JURNAL KOMUNIKASI

DAFTAR ISI

Image Restoration Strategy of Bali Tourism Crisis

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Abstraksi

Artikel ini menjelaskan strategi perbaikan citra pada pariwisata Bali selama krisis. Dimulai dengan peran bidang pariwisata untuk pertumbuhan ekonomi di Bali dan Indonesia. Pentingnya manajemen isu dan krisis pada industri pariwisata dan identitas, citra, dan reputasi Bali, serta peran Diplomasi Publik untuk mencerminkan citra di luar negeri, akan dibahas di sini. Artikel ini mencatat, Bali mengembalikan citranya dengan memperbaiki sistem keamanan lokal, mengembangkan rencana manajemen isu dan konflik, yang didukung oleh promosi strategis dan pendekatan Kehumasan. Sebab, reputasi Bali seharusnya tidak terlalu bergantung pada pariwisata, namun terintegrasi dengan brand *produk, kebijakan pemerintah, investasi, budaya dan masyarakat, serta strategi Diplomasi Publik yang efektif. Di bagian akhir, artikel ini menyimpulkan bahwa sebuah tujuan wisata tidak dinilai dari krisis yang menimpanya tetapi dari bagaimana cara mempersiapkan diri dan menghadapi krisis itu sendiri.*

Kata-kata Kunci:

Pariwisata, restorasi citra (image restoration), *diplomasi publik, manajemen isu dan krisis.*

Introduction

Tourism has long been Indonesia's one of most important foreign exchange earners along with oil, gas, and textile. Indonesia, considered as the most attractive country in the entire PATA (Pacific Asia Travel Association) region (Loveard, 1999; Henderson, 1999), luckily consists of over 17,000 islands of diversed potential destinations such as Jakarta, Yogjakarta, Solo, Manado, Padang, Kalimantan, Lombok, Irian Jaya and Bali allowing to offer great diversity of unique and distinctive cultures and attractions. It is not surprising then, that the number of visitors to Indonesia has significantly increased time after time. As a result, as claimed by Simmonds (1997:2), Indonesia has moved from 'a poor, largely rural-based country with triple-digit inflation into one of the leading economies in the world's fastest-growing region (Henderson, 1999), thanks to tourism.

Of the many destinations throughout the country, Indonesia has put Bali island, one of its 32 provinces, as the most important destinations for generating devisa and economic growth. In 2001 for example, Bali contributed for about 40% of Indonesia's $US 5.4 billion (in foreign exchange) earnings from tourism (Oxford Analytica Daily Brief, 2002; Sherlock, 2002).

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Bali, named as 'The Island of Gods', 'The Island of Paradise', 'The Island of Thousand Temples', 'The Morning of The World', and 'The Last Paradise on Earth', is not only the best, most visited island in Indonesia, but also in Asian Pacific and even the world. Bali is the main gate of Indonesian tourism. Bali is the place where nearly all other Indonesian's provinces put their representative offices expecting the visitors visit their places afterwards. Nearly all products of souvenirs from all provinces throughout the country are available in Bali as the main sales and marketing gate.

Since the mid-eighties, visitor numbers to Indonesia have increased by more than six-fold, doubling in the 1990s, with around one-quarter of tourist arrivals to Indonesia being direct arrivals into Bali (*www.balidiscovery.com*). International visitors appeared to have dominated Bali's tourists where according to a report by World Bank (2003), of 5.7 million visitors in Bali, over three quarters were foreign (4.3 million). Tourism has both directly and indirectly related to Bali economies of informal and formal employment secor. A decline in tourism business would affect all employment levels ranging from parking men, street vendors, drivers to tour guides and hotel staff; from transport and travel service to accommodation and even entertainment and tourist attractions. Bali has appeared to be over-dependence on tourism.

However, tourism has also been proved to be such a sensitive, highly demanding and vulnerable industry easily ruined by any negative issue or crisis; bad events affect particular destinations making travelers are afraid to travel ranging from health-related outbreaks, political instability, natural disasters, economic ressession, biosecurity threats, terrorist attacks, and local riots (see Fall, 2004; Henderson, 1999; Pratt, 2003; Ritchie, 2003). There have been various events which have significantly affected tourism industry in global scale such as Gulf War (1990), Asian financial crisis (1997), US 9/11 (2001), Bali Bombing (2001, 2005), Asian Tsunami (2005), and of course, the on-going pandemic of H1N1 Virus, not to mention other issues and crisis spreaded throughout the world such as SARS, Cholera, political instability or ethnic riots.

When an event occurs in a particular place, it is not only the people are afraid to travel, but also their countries issue a travel warning not allowing their people to visit that place, making people are becoming more reluctant to travel. The 2001 US 9/11 tragedy, for example, has been considered as the worst event which affects global tourism industry for causing trauma and phobia for the people to travel particularly by air planes. It is the greatest event in history affected tourism industry in a global scale.

Series of crisis happened in any parts of the world have affected Bali's image and reputation as a safe, peaceful, and unique destination. All types of issues and crisis should be well anticipated and handled. Strategic attempts should be done continuosly and in effective way to regain the image of Bali tourism. The image of a destination significantly affects people decision to travel to a destination (see Ruslan, 1888; Konecnik, 2003; Wasesa, 2005). When a crisis occurs, accurate, fast, and effective information of an issue or crisis is highly required. A decision is ought to be taken, executed, and communicated which is a challenge of a Public Relations officer as a media of communications to communicate a destination's policy so that good relations

with the public could be maintained. In other words, crisis demands more communication activity where Public Relations was mostly applied.

The lost image and reputation of Miami (Florida) due to the 1992-1993 series of tourist murders was successfully re-gained through Public Relations campaign (Stacks and Tilson, 2002). When a crisis hit Oklahoma City (US) due to the April 19, 1995 tragedy, the government mostly applied Public Relations programs as a communication strategy (De Santo et al, 2002). Besides, Fall (2004) found that after the 9/11/2001 US tragedy, tourism managers had redirected their communication strategies by applying more Public Relations tactics to regain the people' lost trust and for promotional purposes.

Issues and Crisis Management

Terms of 'issue' and 'crisis' are used when a destination is under a threat. The 2001 WTC attack, the 2002 & 2005 Bali Bomb, the 2005 Asia Pacific Tsunami, 2009 world wide's HN21 Influenza Pandemic and surely the 17 July 2009 twins bombs at JW marriot and Ritz Carlton Hotel in Jakarta are threats which raise the terms in global scale. Issue and crisis are problem, obstacle or threat which possibly threaten or ruin a destination operation, image and reputation. Davis (2004) argued that an issue as being a condition or pressure, either internal or external, that, if it continues, will have a significant effect on the functioning of the organization or its future interests.

When the 2005 Asia Pacific Tsunami ruined Indonesia's Aceh province which, in fact, is situated about 3 hours flight from Bali, international travelers soon cancelled their booked travel arrangement as an issue arised that Bali was also affected by the tsunami. Bali was not affected. An issue should be well anticipated and managed before it affects a destination. A failure in anticipating and managing an issue would raise a crisis. The main aim of managing an issue is to prevent it to be a crisis or negatively affect the organization.

Issues Management is "the process of identifying issues, analyzing those issues, setting priorities, selecting program strategy options, implementing a program of action and evaluating effectiveness (Cutlip et al. 1985:15 as cited by Theaker, 2001). Japanese tourists arrival to Bali was significantly declined in 2003 when a Japanese tourist in Bali was reported having stomachache thought to be suffering from Cholera. The situation was clear when The Bali Health Board officially announced that it was only an ordinary stomachache and was not cholera at all (see Dwi Cahaya, 2006). Issue management describes the attempt by a destination to try to identify and anticipate issues and do something about them before they turn into crisis (Davis, 2004: p.140).

An issue which is lately anticipated and wrongly-managed turns into a crisis. In relation to tourism industry, Cassedy (1991) defines it as a disaster, whether natural or manmade, that has the potential to totally disrupt the tourism industry (Handerson, 1999). Unlike issue which might exist only for a short period of time crisis tends to stay longer and takes more time to recover, even years when a destination's image and reputation are affected.

Crisis are not only caused by a particular problem but often triggered by a failure in responding to them. Moreover, the world is becoming interdependent so that a small scale crisis in one part of the world can have a significant effect to other parts of

the world (Ritchie, 2004). Tourism industry has been characterized as a very sensitive business due to its vulnerability to changes in the wider environment and exposure to potential crisis (Handerson, 1999). It mainly demands high guarantees of security and health safety and tend to be easily ruined by any single related issue and crisis. Tourism is therefore highly susceptible to external factors and pressures in the wider operating environment situation (Ritchie, 2004).

The aggressive attack of terrorism for the last 10 years has been the most fearful issue faced by tourism industry. Terrorism is a real obstacle to tourism expansion (Salah Wahab, 1996: 175–202); terrorism not only reduces tourism activity but also relocates tourism and has an impact on long-term investment in tourism (Wall, 1996: 145: Hitchock and Dharma Putra, 2005). Tourism practitioners are suggested to realize that international visitors are very concerned about their personal safety (Edgel, 1990: 119) and that '... tourism can only thrive under peaceful conditions' (Pizam & Mansfield, 1996: 2), though analysts accept that it may be impossible to isolate tourists from international strife (Hall & O'Sullivan, 1996: 120: Hitchock and Dharma Putra, 2005). After the Asian 2005 Tsunami, tourist destinations whose main attraction is beach, experienced a great loss because visitors were afraid of beach.

A crisis does not only affect a destination reputation within a long period of time but also causes a huge financial loss. During the 2 consecutive bomb attacks (2002 and 2005) Bali has not only lost of huge income, image and reputation as a peaceful island of God but also suffered socio-economic crisis. The word "tourism" was even associated with 'crisis' considering the great effect of it for the tourism industry.

The keys to handle issues and crisis are both being reactive and proactive through effective communication integrated to a destination's strategy. Effective communication before, during or after a crisis is strategic. According to communication strategies studies conducted after the 2001 US tragedy, immediate reactive, yet strategic, communication planning was apparent in the wake of the terrorists attack—especially among tourism organizations (Fall, 2004). Combined, strategic planning and communication form 'strategic communication' has earned a highly regarded and prominent stature in corporate America (ibid.).

A crisis demands that decisions to be made, implemented, communicated immediately as a part of the company's public relations and management (Ogrizek & Guillery, 1999: Bachan, 2002). Crisis communication is the communication between the organization and its publics prior to (issue), during (crisis) and after the negative effect (Bachan, 2002). It challenges public relations in maintaining good relationships with public through planned effective communication. On the other hand, publics more consider how an organization responds to an issue and crisis rather than the issue or crisis themselves. "People will judge you more by how you handle a crisis than the actual of the crisis itself" (Furlow, 2001; Bachan, 2002: p. 34). The successfulness of a destination in managing an issue will bring a positive image and reputation among its publics (see Theaker, 2001: p.94-95). In other words, issues and crisis are considered as "opportunity" for public relations (Fall, 2004). Crisis communication is increasingly focused on discourse of renewal, viewing crisis as an opportunity to rejuvenate itself through strategic communication programs (ibid.).

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As the 20ᵗʰ century has been marked by the increased intense of political instability, natural disasters, health outbreaks, and terrorist attacks which fluctuate tourism and its related business throughout the world, Ritchie (2004) insisted business managers and tourism managers to have issues and crisis management as one of their core competencies. Due to the extensively bad effect caused by a wrongly managed issues and crisis such as short-term loss of investment confidence, declines in economic growth, lower job creation, unemployment, banckruptcies, business closures, migration, increases social tension, pessimism, depression, and changes in life style (Gurtner, 2004), competency of issues and crisis management which is very useful in order to prevent, restore and limit their effect, is not only to be beneficial for the sake of their (own) business or organization but also to safe their environment, society, country and the human being also. In other words, issue and crisis management is a must for tourism practitioners.

Bali Tourism: Identity, Image, Reputation, and Public Diplomacy

Despite being confusing, the terms identity, image, and reputation are inter-related. Identity is what we have and how we are. Image is how others see us and what they think about us. Identity is reality while image is the opposite of it. When the identity meets the image, it is reputation. The reputation is based upon experience gained, whether, through direct contact or indirectly via information received from third parties who have contact (Davis, 2004).

Just as a human-being, a destination also has identity. It is not merely just the visible aspects; name, logo/symbol, typeface and colour scheme (Dowling, 2001) but also the invisible ones; behaviour, culture, value, mission, and association which Wood (2001) referred as 'personality'. It is what the destination communicates (either intentionally or unintentionally) via various cues (ibid). Moreover, Van Riel (1995) introduced the term 'destination identity (CI) mix of symbolism, communication and behavior (Wood, 2001) which all should be integrated. A failure in managing identity results in wrongly perceived image as seen in the case of Bali as a destination.

An image of a destination is the sum of beliefs, ideas and impressions that people have of a place of destination which was formed through a consumer's reasoned and emotional interpretation, and which has both cognitive (beliefs) and effective (feelings) components (Konecnik, 2004) added by any pieces of information related to a destination (Wasesa, 2005).

A destination's reputation is then a consequence of public perceptions based on upon a synergy of communication images, events and corporate performance (Stacks and Tilson, 2002). In times of crisis, the community often finds itself both reacting to the immediate events while beginning to think long-term proactively to the ongoing consequences- all with the goal of restoring a positive reputation (Stacks and Tilson, 2002).

Indonesia and Bali have long been identical of their great diversity of (1) nature; beaches, rain forests with unique animals and plantations, volcanoes, marine life, lakes, rivers, (2) culture; people, religions, ceremonies, languages, dances and (3) buildings; temples, mosques, churches, viharas, monuments and houses. Besides, as a

country with 5 different religions live together in harmony, Indonesia and Bali have been known as a unique and peaceful destination, although in fact Bali is far more popular than Indonesia. Indonesia was used to be not known unless it was mentioned as the country where Bali belongs to.

However, Indonesia is still hard to project the right image to the public due to both internal and external threats. Externally, the series of isues and crisis have consecutively ruined the image of Indonesia and Bali as a safe and peaceful destination. Besides, Indonesia is also unable to stabilize its internal condition ranging from local riots, high risks of foreign investment, health outbreaks and political instability.

Due to the very tight competition among tourist destination, Indonesia and Bali should boost its image and reputation which is very critical for consumers' buying decision. However, it seemed that tourism was the only effort projected to boost image of Indonesia and Bali abroad. Nearly any efforts, any policies, any strategies and any activities are dedicated or related to tourism which, in fact, has fluctuated due to the consecutive and unpredictable tourism crisis.

Tourism, in fact, is only a part of a destination's competitive identity, as shown on figure 1, which compromises of six basic activities of tourism, brand, policy, culture, investment and people (Anholt, 2008). These six activities are best functioned when they are integratively collaborated with appropriate Public Diplomacy strategy. Public Diplomacy is an integral part of state-to-state diplomacy of conducting official relations, typically in private, between official representatives (leaders and diplomats) representing sovereign states (*www.uscpublicdiplomacy.org*).

It is further described that Public diplomacy includes activities as educational exchange programs for scholars and students; visitor programs; language training; cultural events and exchanges; and radio and television broadcasting. As Indonesia in this case Bali has been noted for its unique culture, the public diplomacy strategy should keep on boosting culture as the most important locomotive through overseas cultural collaborations. As believed by Anholt, (2004; De Vicente, 2004) that culture is 'uniquely linked to the country, and dignifying. Equally, important, culture can be an important revenue earner through national and international cultural events like concerts, exhibitions, competitions and festivals, but most importantly, through language.
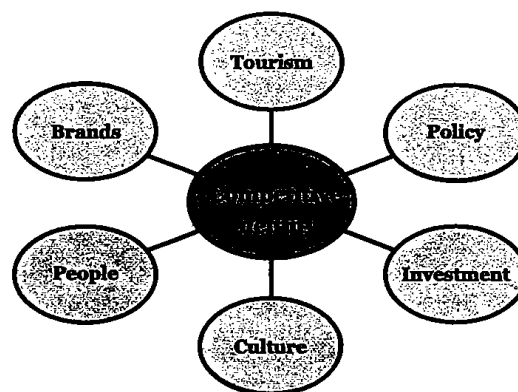

Figure 1.
The Hexagon of A Destination's Competitive Identity
Source: Anholt (2008)

Therefore, Bali should not depend on tourism and culture as the only ways to develop a positive image abroad. It should also be linked with other channels such as product brands, government policy, investment and the people. Bali has to be a brand of a destination to be easily communicated and recognized. Governments at all levels should be unitied for any policies which possibly affect Bali and Indonesia as tourist destination. Bali has to be under great atmosphere of investment so that foreign investors are keen to put their money in Bali.

Finally, the people of Bali should also be as they are before; welcome, honest, care, protective and love Bali very much, as how the initial tourists found them. If well bossted, it would be such a great power for overseas communities to recognize Indonesia and or Bali to have a positive image. A destination with better image tends to be easily remembered, recognized and recalled, compared with others having negative image (Dwi Cahaya, 2008).

Public Relations and Bali Tourism Crisis

Public Relations as a communication bridge between a destination and related public is effective in recovering and maintaining the image of Bali. Public Relations is very useful and effective to create public awareness, opinion-building, positif attitude and perception toward a destination and its products which finally stimulated buying activity (Shimp dan Delozier, 1986). Public Relations is also able to persuade in order to change the community attitude and behaviour indirect or direct. Therefore, a promotional activity should be supported by effective and sustainable Public Relations programs.

Kotler (1982) added the the standardized marketing mix concept of people, product, price, promotion and promotion with power and Public Relations (Kitchen and Papaolousse, 1999; Dwi Cahaya, 2008). This is due to the dominant role of Public Relations in building an image of a tourist destination such as Bali, which can not be completely done by promotional activities is how the informations could go through the image-stereotype brigade in every individual (Wisesa, 2005: 208). This condition is really required by a tourist destination experiencing an image crisis caused by any negative events. In this context, Public Relations, is to deliver light information to be processed in a visitor's minds (tourists) enable her/him to have a required image of tourist destination (Wasesa, 2005).

Public Relations constitutes of involved attempts to create such a positif image for the visitors or a destination in relation to community-visitors, local and business community, media and suppliers (Mill, 1990:330). Public Relations is all "about reputation – the result of what you do, what you say and what others say about you" (Fawkes, 2001). A destination with a positive and good image will be easy to remember, to recognize and to recall compared to others having negative image.

As tourism is a global-scale industry and a crisis in a particular place surely affects other parts throughout the world, tourism crisis also affected Indonesia and of course, Bali. A decline in tourism sector income definitely affected other socio and economic sectors. It all started in 1990 as the gulf war emerged which was followed by

other global events such as 1997's financial crisis, 2001's US 9/11 tragedy, 2002's Bali 1st bomb, 2005's Bali 2nd bomb and 2005's Asian tsunami. All those tragedies have made the arrivals of visitors to Bali fluctuated causing tourism to be in uncertainty. Foreign countries in turn issued travel warning for their people of not visiting Indonesia.

Million of people who are directly and indirectly depends their lives on tourism have soon realized how vulnerable this industry has been. Tourism has been so easily influenced by any event, no matter how small it is, no matter where it happens, tends to affect tourism in a global scale. Time has marked the fragility of tourism industry and the overdependence of Indonesia's Bali on tourism. Besides, the seemingly-endless terrorist attacks have been Indonesia's biggest threat and disaster, considering how it has happened consecutively from 2000 until present. It does not mean that Indonesia or Bali has not been able to fight against terrorists. It is just a warning that terrorist is not only around the world but also around us and waiting for the right time to attack and re-attack.

Bali tourism has significantly suffered from consecutive crisis at nearly all sectors of economic mostly indicated by the decline number of direct arrivals to Bali. As reported by Bali Tourism Authority (2004), from a total of 1,355,799 direct visits in 1999 to 1,412,839 visits in 2000 (an increase of 4.21%), Bali tourism had soon been in trouble due to the consecutive events afterwards. Starting from the 2001 US 9/11 tragedy, the tourist decreased by 3,97% to 1,356,774 in 2001 which continued to decrease by 5.23% of 1,285,844 visitors in 2002, caused by the 2002 Bali 1st bomb tragedy. A report by CGI found that 94% of district levels in Bali experienced income declines in their communities between October 2002 and May 2003, with an average income decline of 43% (CGI, 2004). This was made worse by the emergence of other series of tourism crisis world-wide such as 2003 Iraq attack, 2003 health-outbreak issues of SARS (Severe Acute Respiratory Syndrome), Indonesia's unstable political and security conditions which all made the year of 2003 as the worst time in Bali tourism history accounting a decline of nearly 22.77%, from 1,285,844 visitors in 2002 became only 993,029 in 2003.

In the beginning of 2004, Bali tourism still indicated the uncertainty though eventually, through the great efforts, marked a better time coming to the end of the year. The year of 2004 was again started by a series of events affecting tourism industry worldwide such as issue of Avian influenza in January 2004, February 2004's bombing at Indonesian-based Australian consulate, March 2004's spain bombing killing 190 and wounded 1000 people, and the Bali's application of new policy of Free Visa for Short Visit. But, after tireless efforts of all tourism-related parties, 2004 had finally showed a better condition. From 999,029 visitors in 2003, the 2004 generated an increase of almost 46,85% to 1,458,309 visitors to Bali. Although the beginning of 2005 had marked a significant increase due to the great effort of recovery program, this year also indicated that terrorist attack had been one of the most terrible threats for tourism.

The bomb lasted again in October 2005, more popular as The Bali 2nd Bomb Attack, which decreased the tourists arrival from 1.458.309 in 2004 to 1.386.449 in

2005. This repeated bomb had ruined tourists' confidence of Bali as a safe destination causing tourists arrival to continuously decrease by almost 10% from 1.386.449 in 2005 to 1.260.317. The World Tourism Organization (WTO) described the Bali bombing as: "The biggest problem confronted by any country or single destination in the history of world tourism" (Jakarta Post, 2003).

The writer who is originally Balinese had also experienced himself of how the word 'tourism' had even been related to or had meant 'crisis', by that time. Tourism has ever since been in uncertainty making people even think of shifting their way of earn a living from tourism-related industry into others such as agriculture and education.
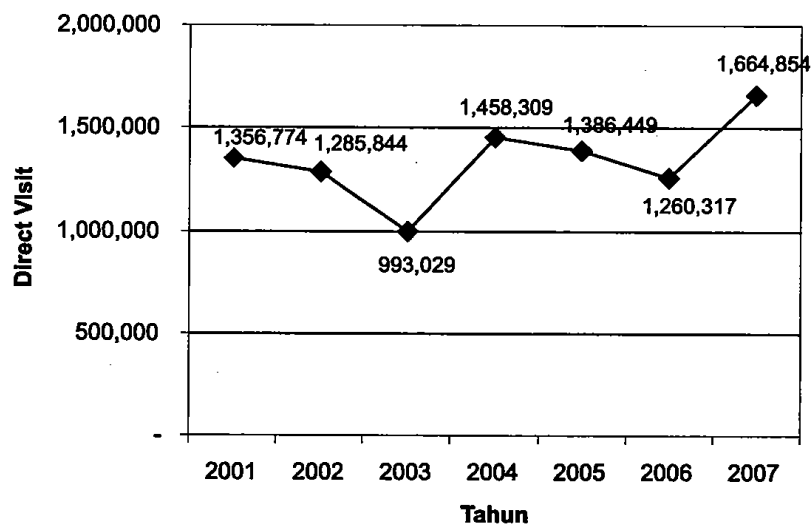

Figure 2 .
2001-2007 Bali Direct Visit
Source: Bali Tourism Statistics (2007)

Bali Tourism's Restoration Strategy

Research suggested that in the case of crisis, a tourist destination has to involve effective partnership between businesses, the humanitarian organizations, all levels of government and local community (CSR Forum, 2003) supported by strategies of media liaison, Public Relations, provision of credible and accurate information and partnering with law enforcement officials (Pizam and Masfield, 1996; Gurtner, 2004). When the 2002's first bomb exploded, Bali regained its image as a tourist destination by setting up some strategies mainly focused on strengthening security and safety aspects such as identifying and prosecuting the bombs suspects, strengthening international intelligence sharing arrangements, introducing new anti-terrorism laws, increasing the high visible police and security presence (CGI, 2003), along with programs of promotion of tourism recovery, social welfare protection and promotion of alternative tourism (BBT, 2004).

At the very early stage, soon after the 1st bomb blasted, great response was given by local community spontaneously, in their own way, by providing emergency helps for the victims, searching for evidence for police officers to find who the bombers were and strengthen the local security. All 'kos' owners (lodging house) sweeped their

inhabitants asking for their identical information (identity card, driving license). Thus, as Bali is well-known to be such a religious place, so are the people, Balinese community then reacted religiously.

A number of purification ceremonies were conducted involving not only Hindu people but also other ethnic and religion groups. This pure and honest action soon gained a high respect from the international community particularly those whose relatives and friends were the victims. Another psychological support was also dedicated by local communities by creating shirts having a message of "Osama Don't Surf" or "F**kTerrorists" showing how the terrirists attack being alleged to be led by Osama Bin laden had turned their life into such a crisis. They do realized that tourism was very important for them so that security had to be maintained.

The government also took part by firstly setting up a co-ordinating comitte for all the existing organizations willing to recover Bali known as The Bali Recovery group with an aim to "help deliver the best services, collect data and minimize duplication of effort (Gurtner, 2004) and be focused on six areas of recovery such as security, tourism promotion and events, infa-structure development, transportation, budgetary incentives and socio-economic recovery (BBT, 2004).

The central government allocated a sum of Rp. 100 billion for the recovery program which were dedicated for rescue efforts, tourism campaigns and security improvents with 20% of the amounth had been disbursed (BBT, 2004). Besides, international individuals, NGOs, business organizations and governments were rushing to give assistance of all kinds ranging from donating cash, clothes, food and beverages, medicines, medical care and security equipment and providing mental, psychological and educational support.

Out of all the efforts above, Bali was such a lucky island having a great image of 2006 The Best Island Holiday Destination in the World and 2004, 2005, 2006 The World Best Destination (smarttravel.com; time.com, in Tokoh, 2006) which helped them much in recovering with the crisis. During crisis, a destination with better image is easier to recover. This was indicated by the re-increase tourist destination where 2004 had finally showed a better condition. From 999,029 visitors in 2003, the 2004 generated an increase of almost 46,85% to 1,458,309 visitors to Bali (balitourismauthority, 2006).

Private parties also took part in the Bali recovery programs. Airlines, hotels, tour and travels and tourist attraction businesses gave a series of attractive packages with heavy discounts and did aggressive promotional activities abroad. They did their own efforts of promotional activities and also had a synergy with the government.

However, the great trust of tourist dedicated to Bali was badly ruined when the 2005's Bali second bomb again exploded in a place in Jimbaran. This repeated event had made international confidence on the ability of Bali to maintain itself as a safe and peaceful destination dropped. Public usually responded positively when a crisis hits a destination but not when the same incident happens consecutively. Bali again had to struggle very much harder in the recovery of which was led by The Bali Recovery Group. The group proposed an amount of 68 billion rupiah of which more than 67 biliion IDR was confirmed. This group then planned programs of Bali Recovery such as Media

Centre, Fam Trip for Tour Operators, Fam Trips for Journalists, Road Show and events supports.

Media coverage was also put into high priority as nearly every single activity and programs in relation to Bali recovery programs attempted to attract media attention worldwide. *Media Centre* as the most important function of *Public Relations* is the program which was allocated the most budget of IDR 22.336.557,- (33.18%), Event support was IDR 16.100.000.000,- (23.92%), Road Show was IDR 14.051.578.000,- (20.87%) , Tour Operator Fam Trim was IDR 7.814.584.000,- (11.61%), Journalist Fam Trip was IDR 5.795.800.000,- (8.61%), with the rest went for operationalization and administration, as seen on figure 3. (Bali Travel News, 2006).

The committee realized how important media centre was to monitor the emergence and development of a tourism issue before seriously emerging into crisis. Besides, media centre was to fulfill the needs of data and information from the external media, related public and stakeholders as well as the community in an accurate and fast way. During crisis, there was a significant increase of the information demand by publics to be provided as soon as possible.

Media were also to inform the all kinds and levels of recovery efforts conducted by the participating parties believed to make Bali regain the image as a safe destination. This was because the core of the program was image recovery of Bali in specific and Bali generally as a tourist destination after shocked by series of crisis. The budget was dedicated for PR-ing activities and media campaign at mass media of printed and electronic both local and overseas. "It is imperative for destinations to augment their crisis management plans with marketing efforts, to recover lost tourism by rebuilding positive image (Sonmez et al., 1999; Ritchie, 2004).
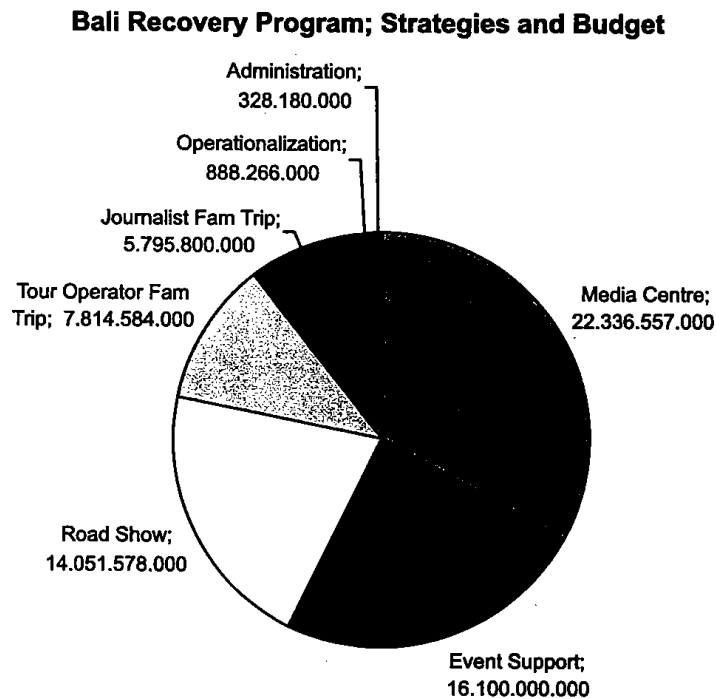
Bali Recovery Program; Strategies and Budget

Figure 3.
Strategies and Budget of Bali Recovery Program
Source: Bali Travel News (2006)

As seeing is believing, the programs also invited national and international tour operators and journalists to visit Bali. There were 390 tour operators and 365 journalists were targeted to come. By September 2006, 249 operators (63,85%) and 312 journalists (86%) had arrived in Bali which the final report was unfortunately not found. Besides, with a support form private tourism industries, Bali also sent 314 persons for outbond *familiarization trip* to targeted countries such as Europe, Australia, Japan, Hongkong, Vietnam, South Korea, China and South East Asia. Event Supports was also given by the Recovery Group. There were 62 programs were supported in the form of MICE (Meeting, Incentives, Conference and Exhibition) along with Campaigns, Competitions, Festivals and Parade.

With a support from informal communities of local, national and international communities, Series of campaigns and slogans were introduced such as Bali Loves Peace, Bali For The World and Bali is My Life, to raise people awareness that Bali is safe. Bali also re-implemented the existing festivals and set up far more new festivals with theme of culture, music, and fashion such as Bali Spirit Festival, Tanah Lot Art festival, Bali Fashion Week, North Bali Festival, Ubud Festival, Sanur Village Festival, Kuta Karnival, Nusa Dua Fiesta, Ubud Writers and Readers Festival, Makepung Festival, Kecak and Megibung Collosal Festival, Ubud Full Moon festival and many others. Sport competitions were also created such as Bali Kite Festival, Surfing, Jet Ski, Bali International Triathlon and International Bali 10K (Running). Recently, Bali tourism has marked a significant increase on new and varied events conducted for Bali recovery.

MICE-related activities are very effective because its successful implementation leads to a better perception towards a destination. Events with extensive media coverage surely improves an image of a destination. Image has been one of the most important reasons of people coming to Bali. Besides, the participants or eye-witnesses of the events spread their experience to others which is also a very useful technique of promotion; never underestimate the power of mouth to mouth promotion.

Bali Tourism's Public Relations Strategy

As the global tourism trend keeps on changing, research plays a very important role for a destination future plan. By research, information of any recent tourism trends can be obtained to be used for designing future tourism strategy. Due to a a significant benefit of Public Relations for a tourism industry, a research was then conducted with a purpose to investigate Bali tourism Public Relations strategy by using SWOT (Strength, Weaknesses, Opportunities and Threats) analysis (See Rangkuti, 1997).

Public Relations which according to Fawkes (2001) consists of some key activities such as *Internal communication, Media Relations, Business to Business, Public Affairs, Corporate Social Responsibility, Investor Relations, Strategic Communications, Issue dan Crisis Management, Publication Management dan Event Management* was analyzed along with external factors of economic, politics, social, legal, technology, industrial environment and competitor. The summarized result was put on the following table.

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Table 1.

Bali Tourism's Public Relations Strategy

IFAS EFAS	STRENGTHS (S) - Event Management - Business to Business Communication - Issue and Crisis Management - Media Relations - Internal Communications	(WEAKNESSES) - Public Affairs - CSR - Investor Relations - Publication Management - Strategic Communications
OPPORTUNITIES (OP) - Tourists' Income - Tourists' Attitude & Behaviour - Currency Rate - Visa On Arrival - Development of Destinations	STRATEGI SO - Maximizing Events - Extensive Media Relations - Develop relations with tourism Organizations - Strengthen Internal Communications	STRATEGI WO - Improving Publication - Management - Attracting Investors - Maximizing tourism's strategic communications
THREATS (T) - Political Stability - Government Policy - Development of Technology - Bumber of Competitors Travel Warning	STRATEGI ST - Developing Issue and Crisis Management - Improving destination's quality - Adapting Technology advances	STRATEGI WT - Developing relation with Government - Socializing needs for Corporate Social Responsibility (CSR)

Source: Dwi Cahaya (2008)

In responding to the upcoming threats for tourism, the research suggests some strategic actions such as strengthening and disseminating the important roles of issue and crisis management, improving the quality of Bali as a tourist destination, always adapt with technology advances and improving media relations. Issues and crisis management as the first strategic action is very important considering the characteristic of tourism as a vulnerable industry easily ruined by issues related with travel safety.

A successful destination in managing issues and crisis will increase visitors' positive image toward the destination. Public evaluate or judge a destination more by how it handles issues and crisis than the issue or crisis itself. Public also see efforts of a destination to prepare itself for potential issues and crisis which eventually could ruin the image and reputation of a destination.

Bali also needs to adapt the advances of new technology for media relations. Bali should more apply advances information technology such as the use of internet, website, teleconference and other technological supporting tools. Media Relations is also to be developed for its role as the main tool of Public Relations activity. Media, according to Lazarfeld and Katz (Wilcox et al, 2003; Theaker, 2001), determine what people think about. Extensive media relation is beneficial for a long term objective which for Bali is very important to develop an image of sustainable tourist destination.

As believed by Theaker (2001) that effective media relations can contribute to long-term objective such as improving company or brand image, higher and better media profile, chaning the attitudes of target audiences (such as customers), improving relationshsips with the community, increasing market share, influencing government policy at local, national or international level, improving communications with investors and their advisers and improving industrial relationships.

Considering the weaknesses, Bali is to strategically improve media publications, attract investors, develop a mutual relationship with government so that the policies to be taken are considered by private parties and educate public about socially-responsible programs (CSR). Doing socially-responsible programs is not only the responsibility of government but also businesses considering that their profits are generated from the society and should also be distributed back to the society. By this, the image of Bali will positively be projected as a socially-responsible and environment-friendly tourist destination.

Bali has opportunities to move ahead such as tourists' increased income, positive attitude and behaviour to a destination, stable exchange rate of Indonesiam currency, image as a cheap destination, Visa on Arrival policy and developed tourists' attractions. Accordingly, the appropriate Public relations strategy was to improve events held in Bali and to increase publications of the mentioned activities in medias increasing their awareness of Bali.

Special Events (event management) as the main part of Public Relations (see Fawkes, 2001) had to be improved both of its qualities and quantities. Events such as festival, international competition, MICE (*Meeting, Incentive, Conference, Exhibition*) and music concerts are some believed to attract more visitors to visit Bali. Besides, events are believed to prove the qualities of a destination. More events, more visitors and more media coverage of a destination will boost the image and reputation of a destination. Bali is expected to more create unique and interesting events to get back the image and reputation of Bali as a safe destination.

Conclusions

Besides being such a vulnerable industry, tourism has played an important role for Indonesia's economic development with Bali island as the main destination. Recent time has indicated that tourism has fluctuated due to the endless internal or external threats which significantly effected Bali. The fluctuation of tourists visit to a destination is more affected by its safety and security. No matter how excellent a destination is and how fond someone to a destination is, a destination will not be visited unless it is safe and secure. Public tends to judge a destination by looking at its preparedness and response given to crisis.

The keys for a destination image recovery are improving local and national safety and security, preparing issues and crisis management and communicate it to the public with Public Relations and promotional activities. Finally, any recovery effort should not stand alone. There has to be such collaboration and coordination among government at all levels, communities, international donors and tourism-related stakeholders without which one stop recovery can be achieved.

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