

A Systematic Literature Review (SLR) on Stakeholder Dynamics in Indonesia Tourism Recovery Post-Pandemic

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Abstract: *The COVID-19 pandemic has changed the dynamics of the tourism sector, driving the need for a sustainable and inclusive recovery approach. This study conducted a systematic literature review (SLR) to analyze the dynamics of stakeholders in post-pandemic tourism recovery in Indonesia, using the Pentahelix framework. The study found that collaboration between government, academia, industry, communities, and the media is key to driving sustainability and resilience in the tourism sector. The findings suggest that while challenges, such as differing priorities, resource constraints, and communication barriers, hamper the effectiveness of collaboration, strategies such as strengthening communication, leveraging technology, and clear role-sharing can improve recovery outcomes. The study emphasizes the importance of cross-sector collaboration in building a more resilient, inclusive, and sustainability-oriented tourism in the future.*

Keywords: *Tourism; Pentahelix; Stakeholders; Pandemic recovery; Sustainability*

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Introduction

The COVID-19 pandemic has caused unprecedented disruption in the tourism sector (Ahmad et al., 2023). Beyond economic consequences, it also affected the sociocultural, economic, and environmental contributions of the tourism industry (Alamineh, 2022). As destinations around the world embark on recovery strategies, the need for a sustainable and inclusive approach becomes more urgent, with stakeholders playing a critical role in shaping this recovery trajectory. Hui Yan, Haixiang Wei, and Min Wei mentioned that in the post-pandemic period, the response to crises and tourism recovery cannot be separated from stakeholders (Yan et al., 2021).

Stakeholder collaboration is an important aspect in the study of tourism industry responses to crises. Freeman defined stakeholders as “any group or individual who can affect or be affected by the objectives of an organization” (Freeman, 2010). In the tourism industry, stakeholders include individuals, groups, and organizations, such as tourists, tourism companies, local communities, and governments (Baggio et al., 2010). Leiper views tourism stakeholders as a system consisting of individuals and organizations who carry out activities in transit areas and destinations of tourism activities (Leiper, 2004). Tourism development cannot be separated from the participation of stakeholders (Waligo et al., 2015), especially when facing major public crisis events.

Stakeholder support and engagement are also important factors in the development of sustainable tourism (Byrd, 2007). The concept of sustainable tourism recovery extends beyond restoring pre-pandemic levels of activity. It requires addressing structural

vulnerabilities and fostering resilience against future crises. Sustainability in tourism encompasses economic, environmental, and socio-cultural dimensions, as outlined by the UN Sustainable Development Goals (SDGs). Achieving balance among these dimensions requires the active involvement and cooperation of all stakeholders.

Recent studies have highlighted the transformative potential of crises to accelerate innovation and sustainability in tourism. For example, the adoption of digital technologies, such as virtual tours and contactless services, has surged during the pandemic, offering new opportunities for stakeholder collaboration (Sigala, 2020). Moreover, the pandemic has raised awareness of the need for sustainable practices, as evidenced by shifts in consumer preferences toward destinations that prioritize health, safety, and environmental stewardship (Zenker & Kock, 2020). However, these trends also pose challenges, as stakeholders must navigate competing interests and resource constraints to implement effective recovery strategies. This research explores the Pentahelix framework, which integrates five key stakeholder groups, to understand how their collaboration contributes to Indonesia's tourism recovery post-pandemic.

A systematic literature review (SLR) serves as a powerful method to synthesize existing knowledge and identify gaps in understanding stakeholder dynamics in tourism recovery. By systematically analyzing peer-reviewed articles, this study aims to provide a comprehensive picture of how stakeholders have influenced and

contributed to post-pandemic recovery efforts.

Method

This study uses a Systematic Literature Review (SLR) as the primary methodological approach, which is well-suited for examining the research topic. The SLR methodology systematically evaluates existing studies on a specific subject, synthesizing previous findings to identify trends, gaps, and areas for further exploration (Kitchenham, 2014). This structured approach ensures comprehensive coverage of relevant literature while maintaining methodological rigor. Despite requiring significant time and effort to assess the relevance and quality of articles, the SLR process provides a solid foundation for advancing knowledge in the field.

The SLR process begins with a thorough review of manuscripts to evaluate their relevance to the research objectives. It synthesizes findings from past and current studies, offering future researchers a clear and accessible framework for exploring similar topics. Articles were sourced from reputable scientific publication platforms, including special reports, conference proceedings, and journal articles accessed via the Google Scholar search engine. The keywords used in the search included "stakeholder," "pentahelix," and "tourism recovery."

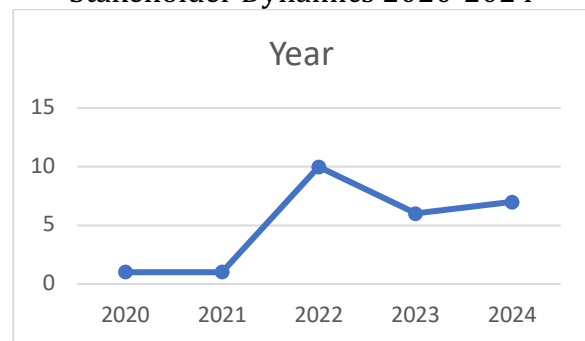
Based on these keywords, 36 articles were identified. These articles were then meticulously reviewed and filtered to ensure alignment with the study's focus. Ultimately, 25 articles were deemed highly relevant and were selected as key references for this paper, serving as the foundation for analyzing stakeholder dynamics in Indonesia's tourism recovery

during the research publication period of 2020–2024.

Result and Discussion

Figure 1 shows the number of published documents related to stakeholder dynamics in the last five years. The results show that from 2020 to 2024, there has been a consistent increase in the number of publications related to stakeholder dynamics research. This trend peaked in 2022, indicating increasing academic attention to stakeholder dynamics during the period.

Figure: 1. Number of Documents in Stakeholder Dynamics 2020-2024



Source: (Researcher, 2025)

The overall increase over the past five years suggests that stakeholder dynamics are increasingly being considered important, particularly in the context of post-pandemic tourism recovery. This reflects a growing awareness of the role of collaboration and stakeholder engagement in supporting the sustainability and resilience of the tourism sector. Other factors that may have contributed to this trend include the growing urgency to address challenges arising from the pandemic, such as changing travel patterns (Kurniasari et al., 2023), the digitalization of tourism (Wiksana et al., 2024), and the need to

rebuild trust among stakeholders (Novita et al., 2023).

Interaction dynamics among Pentahelix stakeholders

The Pentahelix model highlights the synergy between five key stakeholders: government, academia, industry, community, and media. Each of these actors has a distinct yet interdependent role in driving tourism recovery and sustainability. However, the success of this collaboration is influenced by how these stakeholders interact, align their goals, and overcome challenges.

1. Government

The government serves as the primary enabler of collaboration by establishing policies, regulations, and incentives that foster tourism recovery (Hapsari & Baiquni, 2022; Malik & Alamsyah, 2022; Sari et al., 2022; Wiksana et al., 2024). Policies such as tourism stimulus packages, tax breaks for businesses, and promotional campaigns for domestic tourism are examples of government-led initiatives during the post-pandemic period. Furthermore, the government acts as a mediator, ensuring that the interests of all stakeholders are considered in recovery strategies (2022; Hidayatullah et al., n.d.; Sari et al., 2022). Several authors also emphasize the importance of transparent communication as part of a strategy to rebuild trust among stakeholders in the tourism sector (Berliandaldo et al., 2023; Hidayatullah et al., n.d.; Sholeha et al., 2022).

2. Academia

Academic institutions play a critical role in providing data-driven insights and evidence-based recommendations for recovery strategies. There are several studies that examine changes in tourist behavior due to the pandemic and how this can be used to develop sustainable

tourism strategies (Kurniasari et al., 2023; Malik & Alamsyah, 2022). In addition, it analyzes the socio-economic impacts of tourism recovery policies, especially related to the workforce in the tourism sector in Bali (Yusmarisa et al., 2024). Another research explores marketing communication strategies to understand market trends and the socio-economic impacts of developing local wisdom-based tourism (Sulistiani & Syarifuddin, 2024). Overall, these topics show how academics contribute to understanding and evaluating various aspects related to tourism recovery.

3. Industry

The private sector, including tourism companies, hotels, restaurants, and tourist service providers, plays a role as an economic driver in Indonesia's tourism recovery (Malik & Alamsyah, 2022). The industry also plays a role in bridging gaps between other stakeholders by forming public-private partnerships. For example, research that discusses how collaboration between the public and private sectors can strengthen the resilience of the tourism sector to disasters and crises (Berliandaldo et al., 2023). Other research explains how tourism businesses collaborate with government, communities, academics, and the media to achieve tourism recovery (Hidayatullah et al., n.d.; Malik & Alamsyah, 2022).

4. Community

Local communities are central to tourism recovery because they are both beneficiaries and contributors to the industry. Their involvement is integral to tourism development, fostering economic empowerment and recovery. Studies highlight the importance of local communities in co-creating sustainable tourism practices, emphasizing their vital role in benefiting from and contributing to

the sector (Simanjuntak & Angelina, 2023). Community participation ensures that recovery efforts align with local needs, preserve cultural heritage, and minimize environmental degradation (Astuti et al., 2024). Empowering communities to take part in decision-making strengthens their sense of ownership and responsibility, which are crucial for sustainability (Sidiq et al., 2023). Community-based tourism initiatives, such as rural tourism and ecotourism, have gained prominence in the post-pandemic period as travelers increasingly seek authentic, localized experiences (Buchari et al., 2024; Pradhipta et al., 2021). This growing interest in ecotourism and sustainable practices reflects a shift in traveler preferences toward more meaningful and environmentally conscious experiences in the wake of the pandemic.

5. Media

Media, both traditional and digital, is vital for shaping public perception and rebuilding trust in tourism. During the pandemic, the media played a significant role in disseminating information about health protocols and safe travel options (Sari et al., 2022). In the recovery phase, media outlets are instrumental in promoting destinations (Lakatompessy et al., 2022; Malik & Alamsyah, 2022), addressing misinformation, promoting health tourism, and rebuilding trust among tourists and stakeholders in the tourism industry (Wiarti et al., 2022). Social media platforms, in particular, have emerged as a powerful tool for stakeholder engagement, enabling direct communication between tourists, businesses, and governments.

Challenges in collaboration and sustainable development

In Pentahelix collaboration, one of the main challenges is the differences in priorities and interests between stakeholders. Each group usually has its own goals, which sometimes create conflict and hinder coordination. For example, the government may focus on regulation and infrastructure development, while local communities prioritize cultural preservation and economic benefits. In addition, communication is often a problem. Without clear communication channels, misunderstandings and mistrust can arise, which ultimately slow down decision-making and hamper recovery strategies (Novita et al., 2023).

Limited resources, both financial and human, are also often a major obstacle. It is sometimes difficult for all parties to allocate sufficient resources for joint initiatives, and this can affect the quality and sustainability of tourism recovery efforts. Not to mention the lack of experts, the implementation of recovery programs can also be disrupted. Coordination between various parties is also not easy. Different organizational structures and management styles often create friction, making it difficult to align goals and strategies. Therefore, strong leadership and a clear collaboration framework are needed (Malik & Alamsyah, 2022).

Moreover, there are also environmental and social challenges. Tourism recovery must continue to pay attention to environmental sustainability and social justice. However, each party may have different views on how best to balance economic recovery with environmental protection and public welfare (Novita et al., 2023). Not to mention if there are changes in policy or

changes in leadership, this can hinder ongoing collaboration. Changes in regulations or shifts in priorities can disrupt the stability of cooperation, so all parties must be flexible and ready to adapt so that collaboration remains effective (Malik & Alamsyah, 2022).

Strategies to enhance Pentahelix effectiveness in tourism recovery

Establishing clear and effective communication channels is an important step in strengthening collaboration between stakeholders (Berliandaldo et al., 2023). Through regular meetings, workshops, and collaboration platforms, each party can share information smoothly and build trust with each other. This ensures that all parties are aligned on goals and strategies for tourism recovery (Malik & Alamsyah, 2022). In addition, organizing training and capacity-building programs enhances stakeholders' ability to contribute effectively. These activities include developing skills in project management, conflict resolution, and implementing sustainable tourism practices. By providing knowledge and resources to local communities, their participation in the recovery process can also be enhanced.

Creating a shared vision is the next step in aligning the interests and priorities of all parties. Actively involving stakeholders in the planning process ensures that their perspectives are taken into account, making the recovery approach more integrated. Technology also plays a big role in facilitating collaboration and speeding up the process. Utilizing digital platforms for communication, data sharing, and project management allows for more efficient coordination. In addition, technology supports tourism promotion and engagement with potential tourists, which

directly helps tourism recovery (Sari et al., 2022).

Defining the roles and responsibilities of each stakeholder in the Pentahelix model helps create clarity and reduces potential conflicts. By understanding each party's contribution, all parties can work more effectively towards a common goal (Hidayatullah et al., n.d.). In addition, building partnerships between the public and private sectors allows for the mobilization of resources and investment in tourism recovery. The involvement of the business sector in funding or implementing projects also results in more sustainable outcomes. Finally, implementing a strong monitoring and evaluation framework allows stakeholders to assess the effectiveness of collaborative efforts (Fatina et al., 2023; Sholeha et al., 2022). These regular evaluations help identify areas for improvement and support adaptive decision-making in response to changing circumstances.

Conclusion

This study highlights the increasing importance of stakeholder dynamics in tourism recovery, particularly within the framework of the Pentahelix model, which involves collaboration between government, academia, industry, community, and media. Over the last five years, there has been a consistent rise in research on stakeholder dynamics, driven by the challenges and opportunities presented by the pandemic. The findings emphasize the critical roles played by each stakeholder in driving sustainable tourism recovery, including policy formulation by governments, evidence-based recommendations from academia, economic contributions from the industry, active participation of local communities,

and the media's role in communication and trust-building.

Despite these contributions, several challenges hinder effective collaboration, such as differing priorities among stakeholders, resource limitations, communication barriers, and coordination complexities. Environmental sustainability and social equity remain critical concerns, requiring careful balancing alongside economic recovery.

To enhance the effectiveness of Pentahelix collaboration, the study underlines the need for clear communication channels, a shared vision, capacity-building programs, and well-defined roles and responsibilities. Leveraging technology for coordination and promotion, fostering public-private partnerships, and implementing a strong monitoring and evaluation framework are also recommended strategies. By addressing these challenges and implementing these strategies, stakeholders can achieve a more sustainable, resilient, and cohesive approach to tourism recovery.

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