary before the policy is implemented, including to seek consequences of transforming tourist destinations like Bali that traditionally heavily depends on number of foreign tourists. Moreover, it could have unexpected impacts related to 'over-capacity' tourism superstructures and many local communities who already depend their livelihood on tourism.

The authors also conducted research in 2020 aimed at providing input to policymakers in MoTCE in regard to quality tourism in Likupang (North Sulawesi), which is still in the exploration stage as a tourist destination. The research used indicators developed by the GSTC (Global Sustainable Tourism Council). The results shows that Likupang still is not yet ready to meet the minimum requirements of respective indicators. Some policy recommendations of the research are the need to establish carrying capacity and to prevent pollution, both from tourists and industry activities [56].

Another problem in ensuring the implementation of quality tourism is the limited capacity of GOI to monitor and control her territory consists of over 17,000 islands and is almost as vast as Europe. Hence, one of the most important policies is to intensively educate local governments to transform their paradigm of quality tourism concept. Such policy would foster quality tourism in all regions in a timely and cost-effective manner.

5   Conclusion

The phenomenon of revenge travel that arises during the Covid-19 pandemic naturally is not a bad idea because it reflects the nature of human being who always want to travel and meet others, particularly after being restricted in movement for almost two years. Yet, a question remains whether revenge travel could be a sign of the revival of the problems that would hamper the implementation of quality tourism. During the Covid-19 pandemic, the policy of 'quality tourism' was implemented involuntarily because the nature dictates us to do so in order to avoid any more damage caused by the Covid-19. Still, new developments such as the acceleration of employment of digital technology, prioritizing health more than anything else, and change of preference of people to travel, may foster quality tourism even better than before the Covid-19 pandemic. It is a sign that policy makers can start to establish quality tourism in a consistent manner.

The Covid-19 pandemic has revealed all problems caused by tourism and which previously were unnoticed by the majority of public. During the worst condition for tourism, governments pledged to prioritize the concept of quality tourism once again. However, before the Covid-19 pandemic, this concept itself often lost to the fact that mass tourism was able to create massive economic profit and cheap jobs quickly. Besides, many policymakers refer this concept simply to a condition in which tourists spend a lot of money in tourist destinations, denying the fact that it relates to many aspects, including the human rights on health and clean environment, protection of tourism workers, prevention of socio-cultural conflicts, etc. Hence, there are still homework to do for governments to realize the ideal concept of quality tourism.

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