

THE EFFECT OF GOVERNMENT ADVOCACY STRATEGY IN ACCELERATING COVID-19 VACCINATION TOWARD THE PROGRESS OF BALI TOURISM

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ABSTRACT

Covid-19 becomes the world biggest challenge by causing all sectors to experience a slump, one of them is the tourism sector. Indonesia undergoes the same condition, with Bali as the locomotive of its largest tourism industry being affected and causing the collapse of people's economy. In overcoming the various conditions occurred, the government put an effort toward the vaccination program. In its implementation, many challenges and problems are encountered by the government. One example is related to how the government raising the public awareness and trust in supporting the implementation of the vaccination program. Hence, this study aims to realize the advocacy communication strategy performed by the government in accelerating Covid-19 vaccination program and its impact toward the Bali tourism. This study applies a qualitative approach with a library research model. The results of the study show that the acceleration of Covid-19 vaccination program is able to reduce the number of people affected by Covid-19, providing access to the tourism sector by implementing certification, strict health protocols, and creating new policies for the travelers. The revival of tourism sector in Bali is expected to break and push back the people's economy.

Keywords: *Advocacy; Bali Tourism; Communication Strategy; Vaccination*

INTRODUCTION

Indonesia is a country consisting of islands scattered in various regions of the archipelago. Each region owns its respective uniqueness and diversity in terms of culture, social, economic, political, and other resources. Tourism is one result of performance between the government and the community in managing, utilizing, and preserving the potential and resources owned, that contribute and bring benefit to the region and the government itself. We recognize that Indonesian tourism is a leading sector with the largest contribution to the state income, through both foreign exchange and national economic turnover. Moreover, the progress in tourism sector also give an impact toward the availability of jobs. It is stated by Utut Ardianto that "the Indonesian tourism sector since 2014 under the leadership of President Joko Widodo is expected to be the second largest source of income after taxes," said the Deputy of the Indonesian House of Representatives. However in 2019, Indonesia faced the spread of Covid-19, causing a greatly significant impact toward the entire government order, and also

other sectors including tourism in Bali. It was followed by a higher number of people affected by Covid-19 in 2020 around 474,455 people with an increase of 17.8% (Kompas.com). The death rate is also very high, thus requiring the government to make a policy starting from the Implementation of Restrictions toward the Community Activities on a micro to macro scale. With many regulations, the level of local, national, or international tourist visits experiences a great decrease, causing the collapse of people's economy around the tourism area. The Balinese economy showed a recorded contraction of -2.91% in the third quarter of 2021, which previously grew positively by 2.88%. Furthermore, the rate of foreign tourists visiting and occupying hotel were also lowered, with the decline in foreign tourists around -23.08% (yoy) from the previous increase of 187.94% and the Hotel Room Occupancy Rate (TPK) decreased into 6.49% from the previous second quarter of 2021 at 12.37% (Bank of Indonesia, 2021). The level of foreign tourist visits to Bali is lessened as well, from 6,275,210 visits in 2019 to 1,069,473 visits in 2020 and as many as 51 foreign tourist visits in 2021 (BPS Bali, 2022).

Based on the occurred phenomenon, the government makes an effort by creating a program to overcome the Covid-19 pandemic through the procurement of vaccines and the implementation of Covid-19 vaccination, as contained in Article 1 of the Presidential Regulation and in the Regulation of the Indonesian Minister of Health number 10 of 2021 concerning the Implementation of Vaccinations to Combat the Covid-19 Pandemic. It is stated that vaccination is one way to prevent the spread of Covid-19 and protect the public from contracting the virus (Lawelai et al, 2022). However, this initiative was not immediately welcomed by the community. There are some pros and cons related to the government's policy. Based on the survey by Zisi Lioni Argista, 49.9% of 601 respondents did not receive the Covid-19 vaccination (Lawelai et al, 2022). It is due to the refusal of the Covid-19 vaccination as the public perceive a negative assessment toward the government program. Looking from the level of society, the negative perception is diffused around 39.7% in the lower middle economic society, 37.5% in the socio-cultural line of society due to the influence of tradition, and 37.3% from any related history of Covid-19 with the public (Lioni Argista, 2021). Based on this case, it is necessary to provide sufficient education to the public regarding the safety and effectiveness of the COVID-19 vaccination. The government is urged to be more intensive in ensuring the continuity of the Covid-19 vaccination and lead to the full preparation of Indonesia in welcoming the new era of the Covid-19 Pandemic. By this way, it is expected to arouse the tourism sector and revive the people's economy, especially in Bali where the majority of the people's livelihoods depend on the tourism sector. Built upon the background, the formulated problems in this study are 'How is the communication strategy performed by the government in accelerating the Covid-19 vaccination program? What is the impact of the Covid-19 vaccination program policy toward the Bali tourism sector?'

LITERATURE REVIEW

a. Public Policy Implementation

The implementation of a policy is not only related to the description of political decisions into the routine bureaucratic procedures, but also dealt with issues of conflict, decisions, and the beneficiary party of the policy (Grinde in Wahab 2014; Engkus, 2020). Policy implementation is the implementation of a law rule in performed activities determined by the government, both at the central and regional levels. Policy implementation is a process of activities related to the completion or implementation determined by using means (tools) to achieve goals (H. Tachjan, 2006). In the implementation of the policy itself, there are several stages, starting from the public policies, explanatory of the public policies, program activities, projects, activities, and the beneficiaries or the resulting impacts. Its implementation involves many elements, both individuals, groups, government officials, and the private sector to achieve the goals set (Wahab in Dewi, 2013). Some public policies are able to be directly operated or implemented, including Presidential Decrees, Presidential Instructions, Ministerial Decrees, Regional Head Decrees, Head of Service Decrees, and so on (Nugroho, 2021). In implementing these policies, it needs an absolute public support and participation.

Policy Implementation Model

According to Van Meter and Van Horn (1975) in Rahmawati (2020), the implementation of a policy is carried out linearly from the public policy, the implementation, and the policy performance. Some variables forming the relationship between the policy and its performance are including:

- Standardization of objectives
- Human and financial resources
- Characteristics of the implementing organizations
- The communication between organizations and the strengthening activities in policy implementation
- Behavior of the policy implementers.
- The influence of states, whether economic, social, or political.

Other implementation model proposed by Elmore; Hill (1997) in Tachjan (2006) indicates some variables influencing the successfulness in implementing a policy, including:

- Model of the system management
- Model of the bureaucratic process
- Model of the organizational development
- Model of the conflict and bargaining

b. Policy Communication and Advocacy Strategy

According to Stoner, Freeman, and Gilbert Jr (in Elisabeth, Sitepu, 2020), strategy is defined from two perspectives as the following:

- The perspective of ‘what the organization will do (intends to do)’. Strategy, in this case, is a program that determines the organization in achieving its goals and implementing its mission.
- The perspective of ‘what the organization can ultimately do (eventually does)’. Strategy is defined as a pattern of action or corporate responsiveness to the organizational environment. This paradigm is implemented for reactive managers, who will respond and adapt to the environment passively when it is needed.

Strategy may also be said as how to survive in a competitive world, create a good perception to consumers, know the strengths and the weaknesses of competitors, as well as practice a leadership that realizes and understands the real picture or market reality by being the first rather than the better (Suyanto, 2017; Elisabeth Sitepu, 2020). Communication is also an important element in conveying a message from one person to another in order to equalize the perception between the two, thus obtain feedback or process responses. Strategic communication is closely related to the resources to achieve the goals set. There are several techniques for advocacy communication strategies, including mobilization, campaigns/demonstration, lobbying, negotiation, petitions, conferences, and so on.

c. Public Policy Advocacy

Advocacy is an act performed not only to defend, but also to inform, to promote and to make a change (created) on particular things. Policy advocacy itself is a planned and systematic process which can influence, change and improve a policy connected with the conformity of someone interests being pressing out through the process of influencing stakeholders. Policy advocacy is also related to the support of various parties for the planned program to be successful (Rahayu et al, 2022). In its development, advocacy is used for various purposes as it has two important elements; first is as a litigation process and second as policy change. Both advocacy can be used to open up new possibilities for the victim community in determining strategies and orientations, as well as reflecting on changes based on knowledge and experiences (Zulyadi, 2014). Advocacy is also related to the implementation process at each stage of the policy. Edi Suharto explains that several principles can be used as guidelines in designing successful advocacy, including (Zulyadi, 2014):

- Realistic: Advocacy that relies on specific, clear, and measurable issues and agendas.
- Systematic: Advocacy that needs an accurate plan "If we fail to plan, we plan to fail" means if the advocacy is not well-planned, it means failure is the planned one. The process or stages of advocacy can be started by selecting and defining issues, strategies, and tactics, building opinions, building coalitions, building opinions with the support of

existing facts, designing goals and tactics, influencing policymakers, and monitoring and evaluating the programs conducted.

- Tactical: It is necessary to build coalitions or alliances with other parties. Allies are built upon the same perception, interests, and goals as well as mutual trust.

Some important elements are necessary to be considered in the policy advocacy process, thus it can run effectively (Sharma, 2008 in Januar Mahardhani, 2018), including:

- The selection of advocacy objectives: mapping should be conducted more intensively, thus the objectives are specific and able to answer the existed questions.
- Using data and research: data and research are very essential in considering the taken decisions, the solutions to solve problems, and the realistic goals.
- The identification of advocacy targets: in this case, advocacy efforts must be directed at the people with authority and competence such as staff, advisors, media, and the community, hence the chosen decisions and ideas have a major impact toward the change.
- Developing and delivering the messages: various targets in advocacy will give different responses depending on the individuals. For example, a politician is moved by his own motivation as a result of seeing around the environment with many concerning conditions aroused.
- Forming coalitions in the implementation of advocacy: in conducting advocacy, political support plays an important role in ensuring the implementation of advocacy and the accomplishment of the objectives expected.
- Making a persuasive presentation: this stage has an important influence, with the success or failure of the implemented advocacy determined by how it can affect the intended target. Therefore, it is necessary to do a thorough preparation, provide convincing arguments and how to convey them to the public.
- Fundraising for advocacy: the source of funds is a prominent aspect in any activities, including advocacy. The long implementation process will require energy and also finances to support the activities.
- Conducting evaluations related to the advocacy efforts: after the process is accomplished, then it is necessary to evaluate the activities. It concerns on how things need to be corrected, eliminated, or even to be improved, thus the next advocacy process can be successful and the overall advocacy objectives can be achieved.

d. Tourism

According to the Law of the Republic of Indonesia number 10 of 2009, tourism is an activity of a person or groups to travel from one place to another with the aim of recreation, personal

development, or learning about the uniqueness and attractiveness of tourism in a short period of time. According to Burhan (in Sumiyati, 2018), the public understanding of tourism is divided into two groups, including the common group and the group with a substantial understanding of tourism.

- The common group has no understanding in the substance of tourism, and they view tourism as a recreational activity, sightseeing, travelers, and so on.
- The second group is people with an understanding in the substance of tourism. They are divided into 3 types, including the intelligent consumer groups (domestic and international tourists), the groups that explore and exploit for business purposes, and the activist groups that understand the meaning of tourism, conduct a development and provide a guidance on resources and human resources, thus creating a sustainable tourism.

In the tourism industry, there are two substances of tourism; the nature-based tourism (ecotourism) and the sustainable tourism. Each substance has its own differences in the development of tourism sector. Nature tourism (ecotourism) is a tourism activity that utilizes the natural environment by paying attention toward its preservation, the socio-cultural empowerment, the local community's economy, and prioritizing the educational aspects (Dlh, Blitarkab, 2022). The principles of ecotourism are (1) Minimizing the physical, social, behavioral, and psychological impacts; (2) Building awareness related to environment, culture, and nature-love as well as mutual respect and care; (3) Recognize the rights, beliefs, and promote the local customs and empower the surrounding community; (4) Able to improve the experience of interpretation for visitors and encourage the economic progress of the local community (Dlh, Blitarkab, 2022).

Meanwhile, sustainable tourism is a segment of tourism industry that emphasizes the use of non-renewable resources to reduce the impact on the environment and increase contributions toward the development and preservation of the tourism environment (Tourism Studies, 2022). According to the Ministry of Environment (1990) in Sukma Arida (2022), sustainable development can be measured based on three criteria, including (1) There is no waste in the use of natural resources; (2) There is no impact of pollution and other environmental problems arised; (3) The activities conducted must be able to increase the use of resources or the use of existing resources. Some principles of sustainable tourism development are participation, stakeholder participation, local ownership, providing a platform for community purposes, accountability, carrying capacity, promotion, monitoring and evaluation of activities. The difference between the two lies in the scope of performance projections, yet they share the same goal to protect and preserve the environment (Sukma Arida, 2022).

Since tourism is an industry that offers products in the form of services and quality as its important aspect or point, it is very important to have confidence, trust, and security in traveling. The implementation of the CHSE health protocols that includes Cleanliness, Health, Safety, and Environmental sustainability plays a significant role in the performed tourism activities (Lumanauw et al, 2022). The implementation of adequate standardization of health and safety in a tourist destination is an essential alternative strategy in travel activities.

METHODS

This study applies a qualitative approach by describing the communication strategies conducted in accelerating the Covid-19 vaccination. The data is described through the opinions of some experts as the supporters of this study. Hence, this study is carried out through a scientific method to obtain data with certain goals and uses (Sugiyono, 2014). The descriptive qualitative approach is used to provide comprehensive facts (Meling Moto, 2019:24). Research variables are everything taking any form, and determined by researchers to be studied further thus they are able to obtain information and then draw conclusions (Sugiono, 2012; Meling Moto, 2019). There are two types of research variables (Subanda, Wiwin. 2020), as follows:

- a. The Independent Variable; the variable is symbolized as X in this study and indicates the communication of advocacy for Covid-19 vaccination.
- b. The Dependent Variable; the variable called also as the output variable is symbolized as Y in this study and indicates the tourism sector.

The data collection technique in this study is a library research model. It is an activity conducted by collecting information related to the research, and deriving data from scientific journals, literature, and authors (Meling Moto, 2019). The data analysis technique in this study is qualitative, with the opinions of some experts such as the Ministry of Health, Academics, and Government Bureaucracies regarding the communication on the advocacy of vaccination acceleration being the reinforcement of the author arguments in this study.

RESULT AND DISCUSSION

a. Communication Strategy in Accelerating Covid-19 Vaccination

The Indonesian government has taken various ways to decrease the rate of COVID-19 cases significantly, whether through the social restrictions, or the implementation of the 3M health protocols (wearing masks, maintaining distance, washing hands). However, it has no impact on the number of people infected by COVID-19. Therefore, the government is currently making efforts with the 3T strategy (tracking, testing, and treatment). Furthermore, to accelerate the process of tackling the spread of Covid-19, the additional effort taken is the procurement and implementation of free vaccinations. The implementation of this initiative is not easy, thus there must be a penta-helix collaboration involving some

elements, including the private sector, NGOs, community leaders, educational institutions, and so on. As stated by the Head of the Toba Samosir Tourism Office US that "related to the rapid development of tourism sector, we must cooperate with the private sector, hotels, and increase the number of communication links for investors and bring in artists to procuring events" (Simanullang, 2017). Based on this, in implementing a policy, it is necessary to have an action/advocacy to gain support and trust. As stated by the Regional Secretary for Bali Province, Dewa Made Indra, "I appreciate Harris Hotel workers for getting vaccinated, and this is a good example of cooperation between the government and tourism actors, thus vaccination can be achieved quickly" (Baliprov. 2022).

Furthermore, the use of digital media also plays an important role in advocacy communication to provide education regarding the importance of Covid-19 vaccination. According to the survey by the Indonesian Ministry of Health, Directorate of Health and Community Empowerment, the most chosen sources of information are social media (54%), print media/TV/newspapers (22%), health workers (57%), and family members (32%). Indeed, the public information channels related to internet use got the most percentages, such as social media with a total access of 79% with a confidence level of 35%, Television with a total access of 75% with a confidence level of 52%, health workers, experts/scientists with total access <30% trust level 53-70% (Sukandhi Putra, 2020). Therefore, the use of internet such as social media dominates in communicating information, one of the way is by implementing the IEC prototype media as a reference in providing understanding and socialization to the public (Gorontalo Health Office, 2022). However in the campaign related to vaccination, there are rumors circulated stating that after vaccination, there is an organ dysfunction causing death. Therefore, the government must provide any information transparently and verified the false rumors by giving a statement through the Ministry of Communication and Information of the Republic of Indonesia that the current coronavirus vaccine is proven to be safe and effective in preventing infection and there is no evidence of vaccines causing death (Diskominfo, 2022).

The government also makes a policy that after the mass free vaccines are conducted, the public must pay for the vaccine dose per injections. Moreover, the government provides vaccination locations close to the community's residents. Hence, there is no more reason for the community to avoid vaccination. "We mobilize *RT* and *RW* (leaders of local residents) to record people with no vaccination, spread anti-hoax information related to the negative stigma of Covid-19 vaccination, and we try to open a dynamic vaccination center at the *RW* office or the nearest location from the public settlements," said Danang (Tempo Newspaper, 2022). In the communication of advocacy performed by the government, besides having a collaboration and using the internet/ social media, the process is also involving the community as a form of community empowerment.

b. Impact of the Covid-19 Vaccination Program Policy Against Bali Tourism.

The policy issued by the government to accelerate the Covid-19 vaccination program bring benefits both in the short and long term. The long-term benefits of the COVID-19 vaccination is improving the immune system of individuals thus they are barely exposed by the disease or viruses, reducing the risk of infection of the latest variant of COVID-19 transmission, and making the community able to move towards the process of changing new conditions, the endemic. The COVID-19 vaccination program also has an impact toward the tourism recovery through the quality, safety, and health assurance in Bali tourism destinations, hence the tourists may have their visits without any doubts and vigilance.

The impact of accelerating vaccination also gives tourists the flexibility to visit Bali in particular. They have no need in taking the Rapid Antigen test, PCR, and quarantine as referred in the applicable procedures and provisions. For hotel accommodations, it is already applied the CHSE (Cleanliness, Healthy, Safety, and Health) to ensure the safety and preparation in welcoming the guess with a high standard of service. This is following the Decree of the Minister of Health number HK.01.07/Menkes/382/2020 concerning the Health Protocols for the Community in Public Places and Facilities in the Efforts of Preventing and Controlling Covid-19. The struggle of the Governor of Bali, Wayan Koster, to convince the central government to enter Bali free of quarantine for foreign tourists, has received a positive response from several circles. Not only from the tourism circles, the positive responses also come from the legislative members in Denpasar, as by this policy, it will be followed by a revival of the Balinese economy (Bali Post, 12 March 2022). As stated by one politician from Sanur in the Bali Post newspaper on 12/03/22, "This policy has long been awaited by Balinese people, especially those who work in the tourism sector. This is the entry point for Bali's economic revival. This is also stated by Arie Wangsa, "If this policy is not implemented, it may be difficult to bring tourists to Bali since the procedure itself is very complicated, with being quarantined for up to a week or five days. This is quite difficult for the tourists" said in his interview on 12 March 2022. But now after the new policy, he believes that the tourists will come back to Bali. As the consequence, the tourism sector will soon recover and Bali's economy will also bounce back.

The Head of the Denpasar City Tourism Office, Dezire Mulyani, also conveyed this positive response. He said he welcomed the no-quarantine policy. This is because Denpasar has strictly maintained health protocols, including intensifying the implementation of vaccinations. "This is what we have expected from the start. Denpasar welcomes this policy," said Dezire. He states that at this time, only a few amount of tourists visit or booking for hotels in Denpasar. But in the future, this policy will be a fresh air for the growth of the world of tourism in Bali. "We hope that foreign tourists will come to Denpasar as many as possible. Moreover, we have been fasting for 2 years because of the difficult travel conditions due to restrictions" (Balipost, 12 March 2022).

Looking at the positive response from those parties means that through this policy, Bali will experience a significant economic growth from the previous conditions, with the

experience a downturn due to the stopped tourism sector. Vaccination also provides a way for open access to Bali's tourism. It also gives confidence to the investors of tourism sector. AF Maradona conveyed that "Investment in the tourism sector will continue. Investors also still believe that Bali is an ideal place for investment in the tourism sector, since it is predicted to experience a boom as the Covid-19 pandemic is under control." Absolutely, with the re-development of the tourism sector in Bali, it will indicate an economic growth with the local communities later will earn income, foreign exchange earnings, great job opportunities, and prices, community distribution, control, ownership, and the government revenues will increase as well (Antari in Oisina Situmeang, 2020).

CONCLUSIONS

Conclusion

Based on the results of the analysis above, the communication strategy performed by the government greatly affects the success or failure in changing public perceptions to participate in implementing the issued policies. The utilization of media, networks, and the collaboration with other parties is very important, thus the policy process of the Covid-19 vaccination acceleration program can be immediately achieved by the government.

The acceleration of the Covid-19 vaccination also bring a great positive impact the stimulation and the awakening of all existing sectors, especially tourism. The acceleration of vaccination provides an access for the tourism sector to re-accept tourists with strict health provisions and protocols, and can stimulate the community economic growth. The acceleration of vaccination also creates new profitable policies for tourist travel. The Covid-19 vaccination also reduces the number of people affected by Covid-19 in regional clusters and provides confidence, certainty, and security for tourists who want have vacation to Bali.

In the process of accelerating the Covid-19 vaccination, the government should also pay attention to the availability of locations, doses, and the amount distributed to the public, hence the delivery of the vaccines can be achieved immediately. The government should give their trust to the community by opening a leeway to the travel agents without many requirements, yet still implementing a disciplined government control system and ensuring that the parties involved have implemented standardized health protocols and certified CHSE.

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