State-Society Interaction in Addressing Crisis from the Communication Processes of Resilience Perspective: A Case of Local Government Role in Redeveloping Pandeglang Tourism Business

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ABSTRACT

Tourism has significantly contributed to Indonesia's GDP despite being vulnerable to crisis. Pandeglang Regency with its 14 tourism villages is one among regions that expects income from tourism which unfortunately attacked by tsunami crisis in the end of December 2018, aggravated by travel restriction policies during COVID-19 pandemic since end of March 2020. State-society interactions become important in addressing those crises. Through the communication processes of resilience perspective, this research aims to analyze the state-society interactions in addressing crisis on a case of local government agency's role to redevelop Pandeglang Regency tourism business after crisis. This study uses quantitative approach, strengthened by qualitative research. This study applies survey research to 144 owners of Tourism MSMEs with descriptive analysis by SPSS 25.0, supported by analysis of interviews, a focus group discussion and field observations. The research results show that local tourism-related government agencies have a significant role in the state-society interactions addressing the crisis to redevelop Pandeglang tourism business where Pandeglang Regency Tourism Office has the most significant role. However, this agency needs to communicate more evenly to all Tourism MSMEs' owners. It is also found that the communication processes of resilience perspective have led more reciprocal interactions between the state and the society.

Keywords: communication processes of resilience, crisis, local government, state-society interactions, tourism business

INTRODUCTION

Indonesia, famous for its beautiful nature, has great potential to develop tourism as a source of gross domestic product (GDP). The contribution of the tourism sector to Indonesia's GDP increased sustainably from 4.25 percent in 2015 to 5.50 percent in 2019 (Kementerian Pariwisata, 2016). In 2017, tourism became one of the three priority development focus sectors, whose role will increase in terms of growth and job creation (Badan Perencanaan Pembangunan Nasional, 2017). Considering the national plan for Indonesia's tourism, the Tourism Ministry, the Villages, Disadvantaged Regions Development and Transmigration Ministry and the Cooperatives and Small and Medium Enterprises Ministry launched "Indonesian Tourism Village Development Program" in May 2017 (Kementerian Koperasi dan UKM Republik Indonesia, 2020) which resulting 7,275 tourism villages throughout Indonesia in 2018 (Kementerian Desa, 2018; BPS, 2018), including Pandeglang Regency in Banten Province whose Regent established 11 tourism villages. This was later revised to include 14 tourism villages by the Pandeglang Tourism Office.

Unfortunately, as Indonesia is located in the "ring of fire" area, it is prone to natural disasters such as earthquakes, sometimes followed by tsunamis, which lead to crisis in the affected regions. Crisis, characterized by Seeger et al. (2003) in Hagen (2014) is a specific, unexpected, non-routine event or sequence of events that creates high levels of uncertainty and a significant or perceived threat to high priority goals." Sewell (1996) in Abers et al. (2021) wrote that the 'event' as 'a rare subclass of happenings' alters routine life in dramatic terms, resulting in the significant transformation of society. Coombs (2015) mentioned that large-scale disasters require responses from multiple governmental units, whereas Quarshie and Leuschner (2020) added that large-scale crisis tend to involve multiple government units communicating with the affected public. Therefore, state-society relations have become important in addressing these crises.

In Haider and Mcloughlin (2016), the Department of International Development (DFID) defined state-society relations as "interactions between state institutions and societal groups to negotiate how public authority is exercised and how it can be influenced by people. They are concentrated on issues such as defining the mutual rights and obligations of state and society, negotiating how public resources should be allocated and establishing various modes of representation and accountability." In times of natural disaster crisis, people from affected regions often must halt their working lives, causing the local economy to abruptly decrease. The interactions between the state and their society mostly focus on the allocation of aid to the societal groups of the affected regions, emanating some changing forms of how government agencies represent the state and how accountable aid allocation is.

On the other hand, tourism is one of the most affected industries suffering from natural disaster crisis, whereas as mentioned by Rindrasih (2018), community-based tourism destinations as alternative tourism are located in high-risk areas of natural disasters, such as floodplains, coastal areas, and volcano slopes. Consequently, the tourism industry of these destinations often suffered from natural disaster crisis. On December 22, 2018, a tsunami disaster hit the Sunda Strait and affected some tourism villages in the Pandeglang Regency: Sukarame, Tanjungjaya, Banyuasih, and Tamanjaya. The owners of micro, small, and medium tourism enterprises (abbreviated as Tourism MSMEs) from these four villages suffered from this crisis as they lost tourists' visits for almost a year.

After Tourism MSMEs affected by the tsunami disaster crisis began to recover their tourism businesses. Another crisis, the COVID-19 pandemic, hit them again due to governmental regulations, such as Large-Scale Social Restrictions (LSSR) and Community Activities Restrictions Enforcement (CARE), from March 31, 2020, to the end of December 2022. This regulation has greatly impacted micro, small, and medium enterprises and the tourism sector, with a potential loss of USD 35 billion by the end of 2020 (Nugroho & Negara, 2020), while micro-, small-, and medium-sized enterprises are often considered growth instruments in developing countries as they contribute to economic development, employment, and diminishing poverty (Lita et al., 2021).

Based on the results of a survey conducted by change.com, Fridayani and Soong (2021) noted that the community assessed that their regional government was enough to handle the spread of the COVID-

19 virus compared to the central government, which they assessed as less fast and less effective in managing the spread. Local government agencies were considered to have better acknowledged the conditions and situations of their people and the pandemic crisis in their area. Meanwhile, during crisis caused by natural disasters, local government agencies also have an existing presence in the disaster area compared to others, such as private companies, as they are the first to take care of their people.

Fridayani and Soong (2021) also indicated that the COVID-19 pandemic in Indonesia had a great impact on the national economy and socio-economic community, which has made the Governkent issue a stimulus to encourage the community and the economy through Central Government Regulation (*Perppu*) No.1/2020 and Presidential Regulation (*Perpres*) No. 54/2020. Pandeglang Regency becomes a special case as this regency suffered from sequential crisis (the tsunami disaster crisis followed by the COVID-19 pandemic crisis). During both crises, the state-society interactions of this regency in the tourism sector occurred between the Pandeglang Regency Tourism Office and the government of each tourism village affected by those two crises to the owners of Tourism MSMEs. In these state-society interactions to address both crisis, communication plays a very important role, as in crisis, it needs an immediate response where there are threats and uncertain situations (Ulmer et al., 2007). Lie and Servaes (2015) stated that crisis communication is one of the sub-disciplines of communication science that relates to communication development. In the development sector, crisis often refers to natural disasters and health issues. Nevertheless, Prayag (2017) states that in the study of tourism, research on crisis management should shift to research on resilience, considering that the number of disasters and crisis affecting the tourism industry continues to increase.

Resilience is a key concept in disaster and crisis management (Pham et al., 2021). Resilience comes from the Latin word "resilire" which means rebound or recoil (Price-Robertson & Knight, 2012).The tsunami disaster crisis and the COVID-19 pandemic have disrupted two of Indonesia's four sustainable development goals: the economic and social goals (Badan Perencanaan Pembangunan Nasional, 2020). Regarding the Pandeglang Regency, the sustainable environmental development goal was also disrupted. To redevelop these disrupted goals, local tourism-related government agencies in the Pandeglang Regency have to carry out communication processes of resilience to the owners of Tourism MSMEs from crisis-affected tourism villages to redevelop their tourism business. Communication Theory of Resilience (CTR) conceptualizes resilience as "a constitutive process by which people reintegrate and actively construct their new normal through language, interaction, networks, and concern for their identity and identification" (Wilson et al., 2021). The communication processes of resilience from Buzzanell (2010) consist of five interconnected processes and were later added by one process from Hintz et al. (2021). This communication theory of resilience has been implemented in previous research, with topics ranging from families, couples, students, workers, organizations, gender, and mental health to tourism. Nonetheless, only two articles have applied this theory to tourism studies. Maureira & Stenbacka (2015) examined indigenous tourism within the theoretical framework of resilience with an empirical study in Québec, Canada. Their research results found that communicative processes are very important for achieving resilience, communicating identity within families and the community, and giving voice to a political project. Rahmanto (2021) investigated how communication could improve the resilience of individuals and groups of rural tourism actors in Nglanggeran Village, Yogyakarta, during COVID-19 pandemic. The results of this study show that communication plays an important role in supporting the resilience of tourism actors during the COVID-19 pandemic, and five aspects of resilience communication are found in the three stages of the pandemic. Studies on micro, small, and medium enterprises using Buzzanell's communication theory of resilience have not been conducted by other researchers.

Betts & Buzzanell (2022) reframe individual ways to adapt and transform during times of disruption into the terminology of economic resilience, which results in six communication processes of resilience in the economic context. This new theory has not been employed in recent studies. This study tries to fill this gap by enacting the reframed communication theory of resilience from Betts & Buzzanell (2022) on Tourism MSMEs in Pandeglang Regency disrupted by two crisis, the tsunami

disaster and the COVID-19 pandemic. Table 1 presents these communication processes, their economic applications, and their descriptions.

Besides changing state-society relations, these disruptions have also affected social resilience. According to Kinseng (2019), social resilience from a sociological perspective is the ability of a social system to maintain its social integration when and/or after being disrupted, both from within and outside. Keck and Sakdaporak in Kinseng (2019) mention three capacities to completely understand the concept of social resilience. These three capacities are coping capacity (the capacity to overcome disruptions), adaptive capacity (the capacity to adapt), and transformative capacity (the capacity to transform or change). The communication processes of resilience carried out by local tourism-related government agencies to the owners of Tourism MSMEs disrupted by the two crisis are expected to improve their social resilience to redevelop their tourism business.

Table 1. Communication Theory of Resilience Processes, Adaptation and Description

Communication Processes	Economic Application	Description
Crafting normalcy	Mitigating harm	Working to reduce impacts
Affirming identity anchors	Articulating values	Reflecting on value assumptions
Maintaining communication networks	Acknowledging entanglement	Dissolving social-economic distinctions
Employing alternative logics	Investigating altenatives	Considering various response options
Foregrounding Productive Action	Evaluating (in) action	Rejecting inaction as a default
Resisting the status quo	Embracing transformation	Re-evaluating goals

Source: Betts and Buzzanell (2022)

A communication process must consist of the sender (communicator), message, channel, receiver (communicant), and feedback (Cheney, 2011). In the state-society interactions from the communication processes of the resilience perspective to redevelop the Pandeglang tourism business after two crisis, the local tourism-related government agencies of Pandeglang as the communicator sent messages to the owners of Tourism SMEs affected by crisis as message recipients (communicants) or vice versa through offline and online media. The owners of Tourism MSMEs then provide feedback to local tourism-related government agencies on the messages they receive, or vice versa. The explained background raises a research question that needs to be answered: How are state-society interactions in addressing crisis based on the perspective of the communication processes of resilience in the case of local government agencies' role in redeveloping the Pandeglang Regency tourism business after crisis?

METHODS

This study uses a post-positivistic paradigm with a quantitative approach, strengthened by qualitative research, to provide a better understanding of the problems and research questions (Creswell, 2016). A cross-sectional study with questionnaires was used to collect quantitative data, and semi-structured interviews and focus group discussions were used to collect qualitative data. The survey, interviews, and focus group discussions were conducted from December 27, 2022, to March 20, 2023.

The population in this research is 287 Tourism MSMEs from three tourism villages affected by two crises in Pandeglang Regency: Sukarame, Tanjungjaya, and Tamanjaya. The unit of analysis is tourism MSMEs' owners from the four types of tourism businesses most affected by two crises: (1) trip and leisure agencies; (2) homestays; (3) small restaurants and diners; and (4) rental of facilities at tourism places. This study used proportional random sampling for quantitative research, which resulted in 144 respondents, whereas for qualitative research, informants were purposively chosen based on their compatibility with this research.

As this study analyzes the state-society interaction in addressing crisis from the communication of resilience perspective on a case of local government agencies' role to redevelop Pandeglang tourism business, the variables in this study use the communication processes of resilience based on the economic application from Betts & Buzzanell (2022). The communication processes of resilience of tourism MSMEs variables are as follows: Communication of Mitigating Harm (X_1), Communication

of Articulating Values (X_2), Communication of Acknowledging Entanglement (X_3), Communication of Investigating Alternatives ($X_{.4}$), Communication of Evaluating (in) Action ($X_{.5}$), and Communication of Embracing Transformation (X_6). Descriptive data were presented in frequency distribution using SPSS 25.0, and analyzed by the results of the interviews, focus group discussion, and field observations.

RESULTS AND DISCUSSION

The state-society interactions in addressing crisis are calculated based on the frequency of the communication processes of resilience from local tourism-related government agencies to the owners of Tourism MSMEs affected by crisis, one year after the tsunami disaster crisis, and three years during the COVID-19 pandemic crisis. These communication processes are compared to the communication processes from tourism MSMEs' owners to other organizations, as tourism MSMEs' owners also communicate to tourism associations, tourism-aware groups or *kelompok sadar wisata* (abbreviated as *Pokdarwis*), educational institutions, non-government organizations, private companies, and tourists. The analysis, referring to the objective of this study, focuses on the role of the Pandeglang Regency Tourism Office and the Village Governments representing the state to redevelop the Pandeglang tourism business through their communication frequency to tourism MSMEs' owners as society. In addition, the highest percentages in the communication processes of tourism MSMEs' owners to other organizations were also analyzed.

The Pandeglang Regency Tourism Office is tasked with implementing local government affairs in the field of tourism and cultural preservation in its working area. The functions of this local government agency are: (1) formulating policies in the fields of tourism, arts, culture, and film; (2) organizing tourism and cultural events; (3) coaching and mentoring tourism and cultural actors in their working areas; and (4) reporting and coordinating tourism and cultural affairs. Based on the Regional Regulation of Pandeglang Regency Number 1 Year 2015, the Village Government is the administrator of government affairs and the interests of the local community in the governmental system from the Republic of Indonesia. The Village Head, assisted by Village Apparatus, is an element of the Village Government administrator.

The channels in these communication processes of resilience are categorized as offline and online media. The offline and face-to-face media used were categorized into meetings (including discussions, consultations, and coordination) and training (including workshops and seminars). Online media is classified into chat applications (WhatsApp, Line, Telegram, and other chat applications), social media (Facebook, Instagram, YouTube, TikTok, and other similar applications), and meeting applications (Zoom, G-Meet, and other meeting applications).

The analysis of these communication processes of resilience are strengthened by the results of interviews with Tourism MSMEs' owners and a focus group discussion with them to find out the role of local government agencies in the state-society interactions addressing the crisis, added by the results of interviews with Pandeglang Tourism Office representative and Village Head of Tanjungjaya. Field observations also enriched our analysis. The number of MSMEs from the four types of tourism businesses in the three tourism villages most affected by the two crisis is presented in Table 2.

Table 2. Number of Tourism MSMEs Affected by Crisis in Pandeglang Regency

No	Name of Tourism Village	District	Types of Tourism MSMEs			
			Trip and Leisure Agents	Homestays	Small Restaurants and Diners	Rental of Facilities at Tourism Places
1	Sukarame	Carita	3	18	24	12
2	Tanjungjaya	Panimbang	7	32	14	15
3	Tamanjaya	Sumur	1	4	4	10
	Total:		**11**	**54**	**42**	**37**

n = 144

A trip or travel agent is a business that offers travel and acts as an intermediary in selling or arranging travel services. The products they offer include ticketing, hotel vouchers, tour packages, vouchers, and tour transport (Simarmata et al., 2017). Trip and leisure agents in the Pandeglang Regency are mostly owned by members of *the Pokdarwis* from each tourism village. *Pokdarwis* is a community group in a tourism village whose members consist of tourism MSMEs' owners who have the role of increasing regional development and concern for other Tourism MSEMs' owners for their village's tourism (Devica et al., 2021). In Pandeglang Regency, this community group works under the Village Government and Pandeglang Regency Tourism Office.

Homestay is a popular form of lodging for tourists sharing residences with local residents in the tourism area to which they travel. In practice, most homestay owners offer extra rooms in their homes as lodgings for tourists at a minimal cost (Pusiran & Xiao, 2013). Most homestays in the Pandeglang Regency are also houses where owners live. Homestay owners rent empty houses for tourists. However, some homestay owners in the Pandeglang Regency have more than one homestay.

Both small restaurants and diners prepare and serve food and drinks for tourists at tourism places. A diner is a very small and inexpensive place to eat. The types of Tourism MSMEs in Pandeglang Regency vary from diners that sell snacks to small restaurants that provide daily meals for groups of tourists.

The rental of facilities in tourism locations covers various types of tourism businesses. They could offer rental of water sports, such as snorkeling, diving, and other sea activities, traditional boats, speed boats or banana boats, and motorcycles to cars. Tourism MSMEs in Pandeglang Regency also own most of these rental businesses. There are also tent rentals, as some tourism villages in Pandeglang Regency also offer waterfalls as tourist attractions.

The communication process of mitigating harm (X_1)

According to Betts & Buzzanell (2022), the communication process for mitigating harm is how we work to reduce its impacts. The study by Huang et al. (2007) has revealed some impacts of natural disasters on tourism: (1) damage to properties, (2) damage to facilities, (3) annual income loss, and (4) reduction in the number of employees. Meanwhile, the impacts of the COVID-19 pandemic on Tourism MSMEs are identified by the research findings of Karunarathne et al. (2021): (1) operational cost problems, (2) difficulties in accessing aid, (3) annual income loss, and (4) reduction in the number of employees. State-society interactions through communication processes of mitigating these harms by local tourism-related government agencies directing tourism MSMEs' owners to acknowledge the weaknesses of their business and how to overcome them. They explained to the owners how to understand the risk of loss and taught them how to reduce these losses for crisis mitigation. They also informed tourism MSMEs' owners how to recognize their business' strengths in order to be more competitive compared to their competitors. Table 3 explains the percentage of government agencies and organizations involved in the communication processes of mitigating harm.

Table 3. Agencies and Organizations in the Communication Processes of Mitigating Harm in Pandeglang Regency

Agencies and Organizations	Percentage (%)
Pandeglang Regency Tourism Office	27.6
Tourism associations	23.2
Village Government	18.4
Pokdarwis	30.2
Others	0.6

n = 144

State-society interaction through the communication process of mitigating harm is expected to enhance the coping capacities of society represented by tourism MSMEs' owners. By comprehending how to mitigate harm, these owners can improve their social resilience. In this communication process, the Pandeglang Regency Tourism Office achieved 27.6 percent of the total of 100 percent, whereas the Village Government achieved only 18.4 percent. The highest percentage was obtained by

the tourism-aware group (30.2%). The second-highest percentage achieved by the Pandeglang Regency Tourism Office shows that this agency was good enough to carry out its role in representing the state to redevelop the Pandeglang tourism business. They have conducted frequent training for Tourism MSMEs' owners to direct them to acknowledge their business weaknesses and overcome those weaknesses. Based on interviews with some tourism MSMEs' owners from the three tourism villages, the agency was also quite active in explaining crisis mitigation related to the tourism business. The training was conducted offline, and the links were shared in WhatsApp groups created by the Pandeglang Regency Tourism Office. Further discussions regarding the training could be carried out in WhatsApp groups. The Pandeglang Regency Tourism Office created WhatsApp groups for different types of tourism business. They were also sent to some of their staff in each WhatsApp group based on their staff's tasks. Below is the citation of the interview with a homestay owner from Tanjungjaya Village:

> *"Currently, almost all training is still from the Tourism Office. They teach a lot, such as during the pandemic, how to digitally promote our services in the form of training. The teaching method was face-to-face. After face-to-face meetings, the link was shared in the WhatsApp group. If we have further questions, we can ask through the group."*

The use of WhatsApp as a medium of communication is preferred by community leaders because it is more effective in delivering important messages to their target (Trisnani, 2017). Unfortunately, according to the owners of Tourism MSMEs in the focus group discussion, the agency did not invite all Tourism MSMEs' owners to these WhatsApp groups. Consequently, almost all information from the agency was not delivered evenly to all tourism MSMEs' owners. Therefore, the highest percentage of this communication process is *Pokdarwis*, as their members were always invited to offline training and WhatsApp groups. Members of *the Pokdarwis forwarded* the information they obtained to other tourism MSMEs' owners in their tourism village. This is compatible with their function as the formation of *Pokdarwis* focused on service aspects and learning processes to develop their tourism villages (Listyorini et al., 2021).

The role of the Village Government is different from one tourism village to another, even though almost all village governments were not active in directing tourism MSMEs' owners to acknowledge their business' weaknesses, overcome those weaknesses, reduce the risk of loss, and reduce these losses. However, the Village Government of Tamanjaya Village was active enough to inform tourism MSMEs' owners of their business' strengths by observing their potencies. As a result, tourism MSMEs' owners of this village could compete with the external competitors of their village. These external competitors come from other surrounding villages and even from big cities, such as Jakarta.

The communication process of articulating values (X_2)

The communication process of articulating values reflects value assumptions (Betts & Buzzanell, 2022). State-society interactions through this communication process were conducted by local tourism-related government agencies receiving information from Tourism MSMEs' owners that these owners have strengthened their business' vision and mission, stated their target market, outlined their future business direction, and confirmed their active membership in tourism associations. The percentage results of the communication process of articulating values are listed in Table 4.

Table 4. Agencies and Organizations in the Communication Processes of Articulating Values in Pandeglang Regency

Agencies and Organizations	Percentage (%)
Pandeglang Regency Tourism Office	18.5
Tourism associations	24.8
Village Government	21.8
Pokdarwis	34.7
Others	0.2

n = 144

State-society interactions through the communication process of articulating values may promote the transformative capacities of tourism MSMEs' owners as society. They are motivated to transform the vision and mission of their business, change their target market, and establish their new business direction. This will improve their social resilience. In this communication process, the role of the Pandeglang Regency Tourism Office, representing the state to redevelop the Pandeglang tourism business, is the weakest, with the lowest percentage of 18.5 percent of the total of 100 percent. The role of the Village Government was better, with a higher percentage of 21.8 percent. The percentage of both local tourism-related government agencies is much lower than that of *Pokdarwis*, with 34.7% being the highest percentage. Both the results from interviews and the focus group discussion show that tourism MSMEs' owners rarely reported officially to both the Pandeglang Regency Tourism Office and Village Government regarding their business vision and mission, target market, and future business direction. Tourism MSMEs' owners tend to discuss those matters in WhatsApp groups whenever there was a program, as mentioned by a trip and leisure agent from Tanjungjaya Village:

> *"No, I did not report my business direction. I just discussed this in the WhatsApp forum. Yesterday we were discussing the 2022 Tourism Village Award in the Tourism Village Forum WhatsApp group."*

Concerning their active membership in tourism associations, Tourism MSMEs' owners also did not officially report to the Pandeglang Regency Tourism Office and Village Government, as long as both agencies knew that their associations were still active by continually organizing events. Tourism MSMEs' owners preferred to carry out informal discussions with members of *Pokdarwis* and tourism associations regarding their business' values.

The communication process of acknowledging entanglement (X₃)

Dissolving socioeconomic distinctions in the communication process of acknowledging entanglement means recognizing the inseparability of social and economic experience for people trying to move forward and reaffirming the need to overcome disruptions (Betts & Buzzanell, 2022). The state-society interactions through this communication process were held by local tourism-related government agencies to provide information to Tourism MSMEs' owners regarding financial and non-financial aid for their business recovery. They also encouraged tourism MSMEs' owners to offer tourism business cooperation for their business continuation and to promote their services and products to various government agencies, educational institutions, private companies, and tourists. Table 5 shows the percentage of each agency, organization, and institution in the communication process of acknowledging entanglement.

Table 5. Agencies, Organizations and Institution in the Communication Processes of Acknowledging Entanglement in Pandeglang Regency

Agencies, Organizations and Institutions	Percentage (%)
Pandeglang Regency Tourism Office	6.6
Tourism associations	1.2
Village Government	0.1
Non-profit organizations	1.7
Educational institutions	3.0
Private companies	7.9
Tourists	79.3
Others	0.2

n = 144

State-society interactions through the communication process of acknowledging entanglement boost society's coping capacities. The information provided to tourism MSMEs' owners regarding aid for business recovery and encouragement to continuously promote their tourism services and/or products could assist them in coping with disruptions. An increase in their coping capacities might lead them to have better social resilience.

The role of the Pandeglang Regency Tourism Office as the state representative is much better, with a percentage of 6.6 percent from a total of 100 percent, compared with the Village Government with the lowest percentage of 0.1 percent. However, as this communication process stresses the efforts of tourism MSMEs' owners to move forward, their highest percentage of communication is with tourists at 79.3 percent.

According to the results of interviews with Tourism MSMEs' owners, information regarding financial and non-financial aid was mostly provided by the Pandeglang Regency Tourism Office through WhatsApp groups and Village Government from all tourism villages through face-to-face meetings. After the tsunami disaster crisis, tourism MSMEs' owners still achieved financial and non-financial aid to recover their tourism businesses. During the COVID-19 pandemic, aid targeted more personnel, such as "Direct Cash Assistance" (*BLT*), than MSMEs' tourism business. Regrettably, tourism MSMEs' owners in the focus group discussion stated that they never received any aid either after the tsunami disaster crisis or during the COVID-19 pandemic crisis, as stated by the owner of speed boat rental from Tanjungjaya Village:

> *"My boat was dragged and damaged after tsunami. I hoped for the aid of paint because I had that accident. They registered me five times to receive aids, but there was no aid at all."*

Although tourism MSMEs' owners are encouraged by the Pandeglang Regency Tourism Office and Village Government to offer tourism business cooperation to other organizations, based on field observations, these tourism MSMEs' owners still lack knowledge on how to write good cooperation proposals. Only a few of them were successful in winning business cooperation with other organizations, while most of them only waited for other parties offering them business cooperation.

In promoting Tourism MSMEs' services and products, the Pandeglang Regency Tourism Office and Village Government advised them to switch to online promotions. This has resulted in Tourism MSMEs' owners being promoted to tourists through chat applications, especially WhatsApp, social media (Instagram, Facebook, and YouTube), and tourism applications (Traveloka, Tiket.com, Booking.com, Agoda, Pegipegi.com, and similar applications), which has increased the percentage of communication through online media to tourists becomes the highest. The potential of social media is recognizable for tourism business promotion, as various social media applications could influence the decisions of tourists, while mobile applications have created another dimension in social media marketing (Gulbahar & Yildirim, 2015).

The communication process of investigating alternatives (X_4)

The communication process of investigating alternatives involves considering various response options (Betts & Buzzanell, 2022)**.** This communication process allowed local tourism-related government agencies to provide tourism MSMEs's owners with ideas for promoting and selling through the Internet and to teach them new capabilities, such as how to create creative content for social media. They also suggested alternative business activities for tourism MSMEs' owners. They further guided tourism MSMEs' owners to seek opportunities in their tourism business. Table 6 presents the results of the communication process of investigating alternatives.

Table 6. Agencies, Organizations and Institution in the Communication Processes of Investigating Alternatives in Pandeglang Regency

Agencies, Organizations and Institutions	Percentage (%)
Pandeglang Regency Tourism Office	31.1
Tourism associations	23.9
Village Government	7.9
Non-profit organizations	24.0
Educational institutions	2.4
Private companies	6.6
Tourists	3.3
Others	0.8

n = 144

State-society interactions through the communication process of investigating alternatives reform both transformative capacities and coping capacities. The idea of promoting and selling tourism services and/or products through online media and suggestions for business alternatives are a transformation to cope with disruptions. The online promotion and sales idea will direct tourism MSMEs' owners to keep in touch with their consumers, and this brings out better social resilience for them. Alternate business suggestions will make way for them to contact their relatives and acquaintances in searching for other business activities.

Pandeglang Regency Tourism Office representing the state acquires the highest percentage with 31.1 percent from the total of 100 percent, which means that their role in the state-society interactions through this communication process is very significant. On the contrary, the role of the Village Government is unremarkable, as its percentage is quite low, at only 7.9 percent. This result relates to previous communication process of acknowledging` entanglement where Pandeglang Regency Tourism Office encouraged Tourism MSMEs' owners to carry out online promotions. Today, digitalization is inevitable in the tourism industry as an innovation, and the development of information technology tools, the Internet, and smartphones has transformed the tourism industry (Happ & Ivancsó-Horváth, 2020). Digital tourism uses information technology tools that can enhance the competitiveness of organizations and businesses in tourism and assist in fulfilling tourists' needs (Happ & Ivancsó-Horváth, 2018). The interviews with tourism MSMEs' owners revealed that the Pandeglang Regency Tourism Office invited some tourism MSMEs' owners from all tourism business types, members of *Pokdarwis*, and tourism associations to attend many trainings related to digital capabilities, for example, creating attractive online brochures. For this reason, the percentage of communication to *Pokdarwis* and tourism associations is 24 percent and 23.9%, respectively, as tourism MSMEs' owners were trained by those organizations, not directly trained by the Pandeglang Regency Tourism Office. Based on interviews with tourism MSMEs' owners and field observations, the most used chat application for selling and promotion was WhatsApp, whereas the most used social media were Instagram, Facebook, and YouTube. Other social media, such as Twitter and TikTok, were infrequently used by tourism MSMEs' owners. The low percentage of Village Government reveals that they were not active in teaching tourism MSMEs' owners to create digital content, as they were also less capable of digital skills.

Suggestions for alternative business activities and tourism business opportunities were obtained by tourism MSMEs' owners from the Pandeglang Regency Tourism Office, their tourism associations, *Pokdarwis*, and non-governmental organizations. Even so, most tourism MSMEs' owners have a tendency to look for other business activities independently in order to survive when their tourism business activities are declining, as mentioned by the owner of a trip and leisure agent from Sukarame Village:

> *"As previously I learnt independently how to take good photographs, I became a wedding photographer during COVID-19 pandemic when there was no client of my trip and leisure business."*

The communication process of evaluating (in) action (X₅)

The communication process of evaluating (in) action involves rejecting inaction as a default. Inaction is one of the many options to be evaluated and is not considered a naturally desirable default (Betts & Buzzanell, 2022)**.** The tsunami disaster and the COVID-19 pandemic had stopped the tourism business of Tourism MSMEs in Pandeglang Regency for a while. In state-society interaction through this communication process, local tourism-related government agencies informed tourism MSMEs' owners concerning Central Government regulations relating to crisis. They welcomed the willingness of tourism MSMEs' owners to close their businesses temporarily whenever there was a tsunami warning. During COVID-19 pandemic, they also asked the statements from Tourism MSMEs' owners to close their business throughout the implementation of Central Government regulations such as "Large-Scale Social Restriction" (abbreviated into *PSBB*) and "Community Activities Restriction Enforcement" (abbreviated into *PPKM*). Consequently, they also received complaints from tourism MSMEs' owners regarding the drastic decline in income caused by the two crises. Table 7 displays the percentage of the communication process for evaluating (in) action:

Table 7. Agencies and Organizations in the Communication Processes of Evaluating (in) Action in Pandeglang Regency

Agencies and Organizations	Percentage (%)
Pandeglang Regency Tourism Office	39.4
Tourism associations	19.7
Village Government	31.1
Pokdarwis	8.8
Others	1.0

n = 144

The state-society interaction through the communication process of evaluating (in) action mostly sharpens the adaptive capacities of tourism MSMEs' owners. Apprehending government regulations to temporarily close their tourism businesses without complaining has made them adapt better to crisis situations, thus seizing better social resilience. As a representative of the state, the role of the Pandeglang Regency Tourism Office is crucial as it reached the highest percentage in this communication process with 39.4 percent of the total of 100 percent, followed by the Village Government with 31.1 percent. According to the results of the interviews, all information related to the crisis was delivered in stages. Most of the information came from the Central Government (ministries), which were first delivered to the Provincial Government. Provincial Government delivered instructions to the District Government. The District Government then delivered instructions to the Village Government. The instructions to close business temporarily after the tsunami disaster used face-to-face media through meetings or disaster alert training, while during the COVID-19 pandemic, online media were mostly used through WhatsApp groups, and sometimes through the Zoom Meeting application.

The Pandeglang Regency Tourism Office also demanded that Tourism MSMEs' owners fill in a statement letter sent to WhatsApp groups that those owners agreed to temporarily close their tourism business. The Tourism Office and Village Government did not receive many complaints from the society represented by tourism MSMEs' owners, as they understood that the instructions came from the Central Government. The owner of the motorcycle and diving equipment rental from Tamanjaya Village explained this in the following interview:

> *"There was a formal letter sent through WhatsApp group that Ujung Kulon should be temporarily closed to tourists during COVID-19 pandemic. We grumbled only the declining income from our tourism association. We could not complain to the Village Government as other parties also endured the crisis impact."*

The communication process of embracing transformation (X_6)

The process of embracing transformation involves re-evaluating goals (Betts & Buzzanell, 2022). In state-society interaction through this communication process, local tourism-related government agencies guided Tourism MSMEs' owners to analyze some changes that should be conducted for their business continuity. They trained tourism MSMEs' owners to create preparedness plans for future disruptions. They accepted the new work programme to respond to crisis from tourism MSMEs' owners. They also received the results of the business achievement target reevaluation from the owners. The results of the communication process of embracing the transformation are presented in Table 8.

Table 8. Agencies and Organizations in the Communication Processes of Embracing Transformation in Pandeglang Regency

Agencies and Organizations	Percentage (%)
Pandeglang Regency Tourism Office	34.7
Tourism associations	28.2
Village Government	20.0
Pokdarwis	14.2
Others	2.9

n = 144

The state-society interaction through the communication process of embracing transformation not only elevates the transformative capacities of tourism MSMEs' owners but also increases their adaptive capacities. Creating a preparedness plan for future disruptions through training is a transformation. Meanwhile, reporting on their new work program and target re-evaluation are both transformation and adaptation. Pandeglang Regency Tourism Office once again seized the highest percentage with 34.7 percent from the total of 100 percent in this last communication process which shows that as the representative of the state, their role is obvious. The Village Government also gained a high percentage of 20 percent, following the percentage of tourism associations. Tourism MSMEs' owners in the interviews explained that after tsunami disaster, Pandeglang Regency Tourism Office conducted some trainings to Tourism MSMEs' owners so they could be more alert to natural disasters. There was also training about marketing strategies for the digital era. Most of the training sessions were conducted offline. During the COVID-19 pandemic, the changes were informed of MSMEs MSMEs' changes through offline training with limited participants, as well as online media through WhatsApp groups and Zoom Meeting. Even so, the Pandeglang Regency Tourism Office rarely received reports of a new work program for target re-evaluation from Tourism MSMEs' owners. The following interview result with a homestay owner from Tanjungjaya Village strengthens these findings:

> *"The Tourism Office, collaborating with the Health Department, aggressively informed us of the changes in the tourism business through WhatsApp groups. The Tourism Office also taught us digital marketing strategies."*

After the tsunami, the role of the Village Government was to direct the installation of evacuation route signs. During the COVID-19 pandemic, the Village Government forwarded instructions from the district government to tourism MSMEs' owners to close and reopen their tourism business. The results of the interviews and focus group discussions revealed that there was an exception for the accommodation business. They do not have to close their businesses, considering that accommodation is needed for families who want to visit their relatives living in the village. Regulations related to the COVID-19 pandemic, such as wearing masks, preparing hand sanitizers, and providing places for washing hands, were informed by these local tourism-related government agencies and assisted by local Public Health Offices.

Maulana & Shohibuddin (2022) mentioned in their study on Nanggung Village's case of agrarian struggle that there are four situations in political elite circles that can create opportunities for a dynamic state-society interaction: open access to power elites, the existence of influential elites, shifts in alignments among elites and disunity within and between elite groups. Society was represented by AMANAT, an organization formed by farmers. In the aforementioned study, state-society interactions were mostly initiated by AMANAT to government actors, as the farmers struggled against the power of a private company who controlled their agricultural land. The responses and initiatives of reformist government actors were analyzed by examining the extent to which they could realize the democratization process management of agrarian resources.

Meanwhile, in this study, state-society interactions were initiated by both parties, which led to communication processes where both parties sent and received messages reciprocally. Compared to the crisis communication processes where the state often plays a much bigger role as the message sender, while society only acts as the message receiver, the communication processes of resilience allow a more reciprocal state-society interaction. The communication of the resilience perspective has also broadened the scope of state-society interactions in addressing crisis, where the interactions are not focused only on political elite circles. The society represented by tourism MSMEs' owners joining tourism associations and *Pokdarwis* also has a strong role in interactions with other tourism MSMEs' owners in forwarding messages from the state.

In this study, to redevelop tourism business after the tsunami disaster crisis and the COVID-19 pandemic crisis, the state is represented by the Pandeglang Regency Tourism Office and Tourism Village Government affected by both crisis, while society is represented by tourism MSMEs' owners as the most suffering party caused by those crisis. Although the role of local governments in

addressing the crisis to redevelop the Pandeglang tourism business after crisis is very significant in some communication processes of resilience, their role is weak in some other communication processes where their role is less active compared to societal tourism organizations such as *Pokdarwis* and tourism associations. The role of the Pandeglang Regency Tourism Office is more significant than that of the Village Government in almost all communication processes except for articulating values. However, the role of this agency in the communication process of mitigating harm is less active than that of Pokdarwis.

CONCLUSION

In the state-society addressing the crisis from the communication processes of resilience perspective, local tourism-related government agencies have proven that they have a significant role to redevelop Pandeglang tourism business after crisis. The Pandeglang Regency Tourism Office plays a more significant role than the Village Government. Event so, this local government agency has some weaknesses in state-society interactions as they do not communicate evenly to all tourism MSMEs' owners in their region. Therefore, it is suggested that the Pandeglang Regency Tourism Office invite all Tourism MSMEs' owners to WhatsApp groups according to their tourism business types. They should also invite those owners to events they organize in turn, and not only invite *Pokdarwis* and tourism association members. The Village Government should be more informative in all communication processes of resilience to tourism MSMEs' owners. They should be more involved in state-society interactions to redevelop the tourism business of their village through the recovery of the Tourism MSMEs' business.

All communication processes of resilience carried out by local tourism-related government agencies in Pandeglang Regency can improve the coping, transformative, and adaptive capacities of tourism MSMEs' owners, thus leading them to have better social resilience in order to redevelop their tourism business.

This study has found that using communication processes of resilience as the perspective in the state-society addressing the crisis has brought about more reciprocal interactions where both the state and society are active in sending and receiving messages through offline and online media. There is also a strong role of the society represented by *Pokdarwis* dan tourism associations in passing on messages from local tourism-related agencies representing the state to other Tourism MSME owners.

Theoretically, the communication processes of the resilience perspective have expanded state-society interaction to a mutual relationship and better cooperation between the state and society in addressing crisis. As for the reframing of the Communication Theory of Resilience (CTR) in the terminology of economic resilience, which has not been used in previous research, it is recommended to apply this new theory in further quantitative, qualitative, or even mixed-method research to analyze its usage in other sociological theories.

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