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Communicating cleanliness, health, safety, and environmental sustainability policy during Covid-19

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Abstract One of the key strategies for tourism and hospitality recovery post-Covid-19 is communicating the Cleanliness, Health, Safety, and Environmental Sustainability (CHSE) policy. CHSE policy ensures that tourism actors and tourists conduct a new tourism culture that coalesced with the global pandemic. Therefore, the current study offers a study case reviewing the communication of CHSE policy in Bromo Tengger Semeru (BTS) tourist areas. BTS is designated as one of the Indonesian government's national tourism strategic areas or New Bali with priority status. We reviewed published tourism and hospitality literature pandemic-related articles to meet our research objectives and conducted in-depth interviews with BTS community leaders. Based on the results, we identified that the communication of CHSE policy in the BTS area applies an ideation communication strategy, emphasising instructional, directional, and non-directional communication patterns. These communication patterns are implemented through the three categories of policy instruments that consider the people's cognitive, emotional, and social aspects of the BTS.

Keywords: public communication; policies; CHSE

INTRODUCTION

Covid-19 has been designated an ongoing pandemic worldwide since 2019 until now by the World Health Organisation (WHO). This disease is caused by a coronavirus derivative of the Severe Acute Respiratory System (SARS) and other types of flu (WHO 2020). It shows an extensive snowball effect that includes a fatal impact on aspects of global social, psychological, public health, and economic conditions (Hertz-Palmor et al., 2021; Osterrieder et al., 2021; Suryani & Rinaldy, 2021), and suddenly disrupting people and places on a global scale (Ntounis et al., 2022). Although the Covid-19 pandemic had similar origins to other pandemics such as SARS, avian influenza, swine flu, malaria, norovirus, and MERS, its impact has been excessive and continues to spread in many countries (Konarasinghe, 2020).

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Although outbreak studies have been conducted in the past, the scale and scope of recent pandemics rival some of the largest public health disasters of all time (Kaushal & Srivastava, 2021). Covid-19 has proven to be more contagious than other communicable diseases, increasing the risk of illness. Also, the scale of the Covid-19 pandemic has been uniquely global and persistent, in contrast to previous epidemics confined to specific cities and countries for relatively short periods.

Tourism and hospitality are among the worst affected industries (Škare et al., 2021). For decades, it has been known that the tourism and hospitality industry has been reactive to and affected by external and internal factors such as uncertainty, challenges, crises, and pandemics. Compared to other industries, tourism and hospitality are notably more vulnerable to disasters and crises (Chen et al., 2021). As the tourism sector easily reacts to crises, disasters, and pandemics (Gössling et al., 2021; Yu et al., 2021), unforeseen financial, financial, health crises, etc., may threaten tourism demand and affect the performance of the businesses themselves. However, the aftermath of Covid-19 has been described as 'catastrophic', and no industries have been hit harder than tourism and hospitality (Dube et al., 2021; Nicola et al., 2020).

The Organisation for Economic Co-operation and Development noted that there had been a decline in the performance of the international tourism sector by 70 per cent until September 2020. The steep decline trend is 'devastating' compared to the positive numbers one year earlier. The tourism sector from 1995 to 2019 has been the most resilient sector, with more than a decade of sustained growth (UNWTO, 2020). This positive figure is in free fall as noted by the World Tourism & Travel Council (WTTC) in the latest research study that the tourism sector suffered a loss of US$4.7 trillion in 2020, with the contribution to Gross Domestic Product (GDP) falling by 49.1 per cent compared to 2019 (WTTC, 2021b).

In Indonesia, tourism is also a crucial sector of the national economy, contributing 4.80 per cent of the 2019 Gross Domestic Product (Badan Perlindungan Konsumen Nasional, 2020). (Alamsjah, 2016) said the tourism sector had become essential to national progress. Unfortunately, after the Covid-19 pandemic hit, it was noted that the Indonesian tourism sector experienced a decline in international visitor spending by 78.4 per cent. In comparison, domestic visitor spending fell by 35.2 per cent (WTTC, 2021a). As a result, foreign tourist visits to Indonesia in 2020 only reached 4.02 million (Figure 1).
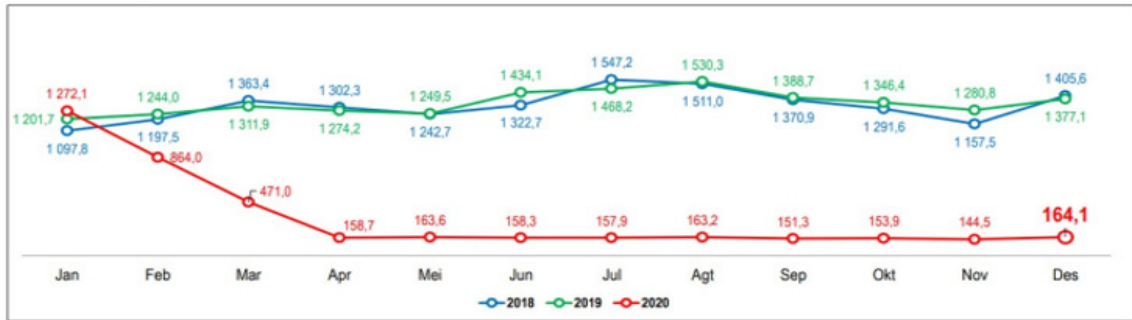
Figure 1. Number of Indonesia Foreign Tourist Visits 2018 – 2020
Source: Indonesian Statistic/ Badan Pusat Statistik (2021)

This research seeks to answer the calls for "a positive cycle of research to help us recover" (Rivera, 2020). Specifically, we generate an in-depth understanding of how policymakers communicate the CHSE policy to the tourism and hospitality actors during the pandemic—arguing the importance of clear communication regarding new policies that must be carried out to support the recovery of tourism activities post Covid-19. We address this issue in the context of a pandemic, as successful tourism and hospitality industries require knowledge of what creates pleasure (Srivastava & Kumar, 2021).

Several recent studies have also covered the impact of the Covid-19 pandemic and what did change in the tourism and hospitality industries to find recovery strategies. The main challenges industries faced during the pandemic were supply chain issues because of the closed borders (Japutra & Situmorang, 2021). (Supriatna, 2020) finds that the pressure on tourism activities is due to the limited mobilisation of foreign and domestic tourists. The pandemic also impacts the traveller's decision to travel, and reducing health risks is a key strategic point for attracting customers (Shin & Kang, 2020). Hotels and hospitality businesses are expected to pay particular attention to implementing Covid-19 precautions and guidelines issued by various health and medical agencies as customers become more safety-conscious when travelling during a pandemic. The Indonesian Ministry of Tourism and Creative Economy has set the Cleanliness, Health, Safety and Environment Sustainability (CHSE) protocol to address this issue. KSP (2020) also mentioned that communication of CHSE policy is one of the keys to the post-Covid-19 tourism and hospitality recovery.

The CHSE policy contains operational guidelines for tourism activities from the Decree of the Minister of Health HK.01.07/Menkes/382/2020 concerning Health Protocols for Communities in Public Places and Facilities in the Context of Prevention and Control of Covid-19 (Kementerian Pariwisata dan Ekonomi Kreatif/Badan Pariwisata dan Ekonomi Kreatif, 2020). CHSE is also based on increasing public awareness of cleanliness, health, safety, and environmental sustainability after Covid-19, which aligns with the previous research findings. The main objectives of the CHSE protocol are (1). build public trust to return to travel; (2). eliminating the

negative stigma of tourism activities during the pandemic; and (3). provide travel inspiration. The four aspects of CHSE influence the pattern of demand and tourist behaviour after the pandemic, so tourism actors must be encouraged to provide quality tourism activity services and pay attention to the Covid-19 prevention and control protocol.

The guidelines for implementing the CHSE policy that has been released by (Kementerian Pariwisata dan Ekonomi Kreatif/Badan Pariwisata dan Ekonomi Kreatif, 2020) amplify each concept: Cleanliness refers to a state free from dirt, viruses, bacteria, pathogens, and harmful chemicals. Meanwhile, the health aspect emphasises the application of health rules to humans and the environment through prevention, care, monitoring and control activities. Safety includes the safety factor, free from risks, dangers, threats, and disturbances, whether permanent and non-permanent, physical and non-physical, in a particular place and time. Moreover, environmental sustainability refers to activities responsible for managing the condition of natural resources and protecting ecosystems to sustain health and well-being.

Besides that, one of the critical findings of previous research is how government and policymakers have a pivotal role in promoting sustainable tourism practices during unprecedented times, such as the Covid-19 pandemic (Salem et al., 2021; Setiyorini et al., 2022; Srivastava & Kumar, 2021). Government has a mitigating role in providing tourism actors with training and education on preventing infection by implementing cross-training and retraining them. As the policymakers, the government also can establish certain policies that support the recovery process of the tourism and hospitality industries. The Indonesian government has gradually made efforts to implement various policies to improve the ability to control and prevent Covid-19 and restore the tourism industry by implementing policies from large-scale social restrictions (PSBB or PPKM), quarantine hotels for inbound travellers, and incentive regulations (Andariesta & Wasesa, 2022; Faeni et al., 2022; Handani et al., 2022), and CHSE as mentioned above.

However, in developing countries, there is usually a gap between the initiation and implementation of regulations and policies (Japutra & Situmorang, 2021). This is especially true in a complex country with 34 provincial governments like Indonesia. Moreover, previous research finds that the government is slow and not proactive in providing guidelines and solutions. Considering all these findings, this present study is critical as it aims to explore the communication of CHSE policy using Howletts & Rayner (1995) three concepts of policy instruments. In informing practice, findings from this work will help local and state governments make informed decisions in planning the most sustainable approach to communicating new policy to policymakers and other stakeholders. The implication will also notably help promote tourism's sustainable recovery, especially during such unprecedented times as Covid-19.

Most studies attempted to examine the recovery of tourism and hospitality industries using private sector cases. There is still a gap between studies targeting community-based tourism. This approach also plays an important role, especially in developing countries where the community is marginalised by working together to carry out tourism activities in their community. Nevertheless, more research is needed to understand the impact of Covid-19. Therefore, this study aimed to cover how policymakers communicated the CHSE policy to the local tourism actors as one of the ways to restore the national tourism and hospitality industries.

This study focuses on the communication of CHSE policy in the Bromo Tengger Semeru (BTS) tourist area. In developing the national tourism industry, the Indonesian Ministry of Tourism and Creative Economy has designated strategic areas of national tourism. It is projected to become the New Bali. In the virtual discussion, Sandiaga Uno, the Indonesian Minister of Tourism and Creative Economy, said, "Indonesia's tourism and economy used to rely on the strength of Bali. But now we have ten priority tourism destinations" (Bambang Ismoyo, 2021). One of the ten priority tourism destinations is Bromo Tengger Semeru (BTS) tourism area. The BTS is located in four areas: Pasuruan Regency, Malang Regency, Lumajang Regency, and Probolinggo Regency.

After being closed due to the spread of the Covid-19 pandemic, five tourist points in the BTS Area will be reopened gradually starting from 6 September 2021, namely Penanjakan Hill, Kedaluh Hill, and Love Hill via Pasuruan Regency, as well as Mentigen and Savana Teletubbies via Probolinggo Regency (Ramadhian, 2021). The opening of the Bromo Tengger Semeru Tourism Area is following the Decree (SK) of the Minister of Environment and Forestry Number 261/MenLHK/KSDAE/KSA.0/6/2020 concerning the Gradual Reactivation of National Parks, Nature Parks, and Wildlife Sanctuaries for Nature Visits in the Final Transitional Condition of Covid-19. However, to ensure that tourism activities can run safely, the Indonesian government commands and advises the tourism actors to implement the CHSE policy. This policy is expected to be an effort to accelerate the recovery of the tourism sector that supports the economic conditions of the people around the BTS Tourism Area.

The present study is critical to not only increase but also deepen our understanding of how to respond to this pandemic and future unforeseen crises. This study describes how policymakers communicate the CHSE policy to the local tourism actors. This knowledge may help policymakers, tourism actors, and other stakeholders. In the rest of the paper, we describe the methodology, followed by a discussion of the results. The final section concludes the paper.

METHODOLOGY

The approach used in this research is a qualitative approach by trying to build and understand a phenomenon based on the participants' perspectives who play a role in it. A qualitative approach is used to understand a social phenomenon by looking at critical aspects more clearly (Neuman, 2013). This qualitative approach can provide a deeper understanding of the communication of the Cleanliness, Health, Safety and Environment Sustainability (CHSE) policy in the Bromo Tengger Semeru Tourism Area (BTS) during the Covid-19. In this study, researchers explored and identified informants' experiences in tourist villages in BTS to communicate the CHSE policy during the Covid-19 pandemic.

The data collection techniques in this research are observation, interviews, document studies, and audio and visual data (Cresswell, 2018). Researchers made observations by going directly to the field to observe and interpret the conditions and atmosphere at the location. The researcher also conducted interviews with informants to gain in-depth information. Researchers carried out in-depth interviews by providing several prepared questions. Researchers used the In-Depth Interview technique to obtain clear answers from the selected informants. The general criteria for selecting informants are related parties directly involved in communicating the CHSE policy during the Covid-19 pandemic in BTS Informants in this study were selected using a purposive technique concerning specific planning and criteria (Cresswell, 2018). The background of each informant can be seen in table 1.

Table 1. Informants Data

No.	Name	Position	Reasons
1.	Supoyo	Pelinggih (Community Leader)	He is a community leader from the Tengger community who is a member of Commission III of the Provincial Legislative Council of Probolinggo Regency. He has been the Ngadisari headman several times.
2.	Sandi	Pokdarwis (Community Leader)	He is the head of *Kelompok Sadar Wisata* (Pokdarwis). It is an independent tourism awareness group founded by residents of tourist villages whose members comprise the community. Pokdarwis is responsible for providing information from the management regarding tourism activities to the community.

Source: Data Processed by Author (2022)

The research was conducted purposely at BTS. One of the connections to ecological tourism objects (ecotourism) is the BTS National Park. It is located at Ngadisari Village, Sukapura District,

Probolinggo Regency. The research location is the entrance to Bromo, which has been determined by the Indonesian Ministry of Tourism and Creative Economy as a leading destination expected to become the 'New Bali.' Therefore, this case study aims to develop a deep, multifaceted understanding of a complex problem in a real-world context (Yin, 2013).

RESULTS AND DISCUSSION

Based on research findings, to communicate Cleanliness, Health, Safety and Environment Sustainability (CHSE) policy, a persuasive communication approach is used to convey the messages by the Bromo Tengger Semeru village government. This aligns with what (Novianti et al., 2021) found regarding disaster literacy in tourism areas using persuasive communication to prevent the negative impact of crises on tourism activities. Persuasive communication involves a symbolic process in which the communicator aims to convince other people of the attitude and behaviour change by transmitting messages in a free-choice atmosphere (Hallahan et al., 2007; Perloff, 2020; Stiff & Mongeau, 2016). Moreover, they use the Ideational Communication Model approach to communicate the CHSE policy, which refers to a communication strategy that emphasises the spread of new ways of thinking or new behaviours through the community through communication and social interaction between individuals and groups (Muktiyo et al, 2020).

Therefore, community involvement and social interaction between individuals and groups make the people in the BTS Tourism Area voluntarily adopt a new order following the CHSE policy. This is a distinct approach to community-based tourism, as the tourism industry relies on the participation of residents, either through their role as employees or local entrepreneurs, and their goodwill towards tourists (Blackstock, 2005; Pasanchay & Schott, 2021; Schott & Nhem, 2018). Further on, the communication of CHSE policy in the BTS Tourism Area will be described based on Howletts & Rayner (1995) three policy instruments concepts. The CHSE policy instrument shows the government as policymakers methods to achieve the desired behaviour change in local communities. The interviews with research informants show that in the communication of CHSE policy, three concepts of policy instruments are used, namely (1). Mandatory Policy Instruments; (2). Voluntary Policy Instruments; and (3). Mixed Policy Instruments. The following is a description of the three concepts:

Mandatory Policy Instruments

The central and district governments implement mandatory policy instruments in the form of regulations in implementing CHSE in the BTS Tourism Area. The binding policy instrument issued by the Indonesian Ministry of Tourism and Creative Economy (Kemenparekraf) is through the Government Regulation of the Creative Economy of the Republic of Indonesia Number 1 of 2020 concerning Standards and Certification of

Hygiene, Health, Safety, and Environmental Sustainability of the Tourism Sector During the Handling of the Corona Virus Disease 19 Pandemic (Covid-19). This policy was then supported by the Probolinggo Regency Regent Regulation Number 62 of 2020 concerning implementing Discipline and Law Enforcement of Health Protocols to prevent CoronaVirus 19 (Covid-19).

The two mandatory instruments are established, implemented, and socialised properly. Support for the CHSE policy was shown by the Regent of Probolinggo, who harmonised the same goals and objectives with the Ministry of Tourism and Creative Economy to make the Bromo Tengger Semeru Tourism Area implement CHSE.

> "It was originally from the Regent's Regulation. It continued to be socialised in the village. The one that has to do with this is a tourist village, so there is also one from the tourism office." (Mr Supoyo, Ngadisari Village, June 2021, in-depth interview)

The outreach activities regarding the Regulations of the Ministry of Tourism and Creative Economy and the Regent's Regulations in the village scope are led by the sub-district head of each sub-district, followed by socialisation by village heads of all residents in the Bromo Tengger Semeru Tourism Area. At the beginning of the implementation of government policies, the community tourism sector was greatly affected, which can be seen by many homestay entrepreneurs, jeep rentals and tour guide service providers having to close temporarily (See Figure 2). However, this does not burden the community. On the contrary, it shows the tendency of the community to comply with regulations from the central, regional and village governments.

> "Heem, well, at that time, the village heads from 12 villages in the Sukapura sub-district were gathered together by the sub-district head. They were given guidance, and isolation was carried out in Wonokerto, Ngadas, and Ngadisari. At that time, there was no swab or rapid like now. So after we collect it, we also give the residents an understanding. (Mr Supoyo, Ngadisari Village, 20 June 2021, in-depth interview)

> "No problem, tell them to return if the guests here do not bring a healthy letter. You must show that you are healthy when you want to enter. There are regulations from the regent, so the village must refuse if you do not bring a health certificate. Besides that, the owners of vehicles such as jeeps and hardtops must have a procedure, so there is a plastic partition on the driver, and initially, it could carry six people. Now it can only carry three people. Then the person also obeys." (Mr Supoyo, Ngadisari Village, June 2021, in-depth interview)

Figure 2. Closure of the BTS Tourist Area and its Impact
Source: Researcher Documentation

The use of formal policy instruments such as regulations is a form of instructional communication pattern that focuses on the communication process to increase knowledge and ability to recognise the new post-Covid-19 order and the application of CHSE in daily activities (Muktiyo et al, 2020). At the cognitive level, communication of CHSE policy through regulations encourages creating communities in the Bromo Tengger Semeru Tourism Area. As a result, they understand what they must do for their immediate environment and build public perceptions that the government is responsive in controlling crises.

At the same time, the local government provides understanding to the village government through the sub-district head, which is then forwarded to the village head until the community shows directional communication. Directional communication through this socialisation activity encourages behaviour change through guidance on habits that are recommended and expected to apply in the Bromo Tengger Semeru Tourism Area community. This is a transmission element in public communication that is carried out. The government ranks know what they must do and pass it on to the target audience of policies so that decisions can be appropriately followed.

The success of CHSE implementation policy communication in the Bromo Tengger Semeru Tourism Area cannot be separated from the mandatory informal policy instruments. These customary values are trusted by the community and all village officials, especially in Ngadisari Village. The motto of Catur Guru Bhakti itself comes from the Sanskrit language. Namely, chess means four, guru means one who imparts knowledge, and bhakti means respect and prostration to the four teachers who provide various kinds of education, including the government.

"Residents adhere to the motto "Catur Guru Bhakti" so it is easy to regulate society, get along, etc. Prof. Ayu has studied four Gurus who must be devoted. The guideline contents are Bhekti to God

> Y.M.E, Bhekti to parents and ancestors, Bhekti to teachers who provide knowledge, and Bhekti to the Government. So, if tourists come here, it is a tour of peace, not a crowd of many attractions that damage the character of Ngadisari village." (Mr Supoyo, Ngadisari Village, June 2021, in-depth interview)

The slogan included in this informal regulation significantly impacts the success of CHSE policy communication in the Bromo Tengger Semeru Tourism Area community. People in the Bromo Tengger Semeru Tourism Area believe and understand to obey those who have authority. In this context, the government, through the communication of CHSE during the Covid-19 pandemic. The performance of CHSE can be seen from the community's behaviour that supports policies such as (not limited to); using masks, maintaining distance, applying the use of health letters in tourism activities, and creating barriers between drivers and tourists.

The mandatory formal and non-formal policy instruments attached to the CHSE policy in the Bromo Tengger Semeru Tourism Area describe the public communication process that is carried out both from the local government to the village government, until it reaches the target audience, namely the people in the Bromo Tengger Semeru Tourism Area. Using instructional and directional communication patterns that consider emotional and social factors can encourage changes in community behaviour to support the implementation of CHSE in the Bromo Tengger Semeru Tourism Area.

Figure 3. Agricultural Activities in the Bromo Tengger Semeru Tourism Area
Source: Researcher Documentation

Voluntary Policy Instruments
Voluntary policy instruments are often found in the community because they are considered capable of dealing with general problems effectively and efficiently. Family and community policy instruments have become the dominant instrument in the communication of CHSE implementation policies in the Bromo Tengger Semeru area. People in the Bromo Tengger Semeru area make the tourism sector a side job, while their main job remains as a farmer (figure 3).

> "Well, the original jeep was just a side, ma'am. The rest went to the fields. So it does not affect the income, it does not go anywhere, it has been said that if it is not too important, you do not have to go

anywhere. I know that only in Ngadisari where most residents wear masks when they leave the house." (Mr Sandi, Ngadisari Village, 20 June 2021, in-depth interview)

So even though during the pandemic, the tourism sector was the sector most fatally affected, the people in the Bromo Tengger Semeru Tourism Area had other economic activities. This situation makes it easier for people in the Bromo Tengger Semeru Tourism Area to be given socialisation about the policy of implementing CHSE. In addition, the communication of CHSE tends not to have pressure from community groups. Close community ties make people in the Bromo Tengger Semeru Tourism Area easy to gather, including in the socialisation of the implementation of the CHSE policy.

"So the Ngadisari people are obedient. Why do they obey? Because the Ngadisari people adhere to a guideline called 'Catur Guru Bhakti,' there are four things that must be obeyed. The first is to obey God YME. To his ancestors, both of our parents cannot fight against their parents, the third is to be devoted to the father/mother teachers who have been educating us since childhood, and the fourth must serve the government. So society is guided by it." (Mr Supoyo, Ngadisari Village, June 2021, in-depth interview)

 "Yes, it was just a matter of collecting it. If you come here, ma'am, it is easy to gather residents. This will be one village with a total of 1700. All of them will come if you are asked to gather." Mr Supoyo, Ngadisari Village, June 2021, in-depth interview)

In addition to complying with the CHSE-based health protocol, the Bromo Tengger Semeru Tourism Area people have also voluntarily strengthened the existing guard posts. The community collectively changed the guard post, originally used as a Community Protection Post. During the Covid-19 pandemic, it was used as a tough village guard post to select tourists who wanted to visit the Tourist Area. The guard post has various banners and posters regarding the CHSE health protocol in the Bromo Tengger Semeru area (see Figure 4).

"Well, this is what it is called... PPKM is a micro-scale; this started from the beginning in this village at the Community Protection Post. The post was there. From the beginning of the pandemic, it was sealed there until now, and it has been tightened again." (Mr Supoyo, Ngadisari Village, June 2021, in-depth interview)

"Yes, this has been here for a long time. Initially, it was a post for security guards, but it was merged into one because of the government's policy of implementing the Semeru Tough Village. So it was Community Protection who guarded it there. The term is

Jogoboyo Ngadisari." (Mr Supoyo, Ngadisari Village, June 2021, in-depth interview)

"There are three posts, so the one in front of the village office is the first village post, then the one in the middle post 2 is the inter-tourism post and post three, which is near the sea of sand is the post (BTS) (Bromo Tengger Semeru)" (Mr Sandi, Ngadisari Village, June 2021, in-depth interview)

Figure 4. CHSE Health Protocol Banner at the Tough Village Guard Post
Source: Researcher Documentation

How do the people in the Bromo Tengger Semeru Tourism Area collectively apply non-directional communication patterns that emphasise volunteerism? The role of family and community in the Bromo Tengger Semeru area is significant, considering that both are actors who play a role in dialogue and interaction in the community. The involvement of families and communities in CHSE policy communication encourages changes in community behaviour in the Bromo Tengger Semeru Tourism Area collectively. This is also a form of consistency carried out in public communication activities. Thus, not only having binding regulations but also involving social actors to communicate the same message regarding the implementation of CHSE regularly.

Mixed Policy Instruments
Information and Exhortation

Community leaders provide information and advice as supporters of the mandatory and voluntary policy instruments in the implementation of CHSE in the Bromo Tengger Semeru Tourism Area. They are the driving force for citizens to change their behaviour following CHSE policies (Figure 5).

"Hey, at that time, the village heads from 12 villages in the Sukapura sub-district were gathered together by the subdistrict head. They were given guidance, and isolation was carried out in Wonokerto, Ngadas, and Ngadisari. Yes, there was no swab or rapid at that time. So after it was collected, we also gave the residents

an understanding. Fortunately, the residents here obeyed, and no one was affected during the pandemic. So as long as there is Covid, the residents are not going anywhere. Their daily activities are in the fields." (Mr Supoyo, Ngadisari Village, June 2021, in-depth interview)

Figure 5. The situation of Group Activities in the Bromo Tengger Semeru Tourism Area
Source: Researcher Documentation

Community leaders actively hold gatherings for the community of each village in the Bromo Tengger Semeru Tourism Area. The group activities are carried out with the hope that residents will better understand and be able to implement regulations related to CHSE. The goals can be achieved more optimally by taking a more humanist and dialogical approach to the community. The communication process that is carried out also focuses on information disclosure to give residents a sense of trust in the village government.

"There are no difficulties, so we are if there are activities, that is all."
It was delivered openly between the village head, apparatus, Village Consultative Body, Village Community Institution, and the community. So we have a pleasant meeting, and then we must do it well. There is no such thing as a grumble. I have heard that the BPD is always against the village head if it is out there, but it is not always open here. All institutions are invited to discuss coordination before carrying out activities." (Mr Supoyo, Ngadisari Village20th June 2021, in-depth interview)

With the clarity of information, citizens consciously and voluntarily obey the government's appeal regarding the CHSE policy. Furthermore, the communication pattern that runs from upstream to downstream allows the implementation of the CHSE policy in the Bromo Tengger Semeru Tourism Area to run more optimally. The transmission of public communication messages between governments – from the central government to local governments and ending at the village government

– followed by a dialogue between village governments and residents, resulting in supportive behaviours such as the voluntary distribution of posters and pamphlets regarding the CHSE protocol.

Subsidies

With support from other policy instruments, subsidies in certain forms are also implemented in the Bromo Tengger Semeru Tourism Area. For example, assistance can take the form of distributing masks by the association of women of the dasawisma (ten work programs for Family Welfare Empowerment) to the provision of a tough village competition by the East Java Regional Police in collaboration with the East Java Provincial Government, Military Area Command (Kodam) V/Brawijaya, City District Governments throughout East Java, and universities. Distributing masks initiated by the association of women of the dasawisma is an effort to encourage respectful behaviour to the CHSE protocol in the Bromo Tengger Semeru Tourism Area. Meanwhile, the appreciation of the Tough Village award is one of the approaches used by the East Java Regional Police to form the most negligible unit based on community participation in cooperation in handling the Covid-19 pandemic.

In community-based tourism, adjustments to the culture of the community are needed, including determining who is involved and how in the communication strategies. Based on field findings and researcher analysis, Howlett & Rayner (1995) 's three concepts of policy instruments cover how the government as a policymaker communicates the CHSE policy to the residents. This is an alignment of what persuasive communication means involving multiple interactions in dialogue (McKee & Porter, 2017; Pflugfelder, 2016) to influence the group's mental state through steps aimed at changing attitudes that can lead to changes in behaviour (Briñol et al., 2017; O'Keefe, 2015; Shahzalal & Font, 2018).

The clarity of mandatory policy instruments that include formal and non-formal regulations as guidelines are the key to implementing CHSE in the Bromo Tengger Semeru Tourism Area. Bromo Tengger Semeru village government has understood what they should do and what behaviour is expected based on the instructional communication pattern from the central and local governments. The message transmission then continued clearly and consistently to the people in the Bromo Tengger Semeru Tourism Area. Furthermore, family and community as voluntary instruments also support the communication of CHSE policy. The pattern of non-directional communication is realised through residents' voluntary activities, including efforts to tighten Tough village posts and install banners and billboards regarding CHSE. This form of communication embodies the involvement of social actors who communicate messages aligned with and support the CHSE policy regularly and voluntarily. The subsidy instrument further strengthens communication, which includes sharing masks and forming the smallest cooperation unit in the community.

In addition, emotional and social aspects also play a role in mobilising community behaviour following CHSE policy, including the Catur Guru Bhakti motto adopted by residents. Echoing Perloff (2020), the perception and credibility of the communicator can affect the success of message recipients. In Bromo Tengger Semeru communities, community leaders' provision of information and advice, mixed between mandatory and voluntary instruments, is essential in communicating ideas to the people of the Bromo Tengger Semeru Tourism Area. They are the driving actors of citizens in changing behaviour. By this means, the activity of communicating knowledge from the village government and community leaders supported by other social actors can convey it well according to the target audience. The narrative built in the communication process supports the CHSE policy to maximise its implementation.

Implications

The theoretical contribution of this research is as follows. To date, no one understands Covid-19 and its multidimensional impact on society. This research was conducted to answer the gap of other researchers in investigating policy communication activities during the Covid-19 pandemic in community-based tourism. Moreover, it is also to expand empirical studies during the pandemic, especially in developing countries where there is a gap between the initiation and implementation of existing regulations and policies (Japutra & Situmorang, 2021). Consequently, to our knowledge, this study is one of the first to integrate a policy instrument perspective in exploring communication activities. The current study has confirmed that even in times of unprecedented crisis, society is essentially communicative, and the learning process determines social change. How the non-directional communication patterns are shown, the efforts of social actors in protecting the community, and the overall CHSE policy communication activities resonate fully with Habermas' thoughts (Hardiman 2009). CHSE policy communication activities in BTS are directed by mutually agreed norms based on the expectations of subjects interacting with agreed symbols. Thus, humans' basic actions as social beings illuminated by rational consciousness are not based on mere instincts. In practice, insights from this work will help local and state governments better understand themselves when planning the most sustainable approach to communicating new policies to policymakers and other stakeholders to help make a decision. In particular, the impact could also help drive the sustainable recovery of tourism, especially in unprecedented times such as Covid-19.

CONCLUSION

Since being designated as an ongoing pandemic, Covid-19 has significantly impacted global people's lives. As one of the worst affected, the tourism and hospitality industries gained attention from

stakeholders. Governments as policymakers have a mitigating role in providing tourism actors with training and education on infection prevention by implementing cross-training and retraining them. As the policymakers, the government also can establish certain policies that support the recovery process of the tourism and hospitality industries. One of the critical policies in recovering tourism and hospitality activities during Covid-19 is Cleanliness, Health, Safety, and Environment Sustainability (CHSE) protocol.

This study has illustrated that the communication of CHSE policy in the Bromo Tengger Semeru area applies an ideation communication strategy, emphasising instructional, directional, and non-directional communication patterns. These communication patterns are implemented through the three concepts of policy instruments that consider the cognitive, emotional, and social aspects of the people of the Bromo Tengger Semeru area. The research results can be used as a reference for those who will carry out policy communication in other areas and further research that discusses the communication of CHSE in other tourism sectors.

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