

## TOURISM IMAGE RECOVERY STRATEGY POST-NATURAL DISASTERS IN INDONESIA

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**Abstract:** Tourism potential in Indonesia is a privilege that must be thankful for. However, that potential is not supported enough by the stability of the natural condition itself. Tourists destinations which is popular in Indonesia tend to be liable to the natural disasters. It happens recently in Bali and Lombok. A couple of natural disasters that afflict those two regions as the Indonesian tourism sector has an impact on reducing the number of foreign tourist to visit those tourists destinations. Based on the previous research studies, handling the natural disasters that occur in tourists destinations which are usually being visited by foreign tourist is a way more complex than the similar disasters which occur in the destinations that are only being visited by local tourists. The natural disasters which is involving foreign tourists will also have an impact on the bilateral relations between the two countries. In addition, the foreign media news will have a wider impact on Indonesia's image because of dealing with the natural disasters and the responsibilities to the victims. The government is still find some obstacles in dealing with a decreasing reputation after the natural disasters in Indonesia's tourists destinations, even though the rapid response is correlated with the large amount of costs that incurred to deal with the disasters. Then, formulating the right strategy for handling the post-natural disasters in Indonesia's tourists destinations is important. This study aims to find the communication strategies which are needed to be the respons of the natural disasters that occur Indonesian tourism sector. Using the post-positivistic paradigm, this study was approached qualitatively and presented descriptively to reveal the right communication strategy on handling the Indonesia's tourism sector which is affected by the natural disasters based on the situasional crisis communication theory. The interview was chosen as a data collection technique for the related sector. Open coding, axial coding, and selective coding was used as the data analysis technique. This research is expected to formulate the strategies for restoring the image of Indonesia's tourism sector after the natural disasters. In fact, the research at this phase is still rarely done because the other similar research is still focus on the countermeasures during the disasters such as victim evacuation or the mitigation of the disasters.

**Abstrak:** Potensi pariwisata di Indonesia adalah keistimewaan yang patut disyukuri. Namun, potensi itu tidak cukup didukung oleh stabilitas kondisi alam itu sendiri. Bencana alam yang baru terjadi di Bali dan Lombok berdampak pada pengurangan jumlah wisatawan asing untuk mengunjungi tujuan wisata tersebut. Berdasarkan studi penelitian sebelumnya, penanganan bencana alam yang terjadi di destinasi wisata yang biasanya dikunjungi oleh turis asing jauh lebih kompleks daripada bencana serupa yang terjadi di destinasi yang hanya dikunjungi oleh wisatawan lokal. Bencana alam yang melibatkan tourists asing juga akan berdampak pada hubungan bilateral kedua negara. Selain itu, berita media asing akan memiliki dampak yang lebih luas pada citra Indonesia karena berhubungan dengan bencana alam serta tanggung jawab kepada para korban. Pemerintah masih menemukan beberapa kendala dalam menghadapi penurunan reputasi setelah bencana alam di destinasi wisata Indonesia, meskipun respon cepatnya berkorelasi dengan besarnya biaya yang dikeluarkan untuk menangani bencana. Merumuskan strategi yang tepat untuk menangani pasca bencana alam di destinasi wisata Indonesia adalah penting. Penelitian ini bertujuan untuk menemukan strategi komunikasi yang diperlukan untuk menjadi respons terhadap bencana alam yang terjadi di sektor pariwisata Indonesia. Dengan menggunakan paradigma post-positivistik, penelitian ini didekati secara kualitatif dan disajikan secara deskriptif untuk mengungkap strategi komunikasi yang tepat dalam menangani sektor

pariwisata Indonesia yang dipengaruhi oleh bencana alam berdasarkan teori komunikasi krisis situasional. Teknik pengumpulan data dilakukan melalui wawancara dengan sektor terkait. Teknik analisis data yang digunakan adalah open coding, axial coding, serta selective coding. Penelitian ini diharapkan dapat merumuskan strategi untuk memulihkan citra sektor pariwisata Indonesia pasca bencana alam. Penelitian pada tahap ini masih jarang dilakukan karena penelitian serupa lainnya masih fokus pada tindakan penanggulangan bencana seperti evakuasi korban atau mitigasi bencana.

**Keywords:** communication strategy, natural disasters, indonesian tourism, situational crisis communication theory.

## INTRODUCTION

Indonesia is rich in tourism resources. However, the potential is threatened by the natural disasters that occur in the tourism area. For the example, the eruption of Mount Agung on November 21st 2017 (bbc.com) and Desember 23rd 2017 (regional.kompas.com) which has an impact on the number of tourists in Bali. In addition, the earthquake of 7 Richter Magnitude Scale which happened in Lombok, Nusa Tenggara Barat, and surrounding areas on August 5th 2018 is damage their infrastructure and facilities of the various tourism related sectors (news.detik.com).

Ministry of tourism noted that 6000 foreign tourists were evacuated from the location of the earthquake. The number of foreign tourists who are in Lombok reach 1000 people in Gili Terawangan. However, after being recorded, the number increase then reach 6000 foreign tourists and it turns out that there are three others island that were visited

by foreign tourists when the earthquake occurred, but all of them have been evacuated to the safety place. (regional.kompas.com).

The evacuation process is divided in two stages. On the first post-earthquake day, 3000 foreign tourists were immediately diverted to Bali, Jakarta, and Surabaya. The loss after the earthquake in Lombok reached 1.4 billion. According to the ministry, many foreign tourists delayed their departure due to the disaster (regional.kompas.com).

Based on the data of the visiting tourists in Indonesia according to the entrance and nationality released by the ministry of tourism, on January-June 2018, the number of foreign tourists arrivals to Bali through Ngurah Rai airport is 2.856.728 people, increase 2.01% from 2017 which is 2.800.303 people. Meanwhile, Nusa Tenggara Barat through Lombok International Airport is 47.804 people, decreasing 24.92% from the 2017 which is 63.671 people with their nationality based on the arrival at the airport data.

**Table 1.1**  
Data on Development of Foreign Tourists Visit to Indonesia According to Entrance and Nationality

	<b>Bali</b>						
	<b>ASEAN</b>	<b>Asia (outside ASEAN)</b>	<b>Middle East</b>	<b>Europe</b>	<b>America</b>	<b>Oceania</b>	<b>Africa</b>
January	31.265	115.264	3.518	80.083	22.722	89.327	3.012
February	35.031	221.428	2.339	84.998	23.679	73.813	2.517
March	48.251	192.457	6.554	107.776	32.559	93.001	4.248
April	52.999	204.816	3.740	118.140	33.063	98.236	5.149
May	50.307	217.267	1.828	109.806	34.179	109.574	3.320
June	55.883	224.696	4.169	107.990	30.435	112.694	4.595
<b>Total</b>	<b>273.736</b>	<b>1.175.928</b>	<b>22.148</b>	<b>608.793</b>	<b>176.637</b>	<b>576.645</b>	<b>22.841</b>
	<b>Lombok</b>						
	<b>ASEAN</b>	<b>Asia (outside ASEAN)</b>	<b>Middle East</b>	<b>Europe</b>	<b>America</b>	<b>Oceania</b>	<b>Africa</b>
January	3.612	845	15	741	163	140	19
February	3.860	849	15	754	163	140	19

March	7.107	886	23	1.380	278	163	43
April	6.675	1.442	13	1.544	302	204	38
May	4.637	1.148	8	1.343	221	138	17
June	4.914	1.623	29	1.697	320	233	43
<b>Total</b>	<b>30.805</b>	<b>6.793</b>	<b>103</b>	<b>7.459</b>	<b>1.447</b>	<b>1.018</b>	<b>179</b>

Source: by researchers from kemenpar.go.id

The decreasing of the number of foreign tourists in Lombok indicates that the disasters have an impact on it, because they are afraid if the natural disaster return. Meanwhile in Bali, the data shows that the number of the foreign tourists tends to increase from the previous year. So, it could be assumed that Bali is doing a better job to manage the post-natural disaster crisis.

Natural disasters are included in the crisis. According to Coombs, in three types of crisis, natural disasters are included in the victims group where the organization is also considered as a victim of the incident (Coombs and Holladay, 2002 in Coombs, 2007:167). With so many natural disasters that have the risk to cause the crisis and affect the tourism in Indonesia, the strategies to recover the natural disaster is should be discussed. A strategy is needed to restore the image of Indonesian tourism so if the natural disasters come over again, it will not be a big problem for the tourism itself to recover their image.

**Problem Formulation.** Based on the background problem, then the research question can be formulated into “what is the strategy of restoring Indonesia’s tourism image after the natural disasters?”. **Scope of Problem.** This research is limited to the crisis which is happened in Indonesia’s tourism sector, especially Bali and Lombok. The crisis itself means the crisis caused by the natural disasters. **Research Objectives.** This research aims to determine the strategy of restoring Indonesia’s tourism image after natural disasters.

**Benefits of Research. Benefits for Academic.** Academically, this research is expected to contribute to the development of situational crisis communication theory and can stimulate the similar research in the future. **Practical Benefits.** Practically, this research is expected to be useful for policy makers and business actors in the tourism sector in an effort to restore the image after the occurrence of natural disasters in Indonesian tourist destinations.

**State of the Art.** The research conducted by Nani Kurniasari and Irwansyah entitled Communication Policy on Responsive Crisis in the Indonesian Tourism Sector in Restoring Post-Natural Disasters Reputation. This study was focused on a post-crisis communication strategies which happened in the Indonesian tourism by applying the Situational Crisis Communication Theory and using a qualitative approach. Through this research, it is known that Indonesia is handling the crisis through the three responsive ways, which is stating the end of the crisis to the public, recovering the image, and following up on information in anticipation of future crisis (Kurniasari, 2016).

The second research was conducted by Nani Kurniasari entitled Tourism Crisis Management Strategies in National Disaster Management Agency (BNPB) Policy. With a post-positivistic paradigm and a qualitative approach, this research uses a descriptive strategy with in-depth interviews with BNPB’s director. This research found that Indonesia handled the crisis in the tourism sector with several stages such as rehabilitation, reconstruction and recovery to build back better (Kurniasari, 2017).

The third research, entitled Crisis Management in Tourism - A Literature Based Approach on the Proactive Prediction of a Crisis and the Implementation of Prevent Measures, was conducted by Hanno Michail Martens, Kim Feldez, and Patrick Merten in 2016. This research aims to provide a literature-based review about how a decrease in the number of visitors due to the influence of political crisis can be avoided through proactive crisis management. The methodology which is used is Hereby which consists of four steps that need to be done. First, it categorizes to rank the approaches and recommendations developed from the literature. Second, identification of the literature that needs to be done to provide recommendations for actions that need to be taken by stakeholders. Third, any

recommendations that have been obtained can be converted into categories that can be used. Fourth, each recommendation in that category can be compared with similar recommendations in the same category. From the research that has been done, it can be seen that crisis management can be carried out effectively and coordinated in various ways. In order to avoid conflicting interests from various sides, it is advisable to cooperate with the private side which is not depend on government support. In addition, it is very important to maintain cooperation and positive image integration with the media. Each crisis has its own characteristics that ultimately affect every decision made related to the crisis.

The fourth study was compiled in 2015 by Róbert Štefko, Alžbeta Királ'ová, and Martin Mudrík with the title Strategic Marketing Communication in Pilgrimage Tourism. The purpose of this research is to develop the potential for religious tourism and pilgrimage in Slovakia. The methodology used is a quantitative approach with data collection techniques through surveys with questionnaires. This research focuses on the level of visits, the level of awareness and interest in visiting, culture, relics and pilgrimage tours in the Presov region. Data collection was conducted in April to May 2014 with 433 respondents consisting of 244 women and 189 men. The research results obtained are the need for communication strategies to develop the potential of religious tourism and pilgrimage by having sufficient resources to promote offline, online, and through social media. It takes creativity, as well as innovation in good cooperation and do not forget to prepare all the information needed in order to attract the loyalty of tourists who attend the tourist destination.

The fifth study was compiled by Gabrielle Walters, Judith Mair, and Brent Ritchie entitled Understanding the Tourist's Response to Natural Disaster: The Case of the 2011 Queensland Floods. This research was conducted in 2014 with the aim of investigating the perceptions and behavior of tourists in response to a catastrophic event. The methodology used is a quantitative approach. Data collection is done through surveys with questionnaires conducted online. The survey was distributed to 12,000 members whose contact details were obtained through a commercial database provider, the

Queensland's Interstate Travel Market. Total responses obtained were 2,113 responses which could be used to investigate responses from respondents to floods that occurred in Queensland, Australia.

**Situational Crisis Communication Theory.** Situational Crisis Communication Theory (SCCT) is a theory which developed by W. Timothy Coombs and his coworkers on 1995. The premise of this theory is very simple, the crisis becomes a negative event, stakeholders will make an attribution of organizational responsibility for the crisis, and that it will turn an affect on how stakeholders will interact with the organization during the crisis (Coombs, 2010:38).

This theory is oriented towards an audience where it can be seen how people perceive a crisis, their reaction to strategy in response to a crisis, and their reaction to organizations that are experiencing a crisis. A crisis situation like this will shape the perception and attribution on the audience so the audience becomes the center of handling this crisis. It's because the idea of the SCCT is to find an understanding of how people make attributions related to this crisis and how the effect of these attributions on attitudes and behavior that results (Coombs, 2010: 38).

The essence of this SCCT is the responsibility for the crisis that occurred. Attribution in terms of accountability for the crisis has a significant effect on how people see the reputation of an organization affected by the crisis and it will influence their attitudes and behavior in response to the organization. A crisis can be a threat to the organization's reputation. Organizational reputation is important because reputation is one of the intangible resources for the organization. In addition, crisis can produce negative influences and intentions on behaviors aimed at organizations. Accountability on the crisis is a major factor in determining the threats that may arise from the crisis. Finally, this research from SCCT aims to identify the factors that shape the responsibility for the crisis and the threats that are present due to the crisis (Coombs, 2010: 38-39).

However, it should be emphasized that the action is taken to protect the public, rather than protecting the company's reputation. This is the first priority that must be done to ensure the safety and survival of the organization during a crisis. Instead, this can build positive



experienced. As previously stated, past crisis can remark the bad habits that will be patterned at the organization. In addition, the previous reputation is about the pros and cons of an organization in treating stakeholders in the past. An organization with a bad reputation towards stakeholders will cause a greater crisis for a similar crisis to an organization that has a good reputation for stakeholders. By increasing attribution of responsibility for the crisis (3), the relevant parties will increase the threat of the crisis so that only one side is required to attend and change the threats caused by the crisis (p. 39).

The SCCT is not only speaks about restoring the company's reputation (4) post-crisis, but also concerns affection (5) and behavior (6) that are highlighted (p. 39). Coombs and Holladay (2005 in Coombs and Holladay, 2010: 39) examine several types of crisis (7) in terms of their ability to generalize sympathy, anger, and situations where there are the other side who are happy over the suffering of others. The most interesting thing is the relationship between anger and responsibility for the crisis. It is not surprising that anger can increase in line with attributions in terms of accountability for the crisis. Affection also has a relationship with behavior that is highlighted because the behavior includes the level of product purchases and negative word of mouth. Word of Mouth that occurs like this can be a problem because the

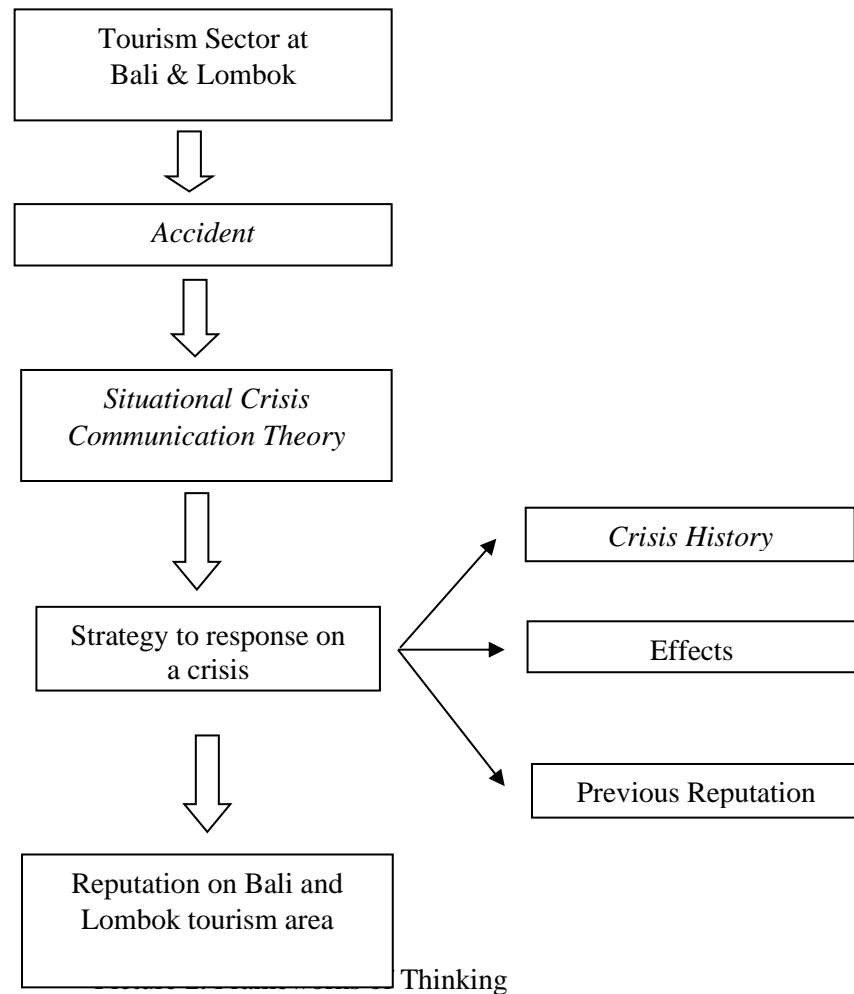
effects caused last longer than the crisis (Coombs, 2010: 39).

The crisis managers can take advantage of existing threats to determine the crisis recovery which is chosen as the response. Situational Crisis Communication Theory has the view that every response to a crisis must start from making instructions and adjusting information. Giving instructions to stakeholders about how to protect themselves from the crisis. The adjustment of information helps the stakeholders to overcome psychological disorders in the crisis (Coombs, 2010: 40).

Situational Crisis Communication Theory divides crisis response strategies into three basic strategies (deny, diminish, rebuild) and one additional strategy (reinforcing). The denial strategy is used to prove that the organization has no responsibility for the crisis (8). This strategy is used to minimize the responsibility for crisis by the organization or reduce the level of seriousness of the crisis itself. Reducing strategies like this really help increase the perception of the organization through compensation or apologies. The strengthening strategy wants to add the positive information by giving praise and reminding people about the good things the organization has done. This strategy cannot work alone, but only becomes a complementary strategy (Coombs, 2010: 40-41).

## METHOD

### Frameworks of Thinking



Sources: by researchers (2018)

Natural disasters that occurred recently in the tourists area in Bali and Lombok have a very bad impact on the Indonesian tourism sector, especially on those both regions. The decreasing of the number of tourists could be an indication that the event brings a crisis to the image of Indonesian tourism. So, the government needs to manage the appropriate response or communication in handling the crisis.

Situational Crisis Communication Theory tries to offer a new perspective in managing responses to the crisis according to the type of the crisis that happened. This theory assumed that before making a decision on the strategy, we need to analyze or find out the history of the crisis, the impact of the crisis, and the reputation of the organization in crisis. So, the response that chosen will have a significant impact on restoring the reputation

of the institutions and organizations, in this case the tourism sector in Bali and Lombok. This research was conducted by the framework of thinking that can be figures by the picture above.

**Research Paradigm.** This research use a post-positivistic paradigm. Ontologically, post-positivism is included into critical realism, it means that the reality is assumed to exist, but it cannot be understood completely because of the human intellectual mechanism that have some flaws, whereas the phenomena itself have an unmanageable trait. Ontology in post-positivistic is called critical realism (Cook & Campbell, 1979, in Denzin & Lincoln, 1997) because of the attitudes of the supporters who claim that the reality must be submitted on the critical testing in order to make it easier to understand it as close as

possible (but cannot be perfectly) (Denzin & Lincoln, 2000, p. 136).

Referring to Denzin & Lincoln (2000, p. 136), epistemologically, this paradigm emphasizes the external “guidance” of the objectivity such as critical traditions (are the research results “in line” with the existing science?) and critical communities (editors, judges, and professional colleagues). Repeatable research results are more likely true (but always be subjected to the falsification).

Meanwhile, methodologically, the emphasis is on the “critical diversity” (a new version of triangulation) as a way to falsify (not verify) hypotheses. The methodology aims to solve problems by conducting the research in more natural ways, gathering more situational information, and re-emphasizing discovery as an element in research, especially in the social sciences, giving an emic perspective to help determine the meaning and purpose of the human beings to their actions, besides contributing to the “grounded theory”. All of these goals achieved through the use of the qualitative techniques increasingly (Glaser & Strauss, 1967; Strauss & Corbin, 1990, in Denzin & Lincoln, 2000, p. 136).

The purpose of the research in this paradigm is to explain (von Wright, 1971 in Denzin & Lincoln, 2000, p. 139) then possibly to predict and control the phenomena, both physical and human objects. According to Hesse (1980, in Denzin & Lincoln, 2000, p. 140) criteria for the best progress in this paradigm is that the ability of the scientists to predict and control the phenomena should be developed time after time. It is important to take a note about the reductionism and determinism in this position. The researcher is dragged into the role of “expert”, a situation that seems to give a special privileges, but may not be appropriate for a researcher.

The ethics in this paradigm is an important consideration and should be taken seriously by the researchers, but on the process itself, ethics is still intrinsic. Therefore, ethical behavior is formally monitored by the external mechanisms, such as the professional code of ethics and human rights supervisory board. In addition, the realist ontology on this two paradigm tends towards the use of tricks which in certain cases are seen and being justified in determining how “the real condition of things and how they actually work” or for “higher

social interests” or “the brighter truth” (Bok, 1978, 1982; Diener & Crandall, 1978, in Denzin & Lincoln, 2000, p. 142).

As explained by Denzin & Lincoln (2000, p. 142), the researcher thoughts on the post-positivistic paradigm is the thoughts of “impartial scientists” who provide input to decision makers, policy makers, and agents of change, who freely use this scientific information, at least half part of it, to form, explain, and justify various actions, policies and proposals for change.

**Research Approach.** This research uses a qualitative approach. The data which is collected in qualitative research is such as words, photos, symbols. In a qualitative approach, researchers are rely more on the principles of the social science with the language of “cases and contexts” and cultural meanings. The emphasis is on conducting a detailed investigation of various specific cases that arise naturally in social life. In many qualitative studies, researchers often produce the new hypotheses and explain the details of causal mechanism or process for some cases.

In qualitative research, logic arise from the ongoing practical thing and the researchers follow the flow of nonlinear research. This nonlinear research path requires the researchers for not following the sequential steps. Researchers may go forward, backward, and sideways before starting again. This is more looks like a spiral. Researchers move up, but slowly and indirectly. With each cycle or repetition, researchers can gather the new data and new insights. Nonlinear pathways can be very effective in creating authenticity of the feelings to understand the overall order, to capture the nuances of hidden meanings, to fuse scattered information, and to switch perspectives. Nonlinear pathways use tools from the humanities (for example, metaphors, analogies, themes, motifs, and irony) and are suitable for tasks such as translating language, a process that has different nuances of meaning, hidden connotations, or important contextual differences (Neuman, 2011, p. 190).

**Descriptive Research Strategy.** This research uses a descriptive a research strategy, which is to describe, express, and explain the various data/theory that already exist. The process of data description is done by expressing what is written from the existing theories and concepts, then followed by the



analysis and synthesis. In this case, the researcher uses situational crisis communication theory to be able to map out what factors that need to be known to find the right strategy in an effort to restore the image of Indonesian tourism after natural disasters. In addition, researchers will also analyze the results of the interviews with selected informants with the following criteria:

1. Local Government of Bali and West Nusa Tenggara. Researchers interviewed the government because they are the institutions who are responsible for the management of the tourist areas. The government is also a key to the success of restoring tourism reputation after the natural disasters.
2. The Tourism Office of Bali and West Nusa Tenggara which directly come into tourist areas which are affected by natural disasters. In addition, they are also the part that is obliged to restore the image of the tourist area.
3. Business actors in the tourism industry with an interest in the continuation of their businesses which also have a direct impact on the Indonesian tourism sector. In this case the researcher will interview hotel owners, transport service providers, managers of tourist areas, restaurants and handicraft producers.

**Object of Research.** The object of this research is Indonesia's tourists destinations that were affected by natural disasters which is Bali, affected by the volcanic eruptions and Lombok, affected by the earthquake. **Data Collection Technique.** The data in this research are divided into two types, primary data and secondary data. Primary data from this study was obtained from interview transcripts. Interview in the form of conversation, is the art of asking and listening. An interview is not a neutral device in producing the reality. In this context, various answers are expressed. Thus, interviews are a tool for producing situated understandings that have the resources from the specific interactional episodes. This method is also influenced by the personal characteristics of a researcher, including tribe, social class, ethnicity, and gender. Interviews require openness, emotional involvement, long-term development, trust between the researchers and the research subjects (Denzin & Lincoln, 2000, p. 495).

Researchers will interview the local government of Bali and Nusa Tenggara Barat. In addition, researchers will also interview the

representatives of the tourism agency to find out what strategies that could be taken in order to deal with the post-natural disasters that affect the tourism industry, such as tourist attractions, hotels, airlines, restaurants, until craftsmen who produce souvenirs typical of the tourist destination.

Secondary data on this research is the literature sources such as scientific articles in journals, especially for the journals that have a discussion about Situational Crisis Communication Theory, books that related to the concepts, a collection of the government policies that include the tourism will be a supplementary document on this research, and also the mass media report about the natural disasters that came over the tourist destinations in Bali and Lombok are also needed in order to prepare this research.

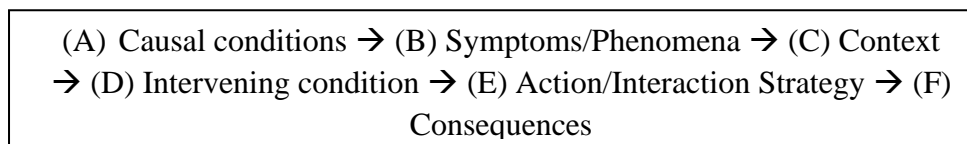
**Research Location.** This research was conducted in three regions, Bali, Nusa Tenggara Barat, and Jakarta. In Bali and Nusa Tenggara Barat, researchers will collect the data by interviewing informants who fulfill the research criteria. While in Jakarta, as the researcher's domicile, the proposal preparation phase is carried out, later the data processing stage will be carried out, starting from transcribing the results of the interview and analyzing them with open coding, axial, and selective coding technique to obtain the results and the discussion that will answer the research questions.

**Data Analysis and Interpretation Techniques.** In order to analyze the result of the interview, researchers conducted several coding steps, consisting in threparts, open coding, axial coding, and selective coding (Strauss and Corbin, 1990) in Poerwandari, 2011, p. 184).

Open coding allows the researcher to identify their categories, properties, and dimensions. On the next stage, axial coding organizes data in new ways through the development of relations (connections) between categories or between categories and subcategories below. The final step is selective coding, the researchers will select the most basic categories, then systematically links them to other categories, and validates the relationship.

Strauss and Corbin (1990, in Poerwandari, 2011, p. 184) explain that subcategories are being related to the categories above through a relations. They

describe the scheme or model of the relationship (picture 3).



Picture 3 Relationship Model on Coding  
Sources: Poerwandari, 2011:184

## RESULT AND DISCUSSION

### Bali

**Natural Disasters in the Tourism Attraction Area.** Since 2017, Mount Agung, as the highest mountain on the Bali island, shows active symptoms. Mount Agung's activities are included in the strombolian category by the National Disaster Management Agency (BNPB), where the eruption is not explosive, but it continuous and predicted to last for a long time.

BNPB predicts that the eruption will run up to five years. The activity of Mount Agung is difficult to predict, unlike the other mountains. For example, Mount Merapi, when it has been on the thirs alert, it followed by a large eruption. In the case of Mount Agung, after issuing a small eruption, this mountain tends to calm down.

When Mount Agung erupted at that time, the first communicative steps that taken by the local government were meeting with the Bali Provincial Tourism Office, the Regional Disaster Management, and Palang Merah Indonesia. At that time, there was no Standart Operating Procedure that regulates the natural disaster management. So the parties in the government ask each other who is actually the most responsible on this case.

The meeting result is the established of the Bali Tourism Hospitality which was guarded by the Dispar of the Province in Bali assisted by BPBD. Bali Tourism Hospitality was created as a contact point in the recovery phase of the post-natural disaster in tourism sector. Inside the Bali Tourism Hospitality itself, there are Indonesian Hotels and Restaurants Association and the Indonesian Travel Association.

**Disaster Victims** of the eruption are residents who live in in the mountain valleys with a radius about 3 km from Mount Agung. They had refuge to the shelter that provided by

the government. The local government is trying to fulfill their needs, from basic needs to life skills training, such as planting and caring for vegetables in pots.

The shelter area is filled by residents from Gianyar, Singaraja, and Buleleng. Event the regent whose citizens are not in the shelter still come to help. The Provincial Government also thought about the loans of the victims to the banks by communicating with them, so they would not be fined due to being late in installments because they could not work until the situation returned to normal. In the disaster mitigation phase, besides cooperating with the BPBD, the loval government also cooperates with Palang Merah Indonesia. All the related parties help each other and work together.

**Crisis Responsibility.** Indonesia's geographical location, which is in the ring of fire or prone to natural sisaters, urges the government to have an institution that can handle it. The provincial government of Bali established Bali Tourism Hospitality for airport conditioning, because there were so many things that had to be communicated when the airport was forced to close due to the disaster. However, the handling of the tourists cannot be compared to the civil society because it involves various parties, including immigration, customs, airline, and hotels. Stakeholders under the auspices of the Bali Tourism Board or the Indonesian Tourism Industry Association in Bali are quite active by coordinating one with another in relation to post-natural disaster recovery.

Indonesian Tourism Industry Association in Bali can provide servies to tourists when the airport close due to the natural disasters. For example, facilitating communicatin between tourists and the airline so they can reschedule the ticket. Indonesian Tourism Industry Association in Bali will also coordinate with the hotel through PHRI to

provide a free stay for one night or communicate to them so the tourists can reschedule the periods of the accommodation that have been ordered and set by the hotel.

The government cannot guarantee to provide the free accommodation or to ensure that flight tickets can be rescheduled, but the government can help to coordinate it with the parties, in this case PHRI and ASITA.

**Company Reputation.** Tourism agency in Bali often faces the hoax, false news or negative news that is spread in the community, especially from the mass media of competing countries. For example, one of the headlines was written "Do not go to Bali, it is dangerous." Tourism agency in Bali saw a lot of news that was made disproportionately, despite the fact that the distance between Mount Agung to the center of Denpasar was around 84 km. Moreover, from the airport to Denpasar is between 10-15 km, which means even further from Mount Agung. The impact of the hoaxes is that people do not dare to come to Bali.

In dealing with the issue of hoax and negative news, Tourism Agency in Bali gave an official statement which was released through the Department of Information and Communication. An official statement was made to explain that the eruption of Mount Agung was a small eruption and the position of the mountain was far from tourist attractions. In addition, the Provincial Government's Public Relations (PR) also helped spread the official statement to the ambassadors or consulates general (consul general) through various programs and meetings that were carried out gradually and intensively, such as with the European Union (EU) which has 40 consulates general. They helped dispel hoaxes and negative publicity circulating by clarifying that it was not true and that in fact the condition of Bali was safe enough to be visited. In handling this problem, the Provincial Government is also assisted by the central government.

Then, on the official website, BTB also includes a link that contains the official

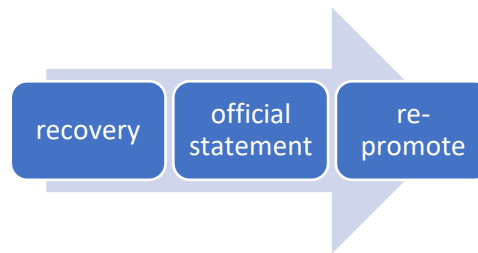
statement. In this case, BTB is the driving sector. The provincial government also did not forget to give the official statement to the mainstream media. In addition, social media also plays an important role in spreading official statements from the local government. Thus tourists are not afraid anymore to visit Bali. Later, they instead urged to immediately find out what was happening, how the latest conditions, and other relevant information.

**The Impact.** The eruption of Mount Agung in November 2017 resulted in a significant decline in tourist visits until March 2018. However, after the type of the eruption was identified, the Bali Provincial Government's tourism agency was intensively conducting a Ministry of Tourism program, named Bali Recovery. They were also active in proclaiming that the position of Mount Agung was far from the center of Denpasar so it was still safe to visit. The Bali Provincial Government which has a Regional Promotion Agency continues to promote Bali's tourist attraction again.

The Ministry of Tourism's program in order to deliver an information abroad is continued as they promote. All these efforts are considered effective, as evidenced by tourist visits are starting to return to normal now. Miss United Kingdom also had come to Bali for a family session trip. Now the provincial government of Bali is sometimes getting busy to drive out foreign tourists who want to travel in Bali.

**Blessing in disguise.** Nowadays, there is a temple that just became viral with the packaging "gate of heaven". "Gate of heaven" is actually the gate of the Lempuyang Luhur Temple which faces the eruption of Mount Agung from a distance. Currently Lempuyang Luhur Temple has limited the number of tourists who visit because it can reach 2,000 tourists a day, who are willing to wait and queuing early in the morning will be able to get photos there. So, in the digital era now, millennials and social media play an important role in efforts to restore the image of Bali tourism after natural disasters.

### Picture 1 The Strategy Flow of the Province-Bali Tourism Image Recovery Post Natural Disasters



#### Lombok

In 2018, Nusa Tenggara Barat was stricken by a natural disasters which is earthquake that occurred up to three times in a row. From the level of damage caused, the earthquake was classified into three categories, there are moderate-severe, light-moderate, and light. These natural disasters have an impact on Lombok's tourist attractions, including Gili Matra (moderate-severe), Senaru (moderate-severe), Sembalun (moderate-severe), Senggigi (light-moderate), and Mataram (light).

Three periods of the earthquake struck in different areas. The first earthquake occurred on July 29, 2018 with a 6.4 the Richter Scale Magnitude, centered near Mount Rinjani. This earthquake affected the surrounding areas such as Sembalun, Senaru, the climbing gate of Mount Rinjani, and damage to the trekking path. The earthquake was followed by a second earthquake that occurred on August 16, 2018 on Gili Terawangan and two others. On August 24, 2018 the earthquake at this time occurred the City of Mataram and Senggigi. The impact caused by the third earthquake was not as severe as the first and second quakes in the Rinjani region and three areas of Gili. There is one victim of foreign tourists from Malaysia when the earthquake was in Sembalun.

The form of responsibility of the provincial government for the crisis in NTB is shown by handling various aspects, from human resources, institutions, destinations, until marketing to overcome several problems that arise. The psychology impact in society, tourism actors, and industry is overcome by the trauma healing program. This effort was made to restore the mental health of tourism workers and the society to normal conditions. Relaxation in the fields of finance, electricity and water was carried out.

Rehabilitation and reconstruction of tourism accessibility is also carried out in coordination with a relevant ministries or institutions. The proposed special allocation fund was taken as a recovery effort. The problem of damage to the infrastructure accessibility that affected destinations was overcome by repairing the Teluk Nara crossing terminal, Gili Terawangan Pier, Senggigi Public Pier, Bangsal Tourism Port, and Gili Air Pier.

The decreasing in the number of tourist visits was overcome by including the Lombok tourism industry on a family trips, events and roadshows in Indonesia and abroad. This effort was also carried out to restore the image of the tourism sector which is affected by natural disasters. Disaster management is formed to deal with disasters so that people become better prepared when disasters occur again in the future.

**Company Reputation.** The tourism sector is one of the parties that have a responsibility for natural disasters because the epicenter is near all of Lombok's tourist attractions. In a chaotic situation, there are many assumptions arising from the community that connect the events without providing the data and facts. There is an assumption for example "tourism brings out a disaster." People in Sembalun who are heresy. People at the summit of Mount Rinjani who are not limited by the governance, women's manners, and so on.

It should also be mentioned that there is a contribution of local media in reporting the news. In fact, in terms of rationality, natural disasters like earthquakes cannot be predicted. Unlike the flood disaster that can be seen when heavy rains and water have begun to rise. Fires can also be seen. So the media should focus more on disaster mitigation and management. Unfortunately, natural disasters that occur

become good news for the media. National media is far more realistic than local media. Breaking news can enter a certain period, but it will be re-reported to the audience that it was a disaster. In this case, the national media has helped to recovery.

Delays in providing relief funds to disaster victims can also be big news in the media, even though the process is being carried out. News about victims who are starving at the disaster site and not getting any help will be a big news, even though the food supply is running. In case of the evacuation of victims, the process went smoothly and there were no fatalities, but the media reported that there were casualties. However, it appears that the media always has an interest, there is no media that is free of interests.

The recovery efforts are carried out first. The effort to revive the tourism sector after being stricken by the natural disasters is far more severe than the loss of the image due to other problems. Terrorism in Jakarta, for example. Terrorists are arrested by security forces, then processed at court and opened to the public, finished. But if a disaster can't be treated just like that, then finish.

International media is smarter than local media. International media such as BBC, especially CNN, and also Australian media, because there are many markets here. Foreign markets recover faster than national markets such as the Jakarta people who are still afraid. Foreign tourists are more afraid of rabies than the earthquakes because they are used to facing natural disasters, and they have a better disaster management.

Not all local media preach negative things, some of them are positive, but in the frenzy of the disaster it is hoped that the media will make real news, according to the facts. So, actually for them maybe good news is on momentum. There was indeed a disaster, but how could that minimum amount of news not cause a bad image and trauma. For example we want to cover it up, but the media is looking for it. We can't prohibit either.

**Affection.** Affection. Lombok as a tourist attraction does not close completely, but there is a decrease in capacity and number of visitors. The Rinjani area is indeed closed because its safe area is not guaranteed. But, there are another tourist destinations such as Kuta Mandalika, Gili Terawangan, which is

nothing to worry about - except that the equipment is being repaired.

This decrease does not only occur in Lombok, in 2019 almost all tourist destinations, especially the number of the domestic tourists. Domestic tourists are depressed by the ticket prices and also the paid baggage, airline policies are not impartial. Of course there is no room for the provincial government to be able to intervene in the airline.

However, now it has begun to recover, has begun to live, the market has begun to appear, tourists have begun to enter. An indication that the tourism sector is recovering from the crisis is the souvenir vendors such as pearls have started selling in hotels in the morning. They have started to sit waiting for the guests. That means the tourism sector has come back to life. In addition, in Senggigi many outlets have started to line up and traders with cars have also begun to crowded again. Or hawkers have started to smile, already awoken. If it's still no visitors, it means the tourism sector is still dead. The recovery process lasts approximately six months.

**Behavior.** The marketing strategy with the target of domestic tourists is carried out with meetings, incentives, conventions, exhibitions (MICE) that have begun to grow. Many domestic tourists travel with the official travel orders. Circuit construction is also a plus point.

At the same time marketing with the target of foreign tourists is carried out with promotions to the sailing market, both in London, Malaysia and Australia. AirAsia airlines are also supported to be involved in joint promotion in Perth, Australia. Promotion to Dubai was carried out. Monitoring of market movements is always carried out. Image recovery in foreign countries is much faster than domestic.

**Responsibility for the crisis that occurred.** The first thing to do after an earthquake is to solve the trauma problem (trauma healing). The first target of trauma healing is the tourism industry, ranging from hotels, restaurants, then tourism service businesses, including airlines and others. They are already afraid to do the business.

On the first earthquake period, the experiment was carried out by reducing the frequency of the airline to operate. Air Asia, for example, before the earthquake, they

provide three times a day flights from Kuala Lumpur, Malaysia, to NTB. When the earthquake struck, the airlines have reduced the frequency to once a day.

The next healing trauma is for the people who lived in the tourist area so they will no longer feel traumatized. After the trauma healing, the next step is recovery in attraction, accessibility, and amenities (3A). Right here, the 3A is resolved. Currently, the sector that has not been recovered 100% is Rinjani, because it involves the safety of the mountain climbing. There are climbing routes that are still unstable. There is still land movement, landslides, and others that have not returned to normal. On June 24, 2019 the hiking trail to Rinjani had begun to reopen with a limited quota, only for 500 climbers in one day. The climbers must registered themselves first via e-Rinjani online. Then, when the accessibility compilation is all back in normal, the flights has begun to be restored. International flights are expanded with Perth, Australia and others.

In terms of the airlines, it is not only Lombok which is under pressure, but all of Indonesia's tourist destinations are also experiencing the same thing. For the domestic market, when the recovery was going in, it turns out that Lion Air was implementing a paid baggage policy, then the ticket prices were not controlled. Garuda was also do the same. Starting at August 1, 2019, the NTB tourism sector will be helped by Air Asia which make Lombok as a transit for the flights. Air Asia ensures their domestic flights in three destination cities, Jakarta-Lombok twice, Yogyakarta-Lombok, once, and Denpasar-Lombok twice. This is enough to help them to stretch the domestic tourist market.

The tourist target is 4 million visitors. 4 million are international, because in fact the international market has grown. Now, it's a peak season. Gili Terawangan is already full, and also three others Gili, including the Sekoteng area (West Lombok).

Recovery from the trauma healing has been completed. So, the 3A is still going until now, for the example, in Gili, there are only

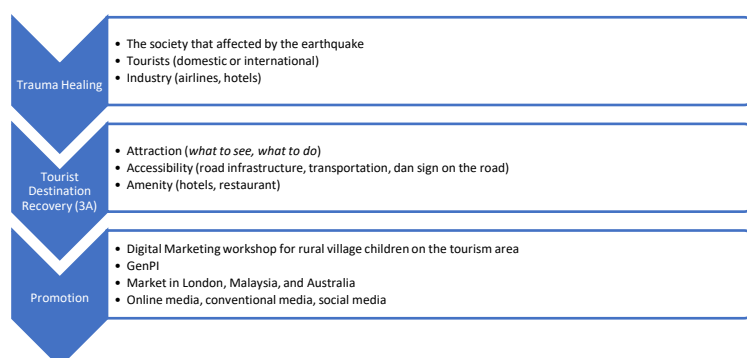
10% of industries that have not yet begun to make an improvements on their properties. The problem is, first, there are still a problem with the insurance, both of the owners indeed not focused on making the improvements, it's still on the stage of credit restudying, and others. Bank Indonesia has promised a restudying like a credit relaxation. So, the credit due date is added, interest is not paid, there is a time for rescheduling. Promotion which is never finish. The industry must start to rise, the enthusiasm from friends of the industry must have begun to recover. The most severe current tourism problem is being pressured by the aviation business.

**Previous Reputation.** Industry is the most interested part in the tourism sector. The industry is much smarter in managing their public relations than the government. Government's homework is usually only by request, asked to make a release, and then it will be made. Not so with the industry, hotels for example. In Terawangan, for example, those who do business and live in the area are more resilient in their recovery. Including the media.

Industry and government are equally interested, as long as people want to come. Our job is to stabilize everything. Promotion and publication through various media should continue to be done, both online media, print media, and social media. For this reason, digital marketing training is being held for rural village children from Google Track. The Tourism Office is working with Google which organizes training for free. The impact of this promotion is extraordinary and fairly fast. There is an Generasi Pesona Indonesia (GenPI) also in Lombok. There is also Gapura Garuda.

The obstacle that they faced is the difficulty of convincing people, because to builed the trust is not as easy as talking about "there is no earthquake". There are also institutions which are helping, such as the BNPB and Regional BNPB which carried out the treatment for recovery. All road sectors and the conditions has recovered today, then we just have to wait for the tourists to come.

**Picture 2 Strategy of the Tourism Image Recovery Post-Natural Disasters Model**



## CONCLUSION AND RECOMMENDATION

This research specifically provides an overview of the communication strategies to restore the image of tourism after a natural disasters in Lombok and Bali. Based on the results of this study, it is known that the application of the communication strategies which are carried out by these two regions are very different because the history of the situation and the reputation of the previous tour also different. Bali is a world tourism icon that has good tourism management and the tourism sector is the main source of income for the people of Bali. This has resulted in the emergence of strong awareness from each stakeholder to jointly maintain the image of Bali tourism in the event of a disaster. In addition, the government and the media have also been quite helpful in providing clear information and counteracting the circulating hoax so that the reputation of Bali's tourism can be easily restored.

Natural disasters that occur in Bali, in general do not have such a severe impact on the tourism sector, so the adopted communication strategy does not require much special effort in handling the post-natural disaster. Governments, communities and tourism managers can still coordinate and communicate well. Bali even has various policies that have been decided together in dealing with disaster situations.

On the other area, the image of Lombok tourism is not as good as the image of Bali tourism. Lombok has a history of natural disasters which is different from Bali. Besides that the impact caused by the disaster in Lombok is far more severe compared to Bali. The Lombok disaster took many victims then causing the trauma and faltering in local

communities to restore the condition of tourism. Also the management of Lombok tourism is not as good as the management of Bali tourism. For the people of Lombok, the regional income is not only dependent on the tourism sector but also other sectors so that people do not yet have the awareness that tourism recovery is important.

The cooperation among various stakeholders in Lombok is also not well coordinated so that in the recovery process there are still many challenges, especially in terms of conveying information related to disaster. Local media even conveyed the news that would potentially damage the image of Lombok tourism and also the condition of the people of Lombok is very different from the people of Bali. The Balinese are far more advanced than the people of Lombok. The society belief in the occult and the others are still often associated with the emergence of disasters in Lombok. So, in handling the communication strategy which is applied will also must have a deal with these belief assumptions. The society also does not have sufficient understanding related to disaster and disaster management, so when a disaster occurs the society is still experiencing the uncertainty and do not know what to do.

Based on these findings, it can be understood that the condition / impact of the disaster as well as the reputation of tourism before the disaster is very influential in the process of restoring the image and reputation of the regions on the tourist destination which is affected by the disaster. The communication strategy adopted must also consider these conditions.

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