Indonesian ministry of tourism and creative economy and the crisis frame related to COVID-19

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ABSTRACT

Background: The COVID-19 pandemic has forced governments worldwide to mitigate the tourism sector's crisis, one of which is to rely on effective and efficient crisis communication. However, the Indonesian government, particularly the Ministry of Tourism and Creative Economy (Kemenparekraf), has been accused of being incompetent in managing its crisis communications. The COVID-19 pandemic has forced governments worldwide to mitigate the tourism sector's crisis, one of which is to rely on effective and efficient crisis communication. Even so, no study shows how the Indonesian Ministry of Tourism and Creative Economy crisis communication was carried out in the early phase of the pandemic. **Purpose:** This study aims to examine how crisis communication was carried out by the Indonesian Ministry of Tourism and Creative Economy in the early phase of the pandemic. **Methods:** This study used the quantitative framing analysis method to examine the crisis frame in 178 press releases published on the official website of the Kemenparekraf in January 2020 - May 2020. **Results:** The economic frame ranked second only behind the attribution of responsibilities and was more dominant than the human interest and morality frame. There was a public response where the government, especially the Kemenparekraf, is considered as only prioritizing economic over public safety. **Conclusion:** This study found that in the world's initial phase of the COVID-19 outbreak, the press release published by the Kemenparekraf did not represent an effort to prevent and control the spread of COVID-19 in Indonesia since it would have a significant impact on the tourism sector. **Implications:** Furthermore, the Kemenparekraf needed to optimize the call to action message to positively influence the public and tourism actors and assist efforts to respond to the COVID-19 pandemic crisis.

Keywords: Ministry of tourism and creative economy; COVID-19; frame; press arelease; communication crisis

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INTRODUCTION

The COVID-19 pandemic that began in January 2020 in Wuhan, China, sparked a worldwide crisis and tested how governments respond and manage crises in each country, as well as dealing with uncertainty (Adiprasetio & Larasati, 2020; Adiprasetio, 2020). The Indonesian government has been heavily criticized for managing the crisis in the early days of the pandemic. One example is when 150 tourists from Kunming, China, arrived at the Minangkabau International Airport amid the pandemic hit on January 26, 2020, and were greeted directly by the Governor of West Sumatra with a series of ceremonies. Such an example shows how the risk of a crisis is not properly assessed. A few weeks after the event, the then Minister of Tourism and Creative Economy, Indonesia, Wishnutama, even stated that they would pour a fiscal stimulus of 72 billion rupiahs for influencers to encourage tourism. Although this fund was later clarified and canceled, the communication conveyed from such policy is that the outbreak is not that threatening and was not essential to be anticipated (Adiprasetio, 2020b). Strong criticism has then occurred because the Indonesian government was considered to have no sense of crisis and only focused on the economic impact of the pandemic (Djalante

et al., 2020). The urge to continue to push the tourism sector is considered a fatal step amid the pandemic threat (Masduki, 2021; Roziqin, Mas'udi, & Sihidi, 2021; Dida, Damayanti, & Koswara, 2021).

To make the situation worse, most national media at that time only broadcast one-sided news from the government. The media did not give enough space for the opinion of epidemiologists about the risks of welcoming tourists (Adiprasetio & Larasati, 2020).

Verbal communication of government representatives also worsens the situation. This was shown through many statements from public officials related to the COVID-19 outbreak (Masduki, 2021). The then Minister of Health, Indonesia, Terawan Agus Putranto, stated, "Don't be too afraid of the Coronavirus. Just relax. Just enjoy. The most important thing is to stay fit and have a healthy lifestyle." There is a trivial and fatalistic response to a virus for which there is no cure or vaccine. Even Terawan stated that prayer was why the Coronavirus had not been detected in Indonesia. Previously, Minister of Transportation, Indonesia, Budi Karya Sumadi, joked, "But (this is) a joke with the President, yes, God willing, the Coronavirus will not enter Indonesia because we eat *nasi kucing* (cat rice – a simple dish with small portion of rice from Yogyakarta) every day, so we are immune." Although this was a joke, as a

public official, this statement will be associated with the government's attitude in dealing with the crisis. Furthermore, The Minister of Home Affairs, Indonesia, Tito Karnavian, in front of the journalists' cameras, stated that the Coronavirus is not deadly. For Tito, the 3.7% Case Fatality Rate worldwide as of March 17, 2020, was not a number that deserves to be called deadly (Adiprasetio, 2020b). The government's communication approach in dealing with the pandemic ultimately resulted in a situation full of uncertainty, sparked the spread of conspiracy theories (Adiprasetio, 2020a), and impacted many sectors, one of which is tourism.

Various countries around the world have taken action by locking down the most affected cities or even entire countries, to the point of barring citizens of other countries from entering their borders. It has had a major impact on the tourism sector, where the COVID-19 pandemic has forced the tourism sector to temporarily suspend its operations. According to data from the UN World Tourism Organization, the COVID-19 pandemic has caused a 22% decline in international tourist arrivals in the first quarter of 2020 (UNWTO, 2020). Indonesia is one of the countries affected by the tourism sector, which is quite significant. Since February 2020, the number of foreign tourists entering Indonesia has decreased drastically until its peak in April 2020, the number of tourists was only 158,000

people (Kemenparekraf, 2020b).

Restoring tourism due to the impact of the pandemic will take quite a long time and requires a carefully planned strategy (Hussein, Fatmawati, & Nuryakin, 2022). Data from the *World Tourism & Travel Council* shows that the recovery of tourist destinations due to the pandemic can take up to 21.3 months (COMCEC, 2017). The crisis condition in the tourism sector is a cycle that starts from normal tourism conditions, which then turns into a crisis and returns to normal (Kemenparekraf, 2020a). In dealing with the crisis in the tourism sector, the government is an important factor in dealing with communication and crisis management. The Ministry of Tourism and Creative Economy (Kementerian Pariwisata dan Ekonomi Kreatif - Kemenparekraf) is the highest authority responsible for drawing policies related to tourism and crises in the tourism sphere. However, instead of being the backbone to strengthen the resilience in the community, especially the tourism business community, in the early period of the pandemic, there were many missteps, especially in the aspects of crisis communication and mitigation policies (Masduki, 2021; Roziqin, Mas'udi, & Sihidi, 2021).

Huang explained that effective government communication is essential to fight the pandemic and stabilize the public (Huang,

2021). In addition, Grimmelikhuijsen, De Vries, & Zijlstra (2018) stated that communication by the government has two functions, namely to inform and increase public awareness. Effective government communication is key in informing upcoming threats and also the best solution to minimize risk and further impact during a crisis (Kim & Kreps, 2020).

Frames and framing are powerful messaging mechanisms that can help define and solve problems as well as shape public opinion (Knight, 1999). Most research on framing has focused on media frames on policy issues, although framing research is also potentially useful for identifying strategic messages created by public relations practitioners (Hallahan, 1999). In crisis communication, framing analysis can provide input for individuals and institutions to make appropriate crisis response strategies and minimize damage to the image of individuals and organizations (Boyd, 2000; Coombs, 2006; Su, Stepchenkova, & Kirilenko, 2019). Typologies of crisis response strategies have been developed and tested through various frame analysis studies (Benoit, 1995; Coombs, 1999; Coombs & Holladay, 2008).

Studies related to frame analysis and COVID-19 tend to focus on the mass media (Adiprasetio & Larasati, 2020; Wibhisono, 2020; Nurindra, 2021) and are heavily dominated by analysis with a qualitative approach

(Wibhisono, 2020; Nurindra, 2021; Shandy, Gilang, & Nugroho, 2022). Many scholars have rightfully criticized such approaches and analyses as arbitrary and unsystematic (D'Angelo & Kuypers, 2016). There have been several studies within Indonesia that have tried to examine the media frame with a quantitative approach in the context of a crisis, such as in the context of ethnicity and disintegration (Adiprasetio, 2020c), as well as the health-related news (Adiprasetio & Larasati, 2020).

However, so far in Indonesia, a framing analysis study has yet to try to examine the crisis frame of press releases, especially in the tourism sector. Press releases serve as a liaison between institutions and the public. In a crisis, press releases have dual functions, including; providing clear information to the public through the media on the situation at hand and convincing the public that the steps taken by the institution to overcome the crisis are on track (Nijkrake, Gosselt, & Gutteling, 2015responsibility and economic consequences compared to communications issued by the organization. Mainly framing the crisis in terms of human interest is not enough to positively affect media coverage. Managing corporate communication through a crisis response strategy may limit negative media coverage, thereby affecting public perceptions during crisis situations. However, because different

stakeholders are being informed via multiple channels, different messages may reach the public, creating competing frames. This study examines how an organization's crisis response affects media coverage. Using content analysis, media coverage messages (N = 128; Su et al., 2019). The study by Grimmelikhuijsen et al. (2018) found that press releases are considered effective for informing the public of a crisis before the media raises the issue and even for calling for action for the public to do something.

Communication is an important aspect of crisis management. Crisis management research sees that crisis communication is an important variable in the process (Coombs & Holladay, 2008). One of the communication principles put forward by UNWTO is the principle of media access. Where individuals, groups, or institutions establish crisis communication channels and schedule frequent updates and access to information, one of them is using press releases (COMCEC, 2017). Press releases are crucial in a crisis. Research shows that press releases are the main way used to inform the public through the mass media about what companies do and how they resolve crises (Choi, 2012).

On the other hand, press releases are also used by the government as a way of communicating with the public. Like the government's   communication   function

to increase public awareness (Pasquier, 2018), press releases serve to provide clear information to the public and convince the public about institutional steps to overcome the crisis (Kemenparekraf, 2020a). Several case examples show that press releases can be used effectively in crises, such as to maintain trust in the government and also to counter the negative image of the government created by the media (Nijkrake, Gosselt, & Gutteling, 2015; Grimmelikhuijsen et al., 2018; Su et al., 2019). In addition, press releases are also an effective way for the government to provide information to the public through the media. The media often uses press releases as news content (Boumans, 2018). The information collected by the government is used as a press release that can be responded to by the national and international media. With press releases, the government not only builds relations with the media but also with the public (Kemenparekraf, 2020a).

A crisis frame is a framework that can show the direction of the discourse offered by the information and help in handling or responding to crises. An & Gower explained that crisis frames could be analyzed with the frame category adopted from Semetko & Valkenbur, namely, attribution of responsibility, morality, human interest, conflict, and economics (An & Gower, 2009).

Crisis management has particular implications for organizational design and the need for relatively flexible structures and procedures to accommodate the unpredictable nature of a crisis (Malhotra & Venkatesh, 2009). On the other hand, crisis events are the result of management failures, actions, processes, or the possible lack of impact measurements taken to deal with predictable risks (Beirman, 2016). Pacific Asia Travel Association (PATA) 2003 introduced a crisis management concept known as the 'Four R' in which each stage can be manifested in a statement frame in crisis management: Reduction, Readiness, Response, and Recovery (PATA, 2003). The use of policies and frames that are too fast will have implications for not managing the crisis properly.

Call to action in every crisis becomes a very significant factor for communities and organizations to get out of crises. A call to action is a frame in the form of an invitation to take action that can alleviate or overcome a crisis (Rossmann, Meyer, & Schulz, 2018). Persuasion can minimize the possibility of bad things happening. In a crisis, a call to action can increase the resilience and solidarity of citizens.

This study seeks to examine the crisis framing used in the press release of the Kemenparekraf in controlling the COVID-19 pandemic crisis. Press releases were analyzed to obtain descriptions related to crisis frames, crisis management frames, and frames of call to action during January-May 2020.

RESEARCH METHOD

This study uses quantitative framing analysis techniques on press releases from the Kemenparekraf in the period January - May 2020, with a total of 178 press releases (D'Angelo, 2002; D'Angelo & Kuypers, 2016). There are three units of analysis, including; the crisis frame (An & Gower, 2009; Cho & Gower, 2006), crisis management frame (Beirman, 2016; PATA, 2003), and frame of call to action (Rossmann et al., 2018). The frame criteria examined in this study are as follows:

The crisis frame used in this study refers to the study of An & Gower (2009) with the frame category adopted from Semetko & Valkenburg (2000) attribution of responsibility, morality, human interest, conflict, economical, with the following explanation:

Attribution of responsibility relates to "a way of linking responsibility" to causes or solutions from governments or individuals and groups. This frame is the most commonly used in newspapers that have a serious tone (Semetko & Valkenburg, 2000). In the case of tourism, this frame is commonly used in conservative

media, which is mainstream in South Korea (H. C. Lee, Gross, & Lee, 2010).

Morality is a frame that places events, problems, or issues in moral perception. Research shows that this frame is one of the frames used in the news (Neuman, Just, & Crigler, 1992).

Human interest is a frame that focuses on the human emotional angle on an event, issue, or problem. This frame is often used to make the story more interesting and convincing (Semetko & Valkenburg, 2000).

Conflict, this frame sees an event of conflict or disagreement between individuals or organizations. Conflict frames are often used by the media in America (Neuman et al., 1992). Another case example shows that in responding to news of violence, conflict frames have more impact on individuals (Semetko & Valkenburg, 2000).

Economic, this frame looks at how the impact of economic consequences on organizations, individuals, groups, regions, and countries. Gamson suggests that news production often looks at consequences frames to make the issue relevant to the audience (Gamson, 1989).

The emergence of a crisis frame in a press release will have an impact on the public, considering that a press release is one of the representations of public relations in an agency

(Nijkrake et al., 2015). The crisis frame was codified in multi-codes, where each press release is assumed to have more than one crisis frame.

The crisis management frame used in this study refers to the publication of the Pacific Asia Travel Association (PATA) in 2003 regarding the concept of crisis management, in which there are four phases of crisis management which are also manifested in the institutional publication frame: Reduction, Readiness, Response and Recovery (PATA, 2003). The following is an explanation of these frames:

Reduction is the stage for identifying potential crises and finding ways to reduce their impact. This stage is related to risk management. At this stage, three things must be considered, namely, awareness of the crisis, political awareness, and standard operating procedures (Beirman, 2016). Research from Moe & Pathranarakul shows that this frame is still very minimal in crisis management in Thailand (Moe & Pathranarakul, 2006).

Readiness is a well-prepared plan related to mitigating risks and threats that may occur to businesses or tourist destinations. There are three aspects in this stage, including crisis management planning, tourism planning, and measuring the health & safety of tourist destinations (Beirman, 2016).

The response is the main key to crisis

management. Timing is the main thing at this stage. If the contingency plan has been carefully prepared for tourism, tourism actors or the government can respond as soon as possible. At this stage, there is a need to establish to stakeholders and the media that tourism actors are aware of the crisis event that occurred and are in the process of managing the situation (Beirman, 2016).

Recovery, this stage is carried out when the worst situation has passed, and tourism is ready to return to normal. Three aspects being considered are; business continuity plans, human resources, and debriefing (Beirman, 2016).

The crisis management frame was codified with a single code, where each press release is assumed to have only one crisis management frame.

A call to action frame is a frame in the form of a call to action (Rossmann et al., 2018). Any invitation or persuasion to take action or activity to get through a crisis is included in the category of a call to action.

The call-to-action frame was codified with a single code, where each press release is assumed to have only one call-to-action frame.

The news collection process used an application that is owned and customized by Mores Strategics, a consulting research firm in data science that monitors Indonesian tourism and creative economy issues, by pulling each press release within a set period. The measurement uses a nominal scale of 1 and 0, where one means there is and 0 is not; this measurement applies to all units of analysis, including crisis frames which can contain one or more crisis frames (An & Gower, 2009).

The reliability test was conducted by comparing two coders who analyzed 178 of the total number of press releases in the three main analysis units. This analysis was performed independently. The reliability test analysis uses Krippendorff's alpha, where the acceptable value is ≥ 0.8 (Krippendorff, 2005; Krippendorff, 2011). Krippendorff's alpha can explain the incidental agreement, different categories of measurements, and different samples (Krippendorff, 2005; Krippendorff, 2011). Calculation of reliability using the SPSS version 24. The results of the reliability test meet the requirements of statistical reliability. Any codification differences between intercoder are discussed to obtain absolute data.

RESULTS AND DISCUSSION

The press release is a way for the government to communicate with the public. Grimmelikhuijsen state that government public communication has two functions, namely
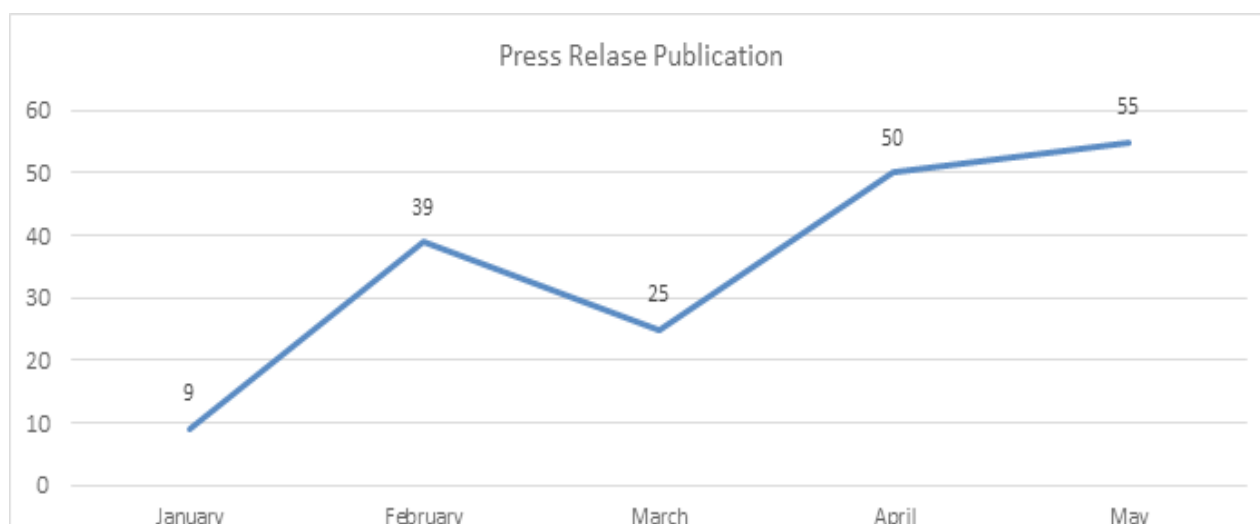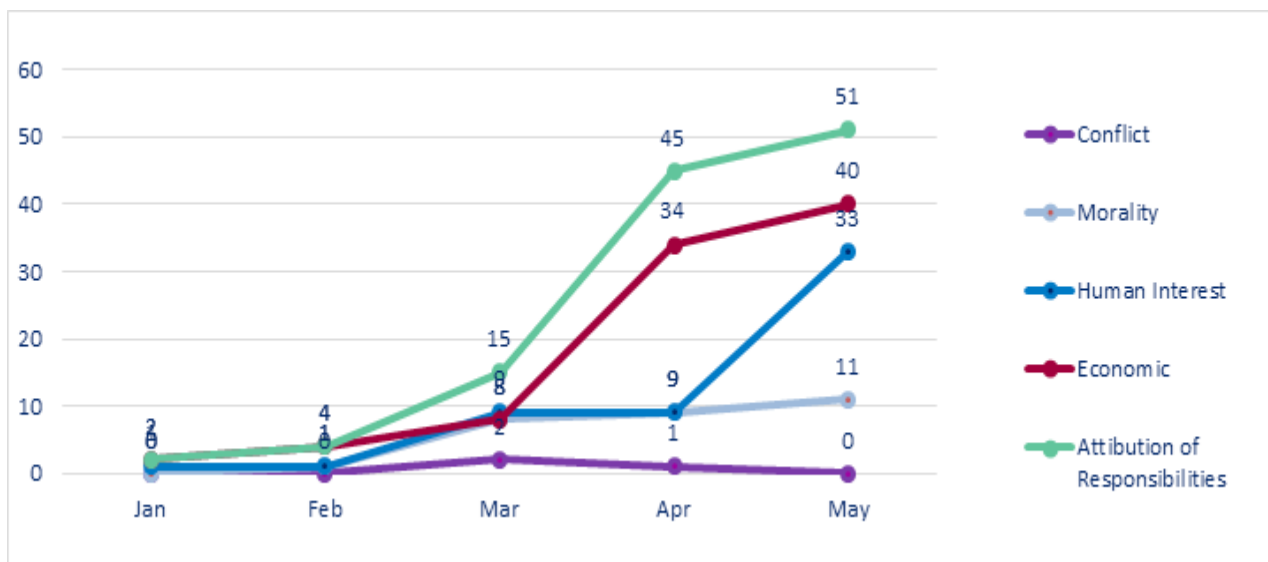
Source: Research results, 2020

Figure 1 The Dynamics of the Press Releases Published by the Kemenparekraf in the Early Phase of the Pandemic

informing and increasing public awareness (Grimmelikhuijsen et al., 2018). On the other hand, press releases can be made into the news. In Basnyat & Lee, 2015's research, it was shown that there were successful government press releases in the news during the H1N1 pandemic situation in Singapore. Boumans found that 1 in 10 news articles in the Dutch media over ten years was initiated by a press release (Boumans, 2018). Therefore, the crisis frame in press releases is an important aspect of shaping public perception of an event.

Based on the data collected in January – May 2020 period, there were 178 press releases released by the Kemenparekraf on its official website. The Kemenparekraf was late in responding to the COVID-19 pandemic crisis, as seen in the number of press releases which only increased in February 2020 with 39 press releases. Meanwhile, in January 2020, the number of press releases issued by the Kemenparekraf was only 9, and the information contained did not emphasize the aspect of building risk awareness and resilience for the public or business actors in the tourism sectors. The increase in press releases in April-May shows how the Kemenparekraf is responding to the ongoing crisis. Dedicated response after an event is at its most chaotic (Huang, Tseng, & Petrick, 2008)

From the whole data, almost all news has a crisis frame. As proposed by Semetko & Valkenburg where one news story can contain one or more crisis frames (Semetko & Valkenbur,

Source: Research results, 2020

Figure 2 Comparison of Crisis Frames in Kemenparekraf Press Releases during the January-May 2020

2000). In this study, the researcher found that the most dominant crisis frame was the attribution of responsibility, which was contained in 117 press releases, with the number increasing every month. Then followed by the economic frame in 88 press releases, human interest in 53 press releases, and morality in 29 press releases. While very few conflict frames were found in the Kemenparekraf press releases, only three press releases contained conflict frames.

This study found that the press release of the Kemenparekraf is dominated by the attribution of responsibility crisis frame. Similar findings are addressed in different research objects. Research by Lee shows that news about tourism in conservative media, which is the mainstream of media in Korea, tends to be dominated by the attribution of responsibility frame (Lee et al.,

2010). This can be taken into consideration that public attribution is the basis for shaping public understanding, especially the public's response to the solutions offered by the government.

On the other hand, the economic frame took second place with a total of 88 press releases. This showed that Kemenparekraf places the economy as a frame that tends to be dominant, especially regarding the potential economic impact on the country and also on tourism actors and small businesses. The economic frame as a whole defeats the position of the human interest and morality frame, which should be the frame that is highlighted in a crisis. Hence, the accusations by many parties that the government tends to emphasize the economic aspect more than others in the pre-crisis period and the beginning of the COVID-19 pandemic

have been validated (Adiprasetio, 2020b).

Human interest, which is related to describing the human emotional side of an issue or problem, is only found in 53 press releases, while morality which places events on the side of morals or social values, is only found in 29 press releases. This shows that the government, namely the Kemenparekraf, has not developed enough empathy that describes the emotional side and social values in press releases related to COVID-19. In a crisis such as COVID-19, which has a major impact on the health sector and has claimed lives, instead of building a narrative that can improve the emotional side of the public, the Kemenparekraf is more focused on finding solutions, especially in the economic sector, especially when the COVID-19 case itself is still in its infancy. Increased in April-May with an average of 300-400 cases per week.

Crisis management is an important key in responding to crises. Each phase of crisis management has its demands for creating and sharing knowledge or the need to collect and interpret information. By adopting the type of crisis management frame from PATA (Pacific Asia Travel Association), namely The Four R's, which describes a management strategy of how destinations and small businesses can effectively manage four different crisis phases through Reduction, Readiness, Response, and Recovery (PATA, 2003), this study mapped

out how the Kemenparekraf deals with the COVID-19 crisis.

The results of this study indicated that in the initial stage, namely reduction, there were only two press releases in January and nine press releases in February, but it increased in March to 21 press releases, April to 45 press releases, and May to 34 press releases. This showed that at the beginning of the emergence of COVID-19 cases, the Kemenparekraf had not optimized the provision of information related to awareness about the crisis caused by COVID-19. Interestingly, the reduction itself only reached its peak in April 2020 when there was a spike in COVID-19 cases, which is the stage of entering the crisis phase. Meanwhile, the readiness frame was quantitatively higher than the reduction frame in January with nine press releases, which later increased to 35 press releases, and in March decreased to 24 press releases, and escalated in April with 48 press releases, and decreased to 33 press releases in May. The high number of readiness frames at the beginning of the crisis phase shows that the Kemenparekraf is still campaigning for tourism plans and planning to overcome the most likely risks and threats without optimizing the identification of the crisis itself.

On the other hand, the results of the study showed that the Kemenparekraf has begun to implement operational and communication
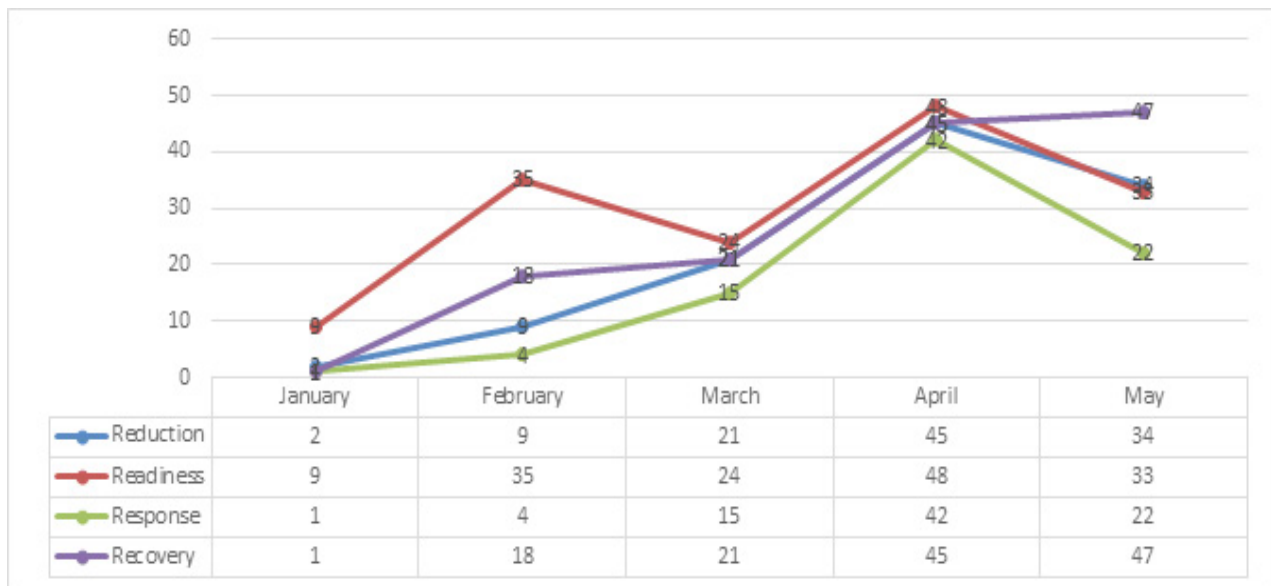
Source: Research Results, 2020

**Figure 3 Comparison of Crisis Management Frames in Kemenparekraf Press Releases during the January-
May 2020**

plans during a crisis since the increase in cases occurred in March-April 2020. In March, there were 15 response frames to the Kemenparekraf press release, which increased to 42 press releases in April, which then dropped to 22 in May. But even so, quite different findings are found in the recovery frame, which means returning the organization to its normal operating level after the crisis, assuming that the worst pandemic situation was over. The recovery frame has been found since the beginning of the year, namely in January, with one press release, which then increased in February with 18 press releases and even exceeded the reduction frame that should have existed in the pre-crisis stage. The number of press releases with recovery frames consistently increases every month, with

18 press releases in February, 21 press releases in March, 45 press releases in April, and 47 press releases in May; this is an illustration that the Kemenparekraf tends to focus on tourism recovery since the beginning of the pandemic.

According to Nijkrake et al. (2015) responsibility and economic consequences compared to communications issued by the organization. Mainly framing the crisis in terms of human interest is not enough to positively affect media coverage. Managing corporate communication through a crisis response strategy may limit negative media coverage, thereby affecting public perceptions during crisis situations. However, because different stakeholders are being informed via multiple channels, different messages may reach the

public, creating competing frames. This study examines how an organization's crisis response affects media coverage. Using content analysis, media coverage messages (N = 128, the initial phase of a crisis is considered an important phase to anticipate events and prevent or reduce the impact of a crisis by detecting and responding to warning signs. The same thing is also explained by Coombs & Holladay (2008), where identification from the outset makes it possible to develop time and strategies. However, in this initial phase, the Kemenparekraf was more focused on planning for the mitigation of risks and threats that are most likely to occur in the tourism sector and has begun to recover from the impact of the crisis.

Ideally, the handling of the COVID-19 crisis can be carried out since the initial appearance of the announced cases, or at least in January-February 2020, when COVID-19 cases spread to several Asian countries. Based on the PATA crisis management framework, Kemenparekraf should focus its crisis management on the reduction and readiness stages, which are pre-crisis stages (Beirman & Van Walbeek, 2011). However, even so, the Kemenparekraf responded to this crisis by implementing a reduction management strategy, where the Kemenparekraf was more focused on preparing disaster management plans before identifying the disaster (Beirman, 2016).

A negative response from the public occurred when the Kemenparekraf had already carried out the recovery first, and in quantity, the recovery press release was greater than the reduction which was the pre-crisis stage, where recovery should have been in the post-crisis stage. Compared to identifying potential crises at the beginning of the emergence of the COVID-19 case, the Kemenparekraf encourages tourism planning and business continuity plans through a press release. For example, the Kemenparekraf has provided incentives for airplane tickets and the *#DiIndonesiaAja* holiday campaign since February 2020, which illustrates how the Kemenparekraf was trying to make plans to mitigate risks and improve the tourism sector, even tourism sustainability plans before the peak of the case begins.

The lack of frame reduction in crisis management has also been found in several studies. As Moe & Pathranarakul (2006) research on the Tsunami natural disaster in Thailand found that the government did not have a master plan for natural disaster management, including prediction (reduction), warning, mitigation, and preparedness (readiness), this resulted in the emergence of many fatalities in the event. Another study from Becken & Hughey (2013) showed that tourism in Northland had not considered the existing disaster crisis management planning, and there

is even a gap between the reduction, readiness, response, and recovery frames adopted by the New Zealand Ministry of Civil Defense Emergency Management. Even the awareness of government representatives from civil defense regarding disaster crisis management is still low, although they show interest in the tourism sector. Although the two studies used different approaches, it is sufficient to illustrate that in some cases, frame reduction and readiness have not been applied optimally in the tourism sector in several countries, including Indonesia.

Another thing that needs to be considered is how the Kemenparekraf carried out tourism recovery before the crisis period ended. The recovery period carried out by the Kemenparekraf is considered too fast and even tends to be in a hurry, considering the impact of this pandemic crisis is quite massive to this day. In Baker's research (2015), it is explained that when potential tourists feel a high risk of encountering the Ebola virus somewhere, then the individual may look for another destination for their vacation. This can be an illustration and a lesson that if Indonesia is still in a crisis and has a risk for transmission, then recovery efforts during the crisis will not be optimal.

A call to action is a form of persuasion to take action. Persuasion can minimize the possibility of something bad happening. Usually, a call to action is carried out by an institution or organization against stakeholders with clear demands. The results showed that during January-May 2020, there were only 60 press releases containing a call to action, while the other 118 press releases did not include a call to action frame. This shows that the persuasion of the Kemenparekraf in encouraging the public to act in response to the crisis is still low. Some examples of invitations made by the Kemenparekraf in its press release are inviting people to wear masks, collecting donations, and encouraging the industry to participate in crisis management.

A call to action can be a good persuasion strategy for the Kemenparekraf to deal with the pandemic crisis. In the high response phase, Kemenparekraf should encourage more call-to-action messages. Call to action can have a positive influence on the public as well as tourism business actors, but this has not been done by the Kemenparekraf through its press releases, whereas if the Kemenparekraf press releases are republished through the media, it will have a considerable impact. Several studies have shown that the media will repeat government press releases (Lee & Basnyat, 2013; Boumans, 2018).

CONCLUSIONS
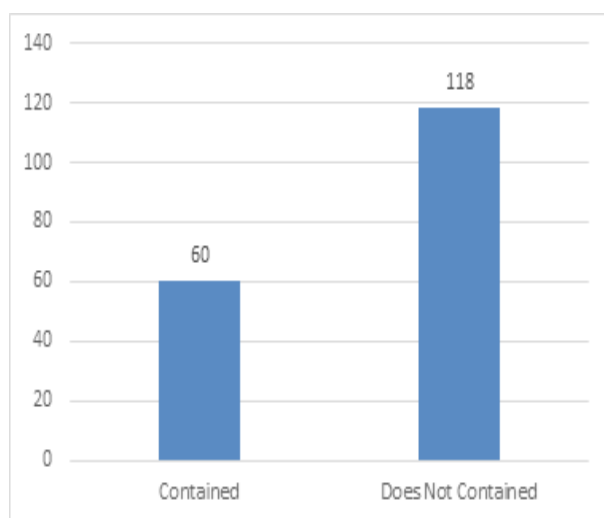
Source: Research results, 2020

Figure 4 Comparison of Call to Action Frame in Kemenparekraf Press Releases during the January-May 2020

In the initial phase of the COVID-19 outbreak in the world, the press release released by the Kemenparekraf did not represent a preventive effort to control COVID-19 in Indonesia, which would have a major impact on the tourism sector. There was a decline in the number of press releases released to the public in March. This month, the Kemenparekraf should increase press releases that can make the public aware of the crisis that is predicted to come. There is a need to have a crisis management plan in place to establish appropriate strategies and guidelines to prevent, prepare for and mitigate the damage caused by unexpected and non-routine events. Every crisis is unique, so it is impossible to have a single formula, but

having a blueprint can help save time, energy, and other resources for tourism destinations in crisis (Sönmez, Apostolopoulos, & Tarlow, 1999). This aims to reduce the impact of the crisis that is sweeping the world because, in March, the WHO decided that COVID-19 was a pandemic.

The increase in press releases in April-May 2001 was a manifestation of how Kemenparekraf responded to the crisis that occurred at that time. The response is dedicated after an event is at its most chaotic (Huang et al., 2008). The response related to COVID-19 would be better if it was carried out earlier, in March, so that it would reduce foreign tourists who have a high risk of transmitting COVID-19 to Indonesian citizens.

The attribution of responsibilities frame is a frame that is found dominant in press releases showing the government's position in trying to become a figure who handles the crisis. However, the position of the economic frame, which ranks second, even more, dominant when compared to the human interest and morality frame, triggered a negative response from the public since the government, especially the Kemenparekraf, is considered to prioritize the economy over the public safety.

The handling of the Kemenparekraf crisis itself can be considered too late because the readiness frame only appeared significantly in the press release in February, while the

pandemic had already spread from China in January. Meanwhile, we can see how the efforts to handle the COVID-19 pandemic seem rushed because even since February, the frame and narrative related to recovery have been highlighted even since February when the situation of uncertainty related to the pandemic still haunts the whole world.

Finally, the existence of a call-to-action frame in the government's press release is relatively low. The government did not optimize the call to action that can have a positive influence on the public as well as tourism business actors in general and assist efforts to respond to the COVID-19 pandemic crisis.

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