The Tourism Sector Stakeholder Collaboration Role in Post-COVID-19 Economic Recovery of Central Java, Indonesia

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Abstract

Pandemic COVID-19 has severely affected the tourism industry worldwide, including Central Java, Indonesia. Hence, this study aims to determine the potency of stakeholders' collaboration in the post-COVID 19 economic recoveries in Central Java. Preliminary data gathering by sequential focus group discussions (SFGD) to identify institutions and their role and objective, followed by a survey with a structured questionnaire. Data were analysed using the Matrix of Alliance and Conflict: Tactics, Objective and Recommendation (MACTOR) method. The result shows that all stakeholders agreed that collaboration is critical in economic recovery, but their roles vary depending on their duties and responsibilities. Based on the influence and dependence map, all stakeholders are into four groups: The first group has the strong influence, namely the Cooperatives and SMSEs Agency and Tourism Agency. The second group has both strong influence and dependence, consisting of the Tourism Village Association, Planning and Development Agency, Industry and Trade Agency, and Hotel and Restaurant Association. The third group has a low influence and high dependence, consisting of the community and the Food Security Agency. The fourth group had both low influence and dependence is banking. In addition, there is no potential conflict among all stakeholders involved that could affect collaboration in the economic recovery. Lastly, future cooperation between the Cooperative and SMSEs Agency and Hotel and Restaurant Association should be encouraged.

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1. Introduction

The tourism sector is a sector that provides a multiplier effect on other sectors (Khan et al., 1990; Naseem, 2021; Thommandru et al., 2021). In 2020, the global tourism sector experienced a severe hit due to COVID 19 and suffered the highest economic losses compared to other economic sectors(Huynh et al., 2021). Like other countries, Indonesia has experienced a tremendous hit due to the COVID-19 pandemic, which has caused a decline in economic growth and an increase in the number of poor people (Olivia et al., 2020). International tourist arrival declined by almost 75%, while domestic tourists fell to approximately 28 % in 2020 compared to the previous year (Badan Pusat Statistik Indonesia, 2021). Hence, this situation in the tourism industry has affected other sectors, such as travel providers, hotels, souvenir providers, regional handicrafts, and food and beverage providers in tourist destinations(Atmojo & Fridayani, 2021).

Therefore, to contain the impact of the COVID-19 pandemic and maintain the economy from contracting too deep, the Government of Indonesia (GoI) made several policies. The GoI focuses on withstanding the momentum of economic recovery by accelerating the National Economic Recovery (NER) program, implementing the Job Creation Law, and accelerating vaccinations (Ministry of Finance, 2021). The 2021 NER budget focuses on five sectors, i.e., health, social protection, priority programs, business incentives, and support of MSMEs and corporate financing. In addition, the evidence of most macroeconomic and multilateral coalition strategies has shown a positive impact on supporting economic recovery in some countries (Embrett et al., 2021).

Economic recovery is a pressing ambition after the pandemic, and the tourism sector has a crucial role (UNWTO, 2022). To achieve this, the government needs to adjust existing incentives and ensure the implementation of planned programs (ADB, 2021). However, in practice, there are several obstacles. All stakeholders should work according to their capacity and whether the economic recovery supports their organisation. When identification of views and goals of stakeholders are unproblematic, their involvement could be excessive. However, in terms of strategic issues, stakeholder views and objectives remain unknown and may conflict. In these situations, involving stakeholders in analysing problems and identifying solutions increases the chance of implementation and beneficial impact (de Gooyert et al., 2017).

Based on our preliminary study, of the 72 respondents surveyed about the assistance program for economic recovery in Central Java, 52% stated that it was not appropriate (Handayani et al., 2020). Another research conducted by Promodia Ahsan shows that stakeholder roles in tourism recovery did not work optimally, and the community and private support have remained relatively low in implementing the Government program for the recovery economy (Pramodia Ahsan et al., 2022). To minimise these problems, there is a need for cooperation and collaboration among the various stakeholders involved. If a common ground between the different interested parties can be found, then economic recovery on tourism can be developed and is beneficial to all.

Previous research has shown that the role of local governments in tourism development is primary important through collaboration with other stakeholders (Kiryluk et al., 2020; Kismartini & Pujiyono, 2020; Lan & Chau, 2020; Schmidt & Altshuler, 2021; Yasir et al., 2021). Collaboration between multi-stakeholders is widely acknowledged as a critical success factor for resolving sustainability problems in tourism sectors (Foley et al., 2017; Reed, 1999; Waayers et al., 2012), but related to stakeholder collaboration in post-COVID-19 economic recovery, especially in local governments in developing countries, is still very limited. A survey by the UN shows that 69% of government respondents perceived that the need for stakeholder engagement and partnership would increase in response to COVID-19 (United Nations, 2020).

Hence, this research is expected to fill the gap in this area and address the potential for collaboration between stakeholders in economic recovery. This study focuses on Central Java, Indonesia, because in 2020, the tourism sector experienced a severe impact. In the second quarter of June 2020, the tourism sector showed that the number of foreign tourist arrivals or tourists to Indonesia decreased by 88.82 percent compared to 2019 (Central Java Province Tourism Office, 2020). In line with the Central Government Policy, in 2020, the Central Java Government carried out many budgets refocusing on health, social and economic protection.

Therefore, this study aims to study the potential for collaboration between various stakeholders in economic recovery in Central Java. In this study, MACTOR analysis was used to situate the motivations, conflicts, and potential strategic alliances among the involved actors in the economic recovery of the tourism sector, from the perspective of the local government actors. This technique provides an effective tool to understand stakeholders' collaboration to face unpredictable situations in the future and to help them focus on the relationships between actors who will strongly affect the economic recovery.

The paper is organised as follows. Section 2 describes the literature review. Section 3 explains the research methodology, and Section 4 illustrates the findings and discussion. Finally, Section 5 offers conclusions and limitations of the research.

2. Literature Review

COVID-19 has emerged unprecedented challenges to an economic condition that considerably be strenuous to tackle for a single business without collaboration with all stakeholders. Hence, Interventions in economic recovery certainly require cooperation by all relevant parties from the government, non-government such as the private sector, business actors, and the community can run sustainably (Mukhammad et al., 2021). To help communities during hard times that much more remains unknown, organisations need to work together and collaborate to achieve effective outcomes.(Folayan et al., 2021; Panneer et al., 2021) .

According to ILO, Economic recovery can, and generally does, occur spontaneously. In fact, even during conflicts, in the affected territory, there can be evidence of different degrees and intensities of production and trade, indicating the resilience of local communities. However, certain results are not produced spontaneously and require dedicated efforts and the choice of specific recovery directions (p.13) (ILO, 2010).

Therefore, economic recovery takes the toughness for all business actors to bounce back. Likewise, the responsibility of local governments and stakeholders: resilience, which implied accountability, participation, and adaptation, became a mandate for authorities and communities (Council & American, 2021). At the same time, the tourism sector can be analysed and researched based on the collaborative relationship between the public and private sectors and the inhabitants of tourist destinations (Fuentes, 2013).

The success and implementation of a tourism development plan are frequently based on the support of the stakeholders in the community, which include the citizens, entrepreneurs, and community leaders (Byrd et al., 2008). The concept of stakeholder involvement in the tourism industry has arisen in renown mainly due to the belief that it can appear positive leverage in sustainable tourism (McComb et al., 2017). In addition, understanding stakeholder perspectives in achieving the goal has a crucial contribution to reducing conflict among them (Aas et al., 2005; Liam M. Carr and Daniel Y. Liu, 2016). The idea of stakeholder involvement in the tourism industry has grown in popularity largely due to the belief that it can play a positive impact in sustainable tourism.

There are five approaches that address the features of multi-stakeholder initiatives commonly shared, namely: (1)Purpose:

A specific issue, challenge, opportunity, or possibility that concerns all participants and provides the reason for convening, (2) People: The participation of multiple state and non-state actors, including representatives from government, business, non-governmental organisations, academia, and civil society, (3) Place: A space where participants meet in person (and, as needed, virtually) for the sake of dialogue, (4) Process: A process of shared inquiry, learning, problem-solving, and (potentially) decision making in new ways that address stakeholder concerns, (5) Practice: The efforts made regularly by stakeholders to train and develop the "skills, mind-sets and heart-sets of collaboration" (Krawchuk, 2013).

There are several definitions of stakeholder. According to Freeman (Freeman 1984), a stakeholder is "any group or individual who can affect or is affected by the reach of the firm's objectives". A stakeholder also is defined as those groups or individuals with whom the organisation collaborates or has dependence and any individual or group who can affect or is affected by the activities, agreements, policies, practices, or objectives of the organisation; hence stakeholders have the potential to support or endanger the company (Gibson, 2000). Moreover, there are two distinct types of stakeholder management: they focus on their institution's benefits or a matter that influents their connection with other societal groups and organisations. These approaches are an addendum to each other (Roloff, 2008).

The most common way of classifying stakeholders is to consider groups of people with different relationships. Savage distinguishes stakeholders based on the potential for threat and potency for cooperation,—permits a manager to classify stakeholders into four types, namely. Type 1: The Supportive Stakeholder means a stakeholder is low on a potential threat but high on the potential for cooperation. Type 2: The Marginal Stakeholder is neither highly threatening nor cooperative. Type 3: The Nonsupportive Stakeholder means high on a potential threat but low on potential cooperation. Type 4: The Mixed Blessing Stakeholder is a stakeholder whose potentials to threaten or cooperate are equally high (Savage et al., 1991).

In terms of collaboration, it allows stakeholders "to solve a set of problems which neither can solve individually" (Gray, 1985, p. 912)(Hamdan et al., 2021). Collaboration can create a dynamic context of interaction, reciprocal appreciation, communication and change (Manetti & Toccafondi, 2012). In addition, "Stakeholder engagement refers to the aims, activities, and impacts of stakeholder relations in a moral, strategic, and/or pragmatic manner "(Kujala et al., 2022).

Collaboration, specifically through multi-stakeholder partnerships, has been seen as an effective way to support initiatives in tourism development. Collaboration in tourism planning has also been approved because of the uncertainty, complexity, and potential for conflict that characterises tourism planning in general and emergent tourism settings in particular (Jamal & Getz, 1995; Reed, 1999). Hence, successful stakeholder collaboration depends on numerous elements, which must be incorporated for the success of the process (McComb et al., 2017). Lan & Chau have highlighted that the local government has a decisive role in boosting the local economy (Lan & Chau, 2020) and as the regulator in supporting a conducive environment for tourism development.

In addition, the fundamental role of local government can be reinforced by an extensive stakeholder engagement process to encourage broad representation and trust of stakeholder interest in public policies. There are benefits and obstacles. Benefits are grouped into categories: economic, organisational, marketing and social; and barriers include economic, organisational, socio-cultural and political determinants(Kiryluk et al., 2020). Moreover, the collaborative approach by mixing the different points of view of stakeholders produces a range of positive outcomes and increases the efficacy of tourism policies (Gori et al., 2021).

3. Research Methodology

This study uses a multi-issue actor approach, where these actors/stakeholders/institutions play a vital role in efforts to recover the economy during the COVID-19 period in Central Java. Multi-actor models aim to gain an improved perceptive of the scheme under study and its potential change by concerning the interests and viewpoints of all related stakeholders and the interconnection among them(Bendahan et al., 2004). The stages of implementing this study are as follows in Figure 1.
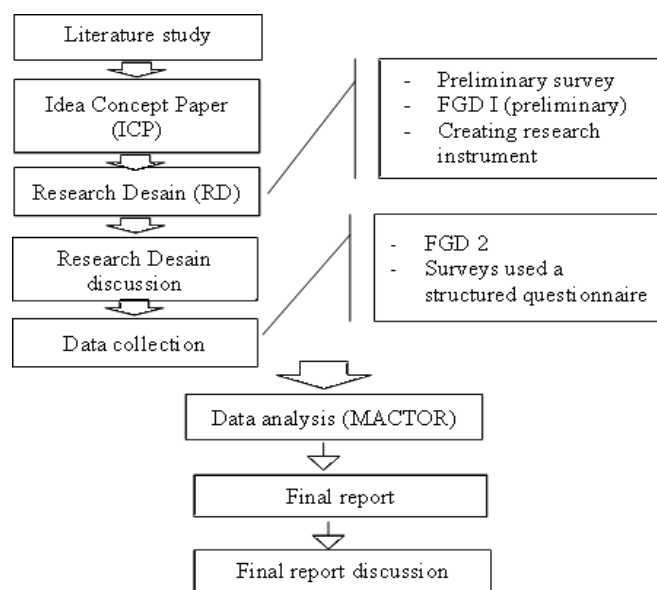

Figure 1- Stages of research

In carrying out the Focus Group Discussion, the stages consist of (1) The first FGD: the brainstorming with local government and stakeholders from the business sector in Central Java about the business sectors most affected by the Covid -19 pandemic in Central Java; (2) the second FGD: discussion of problems faced by the tourism sector, stakeholders related to the economic recovery program and related stakeholders efforts in economic recovery efforts.

Table 1- Institution/Actor and Their Role of Institution/Actor

No	Institution/Actor	Role of Institution/Actor
1	Regional Planning and Development Agency *(PlanDevAg)*	Coordination between institutions in the development of the tourism sector
2	Provincial Food Security Agency *(FoodSecAge)*	Regulatory and service institutions to maintain food product stability, distribution, food reserves, consumption, diversification, and food product safety.
3	Provincial Industry and Trade Agency *(IndusTradeAg)*	Regulatory agencies and services for institutions, supervision, business development, marketing, restructuring, and tourism financing
4	Provincial Cooperatives and Small and Medium Enterprises *(CoopSMSEag)*	Regulatory institutions and services for institutions, supervision, business development and marketing, restructuring and financing of SMEs
5	Provincial Tourism Agency *(TourismAg)*	Regulatory and service institutions for Creative Economy HR Development
6	Banking *(Banking)*	Business capital provision services
7	Tourism village association *(TourVillAs)*	Increasing the role of tourism village actors through community empowerment.
8	Hotel and Restaurant Association *(HRA)*	Network development among business actors (hotel and restaurant entrepreneurs). Development of association members
9	Community associations in tourist destinations *(Community)*	Network development between community institutions

In addition, several objectives in an economic recovery were then summarised. Regarding the literacy and FGD with stakeholders and actors in tourism, four appropriate objectives/purposes are identified.

These objectives are:

- The tourism sector can still survive/develop during/after the COVID-19 pandemic (*Survive*)
- The tourism sector can still create jobs (*Job create*)
- The tourism sector can still play a role in poverty alleviation (*Poverty*)
- The main actors and supporters of the tourism sector can achieve sustainable livelihoods during/after the COVID-19 pandemic (*Sustain*)

In the above objective, the italicised phrase is an acronym for the goal in actor-factor analysis. Furthermore, surveys used a structured questionnaire to assess the role and objectives of the institution by considering interactions with other institutions. The data have been analysed with the Matrix of Alliances, Conflict, Tactics, Objective, and Recommendation (MACTOR) method using the computer software developed by a French computer innovation institute '3IE' (Institut d'Innovation Informatique pour l'Entreprise) under the supervision of its conceptual creators LIPSOR

This research was conducted from October to December 2020 in Central Java, Indonesia. Stakeholders consisted of actors/stakeholders/institutions who play a role in economic recovery in Central Java. This study started with a preliminary FGD to identify which actors/stakeholders had a primary position in economic recovery in the tourism sector. Nine (9) institutions/actors closely related to tourism development in Central Java. Institutions/actors and their roles in the development of the tourism sector are in Table 1 below

Prospective (foresight) Strategic and Organizational Research Laboratory.

MACTOR analysis used refers to (Bendahan et al., 2004; Elmsalmi & Hachicha, 2014; Godet, 1991, 2007) and Fauzi (2019). The MACTOR method has emerged as a tool for the increasing critics of traditional extrapolation-based forecasting methods, which were essentially missing considering the potentially disruptive effect of the actors involved. As a result, a formalised multi-issue actor methodology aimed at analysing the outcomes of the actors' strategies on their environment was prospective.
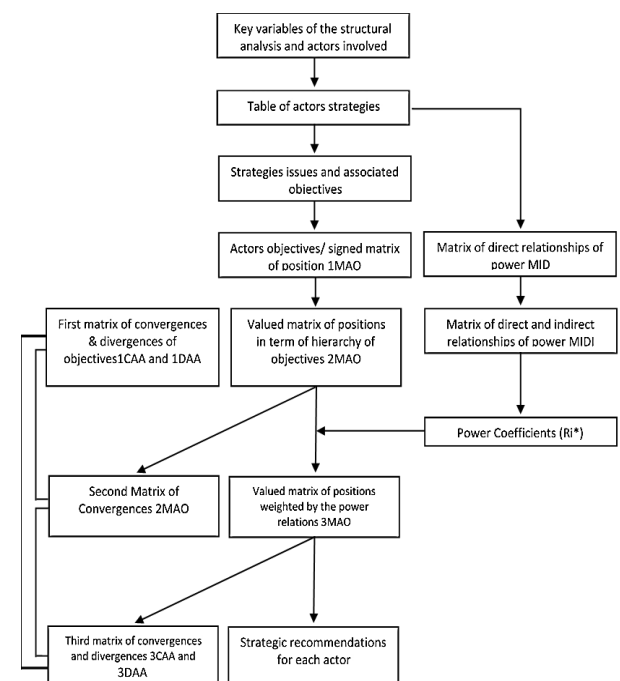

Figure 2- Flow chart of the MACTOR method(Godet, 1991)

This approach merges two methods: the MICMAC and MACTOR methods. The former allows for systematic identification of the main variables, such as issues, that will determine how the system under study evolves. The latter performs a comprehensive analysis of the possible actors' strategies and initiatives in influencing these variables to alter the future evolution of their preferences (Bendahan et al., 2004). MACTOR analysis stage is in Figure 2.

The MACTOR method uses three principal inputs poised in three matrixes. The first input is the position of actors over issues, saved in the position matrix (1MAO). The position is shown as the opinion of each actor on each issue, determining whether it stands for (value of 1), against (-1), or is neutral (0) to a specific issue. The second input is the salience of actors over issues, formed in the salience matrix. Salience represents how important each issue is to an actor, evaluated on a scale ranging from 0 (unimportant) to 4 (extremely important). This matrix is merged with the position matrix, creating the 2MAO

matrix which cells are the product of the corresponding cells of the salience and position matrixes. Lastly, the last input is the influence of actors over each other, stored in the influence matrix (MID). Influence means the power the influential actor has over the influenced actor, ranging from 0 to 4 scale, respectively, meaning no influence to hugely influence (Bendahan et al., 2004).

Data entry

The Matrix of Direct Influences (MDI) of the actors (institutions) is concerted from the strategy table of the actors. This matrix describes the direct influence of one actor (institution) on another actor (institution). The higher the number in the matrix, the more crucial the existence of an institution is for the continuation of other institutions. The matrix of Direct Influences /MDI between institutions/actors is shown in Table 2.

Furthermore, in terms of how the role of each actor/stakeholder helps them move toward the goal of economic recovery. Based on the survey, using a questionnaire, a matrix of positions/attitudes of each stakeholder towards each objective set is in Table 3. the matrix of 2 MAO. The matrix of valued positions   Actor X Objective (2MAO) provides information on the actor's stance on each objective (pro, against, neutral or indifferent) and the hierarchy of its objectives.

In general, all institutions seem like positive contributions to the reach of the stated economic recovery goals. There is no single institution that is considered harmful/contributes negatively to the performance of the objectives. Government agency that was directly responsible for developing the tourism Agency (*Tourismag*), amounting to 4 for Survival and Poverty, which demonstrates the Institute's commitment to developing the sector for which it is responsible, at least in the short term.

Table 2- Matrix of Direct Influences /MDI between institutions/actors

MDI	PlanDevag	Foodsecage	IndusTrade	CoopSMSEs	Tourismag	Banking	ToVillAsos	HRA	Community
PlanDevag	0	4	3	2	4	2	4	3	4
Foodsecage	2	0	4	1	1	2	4	2	1
IndusTrade	4	3	0	2	4	2	4	3	4
CoopSMSEs	4	3	3	0	4	2	4	3	4
Tourismag	1	4	4	2	0	3	4	4	4
Banking	2	2	3	3	0	0	1	1	1
ToVillAsos	3	4	3	1	4	3	0	3	4
HRA	3	4	4	1	4	2	1	0	4
Community	4	4	4	1	1	2	1	4	0

Influences are graded from 0 to 4 according to the importance of the actor's possible jeopardy:

0 = no influence
1 = affect the operating procedures/works of the institution
2 = affect the program/project
3 = influence the mission/main tasks of the institution
4 = affects the existence/existence of the institution

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Table 3- Matrix of positions/attitudes of each institution towards destinations in the tourism sector

2MAO	Survive	Jobcreate	Poverty	Sustain
PlanDevag	1	1	3	3
Foodsecage	3	3	2	2
IndusTrade	2	2	2	4
CoopSMSEs	3	2	4	3
Tourismag	4	2	4	1
Banking	1	1	1	3
ToVillAsos	2	2	2	3
HRA	3	3	3	3
Community	2	2	2	3

The sign indicates whether the actor is likely to reach the objective or not.

0.   : Objecive has a bleak outcome
1.   : Objective jeopardises the actor's operating procedures (management, etc...) / is vital for its operating procedures
2.   : Objective jeopardises the success of the actor's projects / is vital for the success of its projects
3.   : Objective jeopardises the accomplishment of the actor's mission / is indispensable for its missions
4.   : Objective jeopardises the actor's existence / is indispensable for its existence

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4. Findings

4.1 Direct and indirect influences

The MDII matrix determines the direct or indirect influences of order two between actors. The utility of this matrix is its more complete vision of the games of competitiveness (an actor can reduce the number of choices of another by influencing it through an intermediary actor). The "sum" operation used to calculate the MDII does not produce (in this new matrix) the same scale of intensities adopted to evaluate direct influences in MDI.

Despite this, values in MDII are a good indicator of the importance of direct and indirect influences actors have on each other. Two indicators are calculated from the MDII: (i)The degree of direct and indirect influence of each actor (Ii, by summing rows), (ii) The degree of direct and indirect dependence of each actor (Di, by summing columns).

Table 4- Matrix of Direct and Indirect Influence (MDII) Economic Recovery on the Tourism Sector

MDII	PlanDevAg	FoodSecAge	IndusTrade	CoopSMSEag	TourismAg	Banking	TourVillAg	HRA	Community	Ii
PlanDevAg	20	26	25	12	18	18	20	22	22	163
FoodSecAge	16	16	16	11	15	14	15	14	16	117
IndusTrade	21	26	24	12	19	18	20	22	23	161
CoopSMSEag	22	27	25	12	20	18	21	23	24	180
TourismAg	21	24	25	12	17	17	18	20	21	158
Banking	13	13	13	11	12	11	13	13	12	100
TourVillAg	19	24	25	13	16	17	18	21	20	155
HRA	18	22	23	12	15	15	19	19	19	143
Community	18	20	20	11	16	13	17	16	17	131
Di	148	182	172	94	131	130	143	151	157	1308

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From the MDII results, it is known that the Provincial Cooperatives and Small and Medium Enterprises Agency (Ii=180) has the strongest influence, while the Provincial Industry and Trade Agency (Di=182) has the highest dependence. This is in accordance with the facts on the ground that MSMEs make an important contribution to the development of the tourism sector, both MSMEs engaged in food and beverages, handicrafts, transportation, and other services.

A map of influence and dependence between actors presented in Figure 3 is a graphic representation of the actor's position of influence and dependence, either directly or indirectly, between one actor and another. Quadrant I (high influence and low dependence-dominant actors), the actors that fall into this quadrant are the Cooperatives and SMEs Office *(CoopSMSEag)*and the Tourism Agency (Tourismag). The tourism industry is a sector that involves many other sectors, especially the SME sector. Therefore, based on the survey results, the Cooperatives and SMEs Office has a dominant influence because these institutions have an influential role, especially in supporting, empowering, and facilitating the MSME industry. In addition to the Tourism Office itself supporting the economic recovery goals.

Regarding Quadrant II (influence and dependence of high-relay actors), actors included in this quadrant are Tourism Village Association (ToVillAsos), Provincial Planning and Development Agency (PlanDevag), Provincial Industry and Trade Agency (IndusTrade), and Hotel and Restaurant Association (HRA). In Quadrant III (low influence and high dependence-dominated actors), actors included in quadrant III are the community and Provincial Food Security Service. Finally, in terms of Quadrant IV (low influence and dependence-autonomous actors), the actor in this position is banking which has low dependence and influence on achieving goals. Even though banking has a crucial role in the national economy (Bhegawati & Utama, 2020), the majority of the informal sector, such as MSMEs, do not have access to credit from banks or other formal non-bank financial institutions(Tambunan, 2014).
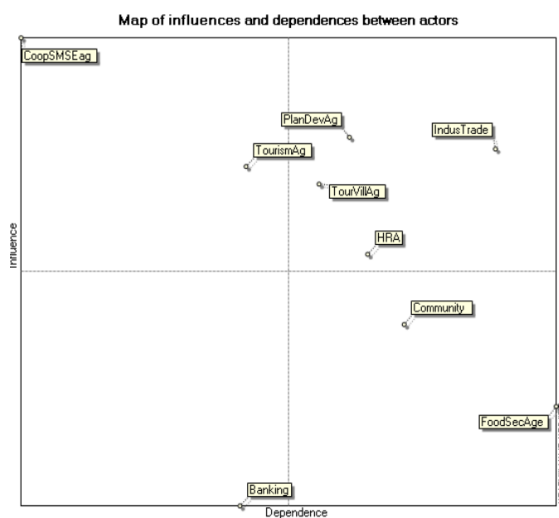

Figure 3- Map of the influence and dependence of institutions on the tourism sector

MDII presented in the form of a histogram (Figure 4.), Provincial Cooperatives and Small and Medium Enterprises *(CoopSMSEag)* showed the leading direct and indirect impact on the tourism sector, accounting for 1.3. Moreover, Regional Planning and Development Agency *(PlanDevAg)*, Industry and Trade Tourism (IndusTradeAg), Tourism Village Association (TourVillAs), Tourism Agency (ToursmAg), and Hotel and Restaurant Association (HRA) are at the same level, amounted 1. Eventually, Food security agencies, banking and community association are the lowest, accounting for 0.9.
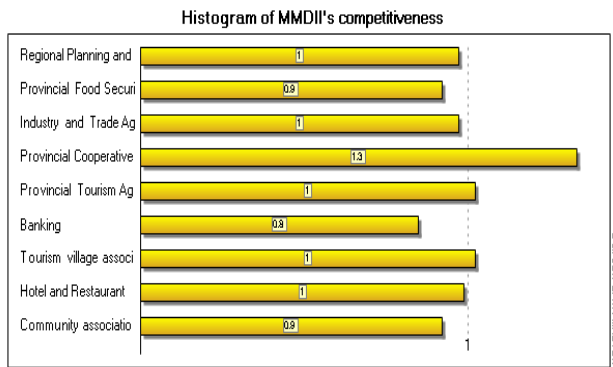
Figure 4- Histogram of institutional competitiveness (MDII's competitiveness) in the tourism sector

4.2 Actors' Objectives Relationship

The simple position 1MAO matrix presented in Table 5 shows the valency of each actor concerning every objective (likely, unlikely, neutral, or indifferent). This matrix, the result of Maxtor's phase 3, is not made up of the initial data entries. The results of the MAO 1 analysis show that all involved institutions/actors/stakeholders agree with the objectives of economic recovery.

Table 5- The result of analysis 1 MAO (actor-objective

1MAO	Survive	Jobcreate	Poverty	Sustain	Absolute sum
PlanDevAg	1	1	1	1	4
FoodSecAge	1	1	1	1	4
IndusTrade	1	1	1	1	4
CoopSMSEag	1	1	1	1	4
TourismAg	1	1	1	1	4
Banking	1	1	1	1	4
TourVillAg	1	1	1	1	4
HRA	1	1	1	1	4
Community	1	1	1	1	4
Number of agreements	9	9	9	9	
Number of disagreements	0	0	0	0	
Number of positions	9	9	9	9	

Information: -1: actor unlikely to achieve objective,0: Neutral position, 1: actor likely to achieve economic recovery objective

The analysis is related to the map of economic recovery objectives. To find out the map of actors' support for economic recovery objectives, a group of objectives to be achieved is mapped based on their level of importance. The more important an objective, the stronger the actor's support for that goal. Table 4 presents a map of the priority goals for economic recovery.

The weighted (concerning competitiveness) valued position matrix (3MAO) describes each actor's position on every objective, as shown in Table 6. This considers its degree of opinion on every objective, its objective hierarchy and competitiveness between actors. This histogram from the valued relationship matrix (order

3) between actors and objectives, 3MAO is presented in Figure 4. It represents the actions taken by actors towards objectives. The histogram is used to identify for each actor the extent of its position concerning the defined objectives, e.g. pro or against.

Table 6- The result of analysis 3MAO (actor-objective).

3MAO	Survive	Jobcreate	Poverty	Sustain	Mobilisation
PlanDevAg	1.1	1.1	3.4	3.4	9.1
FoodSecAge	1.8	1.8	1.2	1.2	6.0
IndusTrade	2.0	2.0	2.0	4.0	10.1
CoopSMSEag	5.0	3.4	6.7	5.0	20.2
TourismAg	4.7	2.4	4.7	1.2	12.9
Banking	0.6	0.6	0.6	1.8	3.5
TourVillAg	2.2	2.2	2.2	3.3	9.8
HRA	2.8	2.8	2.8	2.8	11.0
Community	1.6	1.6	1.6	2.4	7.1
Number of agreements	21.8	17.8	25.2	25.1	
Number of disagreements	0.0	0.0	0.0	0.0	
Degree of mobilisation	21.8	17.8	25.2	25.1	

Information: Positive values represent the actor's mobilisation towards its objectives. Negative values represent the rate of opposition

Regarding Table 6 and Figure 5, the 3rd goal of poverty alleviation and 4th sustainable livelihoods sustainability are the goals prioritised by all stakeholders in supporting economic recovery. Data shows that during the pandemic of COVID-19, the poverty rate has increased and is still a top priority following regional and national development directions. Interestingly, the Cooperatives and SMEs Office shows the highest mobility in economic recovery in the tourism sector compared to the Tourism Office and other stakeholders.
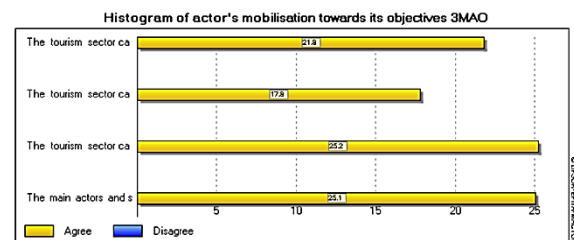

Figure 5- Histogram of actor's mobilisation towards its objectives 3MAO

4.3 Convergence and divergence between actors

The convergence of actors describes the similarity of actors' attitudes towards goals. Actors with the same attitude will converge, while those with different attitudes will diverge. The weighted valued matrix of convergences or weighted valued Convergences Actors X Actors (3CAA) is related to the weighted valued position matrix Actors X Objectives (3MAO).

The matrix in Figure 6 identifies a couple of actors with the same objectives (pro or against). Hence, it would identify the number of possible alliances and the actors' preferences for the objectives and competitiveness. It is an asymmetrical matrix.

Table 7- The table of convergences between actors

| 3CAA	PlanDevAg	FoodSecAge	IndusTrade	CoopSMSEag	TourismAg	Banking	TourVillAg	HRA	Community
PlanDevAg	0.0	7.6	9.6	14.7	11.0	6.3	9.5	10.1	8.1
FoodSecAge	7.6	0.0	8.1	13.1	9.5	4.8	7.9	8.5	6.6
IndusTrade	9.6	8.1	0.0	15.1	11.5	6.8	9.9	10.6	8.6
CoopSMSEag	14.7	13.1	15.1	0.0	16.6	11.9	15.0	15.6	13.7
TourismAg	11.0	9.5	11.5	16.6	0.0	8.2	11.4	12.0	10.0
Banking	6.3	4.8	6.8	11.9	8.2	0.0	6.7	7.3	5.3
TourVillAg	9.5	7.9	9.9	15.0	11.4	6.7	0.0	10.4	8.4
HRA	10.1	8.5	10.6	15.6	12.0	7.3	10.4	0.0	9.1
Community	8.1	6.6	8.6	13.7	10.0	5.3	8.4	9.1	0.0
Number of convergences	76.9	66.0	80.3	115.6	90.2	57.3	79.2	83.6	69.8
Degree of convergence (%)	0.0								
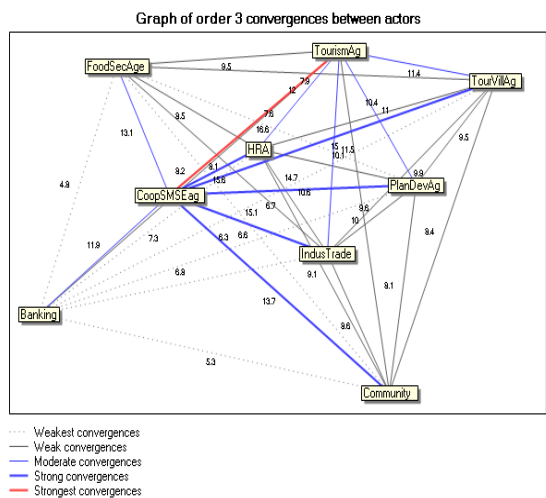
Figure 6- Graph of order 3 convergences between actors

Figure 6 presents the graph of convergences between actors and maps the actors with respect to their convergences (data in matrices 3CAA). The closer actors are to each other, the more intense their convergence.

The result shows that the Tourism Agency and Cooperative and SMEs Agency have the strongest convergences. In addition, the Cooperative and SMEs Agency has strong convergences with Planning and Development Agency, Hotel and Restaurant Agency, Industrial and Trade Agency, Tourism Village Association, and Community.

4.4 Divergence and Ambivalence

Broadly speaking, the results of this analysis show no divergence between actors, meaning that all actors/stakeholders involved in this economic recovery have a low potential for conflict. In addition, in this case, was no divergence between the actors, so ambivalence between the actors also did not occur, as explained in Figure 7.
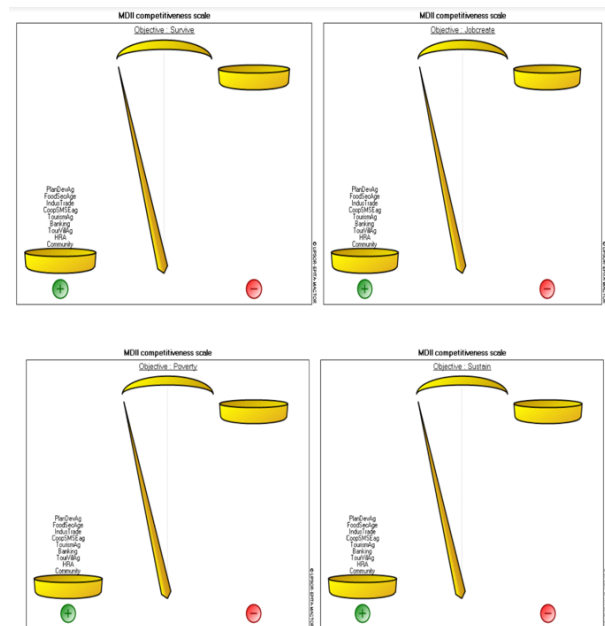

Figure 7- Position scale by valued objectives weighted competitiveness

4.5 Net distance between objectives

Based on the data of the actor's positions, either for or against an objective, a map is drawn up. Based on the actors' opinions, the map will locate/isolate a group of goals with a strong level of convergence (objectives are close together) or divergence (when goals are far apart). It means that the destination map is prepared based on net distances or the difference between the values of the convergence matrix and the divergence matrix). The degree of proximity/distance or position of each defined objective is in Figure 8. The groups of objectives closed to each other are the Poverty and Sustainability goals. Meanwhile, the other two objectives tend to be separate: job creation and survival.

Net distances between objectives are used to identify objectives on which actors take the same position (either pro or against), presented in Figure 9. The stronger the link between objectives, the higher the actors' opinions on these objectives' convergence. This result shows that poverty alleviation and sustainable livelihood have the highest closeness, while sustainable livelihood is very close to surviving.
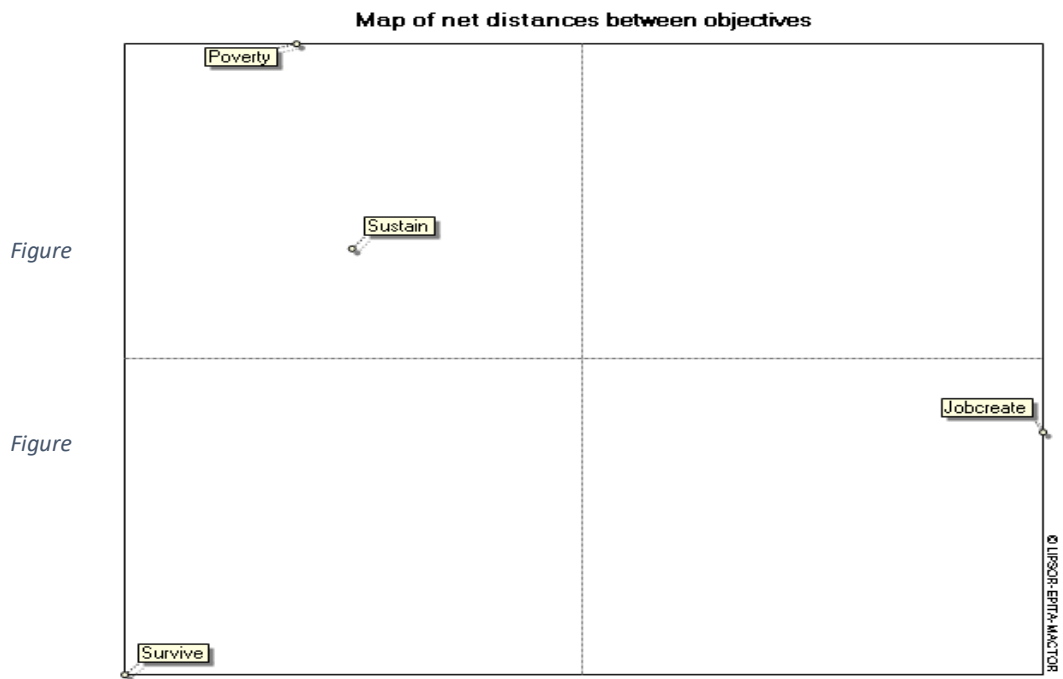
Map of net distances between objectives

Figure 8- Map of nest distances between objectives

Graph of net distances between objectives

----- Shortest net distances
——— Short net distances
——— Moderate net distances
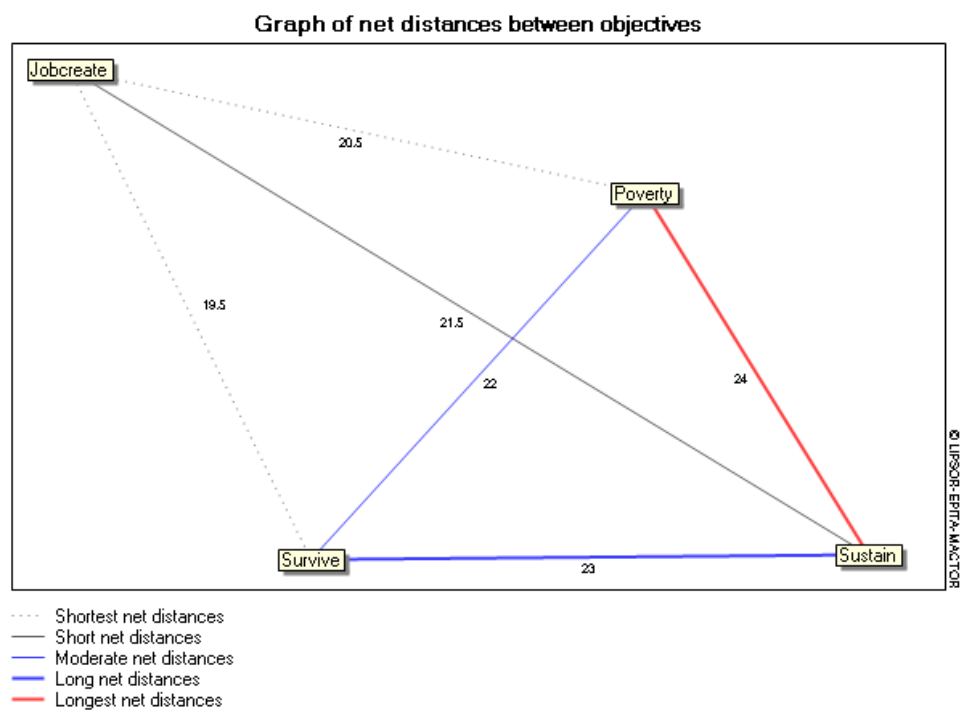——— Long net distances
——— Longest net distances

Figure 9- Graph of net distances between objectives

The COVID-19 pandemic has transformed how we think about the health problem and the other impact on the economy and society. The policy choices governments make today will determine their success in building a transition to be more inclusive and resilient tomorrow. The results show that reducing poverty and sustainability of livelihoods are two prioritised. Indeed, the government stimuli provided were at least in a short-term framework aimed at stabilising the sector and creating jobs for communities that have been directly affected.

From this result, stakeholders have the same thought on economic recovery, which is highly concerned with long-term concepts, namely poverty alleviation and sustainable livelihoods. Under the direction of the National and Central Java Provincial and National Long- and Medium-Term Development Plans and the Goals in the SDGs, poverty alleviation is still a top priority. The number of poor people in Central Java increased from 10.80 % in 2019 to 11.41% in 2020 and 11.79 % in 2021 (BPS, 2021).

4.6 Net distances between actors

The graph of the net distance between institutions/actors has identified the potential for cooperation between institutions by considering the convergence and divergence between institutions in the second order. Based on Figure 10. Close cooperation is possible between the Cooperative and SMEs Agency and Hotel and Restaurant Association, strengthening collaboration between stakeholders such as Planning Agency, Tourism Agency, Food security Agency Cooperative & SMEs Agency, and Industrial &Trade Agency. Several studies show that the role of various stakeholders in supporting tourism development is quite significant, so collaboration between relevant stakeholders is paramount (Ariyani et al., 2020; Aryawan et al., 2019).
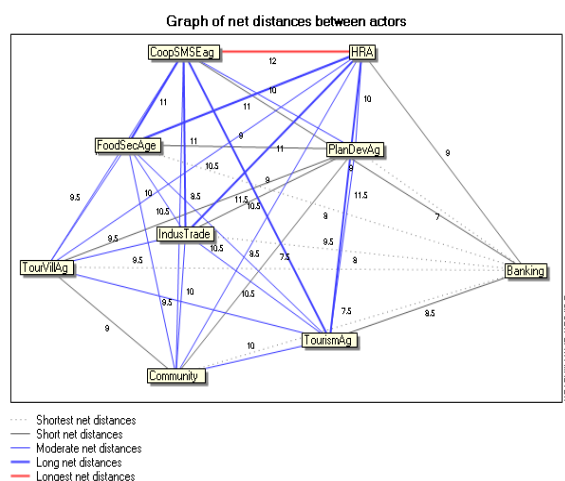

Figure 10. Graph of order 3 convergences between actors

5. Conclusions & Recommendations

The COVID-19 pandemic has severely affected the tourism industry in Central Java, Indonesia. Therefore, economic recovery in the tourism sector is the main agenda. The strategic planning of the tourism sector in a recovery economy is a complex task due to the interdependence of multiple stakeholders. Moreover, the importance of the role of local governments in overseeing the course of development and

economic recovery in Indonesia becomes very crucial, requiring policymakers to make the right decisions.

By sequential FGDs, we identified the main stakeholders who are involved. They are nine stakeholders from the public, private, and community, namely, Planning and Development Agency, Food Security Agency, Industry, and Trade Agency, Cooperatives and Small and Medium Enterprises, Provincial Tourism Agency, Banking, Tourism village association, Hotel and Restaurant Association (HRA) and Community associations in tourist destinations (Community).

This study shows that, First, all stakeholders in the tourism sector in Central Java are positively committed to implementing collaboration in economic recovery, but not all stakeholders involved have been well-integrated. Second, MSMEs Agency and Tourism Agency have a strong influence. MSMEs agency has a significant role in encouraging MSMEs with many policies, programs and stimulants. Moreover, MSMEs are an inseparable part of the tourism industry and are concerned by the Central and Local Governments in economic recovery. Likewise, the Provincial Tourism Office has the authority to issue operational permits to tourist destinations throughout Central Java. Both of them have a crucial influence on economic recovery. In addition, stakeholders with both strong influence and dependence, such as the Development Planning Agency and the Industry and Trade Office, have an important role and position in economic recovery. The Development Planning Agency plays a role in planning development programs that support economic recovery. The industry and trade offices play a role in encouraging a conducive climate for the business world to revive.

Second, another finding indicated that the potential for collaboration between the SMEs Office and hotel associations would support economic recovery. For instance, the promotion and sale of MSMEs products such as souvenirs, handicrafts, and local food products directly to the hotel guests and other visitors, will shorten the marketing chain from producers to consumers. Third, all stakeholders involved assume that there is no potential conflict between them that could affect the economic recovery in Central Java.

Finally, the majority of stakeholders have a commitment to economic recovery as a long-term objective, namely poverty alleviation and sustainable livelihood that reflects the efforts of the Central Java Government in the economic recovery as well as a commitment to support the SDGs and the mandate in the RPJMN and RPJMD Central Java.

Recommendations from the results of this study are, first, a more solid/better integration between tourism stakeholders is needed through the implementation of integrated planning, implementation, monitoring, and evaluation policies to support collaboration between stakeholders. The Regional Development Planning Agency has a critical role in coordinating all agencies involved, even though this institution is not reached directly to the community. For instance, in planning the program of activities in each Office for economic recovery.

Second, a policy of increasing and accelerating cooperation and synergy between stakeholders in the tourism sector is needed, namely between stakeholders of government agencies, and especially government agencies for cooperatives

and MSMEs with the private sector/hospitality associations to accelerate economic recovery.

Third, the development of the tourism sector needs to be carried out in a comprehensive manner that is supported by all stakeholders, both financial institutions such as banking, non-banking and the private sector such as CSR, and most importantly, the community and places the community as a subject, not an object.

6. Limitations

This research has a limited scope because the respondents were only in organisations or institutions within the Central Java Province, while tourism stakeholders involved in economic recovery in all regency/municipality areas in Central Java did not include in this survey because of lockdown and travel bans restrictions due to COVID-19. Future research should accomplish more stakeholders to get more deep and representative data.

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