

THE ROLE OF ICAO IN INDONESIAN AVIATION POLICY DURING THE COVID-19 PANDEMIC

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ABSTRAK

Kata Kunci:

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Pandemi COVID-19 menyebabkan disruptsi yang belum pernah terjadi sebelumnya terhadap industri penerbangan global, termasuk Indonesia, sehingga diperlukan kebijakan nasional yang adaptif dan selaras dengan standar keselamatan internasional. Artikel ini menganalisis peran *International Civil Aviation Organization* (ICAO) dalam membentuk kebijakan penerbangan Indonesia selama pandemi, khususnya melalui adopsi Surat Edaran Menteri Perhubungan No. 13 Tahun 2020 dan No. 10 Tahun 2021. Penelitian ini menggunakan pendekatan kualitatif dan metode historis, dengan memanfaatkan teori liberalisme institusional dan rezim internasional untuk menjelaskan bagaimana norma global mempengaruhi pengambilan keputusan domestik. Hasil penelitian menunjukkan bahwa Indonesia mengintegrasikan rekomendasi ICAO terutama protokol kesehatan dan pedoman operasional yang diterbitkan oleh *Council Aviation Recovery Task Force* (CART) ke dalam regulasi nasional. Integrasi ini memperkuat konsistensi kebijakan, meningkatkan kepercayaan publik, serta menjamin keberlanjutan layanan transportasi udara selama darurat kesehatan global. Penelitian ini menegaskan pentingnya peran institusi internasional dalam menjaga stabilitas tata kelola selama masa krisis dan menunjukkan bagaimana standar global dapat memperkuat ketahanan nasional di sektor penerbangan.

ABSTRACT

Keywords:

CART

COVID-19

ICAO

Indonesian Aviation

International Regimes

The COVID-19 pandemic caused unprecedented disruption to the global aviation industry, including in Indonesia, necessitating adaptive national policies aligned with international safety standards. This article analyzes the role of the International Civil Aviation Organization (ICAO) in shaping Indonesia's aviation policies during the pandemic, particularly through the adoption of Minister of Transportation Circular Letters No. 13 of 2020 and No. 10 of 2021. Using a qualitative approach and historical method, the study employs institutional liberalism and international regime theory to explain how global norms influence domestic decision-making. The findings indicate that Indonesia integrated ICAO recommendations—especially health protocols and operational guidelines issued by the Council Aviation Recovery Task Force (CART)—into national regulations. This integration strengthened policy consistency, enhanced public trust, and ensured the continuity of air transport services during the global health emergency. The study underscores the importance of international institutions in maintaining governance stability during crises and demonstrates how global standards can reinforce national resilience in the aviation sector.

Introduction

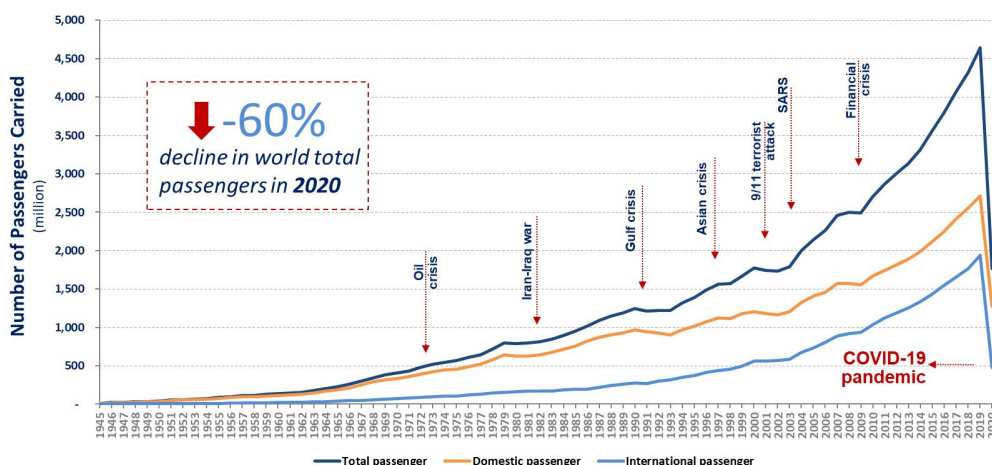
The International Civil Aviation Organization (ICAO) is a specialized agency under the United Nations tasked with developing, establishing, and overseeing the implementation of international civil aviation regulations. This organization was formed based on the mandate of the 1944 Chicago Convention signed by 52 countries. ICAO plays a role in ensuring that aviation safety, security, and operational management standards are consistently applied by all member states. ICAO also monitors and evaluates the implementation of these rules to support the creation of a safe and orderly global aviation system (Agustini et al., 2021: 101).

However, the structure and governance of international aviation, which had developed over decades, faced unprecedented challenges at the beginning of the 21st century. The crisis began when the world was shaken by the emergence of COVID-19, a disease caused by the SARS-CoV-2 virus, which was first identified on December 1, 2019. *The World Health Organization (WHO)* then declared COVID-19 a global pandemic on March 11, 2020 (Akbar, 2022: 98), while Indonesia reported its first case on March 2, 2020 (Nainggolan,

2020, para. 3). The rapid spread of the virus triggered a widespread international response, including restrictions on human movement and the closure of cross-border transportation access in various parts of the world. Since its emergence, COVID-19 has had a major impact on public health and has shaken the global health system and the aviation sector.

The aviation sector has been one of the areas that has felt the most significant impact in almost all parts of the world. Various measures have been taken by governments, such as closing international transportation routes, implementing strict health protocols, and limiting the number of passengers on planes as part of efforts to mitigate the risk of transmission. These policies have directly changed the operational patterns and dynamics of international civil aviation, as outlined in the following table.

Graph 1. World Passenger Traffic Evolution



Source: ICAO, 2021

The graph *"World Passenger Traffic Evolution 1945–2020"* published by ICAO shows the historical dynamics of global air passenger traffic from 1945 to 2020. Broadly speaking, the graph shows a consistent growth trend over more than seven decades, although several international crises have caused temporary disruptions to the stability of air mobility. Events such as the 1973 Oil Crisis, the Iran–Iraq conflict, *the Gulf Crisis*, the 9/11 terrorist attacks, the 2003 SARS outbreak, and the 2008 global financial crisis appear to have put pressure on the aviation industry, but the decline was relatively limited and did not cause significant structural changes.

The most striking contrast was seen in 2020. The graph shows a very sharp decline in

global passenger numbers, around 60%, making it the biggest slump in modern aviation history. The drastic decline between 2019 and 2020 was a direct consequence of the declaration of the COVID-19 pandemic, which was followed by restrictions on international travel, border closures, and the suspension of commercial flight operations in various regions. Unlike previous crises that were episodic and recovered quickly, the COVID-19 pandemic has caused a systemic shock that has crippled the entire global aviation industry chain. Thus, this graph confirms that the COVID-19 pandemic is not only a global health crisis, but also an international mobility crisis that has caused the deepest disruption in the history of civil aviation. The data reinforces the urgency of policy coordination and harmonization through international institutions such as ICAO, including through recovery mechanisms facilitated by the *Council Aviation Recovery Task Force (CART)*.

From an international relations perspective, the establishment of CART by ICAO in March 2020 reflects the global institutional response to the major challenges faced by the aviation sector during the pandemic. CART is an *ad hoc* task force involving representatives from member states, international institutions, and aviation industry actors. Its main mandate is to formulate strategic priorities and provide policy recommendations necessary to promote the recovery of the aviation sector in a targeted, coordinated, and uniform manner at the international level. In line with this context, this study formulates two main questions, namely: (1) how has the COVID-19 pandemic affected the aviation sector in Indonesia; and (2) what is the role and implication of ICAO policy on the implementation of national aviation during the pandemic. To answer these questions, this study aims to: (1) examine the impact of the COVID-19 pandemic on the aviation sector in Indonesia, (2) understand the role and implications of ICAO policies on Indonesian aviation governance during the pandemic period.

Research Methodology

This study uses Institutional Liberalism Theory and the Concept of International Regime to analyze Indonesia's aviation policy during the COVID-19 pandemic.

19. In the perspective of International Relations, liberalism explains that global order depends on international institutions, global norms and rules, economic interdependence, and advances in technology and communication, which together encourage cooperation and build trust between countries. The Institutional Liberalism approach emphasizes the role of international institutions in regulating relations between countries through shared commitments and rules, so that state compliance is maintained and collective interests can be

achieved effectively (Adha & Mubin, 2022).

In line with this, according to Krasner (1982), an international regime is a system of principles, norms, rules, and procedures—both explicit and implicit—that shape actors' expectations on a particular issue. Principles reflect beliefs about cause and effect, norms are standards of behavior, rules are guidelines or prohibitions, and procedures determine collective decision-making mechanisms. Regimes act as a link between basic factors such as power, interests, and values with behavior and outcomes in the international system (Putri & Sari, 2021: 244). By integrating these two concepts, the study emphasizes that the role of global institutions is very important in creating order and facilitating cooperation amid international anarchy.

As an institution and regime in the aviation sector, ICAO provides principles, norms, rules, and procedures that serve as global safety standards. During the COVID-19 pandemic, ICAO responded to disruptions in international aviation through technical guidelines, additional documents (Annexes), and CART policies, which serve as references for member countries, including Indonesia. This regulatory framework reduces global uncertainty, strengthens coordination between countries, standardizes health protocols, and supports the sustainability and operational safety of aviation. Thus, the effectiveness of Indonesia's aviation policy is greatly influenced by the standards and cooperation mechanisms facilitated by ICAO as an institutional liberal regime.

This study utilizes qualitative and historical methods to connect theory and concepts with empirical data. Qualitative methods allow for in-depth exploration of social characteristics, organizations, and individual behaviors and their meanings, so that the behaviors and responses of actors in the aviation sector can be understood contextually (Safarudin et al., 2023). Meanwhile, historical methods are used to examine the development of ICAO, systematically reconstructing past events through heuristic stages, internal and external criticism, and historiography, so that the historical context of the formation of standards and the role of ICAO in international aviation regulation can be explained (Rahmadi, 2011).

The Impact of the Covid-19 Pandemic on the Aviation Sector in Indonesia

The COVID-19 pandemic, which has been spreading since early 2020, has put tremendous pressure on the aviation sector in Indonesia. The closure of international borders, restrictions on public mobility, and the implementation of strict health protocols have

caused in the number of passengers, both domestic and international. This impact has affected not only airlines, but also the entire aviation ecosystem, from airports and regulatory authorities to other supporting infrastructure.

Since the first COVID-19 case was detected in Indonesia in March 2020, flight frequency has declined significantly. Airlines have had to adjust flight schedules, reduce passenger capacity, and even temporarily suspend certain routes. This decline in aviation activity has affected airline and airport revenues and posed challenges for airport infrastructure and operational maintenance, which previously depended on a stable flow of passengers. The impact of the pandemic is not limited to airlines, but also to airports and aviation infrastructure. Airports are facing a sharp decline in traffic, reduced commercial activity, and delayed facility development projects. In addition, the implementation of strict health protocols requires operational adjustments such as rearranging check-in areas, waiting rooms, and passenger boarding and arrival processes, all of which add to the complexity of airport management amid the crisis.

The Decline in Aviation Activity

The COVID-19 pandemic has had a widespread impact on the civil aviation sector in Indonesia. ICAO, as one of the *Intergovernmental Organizations* (IGOs) that regulates international aviation, plays an important role in *global governance* through initiatives such as CART to ensure the sustainability and recovery of the industry, reflecting the relevance of *liberal institutionalism* theory on multilateral cooperation in the midst of a global crisis. Domestically, the pandemic has put pressure on airline operations, state revenues, and public mobility. Approximately 40% of the aircraft fleet has been reduced, with many parked for long periods, undergoing maintenance, or returned to *lessors*, while travel restrictions have reduced air transport capacity by up to 55% in 2020 (Baketrans, 2023, para. 3). Since 2021, the aviation sector has begun to recover gradually with an increase in *seat load factor (SLF)* and passenger numbers following the easing of travel requirements. This impact is not only economic but also reflects the dynamics of international relations. Within the framework of *institutional liberalism*, this situation demonstrates the interaction between non-state actors, such as airlines, and state institutions in collectively addressing global challenges.

The impact of the COVID-19 pandemic is clearly evident in the decline in the number of domestic and international passengers between 2019 and 2020, as noted in the Analysis of the Impact of COVID-19 on Aviation in Indonesia (Sugiarti, 2021: 116-117), presented in

Table 1 and Table 2. In 2019, major airports, such as Soekarno- Hatta, consistently recorded millions of passengers every month. However, in 2020 there was a drastic decline, especially in April and May when travel restrictions were strictly enforced. For example, the number of passengers at Soekarno-Hatta Airport, which reached more than 1.5 million in January 2019, fell to around 191 thousand in April 2020. A similar pattern occurred at other airports, demonstrating the extent of the disruption to domestic air mobility caused by the pandemic.

Table 1. Number of Airline Passengers on Domestic Flights at Several Major Airports in Indonesia in 2019.

<i>Month</i>	Polonia	Juanda	Ngurah Rai	Hasanuddin
<i>January</i>	280.839	560.242	428.629	299.845
<i>February</i>	198.871	473.070	357.076	242.539
<i>March</i>	202.298	481.147	369.930	261.757
<i>April</i>	195.395	443.457	364.220	246.228
<i>May</i>	155.731	378.933	409.280	221.716
<i>June</i>	245.820	607.024	460.273	306.475
<i>July</i>	236.009	620.237	459.284	307.516
<i>August</i>	225.363	541.273	480.603	291.482
<i>September</i>	214.364	516.321	424.781	289.609
<i>October</i>	225.484	543.876	435.861	295.343
<i>November</i>	229.847	549.010	455.288	299.358
<i>December</i>	220.846	574.001	450.458	291.897

Source: (Sugiarti, 2021).

Table 2. Number of Airline Passengers on Domestic Flights at Several Major Airports in Indonesia in 2020.

<i>Month</i>	Polonia	Soekarno-Hatta	Juanda	Ngurah Rai	Hasanuddin
<i>January</i>	288.819	1.600.594	553.747	453.130	308.503
<i>February</i>	227.602	1.551.967	481.881	346.962	273.885
<i>March</i>	172.348	1.211.697	408.725	253.517	230.917
<i>April</i>	29.386	191.002	97.748	44.122	49.046
<i>May</i>	3.593	27.500	5.397	2.423	6.663
<i>June</i>	28.567	174.352	64.137	11.396	40.508
<i>July</i>	62.904	427.731	121.240	41.375	79.957
<i>August</i>	89.451	574.597	186.467	83.260	134.043

<i>September</i>	74.545	499.930	162.402	80.930	129.773
<i>October</i>	85.537	600.861	182.889	99.469	156.486
<i>November</i>	116.956	828.148	238.036	169.655	193.428
<i>December</i>	-	-	-	-	-

Source: (Sugiarti, 2021).

International passenger data at several airports in Indonesia has experienced a very drastic decline. This can be seen in Tables 3 and 4.

Table 3. Airline Passengers on International Flights in 2019.

<i>Month</i>	Polonia	Soekarno-Hatta	Juanda	Ngurah Rai	Hasanuddin
<i>January</i>	93.545	624.311	95.023	541.448	-
<i>Februayi</i>	91.941	577.299	87.859	500.785	-
<i>March</i>	88.223	695.729	99.910	513.587	-
<i>April</i>	90.421	635.388	91.459	538.691	-
<i>May</i>	79.875	579.636	76.965	574.330	-
<i>June</i>	97.553	645.915	96.241	581.191	-
<i>July</i>	100.076	675.415	130.138	633.137	-
<i>August</i>	85.780	667.553	95.313	674.291	-
<i>September</i>	81.069	648.081	89.222	625.912	-
<i>October</i>	88.726	699.038	96.924	634.562	-
<i>November</i>	90.653	682.847	105.504	562.609	-
<i>December</i>	103.042	767.612	116.099	557.946	-

Source: (Sugiarti, 2021).

Table 4. Airline Passengers in International Flights in 2020.

<i>Month</i>	Polonia	Soekarno-Hatta	Juanda	Ngurah Rai	Hasanuddin
<i>January</i>	96.538	626.097	98.475	641.039	-
<i>February</i>	63.610	444.267	71.723	425.633	-
<i>March</i>	25.325	187.899	22.324	274.259	-
<i>April</i>	616	17.499	1.026	6.752	-
<i>May</i>	182	9.460	340	1.624	-
<i>June</i>	383	14.619	398	877	-
<i>July</i>	357	22.618	482	2.117	-
<i>August</i>	222	28.513	293	1.461	-

<i>September</i>	253	32.043	407	391	-
<i>October</i>	210	36.283	1.620	93	-
<i>November</i>	234	42.294	1.188	273	-
<i>December</i>	-	-	-	-	-

Source: (Sugiarti, 2021).

The decline in passenger numbers on both domestic and international flights has not only affected Indonesia, but almost every country in the world. Various international organizations, including ICAO and IATA, have issued global guidelines on safety, health protocols, and strategies for the recovery of the aviation sector during the pandemic. These initiatives emphasize that international rules and norms play an important role in creating certainty and promoting mutually beneficial global cooperation, in accordance with the principles of liberalism

The Impact on Airports and Infrastructure

The COVID-19 pandemic has had a significant impact on airport operations and aviation infrastructure in Indonesia. The decline in passenger numbers due to PSBB has led to a decrease in aeronautical and non-aeronautical revenue. Key airport facilities such as terminals, check-in areas, waiting rooms, and security checkpoints had to be reorganized to comply with health protocols, including the installation of temperature measuring devices, ventilation systems, physical barriers, and the rearrangement of queuing lines (Mahendra, 2022: 25). In addition, airports also provided COVID-19 testing services such as rapid tests and antigen tests, as well as isolation facilities for reactive passengers. This pandemic requires additional investment in health and technology infrastructure to ensure public safety and airport operational continuity (Mahendra, 2022: 25).

The COVID-19 crisis has highlighted the digital readiness gap between airports in Indonesia. Major airports in major cities have adapted relatively quickly, while airports in remote areas faced with budget constraints, digital infrastructure, and human resources, digital transformation has been uneven. PT Angkasa Pura II (AP II), which manages 19 major airports, has been significantly affected by an 85%–90% decline in domestic and international passengers, causing the company's revenue to fall by nearly 50% (Probojakti, 2020). In response, AP II strengthened its cargo business by increasing storage facility capacity, promoting to airlines and logistics companies, and collaborating to attract air logistics flows. In addition, airport operations were adjusted by reducing flight schedules and cutting operational costs, while focusing resources on cargo to maintain liquidity. This strategy is expected to not only offset the decline in revenue from the passenger sector, but also build a more resilient airport business foundation against crises. Table 5 illustrates the changes in operational conditions and response strategies of PT Angkasa Pura II before and

during the COVID-19 pandemic across all airports under its management.

Table 5. The Comparison of PT Angkasa Pura II's operational conditions and strategies before and during the COVID-19 pandemic, as well as the strategic responses taken to deal with its impact across all airports under its management.

Aspect	Pre-Pandemic	During Pandemic AP II Response	
Number of Passengers	Full & stable at 19 airports	Drastic decline (~85–90%)	Schedule reductions, focus on cargo volume
Income of APII	100% of baseline	Plunged by ~50%	Diversification into cargo business, operational cost efficiency
Business Focus	Dominated by passenger	Threatened by declining traffic	Increased cargo services (facilities, promotions, partnerships)
Operational Strategy	Normal operations & expansion	Efficiency, savings, service adjustments	Optimization of cargo facilities: warehouses, cold storage, logistics
Scope and Impact	All 19 airports are fully operational	All affected, on a global scale	Rapid and comprehensive adaptation at 19 airports, including staff shifts and operational costs

Source: Compiled from (Probojakti, 2020) and internal data from PT Angkasa Pura II.

ICAO's Role in the Recovery and Sustainability of the Aviation Business in Indonesia

ICAO plays an important role in promoting multilateral cooperation, establishing international norms, and providing a policy framework that enables the aviation sector to survive and adapt systematically during a global pandemic. This role is not only conceptual in the framework of international relations theory, but is also realized through various initiatives and policy instruments issued by ICAO to support its member states, including Indonesia, in dealing with the crisis. One of ICAO's main contributions is the development of technical guidelines and strategic policies that serve as global references for the aviation sector during the pandemic recovery. The following section will explain in more detail the technical support and development of international standards provided by ICAO in the context of aviation recovery in Indonesia.

Providing Technical Support and International Standards

ICAO has a strategic role in promoting multilateral cooperation, establishing common norms, and providing a policy framework that enables the aviation sector to survive and adapt systematically during a global pandemic. This role is not only conceptual in the context of international relations theory, but is also realized in practice through various policies and initiatives issued by ICAO to support its member countries, including Indonesia, in facing the crisis. One of ICAO's important contributions is the development of technical guidelines and strategic policies that serve as global benchmarks for the aviation sector during the pandemic recovery period. In this context, ICAO formed CART (*COVID-19 Aviation Recovery Task*

Force), a special working group tasked with providing practical guidance and strategic recommendations to governments and aviation industry players, with the aim of restoring coordinated air transport operations worldwide (ICAO, 2020).

The establishment of CART reflects ICAO's collective efforts to formulate strategic policies that can support the coordinated and sustainable recovery of global civil aviation. CART was established by the ICAO Council at its 219th session, which took place at the beginning of the COVID-19 pandemic, shortly after the WHO declared COVID-19 a pandemic in March 2020 (Skybrary, 2020, para. 1). This establishment stemmed from the ICAO Council's recognition of the significant impact of the COVID-19 pandemic, which caused a sharp decline in aviation activity worldwide. This situation called for strong international coordination and practical, integrated guidance to support the safe and sustainable recovery and reopening of the aviation sector. To this end, the ICAO Council invited representatives from 36 member states, international organizations such as the WHO and UNWTO, and major aviation industry associations such as IATA, ACI, and CANSO to join the task force, with the aim of producing comprehensive recommendations that reflect the various perspectives and needs of stakeholders.

The individuals who played a role in supporting technical and international standards were Philippe Bertoux, representing France on the ICAO Council, who was appointed as Chair of CART, while Boubacar Djibo, Director of the ICAO Air Transport Bureau, served as Secretary. This team worked intensively and collaboratively to formulate a report and guidelines known as *Take-off: Guidance for Air Travel through the COVID-19 Public Health Crisis* (TOGD). One of its main outcomes is the development of *Ten Key Principles*, which serve as a framework for countries and aviation industry players in designing policies for the safe, secure, and sustainable *restart* and *recovery* of the aviation sector. These principles emphasize the importance of international cooperation, protection of workers and passengers, data-driven risk management, and holistic integration of economic, health, and safety aspects. The following are *the Ten Key Principles*:

Table 6. *Ten Key Principles*.

No.	Principle	Short Description
1	Protecting People	Implementing uniform yet flexible risk mitigation measures to protect passengers and workers.
2	Work as a Team and Show Solidarity	Ensuring coordination between ICAO, countries, and industry players to form mutually supportive policies.

3	Maintaining Essential Connectivity	Maintaining important flight routes, especially for remote and vulnerable areas.
4	Actively Managing Risk	Using a data-driven approach to address aviation safety, security, and health risks.
5	Aligning Health with Aviation Safety Systems	Integrating health policies so as not to interfere with aviation safety or security.
6	Building Public Trust	Enhancing communication and transparency to restore passenger confidence in air travel safety.
7	Distinguishing Between Restart and Recovery	Identifying that the processes of <i>restarting</i> operations and full <i>recovery</i> require different approaches.
8	Supporting Strategy Financial	Countries and financial institutions are encouraged to provide proportional assistance that does not distort market competition.
9	Ensuring	Ensuring recovery that is not only economic but also environmentally friendly and inclusive.
10	Learning from	Learning from the crisis to strengthen the resilience of the aviation sector in the future.

Source: (ICAO, 2020).

The recommendations and guidance developed by CART are regularly updated based on the latest developments in the medical and operational fields, ensuring they remain relevant and effective in addressing the dynamics of the pandemic. This approach ensures that CART guidance is harmonious and complementary to, rather than replacing, the recovery roadmaps developed by countries, regions, or other industry groups. Overall, the establishment of CART represents a rapid and coordinated response by ICAO to address the impact of the COVID-19 pandemic on international aviation, providing an integrated framework and practical guidance for the safe, organized, and sustainable recovery of the aviation sector worldwide.

Facilitating International Collaboration and Dialogue

ICAO plays an active role in strengthening synergy and close cooperation between the Indonesian government, aviation industry players, and various international organizations through initiatives to hold prestigious forums such as *the G20 Aviation Dialogue* with a main focus on *the* theme "*Financial Measures for Aviation Recovery*" (Ministry, 2022, para. 1). These forums serve as strategic platforms that enable stakeholders to engage in in-depth discussions on various efforts to recover the aviation sector affected by the COVID-19 pandemic. These forums also discuss various innovative financing strategies, the application of

the latest technology as well as essential sustainability policies to ensure the continuity and competitiveness of the aviation business in the future (Ministry, 2022, para 5).

Within the framework of institutional liberalism and the concept of international regimes, ICAO plays a strategic role in strengthening cooperation between the Indonesian government, aviation industry players, and international organizations. This role is evident through the organization of strategic forums, such as *the 2022 G20 Aviation Dialogue* with the theme "*Financial Measures for Aviation Recovery*," which serves as a forum for global stakeholders to respond to the COVID-19 pandemic crisis. This forum enabled discussions on strategies for the recovery of the aviation sector, including financing innovations, the application of cutting-edge technology, and sustainability policies, while demonstrating ICAO's role not only as a technical regulator of aviation but also as a facilitator of the formation of an international regime that reduces uncertainty, strengthens transparency, and expands cross-border cooperation.

As part of this series of activities, the Indonesian Minister of Transportation and the ICAO President signed *an MoU* on training cooperation to increase human resource capacity in the aviation sector for countries that still need development (Ministry, 2022, para. 11). This international standards-based training program, which has been extended until 2026, is in line with ICAO's "*No Country Left Behind*" initiative to ensure that developing countries are not left behind in meeting international aviation safety and security standards. Through expanded access to training, this cooperation is expected to strengthen an inclusive, safe, and sustainable global aviation system, while strengthening collaboration between countries within the framework of the international civil aviation regime.

Implications of ICAO Policy on Indonesian Aviation Policy During the COVID-19 Pandemic

In facing the pandemic situation, Indonesia not only relied on domestic policies, but also referred to guidelines issued by ICAO as an international institution that sets global civil aviation standards. This emphasizes the importance of international cooperation and the role of global institutions in helping countries respond to non- traditional threats such as pandemics. National aviation policy during the crisis period have also been influenced by international norms and standards, particularly regarding the implementation of health protocols and adjustments to operational procedures. By adopting ICAO guidelines,

Indonesia seeks to ensure that national policies remain in line with global practices while strengthening the long-term resilience of the aviation sector.

Implementation of Health Protocol Policies Issued by the Minister of Transportation in SE No. 13 of 2020 and SE No. 10 of 2021

On June 8, 2020, the Ministry of Transportation, through the Directorate General of Civil Aviation, issued Circular Letter No. 13 of 2020 as technical guidelines for air transportation operations during the period of adaptation to new habits due to the COVID-19 pandemic. The main purpose of this circular letter is to maintain the continuity of air transportation services while ensuring the safety and health of passengers and airport and airline personnel (Ministry of Transportation, 2020, para. 1).

In the circular, the Ministry of Transportation regulates airport operational capacity through a *slot time* system or flight scheduling to prevent passenger congestion and minimize the risk of virus spread (Ministry of Transportation, 2020, para. 3). In addition, in response to the pandemic, the government also issued Circular Letter No. 10 of 2021, which together with Circular Letter No. 13/2020 forms the basis of national aviation policy during the crisis. These two regulations serve as guidelines for air transport operators and demonstrate Indonesia's efforts to align domestic policies with international standards and guidelines, integrating aviation safety, public health, and service continuity in an adaptive and coordinated manner. SE No. 13/2020 contains four main points: guidelines for aviation operators to prevent the spread of COVID-19, guidelines for handling passengers during travel, flight schedule arrangements to avoid congestion, and comprehensive monitoring of passenger mobility and operational activities.

One of the important technical provisions in this policy is the restriction of passenger capacity to a maximum of 70% of the number of seats for *narrow-body* and *wide-body* aircraft, in order to maintain physical distance between passengers. Meanwhile, small aircraft such as ATRs are not subject to this capacity restriction. This policy is enforced in gradually with reference to international standards issued by ICAO and EASA (Ministry, 2020b). This circular also stipulates the obligation to provide isolation seats on aircraft, namely three empty seats on one side of the cabin for passengers who show symptoms of COVID-19 during the flight. Cabin crew handling these passengers are required to wear *face shields* and follow special handling procedures.

At the airport level, operators are required to ensure the implementation of health protocols such as physical distancing, routine disinfection of public facilities, and management of food and beverage tenants in accordance with hygiene standards. Online booking services are also encouraged to reduce direct contact between customers and sellers. Thus, this policy not only focuses on the sustainability of services but also instills new operational standards that are more adaptive to the risk of infectious disease spread (Ministry of Public Works, 2020, para. 12).

Circular Letter of the Minister of Transportation Number 10 of 2021 was issued in response to the increasing complexity of the pandemic, as well as to maintain domestic mobility within the corridor of safety and health. This policy reflects the harmonization of national policies with international standards from ICAO and WHO, as well as Indonesia's active participation in global governance. From an institutional liberalism perspective, Circular Letter No. 10/2021 emphasizes that the global pandemic crisis cannot be handled alone, but requires cooperation between countries in establishing cross-border protocols. This approach is in line with the principle of *human security*, which places the safety of passengers and officers as a top priority in air transportation management.

Indonesia's air transportation policy during the pandemic reflects the adoption of global governance principles in domestic regulations. SE No. 13 of 2020 emphasizes the initial transition phase after the first wave of the pandemic, while SE No. 10 of 2021 tightens regulations in response to the surge in cases in early 2021. As an implementation of these two circulars, the Directorate General of Civil Aviation issued Directorate General of Civil Aviation Decree No. KP 88 of 2020, which stipulates 15 new habits in airports and flights, including:

1. Mandatory use of masks and gloves
2. Body temperature checks in airport areas
3. Coordination of handling COVID-19 suspects
4. Provision of handwashing facilities
5. Implementation of physical distancing in all areas
6. Requirement to show negative rapid/PCR test results
7. Advice to arrive early at the airport
8. Disinfection of security areas
9. Provision of educational media on protocols
10. Special waste bins for used PPE
11. Regular cleaning of public facilities
12. Tenant compliance with protocols
13. Baggage sterilization with disinfectant/UV light
14. Cashless transactions

15. Adjustment of staff work patterns

These new practices are quoted from (Budi & Yudianto, 2023: 103-104)

These fifteen habits are direct derivatives of SE No. 13/2020 and SE No. 10/2021, indicating progressive and adaptive policy adjustments in line with the development of the pandemic. SE No. 13/2020 regulates initial operations in the phase of adapting to new habits after PSBB, with a focus on regulating flight slots and implementing basic health protocols, such as the use of masks and cleaning public facilities. SE No. 10/2021 refines the previous regulations by adding provisions on health test results, stricter document verification mechanisms, the implementation of cashless payment technology, and the adaptation of airport human resource operations, demonstrating a more systematic approach to managing the risk of virus spread in the air transportation sector.

Conclusion

The COVID-19 pandemic has had a significant impact on the aviation sector in Indonesia, both in terms of airline operations, domestic and international passenger numbers, and airport revenue. This decline in aviation activity reflects a more severe systemic disruption than previous international crises, highlighting the urgent need for integrated policy coordination. In the global context, ICAO, through various initiatives, including the establishment of *the COVID-19 Aviation Recovery Task Force* (CART), plays a strategic role in setting standards for aviation safety, health, and operational sustainability. ICAO also facilitates international collaboration through forums such as *the G20 Aviation Dialogue* and international standards-based training programs, thereby supporting the recovery of the aviation sector in Indonesia and strengthening national human resource capacity.

At the domestic level, the Ministry of Transportation's policies through SE No. 13 of 2020 and SE No. 10 of 2021 reflect progressive adaptation to international standards. SE No. 13/2020 emphasizes the initial phase of transition after the first wave of the pandemic with a focus on flight slot arrangements and basic health protocols. SE No. 10/2021 refines the previous regulations by adding requirements for COVID-19 test results, stricter document verification, implementation of cashless transactions, and adjustments to airport human resource operations. As a technical implementation, the Directorate General of Civil Aviation established 15 new habits at airports and on flights, including the mandatory use of masks and gloves, body temperature checks, physical distancing, the obligation to show negative *rapid/PCR test* results, facility disinfection, and cashless transactions (Budi & Yudianto, 2023:

103– 104). These new habits show that the Indonesian government has adopted global governance principles in domestic regulations in an adaptive, dynamic, and systematic manner in line with the development of the pandemic.

Overall, the COVID-19 pandemic has emphasized the importance of international cooperation, the role of global institutions such as ICAO, and the harmonization of national policies with global standards. This study shows that the application of the principles of institutional liberalism and the concept of international regimes provides an effective framework for overcoming crises, maintaining safety, and supporting the sustainability of the aviation sector. For further study, it is recommended to examine the effectiveness of the implementation of 15 new habits and the long-term adaptation of the aviation sector to global crises.

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