Toward New Normal: Bali Tourism Goes Extra Mile

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Abstract. The tourism industry has undeniably received a hard hit due to the Covid-19 pandemic. Bali is one of Indonesian major tourism destinations, depending on tourism sector for its regional income. The pandemic has paralyzed tourism in Bali. This research aims at exploring how the crisis responses, especially the crisis communication strategy used to manage crisis and regulate its impacts. A qualitative approach was conducted in this research, data collected through interview, observation and literature study. Result showed that crisis history and crisis responsibility and crisis strategy contribute to behavioral intention and reputation toward tourism.

1. Introduction

When tourists talk about Indonesia, they mostly talk about Bali. For foreign and even local tourists, spending time in Bali is delightful. Bali is both offering natural and cultural beauty that has been preserved from generation to generation, which then makes the tourism sector the main livelihood of Balinese. Tourism itself relies on high mobility; in short, people should be on the move for enjoying tourism and travel activity. According to UNWTO, international tourist arrivals rose to 1.5 billion in 2019, representing the tenth year of consecutive growth. However, Covid-19 has hit from early 2020 and it is the highly mobile sectors that have been hit hardest. Covid-19 is a new virus that causes respiratory disease that was recorded to have originated in China. The novel Coronavirus is still in the same family as the viruses that cause SARS and MERS which have previously attacked the world. The difference is that the spread of the Covid-19 virus is more massive and faster with the most common transmission from human to human. Up until now, this virus takes a toll of 457,735 positive Covid-19 in Indonesia (https://www.kemkes.go.id/, 13/11/20). In Bali, the update positive cases were recorded at 12,583 with a fairly high cure rate, namely 11,555 people outside the total patients who are still in treatment (624 people) and died (404 people) [1].

While the WHO declared the 2019-nCoV outbreak to be a public health emergency of international concern on January 30, 2020, it currently “does not recommend any travel or trade restriction based on the current information available” [2]. WHO then officially announced COVID-19 outbreak as a pandemic on 11 March 2020. With the increasing rate of Covid-19 spread in Indonesia, the level of urgency for implementing travel bans and restrictions will also increase including from and to Bali until mid-2020. Calculating the impact of pandemic toward tourism in Bali was stated straightforwardly by Cok Darmawan as an official of the Badung Tourism Office, one of the most favourite tourism Regencies in Bali in early September 2020, "The number of domestic tourists on vacation last August experienced an extraordinary decline compared to last year which could reach tens of thousands per day. Last year domestic was 13,000-15,000 per day, until now it was minus 81% at the end of August" [3].
The tourism industry has undeniably received a hard hit due to the Covid-19 pandemic. According to a report by the United Nations World Tourism Organization (UNWTO) for the first eight months of 2020, there was a 70% decrease in international arrivals worldwide due to the closure of airports in various countries to anticipate the spread of the coronavirus. This loss is eight times the loss damaged by the 2009 global economic and financial crisis. The tourism industry is a collection of tourism businesses that are interconnected in the context of producing goods and services to meet the needs of tourists in the administration of tourism (Tourism Law Number 1 of 2009). The tourism industry has a large social and economic impact, it is one of the most significant sectors in improving world economic conditions since the 1950s. The conditions of this pandemic are putting millions of jobs and businesses linked to the tourism sector at risk.

The Indonesian government, especially Bali, was then faced with a crisis situation that required an appropriate crisis communication strategy. Crisis communication can be defined broadly as the collection, processing, and dissemination of information required to address a crisis situation [4]. Precaution and action toward crisis caused by health disaster are widely discussed in journals such as communication and emergency risk during Influenza [5] [6] [7] or those that have specifically discussed Covid-19 affecting local-global tourism as stated in [8] [9]. Well-guided and consistent information from the government as stakeholders is the key to control the impact of this health disaster, where in fact, people's behavior in processing information can change under crisis as people simplify complex information, attempt to force new information into previous constructs and hold into current beliefs [10] [11]. Especially at this time, when communication technology allows people to quickly and widely access information from various sources, disinformation and misinformation will not be avoided. Coordination of message development and release of information among federal, state, and local health officials is critical to help avoid confusion, which can undermine public trust, raise fear and anxiety, and impede response measures [5]. Media users can even continue to compare the situation from one region to another. On the one hand, an informed public is easy to form, but it is not necessarily that the same public gets precise and targeted information for helping the country gradually escape from a crisis situation.

Talking about pre, during and after a pandemic from a government perspective requires a communication strategy to ensure the reputation of tourism remains in the right place. The domino effects of the pandemic are predicted to remain felt for at least the next five years. The stability of all sectors in society is being tested and must immediately find the best solution to avoid adversity. Therefore, this paper is focused on how the crisis responses, especially the crisis communication strategy used to manage crises and regulate its impacts. SCCT (Situational Crisis Communication Theory) is used to explore the efforts that have been and will be carried out by the Bali Provincial Government through its Tourism Office in communicating all matters related to this pandemic to internal stakeholders such as the Balinese people and hospitality and tourism service providers in Bali and to users of tourism services in Bali, namely local and foreign tourists. SCCT is commonly used to identify a reputation threat, clarification and application to endure in a crisis situation [4].

2. Methods
This is qualitative research with an explorative approach. Creswell [12] explained that this approach for exploring and understanding the meaning individuals or groups ascribe to a social or human problem. The qualitative research method is often preferred by researchers in order to obtain a deeper understanding of phenomena that are analyzed in single-case situations, organizations, and institutions [13]. As a research technique, this qualitative research has adopted a case-study approach that is used by qualitative researchers in order to systematically examine individuals, groups, organizations or events to explain the phenomenon being explored [14]. The process of research involves emerging questions and procedures, data typically collected in the participant’s setting, data analysis inductively building from particulars to general themes, and the researcher making interpretations of the meaning of the data.

Data were collected from observation and in depth-interview with stakeholders in tourism sector that includes Head of Provincial Culture and Tourism Office in Bali (Putu Astawa) and Deputy Head Indonesian Hotels General Manager Association (IHGMA) (I Made Ramia Adnyana). Once all data were gathered, the data analysis technique was conducted through data reduction.
The SCCT model is used to help explore the crisis communication strategy undertaken by the Government of Bali to ensure the reputation of the tourism sector remains strong during and after the pandemic. SCCT (Situational Crisis Communication Theory) evolved from a number of studies that examined how a crisis might shape the selection of crisis response strategies and/or examined the effect of crisis response strategies on organizational reputation [4],[15]. The idea was to articulate a theory-based system for matching crisis response strategies to the crisis situation to best preserve the organizational reputation [4].

Figure 1. SCCT Model

SCCT is rooted in attribution theory which seeks to answer the causes of event especially negative and expected ones. Staring at figure 1, there is a vivid connection between crisis history, crisis responsibility and crisis strategies. The ability to read the connection will help identify the thread so the right action can be taken. The crisis history looks at similar situations that have occurred and how they were handled. If the cause of the incident is included in the preventable cluster (when stakeholders consciously put people / members at risk), it means that the reputation threat is severe. In contrast to the crisis indicated that it was a victim cluster such as natural disaster so that stakeholders are also seen as a victim, then the level of threat would be mild. In between those types is called accidental cluster, where a crisis is seen as unintentional, but in fact it can be handled better [15].

Moreover, related to how stakeholders faced the previous crisis, it also provides an overview of behavioral intentions that were formed mainly after the crisis occurred. If stakeholders are deemed to be able to solve the crisis well, the sense of responsibility given to stakeholders such as the government will be high so that the behavioral intentions that are formed will be positive, and vice versa. By identifying the trends in behavioral intentions, stakeholder (government) can determine the response and place the right responsibility in handling the crisis so that the developed strategy will achieve the desired goals.

3. Results and Discussion

3.1. Crisis Situation and History

Bali’s main source of regional income and the main source of life for its people is from the tourism sector. Last year Bali had 16 million tourists, 10 million domestic and 6 million international. As of January 2020, the situation in Bali is still normal, February began to decline, and in March Ngurah Rai airport was closed. So until July 2020 Bali tourism was paralyzed (interview Made Ramia, 190920).

BPS Bali noted that Bali’s economic growth rate in the second quarter of 2020 or the April-June 2020 period, fell to 10.98 percent when compared to the same period last year. “Bali’s economy is facing a deep decline. This double digit decline is the first to experience this,” said Head of BPS Bali Adi
Nugroho [16]. The contribution of Bali’s foreign exchange tourism in 2019 to the national economy is IDR 75 trillion or 28.9%.

It is not the first time Bali faced hardship in tourism. Bali Bombing in 2002 and 2005, Mount Agung Eruption in 2017 are among a few crisis that hit Bali that greatly impacted its tourism. SCCT model argues that information about past crises is a significant factor that can affect perceptions of a more recent crisis. Many have witnessed how Bali survived and recover in quite short time. With a crisis history indicated by mild to moderate reputation threat, the Government of Bali has the advantage of placing itself in a favorable position related to how they want to describe responsibilities borne by the government. Although nationally, at the beginning of the pandemic, public opinion was divided into categorizing the type of crisis that occurred (whether it was victim, accidental or preventable), the Balinese government responsively used the media by not discussing much of the causes but then follow-up steps that would be taken to save the breath of tourism in Bali.

This pandemic is a different case. Uncertainty and safety issues are so unpredictable that it requires different approach. Trust is the new currency (interview Made Ramia, 190920). Trust is the customer’s expectation that the company can be relied on and trusted in delivering the values it promises (Sirdeshmukh et al, 2002). Trust is related to integrity, reliability, and competence [17], so building tourists’ trust, especially those related to health protocols, is a very important issue to address.

Pandemic Covid-19 has domino effect in economic and business sector, due to health risk and uncertain condition. According to Reynolds, “When health risks are uncertain, as likely will be the case during a pandemic, people need information about what is known and unknown as well as interim guidance to formulate decisions to help protect their health and the health of others”[6].

3.2. Crisis Responsibility

Crisis responsibility, the degree to which stakeholders attribute responsibility for a crisis to an organization, is the centerpiece of SCCT. A crisis becomes a greater threat to an organization’s reputation as attributions of crisis responsibility intensify. The relationship between attributions about crisis responsibility and reputational threat has been documented across a range of crisis types, including product tampering, human-error accidents, organizational misdeeds, and natural disasters [4], [15]. Crisis management teams should utilize strategies that indicate a greater acceptance of responsibility for the crisis and simultaneously demonstrate concern for victims.

Since the beginning of this pandemic, the provincial government of Bali has been recorded as having collaboration with the Majelis Desa Adat (Traditional Village Assembly) to issue Joint Decree concerning ‘Establishment of a Mutual Cooperation Task Force for the Prevention of COVID-19 Based on Traditional Villages”. This decision generally provides a legal basis for engagement and responsibilities for 1,493 indigenous/traditional villages during the COVID-19 pandemic period. Traditional villages (Banjar) were assigned to focus on public health activities, social and economic activities, as well as spiritual (niskala) activities (interview Made Ramia, 210920 and Putu Astawa 300920). Prior the success to prevent the outbreak from village level, Traditional villages in Bali are given a big role and legalized by the Governor of Bali Instruction Number 8551 year 2020 concerning Strengthening the Prevention and Handling of COVID-19 in Bali. The Governor’s instruction act as ticket for customary/traditional villages (banjar) to play roles in controlling activities such as learning, working, worshiping, traditional ceremonies, tourist and entertainment, and travelling, while still coordinating with local security forces (pecalang) [18].

In addition, Head of Provincial Culture and Tourism office Putu Astawa stated that Covid19 Task Force was also formed which consisted of various components, namely the from Health office, Transportation office, Businessmen and Creative industries. The task of this task force is to regulate / manage / mitigate operations to prevent outbreak. The formation of the task force was legalized through a Governor Regulation. The formation of the Bali Covid-19 Task Force even preceded the National Task Force. So when the government issued a Circular of the Minister of Home Affairs regarding the Establishment of a Regional Covid-19 Task Force, such things had already in place in Bali, and had even been organized into traditional villages (banjar).
The crisis development of the corona virus in Bali Province can be controlled geographically because of the local wisdom and involvement of traditional villages as part of the crisis management team.

3.3. Crisis Strategy
Deputy Head of IHGMA, I Made Ramia, said that the decline of tourist in Bali had occurred in February 2020. The pandemic in Wuhan and some regions in China have forced Indonesian Government to impose travel ban to and from China [19]. Tourist from China filled more than 19% of all tourist visiting Bali, second position after tourist from Australia. In anticipating this crisis, a crisis Management team was formed in every hotel, especially 4 and 5 star hotels, led by General Manager. The team formulated a contingency plan to overcome the crisis. Hotel businessmen all over Bali gathered and made a mitigation strategy as efforts to reduce risk by (1) efficiency, namely reducing unnecessary posts. (2) efforts to increase revenue by selling vouchers. Pay Now Stay Later, where the voucher can be used until 2021 (interview 21/09/20). However, all tourism sectors realize that the only way to attract tourists back to Bali is by providing a safety and healthy assurance. And this assurance must be prepared massively and standardized (interview Putu Astawa, 30/09/20). Therefore, a protocol must be set up and acknowledged by both tourists and tourism providers.

3.4. Health Protocol: SIAP & CHSE
The Covid-19 pandemic has changed the mindset of tourists. Now tourists will prioritize safety and health issues, after which they will visit tourist destinations [20]. The consideration of reopening tourist destinations must first ensure that these tourist destinations are able to implement strict health protocols. Bali, has initiated a campaign called SIAP (Sehat, Inovatif, Adaptif, Produktif), piloted in Badung region. Badung is the main region for tourism in Bali, with the biggest numbers of hotels and tourism-related business are in place. SIAP means health, innovative, adaptive and productive, is a movement/campaign to ensure that Bali is getting ready to reopen.

Bali is more advance in tourism initiative with SIAP. Government then followed WHO recommendation to economic recovery by implementing CHSE. The Ministry of Tourism and Creative Economy has compiled a CHSE (Cleanliness, Health, Safety and Environmental Sustainability) program as part of new normal in tourism. Quoted from CNN Indonesia [21]. "This protocol will go through several stages, starting from conducting simulations, then socializing and publishing to the public, and finally conducting trials. The implementation of these stages must be closely monitored and disciplined and take into account regional readiness,"said Wishnutama, Minister of Tourism and Creative Economy of the Republic of Indonesia. CHSE is guaranteed standard health protocol for the tourism industry.

To implement the CHSE protocol, three regions in Indonesia were used as pilot areas, namely Bali, Yogyakarta and the Riau Islands [22]. Bali is considered ready as one of the pilot areas for implementing the CHSE protocol because Bali is quite successful in preventing the spread of the corona virus. In fact, Bali already initiated SIAP, which more or less similar with CHSE (interview Made Ramia, 21/09/20).

The task force and the verification team, consist of stakeholders from Hotel and Restaurant Association, the Health Office, academics and religious organizations, prepare standard services based on the CHSE. The task force activities include disseminating information about health protocols for hotel general managers and tourism sectors, assisting the implementation of the CHSE in the tourism industry and issuing Health Protocol certificates. As of the end of October 2020, the Bali Provincial Government Tourism Office has issued 677 certificates of the new normal health protocol or CHSE (Cleanliness, Healthy, Safety and Environmental Sustainability) protocol for tourism businesses, namely hotels, transportation services and tourist attractions (DTW). The certification process is still on progress and is targeted for completion in December 2020 [23].

3.5. Communicating the Crisis
Tourism recovery requires confidence and trust for both tourists and tourism providers. Surveys of tourist confidence in the United States show that anxiety remains high, and destination authorities and managers must work to ensure travelers are aware of protocols that are in place for their protection. One
reason for this low level of trust is confusion over the security measures. Therefore, communication is the key to increasing demand [24].

Trust is the customer's expectation that the company can be relied on and trusted in delivering the values it promises [25]. Trust is related to integrity, reliability, and competence [17], so building tourists' trust, especially those related to health protocols, is a very important issue to address.

President Jokowi stated that the need to disseminate information is urgent, and should be followed by trials and simulations. He also implied that it is also necessary to carry out supervision so that the standard health protocol is implemented in the field (cnnindonesia.com, 2020). Efforts to socialize or disseminate information about the development of the tourism sector need to involve the media because media has an important role in shaping the stigma of society, especially during the current pandemic. The media is a bridge of information between the government and the community, including information on the readiness and preparation of the government in starting a new life adaptation with special protocols for the tourism sector (kemenparekraf.co.id, 2020).

Communicating the information about tourism preparedness and readiness in Bali can also be done through digital media. Interview from Putu Astawa confirmed that Bali is leveraging digital media to communicate and increase awareness about Bali tourism recovery. One example of activities carried out in Bali is inviting 4,400 residents who work as civil servants, influencers, and lecturers, to promote tourism with the theme 'We Love Bali'. Participants are required to have more than 2000 followers on social media. They were invited to take a tour in 9 districts / cities for three days and two nights with accommodation facilities to stay 2 nights in hotels, villas or homestays; transportation costs; entrance ticket; consumption to the cost of a rapid test. Each participant is then required to post promotional activities for 3 days 2 nights on their social media accounts in the form of photos, videos, and writings that give a positive impression on tourism in Bali. This activity was carried out in stages during October and November 2020 with a budget of 20 billion from the Ministry of Tourism and Creative Economy and the Bali Provincial Government.

Another activity carried out in collaboration between the Ministry of Tourism and Creative Economy and the Provincial Government is to create a series of webinars with themes related to tourism in New Normal. This activity involves campuses / academics such as Udayana University of Bali. Academics, business people, communities, media together with the government formulate, develop and communicate the concept of tourism in the new normal era, so that public awareness / knowledge of this issue increases and is expected to foster confidence in traveling.

3.6. Going the Extra Mile
According to Merriam Webster dictionary, going an extra mile is an idiom means “to do more than one is required to do”. In other word, going extra mile could mean providing something beyond expectation. This idiom is quite common in customer service. In tourism context, WTTC (World Travel & Tourism Council) recently used this term to show how tourism sector have done big and selfless effort to help their communities to overcome and combat the Covid-19 pandemic threat.

As part of the safety assurance to community to use tourism services in Bali, some standard and verified protocol have been in place. The requirements to get CHSE certificate are quite thorough, resulted in healthy and safety environment to do travelling. The obligatory temperature check, the provision of hand sanitizer, the availability of soap and washtafel, the disinfected spray, the spatial arrangement are standard health protocol that every facilities should have. But going extra mile means providing services and experiences that exceed expectation.

Bali is trying to recover, and recover fast. Many initiatives have been done by tourism provider to go extra mile by providing an exceptional level of support. According to Made Ramia, extra protection is given to guests by providing gloves, mask/face shield, energy drink/vitamin that can boost immunity, and hand sanitizer are among few of extra services. When tourists know that they are given special support and tourism providers are genuinely care about creating positive experiences, it can incentivize repeat business and differentiate from more generic programs.
4. Conclusion
The Covid-19 pandemic is a crisis situation faced by the whole world. Bali as the motor of Indonesian tourism strives to develop the right strategy so that the crisis does not have a fatal and prolong impact on its tourism reputation. The identification of the crisis history that has been handled by Bali showed positive behavioral intention because stakeholders were seen as having the same interests and goals as the public. Past crises do not give negative perception due to the ability of stakeholders to overcome and the cause of crisis did not relate to lack of abilities to provide services. Furthermore, crisis responsibility is shown through the formation of a crisis management team that involves community members as well as other stakeholders to design synergy. A concrete action from this team responsibility is the strategy that focuses on encouraging and emphasizing safety feelings and positive emotions resulting on good behavioral intentions. This will later contribute to expected reputation of tourism in Bali during and post pandemic. The commitment to maintain the reputation of tourism in Bali is also shown by offering unique experiences beyond expectation. Providing extra mile services is expected to give local and international enthusiasm as well as helping Bali face the new normal era and adapt to new habits.

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