

Mahadiansar et al_Stakeholder Analysis in Tourism Development Bintan Regency During the Pandemic COVID 19

by Inspire Kepri

Submission date: 15-May-2021 05:26AM (UTC-0500)

Submission ID: 1586612730

File name: ism_Development_Bintan_Regency_During_the_Pandemic_COVID_19.docx (325.12K)

Word count: 6182

Character count: 35159

Stakeholder Analysis in Tourism Development Bintan Regency During the Pandemic COVID-19

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Article Info

Keyword:

Stakeholder Analysis;
Tourism;
Bintan Regency;
COVID-19

Kata Kunci:

Analisis Pemangku
Kepentingan;
Pariwisata;
Kabupaten Bintan;
COVID-19

Abstract: In improving the welfare of the people in border areas, the development of the tourism sector has an impact on long-term economic growth which has been the largest regional income source in Bintan Regency. The importance of interaction and stakeholder actors involved in tourism activities during the COVID-19 pandemic. The purpose of this study is to analyze the condition of stakeholder actors in tourism management in Bintan Regency. The research method used a qualitative approach with stakeholder analysis using NVivo 12 with data collection techniques in the form of interviews with stakeholders and using existing secondary data which was carried out in-depth analysis. The results showed that 3 components (who, when, and how) showed a significant correlation between stakeholders in tourism development in Bintan Regency, namely the local government which regulates the executive management as a facilitator. Then the involvement of community groups as active participation to support the development of travel bubble-based tourism in the border region of the country, then the involvement of the private sector who maintain and regulate health protocols in the spread of COVID-19. Furthermore, the alternative is to improve stakeholder relations in the future to make efforts to approach harmonious communication between stakeholders in the tourism sector in Bintan Regency.

Abstrak: Dalam meningkatkan kesejahteraan rakyat di daerah perbatasan, pengembangan sektor pariwisata memberikan dampak pertumbuhan ekonomi dalam jangka panjang yang selama ini menjadi pendapatan asli daerah terbesar di Kabupaten Bintan. Pentingnya interaksi serta pada aktor pemangku kepentingan yang terlibat pada aktivitas pariwisata pada masa pandemi COVID-19. Tujuan dari penelitian ini menganalisis kondisi aktor pemangku kepentingan pada pengelolaan pariwisata Kabupaten Bintan. Adapun metode penelitian dengan pendekatan kualitatif dengan analisis pemangku kepentingan menggunakan NVivo 12 dengan teknik pengumpulan data berupa wawancara para pemangku kepentingan serta menggunakan data sekunder yang ada yang dilakukan analisis secara mendalam. Hasil penelitian menunjukkan bahwa 3 komponen (siapa, kapan dan bagaimana) menunjukkan korelasi yang signifikan pemangku kepentingan dalam pengembangan pariwisata Kabupaten Bintan yaitu pemerintah daerah yang mengatur pada manajemen pelaksana sebagai fasilitator. Kemudian keterlibatan kelompok masyarakat sebagai partisipasi aktif untuk mendukung pengembangan pariwisata berbasis travel bubble di wilayah perbatasan negara, selanjutnya keterlibatan swasta yang menjaga dan mengatur protokol kesehatan dalam penyebaran COVID-19. Selanjutnya alternatif memperbaiki hubungan pemangku kepentingan dimasa yang akan datang melakukan upaya pendekatan komunikasi yang harmonis antar pemangku kepentingan dibidang kepariwisataan Kabupaten Bintan.

Article History: Received date-month-year, Revised date-month-year, Accepted: date-month-year

INTRODUCTION

The tourism industry in developing countries is very dependent on generating a source of state income to improve the welfare of the community by empowering the potential of natural resources which the community at the regional level is able to manage. The development of human resources and the tourism industry is one of the keys to institutional development. Various forms of human resource development aim to increase awareness so that they can move quickly in strengthening the economy in the tourism sector. The increase in tourist visits both domestically and abroad, the higher the creation of community empowerment so that the creation of jobs so that the market competitiveness of the tourism industry has a sustainable economic guarantee.

However, in 2019 until now, the condition of tourism at the international and national levels to the regions has experienced a very drastic decline due to the spread of the COVID-19 pandemic which has an impact on stakeholders in the policy strategy of the entire tourism sector in Indonesia (Asmoro et al., 2020; Djausal et al., 2020; Harirah & Rizaldi, 2020; Silalahi & Ginting, 2020; Sugihamretha, 2020), not only in the tourism industry sector but in various other sectors (Dalimunthe et al., 2020). The tourism industry in Indonesia has experienced a very significant decline which can be seen from the level of foreign tourist visits, recorded that in 2020 it experienced 74.84%, this has made the Indonesian government look for strategic policies to revive the tourism sector amidst the COVID-19 pandemic while still implementing protocols. health according to WHO standards. So the need for collaborative efforts between the central and local governments can side by side strengthen tourism by involving all existing stakeholders ranging from tourism activists to local communities.

Based on Law Number 10 of 2009 concerning Tourism, tourism development is carried out based on the principles of benefit, kinship, fairness and equality, balance, independence, sustainability, participatory, sustainable, democratic, equality and unity. Furthermore, this principle is also for the realization through the implementation of a tourism development plan by taking into account the diversity, uniqueness, and uniqueness of culture and nature, as well as human needs for tourism. Bintan Regency has very strategic tourism potential, with direct borders to neighboring countries such as Singapore and Malaysia, so the number of tourist visits, both domestic and foreign tourists, is the main contributor to Regional Original Income (PAD) from the tourism sector. Based on data from the Central Statistics Agency (BPS) of the Bintan Regency, the increase in the number of tourists in 2016 was 305,404 people, then in 2017 the number of visitors was 368,592 people and in 2019 the number was 522,399 people. (Iswanto, 2019).

Graph 1. Local Own Revenue in the Tourism Sector of Bintan Regency 2016-2020



Source: Bintan Regency Central Bureau of Statistics, 2020

Based on these figures, from year to year, it shows that the tourism sector continues to experience positive growth in Bintan Regency. This makes the people of Bintan Regency in their daily activities always face tourism both as tourism actors and participation in the tourism sector. However, the impact of the COVID-19 pandemic in 2020, based on the graph above, the Regional

Original Income (PAD) in the tourism sector has decreased by up to 98% which in the previous year experienced a significant increase. Referring to Regional Regulation Number 5 of 2016 concerning RPJMD Bintan Regency 2016-2021, one of the points is the coordination of synchronization of the implementation of development in the tourism sector or all stakeholders in Bintan Regency. In addition, the results of observations made by researchers that stakeholders in the involvement of the tourism sector in Bintan Regency have experienced problems including reducing cooperation such as sports-based tourism activities or what is called Sport Tourism, environment-based tourism or what is called ecotourism and travel-based tourism or what is called bubble tourism. .

Figure 1. Current tourism potential in Bintan Regency



Source: Bintan Regency Tourism Culture Office
<https://bintantourism.com/>

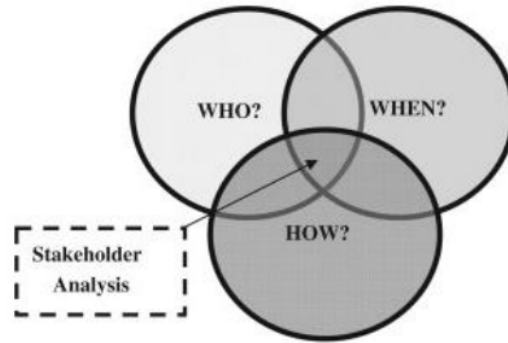
A very emergency condition is that several stakeholders from the private industrial sector, local government, and tourism activists are walking respectively, this is because during the COVID-19 pandemic, tourism in Bintan Regency, the majority of visits from foreign countries, are prohibited from entering Indonesia. The role of stakeholders in Bintan Regency should be able to become a benchmark in abnormal conditions that can provide a structured contribution because the people of Bintan Regency certainly want certainty on their welfare where tourism has become their source of income in the last 10 years (Larasati, 2020; Marina, 2012), then researchers have concentrated on analyzing stakeholders who should act quickly in handling in maintaining the tourism sector while maintaining health protocols to prevent the spread of the COVID-19 pandemic.

Stakeholder analysis is oriented towards poor cooperation arrangements for the responsibilities of each organization that he leads. The purpose of the stakeholder analysis is not solely to improve the existing system, but rather the organizational needs that stakeholders need to maintain public trust so that they have a place that has a positive impact on the sustainability of the tourism sector and is able to provide national legitimacy by tourism stakeholders in Bintan Regency. The term stakeholder is a group or individual whose support is necessary for the welfare and survival of the organization. Stakeholders are individuals, organizations, or groups with an interest in certain natural and human resources (Brown & Duguid, 2001).

Then according to (Maguire et al., 2012) describes as many as 3 important indicators as a stakeholder analysis tool consisting of stages (1) Who? Identify who should be involved who is the top priority in the subject to be researched; Stage (2) When? Determine when their organization/group should be involved according to the needs of the existing environment; Stage (3) How? Determine how they should be involved in positioning stakeholders in the objects they should implement. In previous research on stakeholder analysis is an activity of individuals or groups that are actively involved in activities or that are influenced by the positives and negatives of the results of a collaboration that leads to organizational development both physically and non-

physically in the tourism sector (Hidayah et al., 2019). Many stakeholders regulate the function of a management approach both in social life in terms of human resource management from both public and private stakeholders (Brucker et al., 2013; Lienert et al., 2013; Mok et al., 2015; Srinivasan & Dhivya, 2020). Stakeholder analysis also results in evaluating past policy decisions which will later enter the planning process in the future (Bouzon et al., 2018; Heravi et al., 2015).

Chart 1. Indicators for stakeholder analysis



Source : Maguire (2012)

Stakeholder involvement has many benefits for the quality of sustainability which will have an impact on society (Silberberg & Martinez, 2019) which aims to provide solutions to a process to a problem to generate hope in the system (Kelanti et al., 2015; Wood et al., 2021). Currently, the situation of stakeholders is very much a discussion of collaboration problems and the condition of the value of the decisions made does not give satisfaction to joint decisions as stakeholder negotiations (Ramírez, 1999). Stakeholder analysis is an approach to understanding and improving and supporting the system (Sentanu & Kumalasari, 2020), and interacting with changes between organizations and groups. Identifying stakeholders will certainly have an impact in the form of cause and effect if there is a weakening of stakeholders with the COVID-19 pandemic conditions, therefore there is a need for stakeholder analysis of the Bintan Regency tourism sector.

The stakeholder actors in question include local government, tourism industry and tourism activist groups whose researchers focus on a strategic effort of stakeholders in making decisions by looking at current stakeholder analysis indicators so that the analysis of tourism sector stakeholders can collaboratively collaborate. efficient, transparent, and well legitimized by the community in contributing to the tourism sector in Bintan Regency. So the main purpose of this study is to analyze the tourism stakeholders of Bintan Regency so that tourism stakeholders can anticipate mistakes in cooperation as a sustainable public interest process so that tourism development can be carried out optimally with new normal.

RESEARCH METHOD

The research method used is qualitative as a research procedure which results in descriptive data which is the result of secondary data as well as written and oral primer data from human behavior that can be logically observed (Maher, 2001; Moleong, 2012). Qualitative research in general raises fundamentals that depend on human observations from several case studies in in-depth testing of certain events intensively and in detail, this is more emphasis on the characteristics of an object (Creswell, 2016). The types of data used in this study are primary data and secondary data. Primary data is obtained through written questions using a questionnaire or oral using the interview method. Meanwhile, secondary data is support obtained from relevant sources, usually in the form of taking documents, reports, or data, as well as other supporting

material and information in research (Galvan & Galvan, 2017; Zed, 2014). Then the analysis is carried out in-depth based on stakeholder analysis indicators (Maguire et al., 2012).

The researcher's data analysis used three persuasive approaches which consisted of matching the activity patterns of stakeholders in Bintan Regency, then developing explanations on tourism development carried out by stakeholders by looking at stakeholder indicators. The analytical emphasis also focuses on logical models in which the model matches empirically observed events with theoretically predicted events. The stakeholder analysis prioritized from 3 indicators (who, when, and how) then assisted by using NVivo12 analysis software to see the correlation between stakeholder actors. Furthermore, the data analysis referred to, both secondary data and primary data, aims as an analytical strategy that focuses on case studies that are studied in a comprehensive manner (Yin, 2018). Stakeholder Analysis is a technique used to identify and assess the influence and importance of key actors, either within groups or organizations, that can significantly influence the success of activities or the realization of tourism activities in existing case studies.

RESULT AND DICUSSION

Stakeholder analysis must prioritize their involvement and role to strengthen tourism development in the conditions of the COVID-19 pandemic in the Bintan Regency. Stakeholder involvement is part of a series or analysis process that can be thoroughly examined in-depth, however, the stages in the stakeholder analysis must prioritize a clear interpretation according to current conditions that lead to the object of analysis indicators, indicators in question can be explained as follows :

Who; Tourism Stakeholder Actor

Stakeholder analysis should prioritize the actors involved who influence each other's magnitude or low relationship in their role as a form of participation in the development of sustainable tourism in Bintan Regency. Researchers used NVivo 12 software to map the results of interviews with several actors who had been interviewed using Jaccard's Cluster Analysis method. The results obtained by the 10 clusters that researchers obtained for the 12 actors involved can be seen in the following table:

Table 2. Results Jaccard's Cluster Analysis of 12 Actors

<i>Kode A</i>	<i>Kode B</i>	<i>Koeffisien Jaccard</i>
Pengusaha	Dinas BudPar	0,542222
Pengusaha	Pemerintah Pusat	0,538462
Pemerintah Pusat	Dinas BudPar	0,418043
LAM	Dinas BudPar	0,384348
KemenPareKraf	Kabupaten	0,35865
Pengusaha	Dinas BudPar	0,352113
Pengusaha	Masyarakat	0,348786
Pemerintah Pusat	LAM	0,340314
Masyarakat	Desa	0,331288
Pemerintah Pusat	Kabupaten	0,32093
Masyarakat	Dinas BudPar	0,314516
KemenPareKraf	Dinas BudPar	0,306475
Pemerintah Pusat	KemenPareKraf	0,299852
Masyarakat	Kabupaten	0,291139
Pengusaha	Kabupaten	0,288991

Source: Processed by researchers using NVivo 12

The discussion of indicators of power was carried out on the concept of stakeholders of actors involved in decision making including the role of each stakeholder in the development of sustainable tourism in Bintan. Based on the results of the cluster analysis, it was found that the 3 strongest relationships between actors were shown by the highest Jaccard correlation value in the table above, namely between entrepreneurs ↔ Culture and Tourism Office of Bintan Regency, then between entrepreneurs ↔ Central Government, then Central Government ↔ Culture and Tourism Office of Bintan Regency. This shows that the stakeholders of 3 actors support each other with Jaccard's high efficiency based on interviews with each stakeholder in Bintan Regency. To strengthen the results of Jaccard's Cluster Analysis of 12 Actors, researchers conducted mapping based on the results of interviews by displaying a chat hierarchy so that the determination of the characteristics of the interview results can be seen by stakeholder actors who have great potential in the development of sustainable tourism in Bintan Regency during the COVID-19 pandemic. The results of the chat hierarchy using NVivo12 software can be seen in the chart below

Chart 2. Chat Hierarchy of 12 Stakeholder Actors

Pengusaha	Kabupaten	Desa	Akademisi
1			
	4	7	8
Pemerintah Pusat	Dinas BudPar	Travel Agent	LAM
			9
		Media masa	
Masyarakat	KemenPareKraf		10
		Lembaga Non-Formal	
	6		11
			12

Source: Processed by researchers using NVivo 12

Based on these results, the researcher has a description that entrepreneurs are the actors who have the most influence in the development of sustainable tourism. It can also be seen in the Wordclouds Overview obtained in the previous results that entrepreneurs are the most discussed actors based on 6 respondents who gave as many as 12 stakeholder actors. The Central Government and the BudPar Agency have the highest level of power in sustainable tourism development with strong relationships with entrepreneurs. The discussion about actors in sustainable tourism development is sorted based on the chat hierarchy graph obtained that identified 12 actors involved in Bintan Tourism Development.

When; Knowledge Management and Tourism Stakeholder Information Exchange

Knowledge management and information exchange are important elements of more effective stakeholder strengthening of each actor involved. On the one hand, knowledge management and information exchange are important components to build and maintain in a public service and policy decision. Each stakeholder will seek information from other stakeholder actors when there is a need to improve on focused activities that previously resulted in a lack of good cooperation between stakeholder actors within the organization. In the development of sustainable tourism in the Bintan Regency during the COVID-19 pandemic, researchers have interviewed as many as 6 respondents by coding according to stakeholder management according to the organization's performance area which leads to when to act in tourism development in Bintan Regency. The results of coding using NVivo12 software the following results:

Table 3. Results of Knowledge Management Coding and Stakeholder Information Exchange

Respondent	Reference	Statement
6 Stakeholder Respondents Based on the results of interviews with researchers	1	<ul style="list-style-type: none"> • Seribu Pinang Tourism Village through community networks and officials are asked to help upload tourism potential through Social Networking. • Communication remains established and are always asked for opinion or input by the cultural and tourism office and entrepreneurs in tourism. • They are afraid that COVID will spread in their area, but after the arrival of the Regent, Governor, and health experts. After the socialization, the community understood this. The hope is to keep the borders open so that entrepreneurs can run their businesses well again. • Sustainable tourism in Bintan is the STD (Sustainable tourism Development) Forum. Entrepreneurs, government, travel agents, and academics in the STD forum are not institutionally legal or have not been registered with the Tourism Office. However, the existence of the Forum has been recognized by the local government and has produced work meetings or work meetings on several occasions. There is a contribution and needs to be taken into account from the Forum to the sustainability of tourism. Lagoi Managers / Entrepreneurs facilitate such meetings, most recently at the Banyan Tree in 2020. • Tourism development developed by Penta-Helix (government, businessmen, media, academics, society) all synergistic components all contribute to contribute. There is a Hotel / Entrepreneur association, a travel association.
	2	<ul style="list-style-type: none"> • Community Service is important in coloring HR personnel both in the apparatus, through research studies. Input is very important in harmonizing mutual cooperation. Relationships with academic practitioners are very important. By sharing ideas and input. • The Malay Customary Institution (Lembaga Adat Melayu) promotes activities made by LAM, and activities in collaboration with the Regional Government or the Department of Culture and Tourism which are uploaded via WhatsApp Social Media, Facebook (very easily accessible by various groups). • Expectations from the village to convince tourists to continue carrying out tourism activities according to the prokes regulations. With district socialization so that tourists feel safe to carry out tourism activities. • The Bintan Regency Government will collect data on local tourism and it will be reported to the Ministry of Tourism and Creative Economy of the Republic of Indonesia so that it can be stimulated. Including several areas for DPUD (Regional Superior Tourism Destinations) including the Village Sri Bintan, Sassy Kuning. • The Culture and Tourism Office uses online promotions (Facebook, Twitter) and also collaborates with tourism-loving communities such as Generasi Pesona Indonesia (millennial children who like to travel) because of the low promotional costs.
	3	<ul style="list-style-type: none"> • All lines must be strong and mutual cooperation must be actualized. All parties play a role from the village, BUMdes

Respondent	Reference	Statement
		business plan, village stakeholders, tourism actors, district and national to work together <ul style="list-style-type: none"> • The Department of Culture and Tourism as well as the Malay Customary Institution will always cooperate, like it or not, love or not love, we must work together. • Communication issues were discussed with the Head of the Bintan Culture and Tourism Office. By making applications/technology for tourism information for the public and tourists regarding tourism in Bintan. Which contains information on hotels/places of business, routes, retribution too. The follow-up to integrated communications had not occurred at the time of the COVID-19 outbreak. • Communicate more with communities such as travel associations, hotel entrepreneurs associations, tourism lovers associations.
	4	<ul style="list-style-type: none"> • Need to strengthen the role of Penta-Helix. • There is no agency that manages CSR. It seems that the Regional Regulation on CSR management in Bintan does not yet exist in Bintan. All Entrepreneurs are expected to be combined with one institution for the implementation of CSR. So it is not only Lagoi who does CSR, it is hoped that all entrepreneurs will be involved in CSR.
	5	<ul style="list-style-type: none"> • Travel publications usually use social media such as Facebook, Instagram, and Sistem Informasi Desa (Simdes Prima) in collaboration with the Ministry. Ask for help in making news related to tourism in Bintan so that people will fall in love with publications, so as to encourage tourists to come to Bintan

Source: Processed by Researchers NVivo 12 (2021).

Based on the above results, the discussion of knowledge management indicators and information exchange is based on the researcher's analysis based on the results of interviews obtained regarding knowledge management and information exchange that occurs between stakeholder actors. Through study research and sharing of ideas and inputs, it shows that knowledge management and network information exchange on tourism development in Bintan occurs with the existence of research studies conducted by academics. all existing stakeholders (Village Institutions, BUMdes, Entrepreneurs, Local Government, and Central Government) need to be involved in exchange of information and knowledge in strengthening cooperation. Furthermore, the innovation in Simdes Prima is an application that is used in the exchange of information and knowledge between the Village and the Ministry which is also included in it, while social media is used by the Village Office to carry out direct promotions to the community.

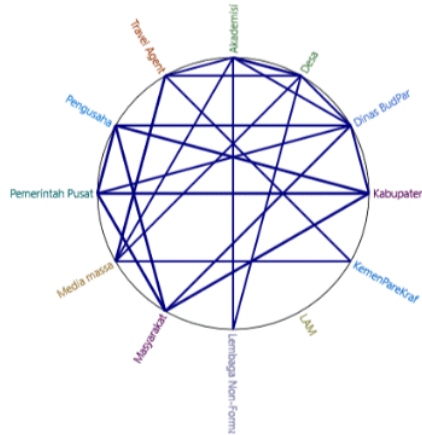
The importance of sustainable tourism in Bintan is the STD (Sustainable tourism Development) public facilities of Entrepreneurs, Government, Travel Agents, and Academics that knowledge management and information exchange on tourism development in Bintan occurs with the creation of the STD Forum which is institutionally unregistered. However, the work results and contributions to the development of sustainable tourism are very good. This STD forum can be a medium for exchanging information and knowledge for stakeholders to discuss the latest strategic issues regarding tourism development in pandemic conditions, implementing the CHSE, sharing ideas and input, and others. The need for tourism development to be developed by Penta-Helix (government, entrepreneurs, media, academics, society) all synergistic components all contribute to contribute "shows that knowledge management and information exchange in tourism development in Bintan with the Penta-Helix concept developed by the

Central Government in developing sustainable tourism. all components to synergize in this case regarding the focus of knowledge and information exchange.

How; Participation of Relevant Tourism Stakeholders

Participation between stakeholder actors greatly affects the relationship to social interaction in institutions so that they can show the capacity to be carried out in the development of sustainable tourism in Bintan Regency during the Covid-19 pandemic. Participation in question is that it has a relevant relationship to the current phenomenon, based on the results of interviews by researchers with 6 stakeholder actors using NVivo 12 software which focuses on respondents' statements, the results of the Similarity NVivo12 coding can be seen in the following chart:

Chart 3. Participation in the Stakeholder Relationship Circle



Source: Coding Similarity NVivo12

Based on the graph of the results of the NVivo12 coding similarity results, it shows that there is no strong relationship between LAM and other actors which can be seen in the graph above the Circle of Stakeholder actor relations that affect the development of sustainable tourism in Bintan Regency. Researchers hope that cultural activities can be collaborated more with tourism activities, as for the discussion and explanation of 12 actors in the stakeholder analysis on Coding Similarity NVivo12 based on the results of the researchers' interviews can be described as follows:

1. *Entrepreneur*; Entrepreneurs are the most discussed actors based on interviews conducted by researchers. Entrepreneurs are the actors who feel the biggest impact due to the decline in the number of tourists in the Bintan Regency. Entrepreneurs are the actors most affected by the decline in the number of tourists in the Bintan Regency. Employers reduce the number of employees because activities in the resort area are owed. One of the efforts of resort managers in overcoming this problem is by opening resorts for domestic tourists.
2. *Central Government*; The Central Government has the highest level of power in the realm of tourism development in Bintan. Several rules and policies established during the COVID-19 pandemic had a direct or indirect impact on tourism development in Bintan. Based on the results, there are 3 Central Government regulations that affect the tourism sector, namely: Regulation of the Minister of Law and Human Rights Number 11 of 2020 concerning the Prohibition of Foreigners from Entering the Territory of the Archipelago State of the Republic of Indonesia, Circular (SE) of the COVID-19 Task Force Number 12 of 2021 Regarding the Extension of Domestic Travel Provisions, and Guidelines for the Implementation of the Ministry of Tourism and Creative Economy policies in the form of CHSE implementation in

- the Tourism Industry which refers to the Decree of the Minister of Health of the Republic of Indonesia Number HK.01.07 / MENKES / 382/2020 Concerning Public Health Protocols in Places and Public Facilities in the Context of Prevention and Control of COVID-19.
3. *Society*; The community is an actor involved in the development of sustainable tourism. In accordance with PerMenPar No. 14 of 2016 that in the development of sustainable tourism, the main component must include economic use for local communities, besides that the community is one of the dimensions of the Penta-Helix conceptualized by the Government. Some of the strategies used are approaching the Community Leader and conducting community empowerment by recruiting local residents to work. More socialization is needed for the community to be more aware of tourism, because in fact the benefits of the tourism sector are very large for local residents. Local people actually get great benefits from tourism activities, namely MSME products can be purchased by tourists.
 4. *Local Government*; Local and Central Government by conducting a review of the quarantine policy and negotiating with the country concerned regarding the planned Reciprocal Green Lane / Travel Corridor Arrangement (RGL / TCA), which will be implemented. The regency has a program before the COVID-19 pandemic in the form of opening new tourist spots, culinary spots, and other recreational places. The role of the Regency and Regional Government in the COVID-19 pandemic is to conduct socialization for the community to reduce the stigma of COVID-19 due to tourism activities. With the good implementation of the CHSE, the district and local governments should be able to reduce the stigma of the community. The Bintan Regional Government receives Regional Original Income (PAD) which is dominated by the tourism sector. With the existence of the Governor and the Regent, it is hoped that Bintan tourism will be prioritized because the PAD Bintan is dominated by the tourism sector. In the state of the COVID-19 pandemic, Bintan immediately opened its borders to implement the Reciprocal Green Lane / Travel Corridor Arrangement (RGL / TCA) plan. The Governor's efforts in reopening Bintan tourism to implement a Reciprocal Green Lane / Travel Corridor Arrangement (RGL / TCA) which is expected to start on April 21, 2021. However, unfortunately, this implementation is still postponed, the Singapore Government has yet to confirm when the Reciprocal Green will be carried out. Lane / Travel Corridor Arrangement (RGL / TCA) with the Government of Indonesia. The implementation of mutual cooperation needs to be done in the development of sustainable tourism, for example with the holding of the Tour de Bintan, all stakeholders provide roles and assistance for the sustainability of the event.
 5. *Department of Culture and Tourism*; The role of the Culture and Tourism Office is to guide and assist. The Culture and Tourism Office also has a role in direct relations with foreign investors. Some of the strategies carried out by the Culture and Tourism Office in increasing tourists are promoted through social media and mass media. Employees at the Culture and Tourism Office are also asked to carry out promotions on their social media. In addition, the strategy carried out by the Culture and Tourism Office makes it imperative for the official to travel to conduct a comparative study to stay in the Tourism Village. The Culture and Tourism Office is an institution that the Malay Customary Institution (LAM) highly hopes for because cooperation is always established between the two. Communication, cooperation, and sharing of input always occur between the Culture and Tourism Office and the Malay Customary Institution. This shows the close relationship between the Culture and Tourism Office and the Malay Customary Institution. The Culture and Tourism Office focuses Bintan tourism on sports tourism and does not prioritize Bintan culture in the tourism sector. Some of the reasons are because Bintan culture is not universal and Bintan culture has no selling value. The efforts of the Culture and Tourism Office in promoting tourism in Bintan are by promoting via social media and cooperation with tourism-loving communities because the promotion costs are cheap. In addition, the Department of Culture and Tourism has a program in making pocket applications for tourists, but this has not yet been realized. Regarding community empowerment, the Culture and Tourism Office hopes that Entrepreneurs will involve the role of tourism with the Community (Tourism Village).

6. *The Ministry of Tourism and Creative Economy*; The Ministry of Tourism and Creative Economy has a focus on standardizing the CHSE in an effort to restore the tourism sector during a pandemic. The role of Kemenparekraf in developing tourism in Ekang Anculai Village is one example, the Ministry of Tourism and Creative Economy provides good stimulation by publishing via social media and collaborating with Mass Media. Currently, Ekang Angulai is one of tourism villages to be reckoned with in Indonesia. Therefore, the Ministry of Tourism and Creative Economy is expected to do more stimulation so that all Tourism Villages in Bintan can develop well, such as Desa Ekang Anculai. The Ministry of Tourism and Creative Economy in implementing the Reciprocal Green Lane / Travel Corridor Arrangement (RGL / TCA) implementation. Wan's hope is that the implementation of the Reciprocal Green Lane / Travel Corridor Arrangement (RGL / TCA) will actually be implemented. In addition, the role of the Ministry of Tourism and Creative Economy is by conducting CHSE certification, training hotel employees on the CHSE, inviting and pressuring employers to conduct CHSEs, and evaluating the implementation of the CHSE in Business Places.
7. *Village*; The role of the village continues to encourage tourism even in this COVID-19 condition. Several collaboration were carried out before the COVID-19 condition between BUMdes, PKT, and Entrepreneurs. This activity is carried out so that entrepreneurs buy products from BUMdes and PKT. BUMdes provides assistance in the form of Health Protocols for local Entrepreneurs. Regarding promotional activities, the Village conducts direct promotions to the community through social media regarding tourist sites in Bintan. Entrepreneurs are expected to collaborate more with community-based tourism such as Tourism Village. Later, tourists will also visit the Tourism Village's which is managed by the Community, not only staying in the Resort area so that local community empowerment occurs. The Bintan Regency Government, through the Village Government, will collect data on local tourism which will be reported to the Kemenparekraf to provide stimulation for the Tourism Villages in Bintan. Examples are Sri Bintan Village and Lancang Kuning Village.
8. *Academics*; Academics are one of the actors who influence the development of sustainable tourism in accordance with the Regulation of the Minister of Tourism of the Republic of Indonesia No. 14 of 2016. Academics are one of the most important actors. The input of ideas from academics is very good in developing sustainable tourism in Bintan through research and studies on the development of sustainable tourism in Bintan. Academics have a role in finding solutions in promoting tourism. Collaboration that can be done with academics, for example, is by making pocket applications for tourists. In addition, academics provide ideas in the form of tourism innovation in making applications in designing pocket applications for tourists. In addition, academics are needed in implementing the Penta-Helix conceptualized by the Government.
9. *Travel Agent*; Travel Agent is one of the actors in the development of sustainable tourism because Travel Agents have a direct relationship with tourists and the tour plans that will be carried out. Travel Agents are very big because they are the ones who make vacation packages for tourists. This especially takes into account the empowerment of local communities by collaborating with local business for example in a lunch package that buys fish from local fishermen. The hope is that the purchasing rate will increase with the making of the packages that are collaborated with community businesses.
10. *Mass Media*; Mass media in the development of sustainable tourism is by reporting about tourist attractions in Bintan. before COVID-19 Entrepreneurs usually carry out their own promotions. Usually, entrepreneurs carry out promotions through TV media in neighboring countries such as Singapore because most of the tourists come from Singapore. However, in the condition of COVID-19, there are no more promotions carried out by entrepreneurs because the border is still closed.
11. *Non-Formal Institutions*; In the context of Non-Formal Institutions, several Non-Formal Institutions have been identified that have a role in the development of sustainable tourism in Bintan, namely the PKK Group, The Youth Group, Tourism Awareness Group (POKDARWIS), and Tourism Lovers Group. Several groups in the village are such as the PKK group that can collaborate with several stakeholders. In addition, there are groups of tourism

activists, youth groups that have a role in promoting tourist attractions in Bintan and can be a source of finding ideas for existing problems. Currently, there is more communication with tourism lovers associations in an effort to promote tourist attractions in Bintan.

12. Traditional Malay Institution; The Malay Customary Institution (Lembaga Adat Melayu) as an institution that becomes a forum for Malay culture in Bintan is one of the actors involved in the development of sustainable tourism in Bintan. Culture and tourism cannot be separated. However, not all tourism events in Bintan collaborate with cultural activities. Some of the problems that arise are the large number of cultural actors recruited from outside Bintan. This is due to Entrepreneurs choosing to recruit outsiders who can live in the hotel area and be ready to appear at any time. Regarding the promotion of culture, LAM promotes cultural activities that are collaborated with tourism through the Cultural Tourism Office and the Regional Government. The amalgamation of culture, dance, and tourism was done before COVID. But now there have been no cultural activities since the COVID-19 pandemic. The market for Bintan culture is still limited, Bintan culture has no selling value when compared to Sports tourism in Bintan. This can be seen in the absence of a strong relationship between LAM and other actors which can be seen in the Circle Graph of Coding Results Relationship for 12 Actors. Researchers hope that cultural activities can collaborate more with tourism activities.

CONCLUSION

Stakeholder analysis on tourism activities carried out in the conditions of the COVID 19 pandemic must pay attention to a structured process on strengthening collaboration, but trust in stakeholders in efforts to prepare, implement and impact on the implementation of tourism management in Bintan Regency must be in accordance with the vision and mission of tourism both in regional, national and international levels with the adaptation of new habits. Stakeholder participation should be able to create a conducive atmosphere for the involvement of those who have responsibility for the process because without continuous participation there will be obstacles on the priority scale of 3 component stakeholder indicators (who, when, and how) as it should be.

Strengthening partnerships in the revival of tourism in Bintan Regency at this time does not have a good correlation, this is shown in the strengthening of internal stakeholders in each institution due to the impact of the COVID-19 pandemic, be it the local government, the tourism industry and the tourism activist groups themselves. Stakeholder relations in the tourism sector in Bintan Regency must prioritize the principle of win-win solution, namely, first, the new adaptation process in tourism development in Bintan Regency by stakeholders must involve the entire community so that the involvement of the new adaptation can be fair and transparent, good tourism strategies for stakeholders. the main interest must be clear in mapping the potential so that involvement in the tourism sector in Bintan Regency is legally recognized in an informal position.

ACKNOWLEDGEMENT

We would like to express our gratitude to the managers of the Journal of Governance Public Policy in 2021 who have provided input on improving this manuscript so that it is published in volume 8 number 2 of 2021. Not to forget our thanks also stakeholders in the development of tourism in Bintan Regency, Kepulauan Riau Province for providing information. tourism conditions during the COVID-19 pandemic.

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PAGE 1

PAGE 2

PAGE 3

PAGE 4

PAGE 5

PAGE 6

PAGE 7

PAGE 8

PAGE 9

PAGE 10

PAGE 11

PAGE 12
