



NETWORK GOVERNANCE OF TOURISM SECTOR DURING IN COVID-19 PANDEMIC: CASE BINTAN REGENCY, INDONESIA

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Abstract

The development of tourism in Indonesia during the COVID-19 pandemic experienced a decline in tourism activities. This is due to the dominance of tourism depending on foreign tourists. Bintan Regency has a strategic area with the border of neighboring countries, strengthening Network Governance both formally and informally. This paper aims to analyze the current conditions involving stakeholders in the network governance dimension. The research method is a qualitative case study in Bintan Regency, primary data from informants through interviews including stakeholders and observations obtained by researchers then using triangulation techniques. Further analysis of the research discussion using a logical model is then analyzed in depth. The results showed that Network Governance in the tourism sector during the COVID-19 pandemic, including the management and leadership dimensions, did not involve all stakeholders. Furthermore, the Knowledge and Information Exchange dimension shows that the government still relies on social media as a platform. Then the dimensions of power and inter-organizational decision-making are dominated by the central government, which acts as a policymaker. However, the dimensions of legitimacy in recognition from the central government to develop priority destinations and the accountability of local and central governments are still constrained by the COVID-19 pandemic in the tourism sector, so that international tourism cooperation has not been able to implement. And finally, on the dimensions of performance and evaluation, the application of interpretation focuses on the principle of collaboration in the tourism sector during the COVID-19 pandemic and evaluation on strengthening regulations for non-formal forums such as Sustainable Tourism Development because the law can strengthen network governance in the tourism sector in Bintan Regency in COVID-19 pandemic.

Keywords: Network Governance, Tourism, COVID-19, Bintan Regerency

Abstrak

Perkembangan pelancongan di Indonesia semasa pandemik COVID-19 mengalami penurunan dalam aktiviti pelancongan. Ini berikutan penguasaan pelancongan bergantung kepada pelancong asing. Kabupaten Bintan mempunyai kawasan yang strategik dengan sempadan negara jiran, memperkukuh Tadbir Urus Rangkaian secara formal dan tidak formal. Kertas kerja ini bertujuan untuk menganalisis keadaan semasa yang melibatkan pihak berkepentingan dalam dimensi tadbir urus rangkaian. Kaedah kajian adalah kajian kes kualitatif di Kabupaten Bintan, data primer dari informan melalui temu bual termasuk stakeholder dan pemerhatian yang diperoleh penyelidik kemudian menggunakan teknik triangulasi. Analisis lanjut perbincangan kajian menggunakan model logik kemudiannya dianalisis secara mendalam. Keputusan menunjukkan bahawa Tadbir Urus Rangkaian dalam sektor pelancongan semasa pandemik COVID-19, termasuk dimensi pengurusan dan kepimpinan, tidak melibatkan semua pihak berkepentingan. Tambahan pula, dimensi Pertukaran Pengetahuan dan Maklumat menunjukkan kerajaan masih bergantung kepada media sosial sebagai platform. Kemudian dimensi kuasa dan pembuatan keputusan antara organisasi dikuasai oleh kerajaan pusat, yang bertindak sebagai pembuat dasar. Namun begitu, dimensi legitimasi sebagai pengiktirafan daripada kerajaan pusat untuk membangunkan destinasi keutamaan dan akauntabiliti kerajaan tempatan dan pusat masih terkekang oleh pandemik COVID-19 dalam sektor pelancongan, sehingga kerjasama pelancongan antarabangsa masih belum dapat dilaksanakan. Dan akhir sekali, pada dimensi prestasi dan penilaian, penerapan tafsiran tertumpu kepada prinsip kerjasama dalam sektor pelancongan semasa pandemik COVID-19 dan penilaian terhadap pengukuhan peraturan untuk forum bukan formal seperti Pembangunan Pelancongan Lestari kerana undang-undang boleh memperkukuh tadbir urus rangkaian dalam sektor pelancongan di Kabupaten Bintan dalam pandemik COVID-19.

Kata Kunci: Tadbir Urus Rangkaian, Pelancongan, Covid19, Ketenteraman Bintan

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INTRODUCTION

The beginning of developing the concept of network governance as an effort to strengthen the governance of world civilization in several cases in countries with democratic systems that adhere to political ideology weakens government communication between stakeholders in regional development (Farmaki, 2015; Imperial et al., 2016; Skelcher et al., 2011). Network governance is defined as a coordinated intervention characterized by social systems in the informal sector, in contrast to the bureaucratic structure in companies and formal relationships between stakeholders. Also refers to the concept of privatization, public-private partnerships, and contracts defined in network governance are different forms of coordinating economic activities (Akbar & Ikhsan, 2019; Kooten, 2011; Kurnianingsih et al., 2021). Then strengthen network governance involving a set of regional autonomous actors engaged in creating services based on real and open contracts that adapt to the uncertainty of a situation and coordinate and protect pre-existing changes (Grant et al., 2013; Matthews, 2012)

This contract is socially not legally binding because it is an effort to create a relationship. Thus, network governance distinguishes itself from the control of state power and the regulation of market competition in three ways; Network governance involves a large number of interdependent actors interacting with each other to produce a result. In terms of the relationship between actors, network governance can be described as a pluricentric system instead of a unicentric system (Kersbergen & Waarden, 2004). In terms of decision-making, network governance is based on rationality and negotiation instead of substantial rationality regulated by the state (central government) and procedural rationality governing market competition (Anufriev & Bottazzi, 2010; Volgger & Pechlaner, 2015). Compliance with rules is ensured through trust and obligations through a political approach which overtime is driven by several governments and norms established by stakeholder network governance (Mahadiansar et al., 2021)

The concept of network governance explains increasing efficiency and reducing role problems for organizations that exist in highly volatile or conflicting environments within public and private sector organizations (Heijden, 2014). On the one side, efficiency is increased through distributed knowledge acquisition and decentralized problem solving; on the other hand, effectiveness is enhanced through the emergence of collective solutions to global problems in various sectors of self-regulated activity (Yi et al., 2018). This is due to the fast development of modern society and competitive pressure from globalization from year to year, transactional network governance is increasingly popular (Brunila & Ryynänen, 2016; Stone, 2013).

Network governance depends on understanding global business risks in the short and long term. Network governance integrates processes for measuring and improving the efficiency of worldwide impact and ultimate satisfaction on implementing network governance. Network governance also consistently ensures communication and seriousness at all levels of good organizational management to actors who have an interest. In addition, the opportunity to use legal products to strengthen the implementation of network governance affects system settings in the form of control/supervision that allows for validation to confirm overall performance, and network governance is divided into a routine. Namely, the authority carries out duties as the maker and implementer of the policy, while the private sector executing agent for legal products made (Yudiatmaja et al., 2017)

The move from procedural governance to a network governance model requires developing new skills and applying new technologies to manage individual partners differently. The result is an increase in governance costs as public sector organizations move along the spectrum toward a networked governance model. Given the possibly higher costs of more sophisticated governance models, the key question is not whether public sector organizations should seek to move arbitrarily from a procedural governance model to a network governance model, but which of the four governance models, Appropriate for any outsourced service (Wachhaus, 2012).

Thus, it is conceivable that public sector organizations could have multiple governance models operating concurrently, each adapted to the nature of the services outsourced (Ulbrich, 2012). The development of government in the 21st century seeks to realize good governance. Three pillars support the ability of a nation to carry out good governance: government, civil society, and the market or business world. Currently, network governance in Indonesia is running optimally in terms of the strength of actors and the function of power. On the other hand, there are elements of weakness in the structure, interaction, energy, and regulation (Sholihatin, 2012). Risks that will occur include high public sensitivity, low market competition, and high switching costs in developing the concept of network governance in COVID-19 pandemic (Vargas, 2020).

Furthermore, network governance has a life cycle. Success should not be measured by its ability to survive; we introduce the concept of a "healthy and rewarding life" to underscore the constant maintenance required by the network governance process. Network governance needs to attract the right members, representing their respective organizations and participating in the public interest. Local Governments and Private Governments must provide financing, flexibility, and time so that the network governance process can develop at speed according to the needs of their environment (Imperial et al., 2016). The ability of network governance to survive in the long term requires the institutionalization of the social relationships within which network governance is formed. It is important to recognize that network governance is reaching the end of its functional life cycle and redistributing network governance resources to more productive public goals.

In the implementation itself, there are differences in sustainable tourism development policies in Bintan Regency. First, through the Department of Tourism and Culture in Bintan Regency, only granting permits for tourism development following applicable rules and regulations which refer to the regional law of Bintan Regency number 2 of 2012 concerning the Spatial Planning of the Bintan Regency (Muzwardi & Negara, 2021; Sentanu & Mahadiansar, 2020). Furthermore, the second development of sustainable tourism separately with local governments through non-governmental organizations (NGOs) /communities/tourism awareness groups (POKDARWIS) has a different way of developing sustainable tourism based on the creativity of the local community by utilizing the potential of the environment, both by regulation and by regulations. Some regulate the development of sustainable tourism.

Then, inseparable from the culture in managing sustainable tourism in Bintan Regency, the Malay Traditional Institute (LAM) of Bintan Regency wants the concept of sustainable tourism with the idea of cultural values that maintain Malay traditional culture by adhering to the slogan "Mother of the Malays." In general, the involvement of archipelagic communities, the majority of whom work as fishermen who have to adapt from the sea to coastal or land areas, in the participation of sustainable tourism development should have added value to improve the welfare of the people of Bintan Regency. The explanation above shows an ego sector in each stakeholder, or no coherence shows the strength of the current network governance implementation of sustainable tourism policies in the Bintan district (Kedang & Soesilo, 2021). This is evidenced by the findings of the final report of the Research and Development Planning Agency of Bintan Regency regarding the strategic study of community-based tourism development in 2019 (Oktaviana et al., 2021). There is still a lack of strategic policies for sustainable tourism development that only involve local communities and the absence of widespread network governance.

Based on the observations, researchers state that in the concept of implementing sustainable tourism development policies, there are many stakeholder actors in strengthening network governance in sustainable tourism development in Bintan Regency. Policy implementation involves several stakeholders and is followed by interests that influence the performance of the policy itself. Referring to the concept of (Kapucu & Hu, 2020) on the dimensions of network governance, the current conditions for sustainable tourism development in Bintan Regency include:

- Management and Leadership; Currently, the management of the governance network by stakeholders involving all elements from both the public and private sectors as well as local community empowerment has not been seen by the public as an effort to develop sustainable tourism in Bintan Regency, so there is a connection with regional leadership in the highest hierarchy to the bottom (Yi et al., 2018)
- Knowledge Management and Information Exchange; has not seen any meaningful use of information and communication technology (Misra et al., 2006). This obstacle makes limitations, such as information and

communication between stakeholders in collaboration both formally and informally, and there are no regulations to strengthen publications to enhance sustainable development in Bintan Regency.

- **Organizational Decision Making;** Impact on decisions to be made in sustainable tourism development. Stakeholder leaders in the development of sustainable tourism must have good cooperation (Bouzon et al., 2018). The result of sustainable tourism in the Bintan Regency is still running because there are no rules and regulations and the socialization of regional government. This was conveyed by several youth tourism activists at Anculai Village. Then there are no facilities provided by the Bintan Regency government as grant incentives to develop sustainable tourism.
- **Legitimacy and Accountability;** The current Bintan Regency government has legitimacy and accountability that can be categorized as good even though it is in the form of a health emergency, and this is due to the support of the Coordinating Ministry for Maritime Affairs and the Investment Republic Indonesia, which supports tourism development in Bintan Regency several resorts after COVID-19 (Vargas, 2020). However, some alternatives are still facing policies related to the government in encouraging tourism, including the mandatory 14-day policy for visitors from local transmission areas or red zones. However, legitimacy and accountability from the formal and informal sides involving all stakeholders are not yet regulated and sustainable in Bintan Regency.
- **Performance and Evaluation;** in the context of Evaluation of performance by stakeholders by strengthening the dimensions of network governance effectiveness, there should have been approaches both politically and administratively (Greene, 2015). Performance objectives and evaluations must be seen in the conditions of the COVID-19 pandemic. But actually, the local government of Bintan Regency only strengthens the slogan. In contrast, network governance can maintain performance evaluation by conducting international diplomacy (such as Singapore and Malaysia) to increase tourist visits.

Seeing the above responsibilities, the responsibility for tourism management must also involve all stakeholders and the participation of coastal communities in the Bintan Regency, who must prioritize the interests of the community and the state. The chosen location in Bintan Regency has a strategic area and is a priority program for the Indonesian government in the development of Sustainable Tourism during the COVID-19 Pandemic. Research Objectives To analyze the conditions on the Network Governance dimension in the development of sustainable tourism in Bintan Regency during the COVID-19 Pandemic.

METHODOLOGY

This research is qualitative research with a case study approach states that qualitative research is the method to explore and understand the meaning of social or humanitarian problems, case study research with an exploratory approach (Creswell, 2014). It was done to explore unique and interesting cases in certain limited systems. It is also more detailed in describing a phenomenon by collecting data directly.

This study uses certain data collection techniques, such as observation, interviews, audiovisual sources, documentation, and reports analyzed descriptively. Researchers explored this research by investigating problems related to the focus of this study, understanding phenomena, and generalizing them into conclusions argues that qualitative research aims to understand the sensations experienced by research subjects in natural object conditions (Moleong, 2012).

The research focus is intended to limit the object of study so that it is easier for researchers to determine the data needed for a survey. As for the principle of network governance research on sustainable tourism development in Bintan Regency, Concept on the network governance dimensions (Kapucu & Hu, 2020). Data analysis using a logical model was developed collaboratively, namely when researchers and informants who implemented the program being studied worked together to define an analytical model (Nesman et al., 2007). The process can help a group define its vision and goals and how the sequence of programmed actions will (in theory) achieve the goals.

As an analytical technique, logical models consist of matching empirically observed events with theoretically predicted events. Conceptually, researchers can consider logic modeling techniques as another form of pattern matching. However, the logical model deserves to be distinguished as a different analytical technique from the fit pattern because of its sequential steps. Data collection techniques are divided into two, namely primary data and secondary data. Primary data is data obtained directly from informants. Preliminary data were obtained through written questions using interview guidelines or verbally using the interview method of resource persons or research informants. Primary data is a source of data collected by researchers directly from the start.

While secondary data is support obtained from relevant sources, usually in the form of retrieval of documents, reports, or data, and other materials and information that support the research. Based on the type of data required. Data Analysis According to (Wholey, 1979) it was at the forefront of developing logical models as an analytical technique that first promoted the idea of analytic models, tracing events when a public program intervention was intended to produce a particular outcome or sequence of effects. Interventions may initially produce activities with immediate results; these direct can produce several intermediate; in turn, intermediate results are expected to have a final or final result.

RESULTS AND DISCUSSION

Bintan Regency Tourism Conditions Before and After COVID-19

Bintan Regency in 2019 attracted 1,094,442 tourists, both local and foreign (Iswanto, 2019). However, during the COVID-19 pandemic, the number of tourist visits to the Bintan Regency decreased drastically by 81.49%. In 2020 the number of visits to Bintan Regency was only 202,583 visitors (Bintan Regency Culture and Tourism Office, 2021). Furthermore, to strengthen secondary data on actual tourism conditions, the researchers conducted interviews with several informants who revealed tourism conditions before COVID-19 and after COVID-19 in Bintan Regency.

Based on the findings by researchers that prior to the occurrence of COVID-19 under normal conditions, Bintan Regency tourism had advantages compared to several other regions, one of which was close to the state border, making it easier to visit tourist destinations in Bintan Regency. Researchers believe that prior to the COVID-19 pandemic in the tourism sector, Bintan Regency had an extraordinary attraction for foreign tourists such as Malaysia and Singapore. The fact is proven in facilitating tourism visits in Bintan Regency, the stability of access to sea transportation is increasing from year to year, this shows that the interest of foreign tourists from abroad visiting Bintan Regency to enjoy tourist destinations is very promising (Figure 1).

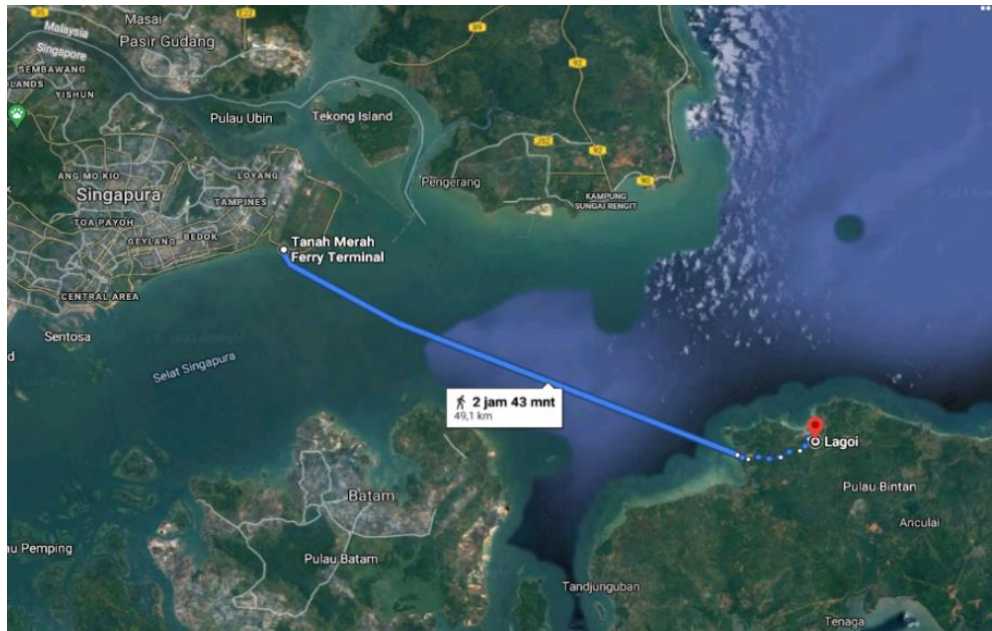


Figure 1: Travel route from the Port Tanah Merah (Singapore) - the Port City of Bentani, of Bintan Regerncy (Indonesia). Source: Google Maps, 2021

Based on the picture above, the transportation route from Singapore's Tanah Merah Port to Indonesia's Bentan Betani Port (Bintan Regency) only takes an average of 2 hours 43 minutes. This makes tourists from abroad able to visit Bintan Regency every day to enjoy beautiful tourist destinations. Moreover, Bintan Regency is very popular with beautiful resorts, one of which is Treasure Bay Bintan, allowing tourists to see the first and largest artificial lake in Southeast Asia. However, since the COVID-19 pandemic hit Indonesia, all threats from various sectors were very detrimental and had a very significant impact, Bintan Regency in the tourism sector made stakeholders have to work hard to save the tourism industry, so the researchers conducted several interviews with informants regarding the condition of tourism after COVID-19 in the Table 1:

Table 1: Interview of Bintan Tourism Informants Before & After During COVID-19. Source: Processed by Researchers, 2021

Informant	Statement
Andika as Acting Owner of Blue Coral (BBC) Tourism	When COVID-19 tourism activities fell, Since the border was closed during a pandemic (all tourists who came 90% from Singapore), guests entered from Singapore, so there were none. The number of employees on weekdays Monday - Friday (8 employees) / used to be around 100 more employees. (interviewed on 6 April 2021)
Mustafa Abbas as head of the Institute of Traditional Malay (LAM)	No cultural events after COVID-19. After the COVID-19 pandemic, there are almost no integrated cultural and tourism activities because participation in Bintan Regency is practically non-existent. (interviewed on 15 April 2021)

Informant	Statement
Ramlan as Head of Teluk Bakau Village, Bintan Regency	There are plans such as merging culture and tourism with dance and culture. This program was only running before COVID. Still not sure because I'm still afraid of the stigma of COVID. People are so scared of the stigma of COVID, so there are pros and cons during the pandemic. They were worried that COVID would spread in their area, but after the Regent, Governor, and health experts arrived. After socialization, the community understands this. During COVID, some foreign investors, people in business keep visiting to ask for coastal land. But most of the coastal land has been exhausted. (interviewed on 31 March 2021)
Wan Rudy Iskandar (Head of Tourism and Culture Office)	Based on our data collection, during COVID-19, the ferry port in the Lagoi area only operates once a week, but no one enters because the border is still closed. (interviewed on 24 March 2021)

The number of tourists in Bintan before COVID-19 in 2019 was 1,094,442 visitors, while during COVID-19 in 2020 the number of tourists decreased by about 81.49% to 202,583 visitors (Bintan Regency Culture and Tourism Office, 2021). This is confirmed by several statements by Andika as the owner of Blue Bintan Coral (BBC) Tourism, based on the results of interviews obtained as follows:

"Before COVID-19 the hotel occupancy rate reached an average of 60% every day. When COVID activities fell since the border was closed all tourists coming from abroad were absent. Usually, Singaporean tourists come on weekends and Chinese tourists come with their group tours on weekdays when COVID-19 is not there at all." (interview on Thursday, April 6, 2021).

The statement above with the Head of Culture and Tourism Office Bintan Regency, Wan Rudy Iskandar who explained that before and before the COVID-19 pandemic experienced a weakening of the tourism sector, Wan Rudy Iskandar stated that.

"The condition of Bintan tourism before COVID-19 was quite prominent, together with Batam in the form of visits to the Riau Islands, the 2nd ranked tourist destination after Bali. During COVID-19 there were no ferries which used to be available every hour now only once a week and no ferries because the border is closed." (interview on Wednesday, March 24, 2021)

Andika and Wan Rudy Iskandar's statement illustrates that during COVID-19 tourism activities in Bintan fell because no guests entered because the border was closed. Foreign tourists are the main market for Bintan tourism activities. With the closing of the border, tourism activities in Bintan have become non-existent. Likewise for cultural activities that were not available during the COVID-19 pandemic. With the COVID-19 pandemic, Sustainable Tourism Development in Bintan needs to consider the health aspects and regulations issued by the Government in an effort to prevent and break the COVID-19 chain in the territory of the Republic of Indonesia.

Network Governance Findings in The Tourism Sector During The COVID-19 Pandemic Management and Leadership

Management and leadership are organizational skills that consist of management knowledge and leadership skills. In general, it can be defined as the skill to manage an organization, coupled with the ability to lead, direct, and motivate efficiently and effectively (Valente et al., 2015). The tourism industry in Bintan Regency is currently focusing on prospective tourists to ensure that tourism in Bintan Regency is in a safe condition. This is not from the informant's statement on the organization's internal needs in the network governance of sustainable tourism development in the Bintan Regency. Andika's as the owner and manager of Bintan Blue Resort stated that:

"We, the Tourism Industry, do not try to manage network governance with other parties. We only focus on convincing potential tourists who want to visit Bintan Regency. "Speaking of network governance, it had existed for a long time even before the COVID-19 pandemic existed. Currently, the strengthening is being carried out, always open to stakeholders in advancing tourism development in Bintan Regency" (interview on Wednesday, April 6, 2021).

In contrast to the regional government, which has prepared several alternative policies to strengthen management and leadership to enhance the network governance of sustainable tourism development in Bintan Regency during the COVID-19 pandemic, this was conveyed by Ronny Kartika, as Head of the Village and Community Empowerment Office of Bintan Regency who stated that.

"The strategic pattern of empowerment is very important when you want to build to involve all components with the Penta-Helix concept so that it involves the stakeholder concept (Regency, Village, Private, Community, and Entrepreneur). Input is very important in harmonizing when both work together. Relationships with academic practitioners are very important by sharing ideas and input. In addition, the method with the company's marketing. Humans, methodologies, materials to the distribution of money must be considered and taken into account. All lines must be strong, and what must actualize cooperation". (interview on Thursday, April 9, 2021).

Based on the interviews above, who can explain that management and leadership in organizations generally involve all parties. Although tourism entrepreneurs currently have not built a good governance network, we must carry out the role of the rights and authorities of local governments, and this is intended so that management and leadership between organizations in network governance can anticipate if there are some problems in each stakeholder in tourism activities in Bintan Regency.

Knowledge and Information Exchange

Knowledge and information exchange is intended between two directions or more mutual knowledge tourism in improving (Cooper, 2015) network governance the uncertainty of the COVID-19 pandemic in the Bintan Regency. The need for insight into strategic policy patterns that we must apply during the COVID-19 pandemic in the tourism sector. Ronny Kartika, as the Head of the Bintan Regency Village and Community Empowerment Service, stated that.

"Information Exchange Tourism publications usually tend to use social media such as Facebook, Instagram, and Simdes Prima in collaboration with the Ministry. Please help make news related to tourism in Bintan so that people fall in love with publications so that tourists can come to Bintan and follow the Health Protocols." (interview on Thursday, April 9, 2021).

However, in the context of strengthening and exchanging information, more emphasis is placed on the COVID-19 condition and the form of tourism that stakeholders will carry out, Mustafa Abbas, Chairman of LAM stated that

"Communication continues and is always asked for opinions or input by the Bintan Regency Culture and Tourism Office Service as the tourism implementer during the COVID-19 period". LAM promotes activities made by LAM, and activities in collaboration with the Regional Government or Bintan Regency Culture and Tourism Office, uploaded via Social Media, WhatsApp, Facebook, which are very easily accessible to various groups. (interviewed on Thursday, April 15, 2021)

Based on the statement of Ronny Kartika and Mustafa Abbas that knowledge and information exchange during the COVID-19 pandemic in the tourism sector of Bintan Regency have done various things through the mass media, mass media is used to reclaim the trust of potential tourists to visit Bintan Regency, then increase knowledge by some villages use sides prima in the form of an application which is a public service so that the community can access and obtain information about tourist villages in Bintan Regency. However, the knowledge of the people of Bintan Regency regarding the COVID-19 pandemic must know what they should do. This is reinforced by the statement of the Teluk Bakau Village Head that:

"The people of Bintan in the village were afraid about COVID spreading in their area, but after the Regent, Governor, and health experts arrived. After socialization, the community understands this. The hope of the community still wants to open the border so that MSME businesses run well again. The village hopes to convince tourists to continue to carry out tourism activities according to the PROKES rules. By socializing the Regency so that tourists feel safe to carry out tourism activities" (interviewed on Wednesday, March 31, 2021)

Based on the statement above, it is necessary to strengthen the Forum in supporting sustainable tourism in Bintan Regency. According to academics and tourism observers, the STD forum provides information and knowledge to internal stakeholders. The STD forum in the form of communication and cooperation must work well. The following is the informant's statement. This was conveyed by academics as well as tourism policy observer, Adjil Suradji Muhammad, who stated that:

"Sustainable tourism in Bintan has an STD Forum for Entrepreneurs, the government, Travel Agents, and academics in the STD forum, which is institutionally not legal or registered with the Tourism Office. However, the existence of the Forum has been recognized by the regional government and has produced several work meetings or work meetings. We discussed communication issues with Bintan Regency Culture and Tourism Office. By creating applications/technology for tourism information for the public and tourists about tourism in Bintan, which contains information on hotels/places of business, routes, and levies. The follow-

up to integrated communication has not occurred during the emergence of the COVID outbreak. ." (interview on Saturday, April 24, 2021).

Furthermore, the Head of the Culture and Tourism Office of Bintan Regency stated that knowledge and information exchange in the implementation of sustainable tourism policies in Bintan Regency currently could only rely on social media and digital platforms that are already available by involving the role of youth in Bintan Regency as a form of tourism promotion during a pandemic. COVID-19. An informant conveyed this from the Head of the Bintan Regency Culture and Tourism Office regarding the strategy of knowledge and information exchange in the network governance of the tourism sector, which stated that:

"Tourism development is developed by Penta-Helix (government, entrepreneurs, media, academics, communities) synergistic components all contribute and contribute. There are Hotel/Entrepreneur associations, travel associations. Bintan Regency, Culture and Tourism Office uses online promotions (Facebook, Twitter) and collaborates with tourism-loving communities such as Generasi Pesona Indonesia (millennial children who like to travel) because the promotion costs are cheap. Communicate more with communities such as travel associations, hotel entrepreneur associations, tourism lover associations." (interview on Wednesday, March 24, 2021).

Decision-Making Power between Organizations

Decision making refers to making choices among alternative courses of action—which may also include inaction. While it can be argued that management is decision making, half of the decisions made by managers within organizations ultimately fail. Therefore, increasing effectiveness in decision making is an important part of maximizing your effectiveness at work (Sabou et al., 2012). Based on the interviews with six informants by researchers, researchers found as many as 12 stakeholders who all informants conveyed that they were involved in implementing sustainable tourism development policies in Bintan Regency to see the involvement. In the dimensions of Power and Decision Making between Organizations in network governance, an overview of the overall stakeholders involved in the development of sustainable tourism can show the relationship between the organizations involved in the development of sustainable tourism in Bintan Regency, the interesting thing that researchers get from the chart is that there is no relationship strong relationship between LAM and other Organizations. This is because Bintan Culture is considered to have no selling value.

Legitimacy and Accountability

The context of legitimacy is a statement or acknowledgment from another party that validates or justifies the truth (Roper & Schoenberger-Orgad, 2011). At the same time, Accountability is part of responsibility by having the ability to solve problems both organizationally and individually. Legitimacy and Accountability in the network governance of sustainable tourism development in Bintan Regency. This aims to strengthen stakeholders in recognizing and providing answers to the public on what should be executed during the COVID-19 pandemic in the Tourism sector of Bintan Regency. Ronny Kartika, as the Head of the Bintan Regency Village and Community Empowerment Service, stated that.

"The legitimacy is the minister's acknowledgment regarding the Ekang Tourism Village by publishing it. It does not need to be in a written letter but has been recognized. Several methods are used to increase tourism, and namely, when making a comparative study visit to Bintan,

you must stay at the Tourism Village in Bintan Regency. The PAD must go to Bintan. Everyone who visits the Office in Bintan must stay in Bintan. Strengthening leadership policies by forcing people with comparative study contexts to stay in Bintan". (interview on Thursday, 9 April 2021)

Accountability and legitimacy during the pandemic focus on optimizing tourism potential in each region so that support from the central government gives new hope in making good decisions and planning. As for the legitimacy of tourism in Bintan Regency, which is the concern of the central government under the Ministry of Tourism and Creative Economy Republic of Indonesia, namely the recovery of tourism villages, this is a national-scale program that is planned for the future in the face of the COVID-19 pandemic (Figure 2):



Figure 2: A Visit from the Ministry of Tourism and Creative Economy to One of the Tourism Villages in Bintan Regency through Social Media Promotion
(Source: Youtube, 2021)

The legitimacy of sustainable tourism in Bintan Regency, one of which is Ekang Tourism Village, received attention and a visit to Bintan Regency to see the readiness of the village level in preparation for implementing CHSE. In addition, network governance accountability is currently in the preparation stage for international events in the non-formal sustainable tourism sector in Bintan Regency. Wan Rudy Iskandar as the Head of the Bintan Regency Culture and Tourism Office who stated that:

“There is an international cooperation with international event organizers such as Ironman, a Triathlon organization. There is no written collaboration, for example, Tour De Bintan. Bintan became part of the Tour de Franc. The cooperation within the TDB is unique because we work together, we divide the tasks of the PRC manager to donate the venue for the match, for example, the Lagoi Entrepreneurs prepare hotel facilities and rooms, the Regency prepares tour routes (cleaning roads, security forces), the Province prepares the sound system and meals, central people provide gifts (souvenir bags). Different collaborations, EO organizes activities, how long is the run, the SOP, the referee. Cooperation with private parties such as Ironman outside Bintan did not yet exist during the COVID pandemic. (interview on Wednesday, March 24, 2021).

Based on the statements of informants Ronny Kartika and Wan Rudy Iskandar on the legitimacy described in the government network, which focuses on implementing sustainable tourism development policies in Bintan Regency at this time, legitimacy and accountability have received attention from the Indonesian government and international organizations in preparing tourism activities during the COVID-19 pandemic by applying the Health Protocol by involving tourism industry activists from several countries for the future.

Organizational Performance and Evaluation

Defining network governance performance is the most specific context. It depends on the goals of network governance itself, the existence of a dynamic interaction between organizations, agreements reached by network governance stakeholders, and the expectations of key stakeholders (Robins et al., 2011). At the same time, organizational evaluation is a formal review and performance evaluation process. Organization for the present and the future. Ronny Kartika, as the Head of the Bintan Regency Village and Community Empowerment Service, stated that.

"Village institutional involvement has meaning and influence. An important factor in developing a tourist village is commitment. Community Service is important in coloring the personal HR both in the apparatus, through research studies. Input is very important in harmonizing when both work together. Currently, Nothing is deferred but deducted. Work can be done by phone, WhatsApp call, meeting. The important thing is that communication and messages still arrive. Budget rationalization is always appreciated. Villages and districts have the same budget, and there are no cuts to the APBD. (interview on Thursday, April 9, 2021).

From Ronny's statement that the performance and evaluation of the Bintan Regency government organization of tourism activities at the village level are still stable in the development of tourist villages, this has indeed been prepared by several stakeholders to strengthen the performance of the tourism sector by digitizing version so that there are no cuts to the Village and APBD in the tourism sector in Indonesia. Bintan Regency. Furthermore, in organizational implementation and evaluation, good cooperation is needed through intensive communication, was conveyed by the Head of the Malay Customary Institution, Mustafa Abbas, stated that

"Usually, LAM is directly involved, sometimes not directly involved. For example, some entrepreneurs have their ornaments and instruments in moving culture, such as art. However, LAM is always welcome to what the Regional Government and Entrepreneurs want and is synergistic. If there are LAM activities, the BudPar Office always accommodates, welcomes, and is always present. There has never been a conflict between LAM, the Government, and Entrepreneurs. Entrepreneurs have a tug of war of interest, have specific goals that LAM cannot force. Communication contacts are still well established regarding the post-COVID activity plans. (interviewed on Thursday, April 15, 2021)

But on the other hand, academics and tourism policy observers explain in organizational performance and evaluation the need for good cooperation regularly by embracing tourism industry players in general. The fact is that in 2020 industry players have conducted the STD Forum. This was conveyed by academics as well as tourism policy observer, Adji Suradji Muhammad, who stated that:

"There is a contribution and needs to be taken into account from the Forum for tourism sustainability. Lagoi Managers / Entrepreneurs facilitate such meetings, the last engagement at Banyan Tree in 2020. For sustainable tourism in Bintan, an STD Forum consists of entrepreneurs, government, travel agents, and academics in the STD forum, which is institutionally not legal or registered with the Tourism Office. (interview on Saturday, April 24, 2021).

Based on Adji Suradji Muhammad statement that the tourism industry has carried out non-formal agendas in the form of the STD Forum, which of course in the Forum discussed the development of sustainable tourism during the COVID-19 pandemic (Higgins-Desbiolles, 2021). Meaning that the performance and evaluation of the tourism industry organization had anticipated the district's tourism conditions. not yet registered with the Bintan Regency DisBudPar shows that there is a need to improve performance in strengthening the legitimacy and accountability of the STD forum during the COVID-19 pandemic. However, Bintan Regency Culture and Tourism Office stated that the implementation and evaluation of the organization had carried out various forms of performance in the form of cooperation programs in the development of sustainable tourism in Bintan Regency during the COVID-19 pandemic.

Analysis of Network Governance in the Sustainable Tourism Sector of Bintan Regency

Dimensions of network governance are divided into five elements (Kapucu et al., 2020). In developing sustainable tourism based on network governance in Bintan Regency, these conditions can be described as follows: Organizational Management and Leadership; Management and administrative leadership to strengthen network governance in implementing network governance-based tourism development policies in Bintan Regency have not been carried out by all stakeholders. This happens because there are differences in the interests of several stakeholders. Knowledge Management and Information Exchange; Knowledge management and information exchange are carried out massively, especially by the government through social media to promote tourism in Bintan Regency to increase tourist trust, but several obstacles are encountered in knowledge management and information exchange, including the absence of regulations in the process of information exchange and communication between stakeholders for cooperation.

Strengthen publications so that they can lead to knowledge gaps and uncertainty regarding issues. Next to Power and decision-making in implementing network governance-based sustainable tourism in Bintan Regency have not involved all stakeholders. This is reflected in the results of the analysis, which show that decision-making is largely dominated by entrepreneurs and the central government, so that tourism activities from other stakeholders are highly dependent on these two stakeholders. Legitimacy and Accountability; The tourism industry in Batam Regency receives legitimacy in the form of support from the central government in the development of leading tourist destinations in Bintan Regency, one of which is Tourism Village Ekang.

This support is in collaboration with several parties to increase lodging occupancy by considering readiness at the village level in implementing CHSE. This is expected to boost Bintan Regency's in Locally-generated revenue. Regarding accountability, the government has obstacles in implementing sustainable tourism development cooperation in the Bintan Regency both on a national and international scale due to the COVID-19 pandemic. Performance and Evaluation; In terms of performance, the government is still trying to implement the principle of cooperation in implementing sustainable tourism development in the Bintan Regency. In addition, the

government continues to strengthen performance through digitizing performance, especially during the COVID-19 pandemic. The challenge for the government in terms of implementation and evaluation is related to enhancing legitimacy and accountability, especially for non-formal forums such as the sustainable tourism destination (STD) forum and international cooperation.

CONCLUSION

Based on the Dimensions of Network Governance in the tourism sector of Bintan Regency, it can be concluded that Management and Leadership to strengthen network governance in the development of sustainable tourism in Bintan Regency has not involved all relevant stakeholders. This is due to differences in focus and interests among stakeholders. Furthermore, Knowledge Management and Information Exchange on tourism by local governments still rely on the media as the main platform because social media is considered effective in disseminating information, especially in the era of digitalization.

However, one of the limitations in knowledge management and exchange is the absence of regulations for non-formal forums such as Sustainable Tourism Destinations (STD) even though the forum is one of the media used to collaborate in terms of knowledge management and information exchange to strengthen policy implementation. development of network governance-based tourism in Bintan Regency. then the power and decision-making between organizations are still dominated by several parties, in this case by the central government which acts as a policymaker and also entrepreneurs who are the main actors driving tourism activities in Bintan Regency. This right illustrates that decision-making in sustainable tourism development policies has not involved all parties, this happens because of the influence of power held by several stakeholders.

Next on Legitimacy and Accountability received by the Bintan Regency government is an acknowledgment from the central government to develop superior regional destinations in Bintan Regency. Accountability-wise, the government is still hampered by the COVID-19 pandemic so that international-standard cooperation has not yet been implemented, although government accountability has received attention from the Indonesian government and international organizations. And the last one is about Performance and Evaluation wherein performance the government is still trying to strengthen network governance by applying the principle of mutual cooperation in the implementation of sustainable tourism development in the Bintan Regency. However, the government must evaluate performance, especially in strengthening regulations for non-formal forums such as STD, because the existence of these regulations can strengthen network governance in implementing sustainable tourism policies in Bintan Regency.

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