

# Green Zone Tourism Promotion Strategy of the Bali Government Tourism Office in 2021

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## ABSTRACT

Indonesia is a country that has a variety of natural charms that everyone can enjoy in the tourism sector. However, the pandemic caused by Covid-19 so far has not subsided, which of course, most people in Bali who depend on the tourism sector lose their jobs and even do not get a livelihood for their living needs. From that, The Ministry of Tourism and Creative Economy of the Republic of Indonesia appointed Bali Province as one of the provinces implementing the green zone program to support the recovery of the tourism economy. Implementing the tourism recovery plan in the province of Bali is carried out in stages. The government has designated three areas in Bali as green zones: Ubud, Sanur, and Nusa Dua. It is essential to see the strategy of the Bali Government Tourism Office in promoting the green zone as an effort for tourism recovery. This study aims to identify and describe the marketing communication strategy of the Bali Government Tourism Office in introducing a green zone as an effort for tourism recovery in 2021. This research will offer new wealth in the research related to marketing communication strategies that focus on the green zone sector in Indonesia. A qualitative descriptive study was conducted to examine green zone efforts for tourism recovery based on the marketing communication strategy concept. Findings revealed that the Bali Government Tourism Office adopted at least more than one of the tourism destination marketing communication mixes to promote green zone as an effort for tourism recovery in 2021. In addition, the Bali Government Tourism Office was also considering the pentahelix stakeholder model, where the five stakeholders in the model are invited to discuss how to make the program successful.

## 1. Introduction

Indonesia is a country that has a variety of natural charms that everyone can enjoy, one thing that can certainly be enjoyed easily is the tourism sector. Tourism in Indonesia, especially in an area, will significantly benefit the country's Gross Domestic Product (GDP). Bali Province is a province contributor to the national GDP with a relatively high level of 5.5%<sup>1</sup>. This figure is a relatively large number, and this is due to the primary role of tourists in the context of the income country, which plays a significant role as a contributor to this national GDP.

Great tourism potential with very diverse cultures and cultures in each region, making Bali a very high potential to become the most popular tourist destination in demand in Asia and even in the world<sup>2</sup>. This certainly impacts the people on the island of Bali to have the spirit to continue to preserve the cultural diversity of the island of Bali. However, the pandemic caused by Covid-19 so far has not subsided, which of course, most people in Bali who depend on the tourism sector lose

<sup>1</sup> Vendi Yhulia Susanto, 'Sepanjang 2019, Devisa Sektor Pariwisata Mencapai Rp 280 Triliun', *Kontan.Co.Id*, 2020 <<https://nasional.kontan.co.id/news/sepanjang-2019-devisa-sektor-pariwisata-mencapai-rp-280-triliun>>.

<sup>2</sup> Tripadvisor, *Popular Destinations - World*, 2021 <<https://www.tripadvisor.com/TravelersChoice-Destinations>>.



their jobs and even do not get a livelihood for their living needs. According to data on foreign tourist arrivals by the Ministry of Tourism and Creative Economy of the Republic of Indonesia, it was found that the intensity of the number of foreign tourists visiting from 2020 to 2021 can be seen in the following table:



**Fig. 1.**Number of Foreign Tourist Visits to Indonesia 2020-2021

Source: quoted from <https://kemenparekraf.go.id/statistik-wisatawan-mancanegara/Statistik-Kunjungan-Wisatawan-Mancanegara-2021>, on 20 June 2022 at 15.00 WIB<sup>3</sup>.

Based on the statistical data above, there has been a drastic decrease in foreign tourists from February 2020 until now. This is due to the rapid spread of Covid-19. From 2020 to 2021, there will be a significant decline and an impact on all sectors, especially tourism.

Over time, in early 2021, Indonesia began to carry out a Covid-19 vaccination program<sup>4</sup>. This vaccination aims to form an immune system in a person's body to fight bacteria and viruses that cause infection so that herd immunity can be achieved nationally and internationally<sup>5</sup>. Herd immunity is an event where most of the population in an area is immune to infectious diseases, which can provide indirect protection for groups that are not immune to these infectious diseases<sup>6</sup>. Seeing the potential for herd immunity, the Indonesian government, in this case, issued a policy prepared to support the recovery of the tourism economy in several provinces in Indonesia.

Green zone is an initiative of the Indonesian government in planning the reopening of tourism in several provinces in Indonesia. The Ministry of Tourism and Creative Economy of the Republic of Indonesia appointed Bali Province as the first region to get the opportunity to prepare for reopening the tourism industry. The preparations are carefully planned to ensure the convenience, comfort, and well-being of domestic and foreign tourists to the province of Bali. The implementation of the tourism recovery plan in the province of Bali is carried out in stages, where the government has designated three areas in Bali as green areas, namely; Ubud in Gianyar Regency, Sanur in Denpasar City, and Nusa Dua in Badung Regency<sup>7</sup>. The initial initiation of this program was also based on a decrease in the number of Covid-19 cases in the three green areas, which also became 3 (three) areas in great demand by tourists. The green zone was introduced to domestic and foreign tourists as proof that a green area is safe to visit in Bali Province when Covid-19 hits.

A vaccination program has been implemented to support the preparation of a tourism recovery plan in the province of Bali. February is the first month of the vaccination program for health workers in Bali to support the implementation of the green zone<sup>8</sup>. Not only vaccination programs, certification, and implementation of health protocols are also programs to support the preparation of tourism recovery plans in the province of Bali. The CHSE (Cleanliness, Health, Safety, Environmental) certification is a certification given by the Ministry of Tourism and Creative Economy as a form of monitoring the implementation of health protocols in business sectors related

<sup>3</sup> Kemenparekraf, 'Statistik Kunjungan Wisatawan Mancanegara 2021', 2021 <<https://kemenparekraf.go.id/statistik-wisatawan-mancanegara/Statistik-Kunjungan-Wisatawan-Mancanegara-2021>>.

<sup>4</sup> P2P Kemkes, 'Program Vaksinasi COVID-19 Mulai Dilakukan, Presiden Orang Pertama Penerima Suntikan Vaksin COVID-19', *Direktorat Jenderal Pencegahan Dan Pengendalian Penyakit*, 2021 <<http://p2p.kemkes.go.id/program-vaksinasi-covid-19-mulai-dilakukan-presiden-orang-pertama-penerima-suntikan-vaksin-covid-19/>> [accessed 20 June 2022].

<sup>5</sup> Infeksiemerging, 'Apa Itu Herd Immunity (Kekebalan Kelompok)?', *Infeksi Emerging Kemkes*, 2021 <<https://infeksiemerging.kemkes.go.id/uncategorized/apa-itu-herd-immunity-kekebalan-kelompok/>> [accessed 20 June 2022].

<sup>6</sup> Infeksiemerging.

<sup>7</sup> Indonesia.Travel, '3 Green Zones in Bali Are Being Prepared for International Tourist', *Indonesia Travel Ministry of Tourism, Republic of Indonesia*, 2021 <<https://www.indonesia.travel/id/en/news/3-green-zones-in-bali-are-being-prepared-for-international-tourist>> [accessed 20 June 2022].

<sup>8</sup> Baliprov.go.id, 'Seratus Persen Naker Pariwisata Bali Sudah Divaksin, Vaksinasi Dinas Pariwisata Bali Ditutup.', *Baliprov.Go.Id*, 2021 <<https://www.baliprov.go.id/web/seratus-persen-naker-pariwisata-bali-sudah-divaksin-vaksinasi-dinas-pariwisata-bali-ditutup/>> [accessed 20 June 2022].

to tourism, such as tourism businesses, tourism destinations, and other tourism products to be able to provide guarantees. To tourists on implementing cleanliness, health, safety, and environmental sustainability<sup>9</sup>.

The green zone in the province of Bali, designated as a tourism recovery plan, is selected based on the potential demand and longing of domestic and foreign tourists to return to the natural attractions of Ubud, Sanur, and Nusa Dua<sup>10</sup>. Reviewing the potential for tourism recovery prepared by the central and local governments for the green zone, it is interesting to look at the marketing communication strategy. The implementation of the tourism recovery plan will undoubtedly significantly impact improving the economy of the Balinese people, who only rely on tourism as a livelihood. Referring to Figure 1.1, the data obtained until the end of 2021, tourism in Indonesia, especially the province of Bali, has not been able to increase significantly, especially in the three green areas echoed by the central government as priority areas for tourism recovery in early 2021.



**Fig. 2.** Number of Participants for Dose 1&2 Vaccination of Bali Province in 2021

Source: quoted from <https://bpbdbaliprov.go.id/article/2599/achievement-vaksin-di-provinsi-bali-sd-jumat-17-desember-2021>, on June 20, 2022, at 15.00 WIB<sup>11</sup>.

The infographic shows that the dose-one vaccination rate in Bali province has reached 103.76% and has exceeded the herd immunity index in the region<sup>12</sup>. The vaccination program, which was supposed to be an effort to support the preparation of a tourism recovery plan in the province of Bali, especially in the three green areas, was unable to significantly increase tourism potential in the province of Bali. More than 60% of business actors in the province of Bali have also obtained CHSE certificates<sup>13</sup>. The fact is that it has not been able to significantly increase the recovery of tourism in the province of Bali. This is contrary to the Bali Provincial Regulation No. 5 of 2020 concerning Standards for implementing Balinese Cultural Tourism.

Chapter IV on Tourism Marketing Articles 14 and 15 clearly states that a series of tourism marketing is a process for creating, communicating, delivering tourism products, and managing relationships with tourists to develop quality and sustainable Tourism and all stakeholders<sup>14</sup>. The failure of the Bali Government Tourism Office in carrying out tourism marketing, especially for the three green zones, became a trigger for researchers to conduct research using an approach of marketing communication strategy study. Based on the same national marketing communication strategy guidelines. It is proven by the lack of domestic and international tourists who come to the province of Bali. According to the researcher, this failure cannot be separated from the role of marketing communication strategies through socialization and information carried out by the Bali Government Tourism Office in maximizing the utilization of available resources. The focus of the research to be researched is the marketing communication strategy of the Bali Government Tourism Office in introducing the green zone as an effort to recover tourism economy.

This study also considers several previous studies as reference material in conducting research. Researchers use sites in the Open Knowledge Maps network by mapping previous studies that can

<sup>9</sup> Chse.kememparekraf, 'Mengenal Apa Itu Sertifikasi CHSE?', *Chse.Kememparekraf.Go.Id*, 2020 <<https://chse.kememparekraf.go.id>> [accessed 20 July 2022].

<sup>10</sup> Indonesia.Travel.

<sup>11</sup> PUSDALOPS, 'Capaian Vaksin Di Provinsi Bali s.d. Jumat, 17 Desember 2021', *Badan Penanggulangan Bencana Daerah Provinsi Bali*, 2021 <<https://bpbdbaliprov.go.id/article/2599/capaian-vaksin-di-provinsi-bali-sd-jumat-17-desember-2021>> [accessed 23 June 2022].

<sup>12</sup> PUSDALOPS.

<sup>13</sup> Putu Arieq Putra Wijaya Kusuma, 'Baru 60 Persen Usaha Pariwisata Di Bali Tersertifikasi CHSE', *Buleleng Post*, 2021 <<https://buleleng.pikiran-rakyat.com/seputar-bali/pr-2012713228/baru-60-persen-usaha-pariwisata-di-bali-tersertifikasi-chse>> [accessed 23 June 2022].

<sup>14</sup> Pemerintah Daerah Provinsi Bali, *Standar Penyelenggaraan Kepariwisata Budaya Bali* (Indonesia, 2020).

be compared with future research. Marketing Communication Strategy Implemented by The Hotel as an Effort to Increase Visitor Interest During Covid-19 Pandemic has found many results regarding the marketing communication strategies carried out by hotels to increase visitor arrivals during the pandemic, namely: First, improving service quality which will have an impact on visitor satisfaction. Second, make price adjustments by looking at the pandemic situation. Third, collaborate with various parties to expand the market and increase hotel visitors in the long term<sup>15</sup>.

#StayHome Today So We Can #TravelTomorrow: Tourism Destination's Digital Marketing During the Covid-19 Pandemic at the time this research was running, there were two phases, namely the lockdown phase and the recovery phase. Each phase has its strategy for marketing tourist destinations. The strategy carried out during the lockdown phase was to spread hope and inspiration, a sense of brotherhood, longing, and nostalgia. The strategy in the recovery phase is carried out by welcoming back, announcing tourist destinations that are safe from Covid-19, and offering restorative experiences. The utilization of digital media will undoubtedly help the recovery of tourism marketing. The typology of the six strategies can be used as a reference for tourism recovery after the pandemic<sup>16</sup>.

As the previous research described, further research will focus on the initiation of the central government handed down to the local government of the Province of Bali in introducing the green zone to restore the tourism sector. The presence of this initiation is expected to give confidence to all foreign and domestic tourists traveling to Bali Province.

This study aims to identify and describe the promotion strategy of the Bali Government Tourism Office in introducing a green zone as an effort for tourism recovery in 2021. This research is expected to contribute to the academic study of marketing communication, especially on tourism recovery, which is still very minimal. This research will offer new wealth in marketing communication research considering the lack of research related to marketing communication strategies that focus on the green area sector in Indonesia. The Covid-19 pandemic is the reason for forming a green area formed by the central government to support the preparation of a tourism recovery plan in the province of Bali. However, the lack of marketing carried out by the Bali Government Tourism Office for the green area has resulted in the lack of public knowledge of the government's efforts to treat people's longing for several natural tourist destinations in the province of Bali.

## 2. Research Method

A qualitative descriptive study was conducted to examine green zone efforts for tourism recovery based on the marketing communication strategy concept. This study reviews the components in its scientific area and seeks to provide meaning and interpretation of events from the perspective of meanings conveyed by the community<sup>17</sup>. Qualitative research can also offer strategies for obtaining answers to questions that examine the emergence of social experiences and strategies for obtaining meaning. This is the reason why researchers use a qualitative approach to describe and convey an extensive understanding of the marketing communication strategy carried out by the Bali Government Tourism Office in introducing green zones as an effort to restore tourism in 2021 through interviews and documentation.

The primary source in this study was directly obtained by the researchers from the Bali Government Tourism Office using the interview method with the Head of the Tourism Destinations Division and the Head of the Tourism Marketing Division. The secondary data source of this research comes from documentation related to various materials owned by the Bali Government Tourism Office. The interactive analysis technique proposed by Miles and Huberman became the

<sup>15</sup> Yuany Farradia, 'Marketing Communication Strategy Implemented by the Hotel as an Effort to Increase Visitor Interest during Covid-19 Pandemic', *International Journal of Economy, Education and Entrepreneurship*, 2.1 (2022), 176–90.

<sup>16</sup> Eran Ketter and Eli Avraham, '#StayHome Today so We Can #TravelTomorrow: Tourism Destinations' Digital Marketing Strategies during the Covid-19 Pandemic', *Journal of Travel and Tourism Marketing*, 38.8 (2021), 819–32 <<https://doi.org/10.1080/10548408.2021.1921670>>.

<sup>17</sup> Norman. K Denzin and Yvonna. S Lincoln, *Handbook Qualitative Research* (Yogyakarta: Pustaka Pelajar, 2009).

analytical instrument used in this study, they explained that at least the data analysis technique consisted of three elements, namely data reduction, data presentation, and conclusion testing<sup>18</sup>.

The validity test method used in this study is source triangulation. The data obtained will then be analyzed and concluded, as well as examining other data sources, by looking at the suitability of the primary time data source<sup>19</sup>.

### 3. Findings and Discussion

#### 3.1. Marketing Communications Strategy

Marketing communication is a marketing activity that seeks to disseminate information, influence, and increase the target audience for the agency and its products or services so that they are willing to accept, buy, and be loyal to the products or services offered by the agency concerned. Bali Government Tourism Office used the marketing communications strategy for conducting every program, primarily developing, and promoting tourism destinations.

The first marketing communication strategy was planning a marketing communications program. Bali Government Tourism applied a SWOT analysis in the green zone program as a situation analysis. It was found that the strength of this program was the longing for foreign and domestic tourists to come on vacation to Bali, this was undoubtedly the maximum strength to make this program. Seeing these strengths, of course, there were opportunities for the central government and local governments to create valuable programs for economic improvement, especially tourism in the province of Bali. The longing for tourists to come to Bali was an excellent opportunity for all people to restore the tourism economy by maximizing all sectors and increasing attractions, access, amenities, and ancillary services in their respective tourism destinations. In addition, to strengths and opportunities, an analysis of the weaknesses considered with this program can be seen from the lack of readiness of the regional and central governments in dealing with COVID-19 cases that have not come down at that time. External threats such as continuous policy changes and the high cost of quarantine and PCR tests at that time threatened this program.

Kotler says that a successful marketing process consists of interconnected steps. The strategy of classifying and implementing segmenting, targeting, and positioning will further finalize the preparation for this green zone program. In general, the segmentation of this program was classified based on demographic, geodemographics, geographic, psychographic, and community behavior. The target audience is the selection of one or several audience segments that will be the focus of marketing and promotional activities. Positioning is a communication strategy that relates to how the audience places a product, brand, or agency in their minds, so that the audience has a thorough assessment. Thus, selecting the three zones that became the green zone paid close attention to segmentation, targeting, and positioning. The three zones were chosen considering the high percentage of tourist activity in these areas before the pandemic. Not only that, but the low rate of spread of COVID-19 was also a factor in the three chosen regions in this program. Domestic tourists are the main target for implementing this program, where domestic tourists can more easily travel within the country than foreign tourists. Furthermore, foreign tourists become secondary targets in this program.

The main short-term goal of marketing communications in this program was to disseminate information to domestic and foreign tourists related to the security and readiness of the island of Bali to be visited during the pandemic. However, talking about the period, the medium-term goal of marketing communications in this program was to influence domestic and foreign tourists to want to come to the island of Bali. The realization of tourist arrivals amid expensive transportation and accommodation during the pandemic was the long-term goal of marketing communications in this program.

After planning the green zone program, the Bali government tourism office implemented a marketing communication program. Assessment of the previous marketing plan was the main thing

<sup>18</sup> Pawito, *Penelitian Komunikasi Kualitatif* (Yogyakarta: LKIS, 2008).

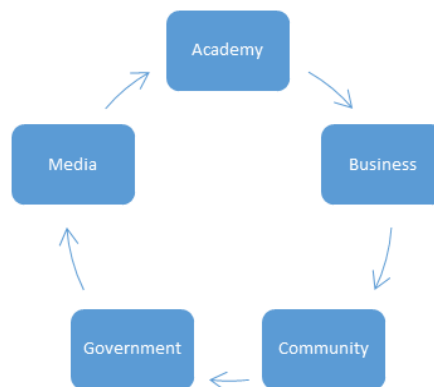
<sup>19</sup> Sugiyono, *Metode Penelitian Kuantitatif, Kualitatif, Dan R&D* (Bandung: Alfabeta, 2008).

carried out in implementing this marketing communication program, where they first study the entire marketing plan and achievement, manage advertising and promotional activities to study the environmental impact on the program plan. In preparing and developing promotional and advertising media, the government tourism office paid attention to all partners who can be invited to cooperate in disseminating information related to this program. Media execution was an activity in determining the type of media to support marketing communications. The Bali Government Tourism Office emphasizes that the marketing communication program would focus on promotional activities through mass media. The Bali government tourism office consistently implemented POAC (Planning, Organizing, Actuating, Controlling), including in tourism destinations, where every month it continuously monitors and evaluates tourist attractions on the island of Bali by distributing questionnaires and/or zoom meetings.

With the best planning, until monitoring and evaluation take place, obstacles will still appear as small as possible. Flights were the main obstacle in this program, how can we bring in tourists if the flights are closed? Many tourists chose driving as an alternative, as many as 4.3 million domestic tourists. The second obstacle was due to the still massive coronavirus and the travel bubble and the imposition of restrictions on community activities until the government's changing policies, PCR tests, and quarantines, which were pretty challenging to take. There were hotel bookings and other tourism services in November and December 2021, but they chose to go to Thailand due to changing and uncertain policies. 6-10 days of quarantine was very difficult for tourists and costs at least 10 million for quarantine hotels and tourists who must pay for the quarantine accommodation.

### 3.2. Tourism Marketing Communications

Tourism marketing communication is a management process in sending and providing information and advice on products and ideas to benefit people who travel or visit an area. The recovery of tourism after the pandemic in Indonesia, especially the three priority green areas, indeed cannot be separated from the role of stakeholders. With stakeholders in this green area program, a collaboration between actors will undoubtedly occur to achieve a goal and make tourism recovery successful, especially for the three green areas. The collaboration of these stakeholders is known as the Pentahelix model with the ABCGM (Academy, Business, Community, Government, and Media) formula. Throughout history, the Pentahelix model has been widely implemented and is said to develop the tourism industry successfully. The Pentahelix model can be seen in figure 3 below:



**Fig. 3.** Pentahelix Model

Academics have a role in preparing professional tourism human resources following social needs, industry, and the attractiveness and social character of the local community. Several academics from the Bali Tourism Polytechnic, the Institute of Tourism and International Business, and Udayana University were combined to examine the potential and threats of this program. Businesses can create markets, services, and jobs, as well as form communities and tourism businesses. All tourism businesses in the business sector also consider the green zone program, such as PHRI (Indonesian Hotel and Restaurant Association), PUTRI (Indonesian Recreational Park Business Association), ASITA (Association of The Indonesian Tours and Travel). Communities can be involved in planning, managing, and making decisions to evaluate tourism development as well

as exploring and preserving tourism by developing local culture and the natural environment. The government makes regulations and policies related to tourism as a facilitator, creating a conducive business climate, preserving tourism resources as a national asset, and encouraging investors. The government, in this case, the Ministry of Tourism and Creative Economy of Republic of Indonesia, the Government Tourism Office, and the Regency/City Tourism Office in the three regions make regulations and policies related to tourism as facilitators, creating a conducive business climate, preserving tourism resources as a national asset, and encouraging investors. All media personnel in the province of Bali or Indonesia can provide tourism information, carry out tourism promotions, and implement a check and balance mechanism between stakeholders in tourism activities.

### **3.3. Tourism Destination Marketing Communication Mix**

Marketing communication is closely related to the marketing communication mix. According to Kotler, agencies will use all elements of the marketing communication mix to improve the efficiency and effectiveness of marketing communications. The Bali government tourism office, in this case, at least uses several elements in the marketing mix for tourism destinations, including:

- a. Tourism products offered by the Bali Government Tourism Office in this green zone program include accommodation, transportation, recreation, food and beverages (traditional or modern), and attractions in each region. In addition, tourism products also include intangibles such as natural beauty, history, and culture.
- b. Place, this green zone program's locations took place in three main areas, namely Ubud in Gianyar Regency, Nusa Dua in Badung Regency, and Sanur in Denpasar City.
- c. Promotion, the Bali Government Tourism Office uses several elements in the promotion to distribute information related to the green zone program. Public relations and publicity promoted green zones through mass media, such as websites owned by the provincial and district/city tourism offices. Coordinate with all tourism associations in Bali to develop tourism economic recovery in Bali, of course, with the existing pentahelix stakeholders. Word of Mouth (WOM) Promotion can make news profitable, this is because WOM is something that many people talk about. Personal recommendations have become a preferred source of information for the audience, so they have a more substantial influence than other marketing communication elements. The Bali government tourism office has not been able to detect how massive domestic and foreign tourists are discussing this program in their respective areas. However, they can be sure that there were stories or rumors that they say regarding programs in Bali, especially those related to the green zone. Not only that, promotions through digital media, such as social media for all tourism offices in districts/cities, provincial tourism offices, the ministry of tourism, and the creative economy, were mobilized to distribute information related to this program. Private institutions other than the government were also intensifying promotions related to this program, named BPPD (Regional Tourism Promotion Agency).
- d. In this case, people, as all tourism actors, especially those related to the green zone program, have direct relationships, and interact with tourists. Friendly personal service will influence tourist perceptions.
- e. Partnerships aim to establish relationships with companies with the same business goals. In this case, the Bali government tourism office cooperates with all tourism associations, such as PHRI (Indonesian Hotel and Restaurant Association), PUTRI (Indonesian Recreational Park Business Association), and ASITA (Association of The Indonesian Tours and Travel Agencies). In addition, the tourism office of the province of Bali also cooperates with several foreign events of the countries, such as ITB (Internationale Tourismus-Börse Berlin) in Germany, WTM (World Travel Market) in London, JATA (Japan Association of Travel Agents) in Japan although it was carried out online. Moreover, Bali is part of the ITOP Forum (Inter-Island Tourism Policy Forum) in collaboration with islands in several countries, such as Jeju (Korea), Okinawa (Japan), Phuket (Thailand), Hawaii (USA), Tanzania (East Africa), Hainan (China), Cebu (Philippines), Penang (Malaysia), Bali

(Indonesia), Southern Province (Sri Lanka). All these countries work together to discuss the improvement and development of tourism in the country's provinces.

#### 4. Conclusion

In this research, the results of data analysis concluded that: (1) The Bali Government Tourism Office considers coordination with pentahelix stakeholders as the primary marketing communication strategy in providing and promoting tourism potential, especially for tourism economic recovery. (2) Promotion of the green area program was not carried out properly due to several obstacles, especially the travel bubble and uncertain government policies. (3) The tourism destination marketing communication mix is carried out, but not all elements in this mix are used optimally by the Bali government tourism office, 7 out of 10 elements.

#### 5. Acknowledgment

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