

Tourism Policy and the Impact of Tourism on Bali Island

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Abstract: This study aims to examine the impact of nature activities, cultural activities, recreational activities, and infrastructure improvement on tourism development and moderation of destination quality concerning the Indonesian tourism industry. So that to find out tourism policies and the impact of tourism on the island of Bali. The latest tourism needs development to attract tourists, especially Bali, as a famous tourist destination in Indonesia. The quality of tourism and tourism-related policies greatly determine tourism sector growth to maintain Bali's tourist visits. The research was conducted with a qualitative approach that aims to build a critical scientific thinking stage, where researchers begin to think inductively through data verification to data collection. The research method used is a critical literature review. The data collection method using libraries and managing research materials to determine the problem formulation of social problems through interview techniques and information gathering is carried out with focus group discussions attended by all tourism stakeholders and tourism actors in Bali Province. This study has provided in-depth knowledge of how various tourism activities can improve tourism organizers' experience, and interaction is also very identifiable. The results showed that destination quality negatively moderated the relationship between cultural activity policies and tourism development. In contrast, destination quality did not moderate the relationship between infrastructure development policies and tourism development. The research results also show that the relationship between policies for nature and recreational activities and tourism development is positively moderated by destination quality. This paper ultimately incorporates policy implications along with future limitations and recommendations.

Keywords: Sustainable Tourism, Public Policy, Economic Growth, Ecotourism.

旅游政策及其对巴厘岛的影响

摘要：本研究旨在探讨自然活动，文化活动，娱乐活动和基础设施的改善对印尼旅游业发展和目的地质量的节制的影响。从而找出旅游政策以及旅游对巴厘岛的影响。最新的旅游业需要发展，以吸引游客，尤其是巴厘岛，成为印度尼西亚著名的旅游胜地。旅游业的质量和与旅游业相关的政策在很大程度上决定了旅游业的增长，以维持巴厘岛的游客人数。该研究采用定性方法进行，旨在建立关键的科学思考阶段，研究人员开始通过数据验证到数据收集进行归纳思考。使用的研究方法是一篇重要的文献综述。利用图书馆和管理研究材料通过面谈技巧和信息收集来确定社会问题的问题提出的数据收集方法，是由巴厘岛省所有旅游利益相关者和旅游参与者参加的焦点小组讨论所进行的。这项研究提供了关于各种旅游活动如何改善旅游组织者体验的深入知识，并且互动性也很明显。结果表明，目的地质量对文化活动政策与旅游业发展之间的关系产生负面影响。相反，目的地质量并不能缓和基础设施发展政策与旅游业发展之间的关系。研究结果还表

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明，自然和娱乐活动政策与旅游业发展之间的关系受到目的地质量的积极调节。本文最终结合了政策含义以及未来的局限性和建议。

关键词：可持续旅游业，公共政策，经济增长，生态旅游。

1. Introduction

Since becoming known internationally, the island of Bali has carried the title of a tourist island. Bali tourism development cannot be separated from the history of colonialism, which introduced international economic channels through global trade. Through these channels of global trade, early tourists arrived in the archipelago and then escorted to Bali. As an activity that is prone to security issues, tourism in Bali has stalled several times. First, tourism was suspended in the Second World War [1]. At that time, there was a transfer of power from the Dutch Colonial Government to the Government of the Republic of Indonesia [2]. The new government has a different motive for tourism development. Besides being used to improve economic prosperity, the government in the early days of independence also used tourism as a window to introduce the newly born Republic of Indonesia to the international world. Tourism maturity occurs when the travel industry sector begins to believe in Bali's potential [3]. Since the 1980s, tourism has developed rapidly in Bali.

The effect of tourism is a well-known subject in the study of tourism, and currently, it is gaining enhancing consideration between academics and scholars [4]. Even though the study of tourism is observed as a major component in the country's growth, the outcomes showed thus far are insufficient to explain these views. Researchers are more willing to relate destination quality in Indonesia's Infrastructure development and practices, including recreation, culture, and nature for tourism development [5]. The tourism policy creators frequently emphasize encouraging tourism by offering the fundamental requirements for the development of tourism and finding that tourism usually has a major association with the surroundings and dynamics, social and cultural structures [4]–[6].

Cultural tourism will be responded to by local residents by looking at the impact of tourism. How local people respond to cultural tourism will largely depend on the impact shown by cultural tourism [6]. The importance of knowing the impact of tourism will lead to the attitude of the population towards tourism [7]. Attitudes towards tourism and the perception of its impact are closely interrelated. People's attitudes are undoubtedly a key component in identifying, measuring,

and analyzing tourism impacts; important attitude in local policymaking, planning, and management of responses to tourism development and strengthening expansion to the public with support for tourism [7], [8]. Besides that, tourism is making a meaningful contribution in terms of the economy. Tourism development, which is only oriented towards the economy and ignores non-economic aspects in the form of the environment and culture of the community, has caused a lot of damage in the form of environmental pollution, community culture, eviction, prostitution, and marginalization of the community around tourist attractions [9], [10].

Furthermore, many visitors like to go out at the beach that has been considered as tourism activities stated and exploration [4]. All those cities are considered visiting cities and having popular activities in the ground of the market segment. Furthermore, young targeted markets prefer to combine cultural tourism activities (visiting historic sites, museums, etc.), outdoor activities (fishing, hiking, backpacking, mountaineering, etc.) with all the recreation activities and infrastructure improvement that have a further effect on the destination quality [4], [9]. Although the adolescent market uncovers a high inclination to take part in the tourism activities contrasted with other market fragments, research also gives some changeability in this market regarding the readiness to embrace the tourism activities. Many studies also argue that the youngsters' interest in tourist activities relies upon numerous components, for example, sociodemographic (e.g., age, nationality) and inspirations [10]. Moreover, the correlation of studies did in various nations additionally propose that the qualities of the goal may likewise impact youth activities in exercises during the tourism trips [11].

Furthermore, many activities during the tourist trips extend openings, allowing access to other recreation assets and investing energy in more beneficial situations where it is conceivable to come into contact with nature [11], [12]. Moreover, captivating in specific exercises, for example, cultural activities ground (e.g., visiting exhibition halls, visiting notable locales, taking part in occasions), other ground named as education activities (e.g., examining dialects) along with even physical activities may include a few changes in regards to one's

condition [12], [13]. Furthermore, they may allow more profound information on different spots and customs, reaching various lifestyles. They may bring other advantages of the travel industry previously recognized by certain creators, for example, building up specific aptitudes. These may include the board and language aptitudes, an expanded capacity to oversee life and make increasingly positive decisions concerning work, being increasingly accessible to adjust to new conditions [14], [15].

The paper has effectively focused on different activities and the quality of the destination as well. Also, this paper was focused on the Government policies that helped in growing tourism development in Bali. However, various Governments implement different policies to achieve different objectives, but all policies are still relative to achieve a common goal. The major objective is to increase the economy of Bali [16]. Therefore, this aspect had made it necessary to research identifying alternatives that could develop and enhance tourism in Bali by using effective and helpful variables like nature and cultural aspects [17]. The current paper had made an effective investigation and provides that ecotourism will be the major aspect of developing tourism in Bali. The scope of this research is to focus on the tourism policies currently implemented in Bali, where critical analysis is carried out on the existing social inequality in the community [18]. Balinese people have only been positioned as objects as tourism and economic actors, not prioritized as direct subjects or actors. So that constructive criticism of the government is needed to implement public policies that are more pro-society, research should focus on social inequality due to the lack of assertiveness or confusion of existing policies. The limitation of the problem is the critical analysis of Balinese people's economic conditions, which are not comparable to the noisy binger of Bali tourism, which has been famous in the world [13], [15].

This study analyzes critically various rational situations in society where existing policies have not provided significant benefits for the local community (Bali), so a critical analysis needs to be carried out. The novelty of this study lies in the contribution of scientific thought to give more consideration to local communities in regional economic development [15], [19], especially in the tourism sector because so far, the Balinese have played more roles as objects than as subjects in regional tourism development. With the contribution of critical thinking from this study, in the future, it is necessary to consider making public policies in the field of tourism

development to avoid further environmental damage, increasingly massive cultural degradation, and to protect other economic resources besides tourism. Establishing such policies must involve the Balinese people by placing them as important subjects [15]. This paper focuses on governments' policies implemented in different eras to support the growth of tourism. Each government from a different era is proven to have different motives, but there is still a common thread that connects every policy made. The policy generally focuses on efforts to improve the economy [16]. This aspect causes it is deemed necessary to look for alternatives to the development of tourism in the future with a more sustainable approach. This paper offers the concept of ecotourism as the future of tourism development in Bali.

2. Research Methodology

This type of research is a critical literature study. The literature review method is a series of activities relating to library data collection, reading and taking notes and managing research materials. Conducting this literature study is carried out by intermediate researchers after determining the research topic and determining the problem formulation, before going into the field to collect the required data. The data used comes from textbooks, journals, scientific articles, literature reviews, which contain concepts that have been studied critically. The chosen approach is a critical literature study because the critical research approach believes that research should be able to directly solve social problems, especially social inequalities caused by the influence of the supremacy of the ruling groups' power (patriarchal groups, capitalist groups). It is hoped that developing critical awareness and problem-solving actions will create social change in society to become more just and prosperous. The study was conducted with a qualitative approach aimed at building the stages of critical scientific thinking, when a researcher begins to think inductively, namely capturing various facts or social phenomena through observation, then analyzing them, and trying to do theorization based on what is observed. This research took place in the Province of Bali because it is a tourist area that is experiencing rapid development of tourism accommodation infrastructure [20].

This study uses an approach that aims to maintain the integrity of the object of research. The collected data is studied as a whole, with the purpose to develop in-depth knowledge of the object under study. Data collection and determination of development level are carried out by

collecting data through observation, interviews, and documentation.

Observation is a direct observation of the field to determine the feasibility of a problem to be studied. A problem is worth examining if there is sufficient data, information, and references. Interviews are a method used in this study to obtain information and data orally from respondents. Interviews were carried out by speaking directly or with questions and answers to respondents. The interview used was an in-depth interview. Interviews were conducted with several informants who were considered to know data that were close to the truth and had broad insights on the object of research [21].

Document study is a data collection technique through archives and books on opinions, theories, and others related to research problems. Document studies are carried out to explore basic theories, relevant concepts in research, and a broader orientation on research topics. The data analysis used in this research employs the Qualitative Descriptive technique through several processes such as data verification, data reduction, data presentation, and concluding [22]. In contrast, the community's collective information gathering was carried out with a Focus Group Discussion (FGD), which was attended by all stakeholders. The purpose of the Focus Group Discussion (FGD) is to obtain input and information about a problem that is local and specific. The resolution of this problem is determined by other parties after the input is obtained and analyzed.

3. Results

3.1. Tourism Development Policy in Bali

There was significant growth in tourist visits to Bali; however, from 1976 until about 1986, the state of tourism stagnated. During this period, the government was trying to convince investors to invest in Bali. Many policies were implemented to make the tourism development strategy attractive to foreign capital owners. The results of these investments only began to be felt in 1987. During the following decade, even until 2000, Bali enjoyed a steady increase in tourist arrivals. The number of visits decreased sharply in subsequent years and was caused by the same reasons. In 2002 and 2005, bombs exploded in two different places, Kuta and Jimbaran. This incident had an adverse impact on the number of visits. In both years, the visitors experienced a drastic decline, forcing the termination of employment of many employees and affecting Bali's economy. The tourism business is indeed very vulnerable to security issues. When security is uncertain, people will divert visiting areas to places that are considered safer [23].

To improve the situation, the government and the business community work hand in hand to restore the world community's trust. Various kinds of festivals are held. In Kuta, a group of entrepreneurs made Kuta Carnival; in Sanur, the Sanur Village Festival was initiated; while the Ubud Writer and Reader Festival took place in the Ubud tourism area. These efforts have proven to be successful, and tourists are slowly increasing again. All these activities were arranged to restore the deteriorating condition of the local economy. The direct impact on people's lives at the grassroots is relatively small besides employment issues [3], [24]. Economic ripening, for example, does not improve many farmers. It only works for those working in the tourism business. Profits are received by business owners who often do not come from the local community but represent international hotels and restaurant chains [25]–[27].

In 2017, foreign tourist visits to Bali touched more than 6,000,000. These figures are projected to continue to increase. The government's target also shows hope that tourism will become a mainstay for Bali's economy in the future.

3.2. Advantages and Negative Impacts of Tourism

The previous section dealt with various government policies in its efforts to develop and support business growth in tourism. Since colonialism, government support has been provided from the beginning of independence until the 1990s, when tourism began to show a stable trend. The business world's role cannot be ignored in maintaining the stability of foreign tourists' visits to Bali.

In this section, we will discuss the positive and negative impacts of tourism as one of Bali's local economic development mainstays.

3.2.1. The Economic Advantages of Tourism

Economic benefits are one of the motives behind the growth of tourism businesses. Although tourism is intended for individuals or groups who want to travel at a certain time to a destination, this activity positively impacts the economy of the area visited [28].

Temporary visits require accommodation and supporting facilities such as restaurants, souvenir shops, bars, and transportation services. To enjoy all these facilities, a tourist must pay a certain amount of money [29]. Costs incurred will be income for tourism service providers. The amount of income will be greatly influenced by the number of visits and the amount of shopping done by tourists. Income obtained by the regions visited will further increase regional income from

the tax sector, increasing the local government's financial capacity [30].

In addition to direct economic benefits, tourism development also affects food production and distribution systems. The increase in tourist arrivals means that the manufacture of food products, souvenirs, clothing, and so on will also increase. A workforce is needed to provide all these things. Thus, tourism also impacts increasing job vacancies, reducing unemployment, and increasing household income [15], [31].

The provision of labor in the tourism sector turns out to be like a double-edged knife. On the one hand, it can provide jobs that did not exist before. On the other hand, it also drastically drains workers from other sectors, causing the sector to lose its potential workers. Figure 2 above shows the workforce's significant growth in the fields that are in direct contact with the tourism business: trade, restaurants, and hotels. The blue line shows the growth of the labor force in this field in the figure. The green lines show labor trends in agriculture, fisheries, and forestry. From the figure, it is clear that labor growth in tourism is negatively correlated to the number of workers in agriculture, fisheries, and forestry.

3.2.2. Negative Impact of Tourism

As identified in the previous section, in addition to economic benefits, tourism adversely affects the economy in other sectors. In this case, tourism has caused another sector, agriculture, to lose its workforce. In addition to losing labor, tourism also has other negative impacts on the economic field. That tourism is a seasonal business. There are seasons in which tourist visits to a place experience high density (peak season), while there are periods when tourists do not visit anywhere (low season). This seasonal problem has an impact on the emergence of seasonal unemployment. During the low season, many people lose their jobs or experience a significant decrease in income. Meanwhile, during peak season, there is a buildup of working hours, which results in overtime. The fluctuating nature of the tourism business results in workers who lack certain skills, low incomes, and often without insurance coverage [32].

Mass tourism requires infrastructure that is also mass in nature. In the early days of tourism introduction at the beginning of Indonesian independence, at least an airport was built, a tourist area in Nusa Dua, a By-Pass road that connects the airport and a tourist destination and other facilities, not to mention the facilities provided

independently by the private sector and residents. The high physical development in tourism has an impact on the reduction of green open land. The most obvious, especially in recent years, is the drastic decline in agricultural land.

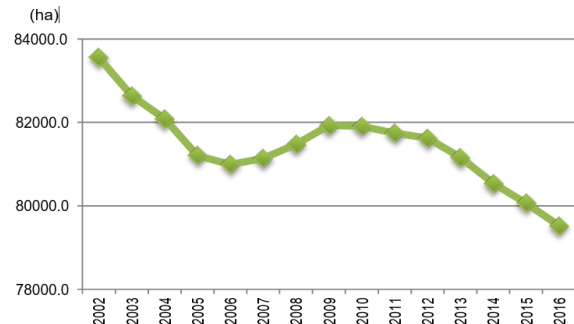


Fig. 1 Decreasing the amount of agricultural land from 2002 to 2016

Figure 1 above shows that in 5 years, since 2012, there was a massive decline in rice fields in Bali. This decline is inversely proportional to the number of tourist arrivals, which since drastically increased since 2012, as shown in Figure 1. Even though no one has seen a direct correlation between these two phenomena, it should be assumed that improving business performance in tourism has pushed people to move away from the agricultural sector to the more profitable sector [23]. In turn, this transition has an impact on decreasing the use of agricultural land [29].

When visiting a place, tourists certainly want to enjoy every inch of the area. This causes busy tourist traffic. As a result, the streets become increasingly congested, and air pollution has also increased. Increased air pollution certainly decreases the quality of the environment. Besides air, tourist activities also deteriorate water [11]. The increasing number of tourists has encouraged the wasteful use of water. When the local water company cannot meet this need, the company that is running a leisure service will seek water from an underground source. The result is massive underground water extraction. In recent years, many parties have begun to worry about reducing underground water availability in Bali, which could result in seawater intrusions to land [8].

4. Discussion

4. Ecotourism: the future of tourism development strategy in Bali?

Activities and businesses in the tourism sector have proven to improve the lives of Balinese people. The abundance of jobs, increased income, and improved economic capabilities have proven that tourism can become the main source of Bali's livelihood. However, tourism activities also negatively affect the environment. Tourism activities need to be continued keeping this reality in mind, but the negative impact on the environment needs to be addressed [33], [34].

The principles of sustainable development must be put forward in tourism activities on relatively small islands such as Bali [14]. Sustainable development is understood as an effort to meet today's needs without sacrificing efforts to meet future needs. This means that the current development activities should not reduce the next generation's rights to enjoy a good quality of life. Development, thus, must consider sustainable prosperity across generations. This understanding was formulated around 32 years ago but is still being fought for [7]. Development carried out consciously by humans must always pay attention to aspects of the natural environment as the main capital of human activity. In the case of Bali, where human and cultural factors are the basis of tourism, sustainable development means maintaining the quality of the natural environment and the quality of the artificial environment [35], [36].

Efforts to realize tourism activities that do not reduce future generations' rights to enjoy a decent quality of life have long been pursued in Indonesia. In 2006, the National Ecotourism Workshop and Training held in Bali formulated nine tourism principles that do not damage the natural or artificial environment. The nine principles are:

- 1) Be sensitive and respect the socio-cultural values and religious traditions of the local community.
- 2) Have a concern, commitment, and responsibility towards nature conservation and cultural heritage
- 3) Provide interpretations that give opportunities for tourists to enjoy nature and increase their love for nature.
- 4) Create a dialogical learning process between the community and tourists.
- 5) Develop tourism facilities based on the local community's approval through a process of consultation to reach an agreement.
- 6) Empower and optimize participation in developing tourism areas and contribute sustainably to the local community.
- 7) Develop tourism in compliance with applicable laws and regulations.

8) Consistently provide satisfaction to consumers with tourism development.

9) Market and promote tourism honestly and accurately to align with the expectations of responsible marketing.

The principles of ecotourism, which were born in 2006, are relatively unheard of. At present, tourism is developing in almost all regions and all villages. Undoubtedly, this is very reasonable because tourism is the realm of business [6]. In business, the main target is economic profit. As long as it provides economic benefits and does not violate applicable regulations, then everything becomes legal to do. The nature of these economically oriented businesses cannot be blamed because they promise prosperity [5]. The sooner the benefits are obtained, the better the promised welfare is achieved. Because speed is the benchmark, the business world is often short-term oriented. This pursuit of profits causes business ventures often to ignore the principle of sustainable development. For this reason, these efforts need to be regulated not to affect the environment in the long run negatively. [37].

The development of tourism, especially the facilities that have rapidly appeared lately and spread throughout the region, will undoubtedly change the natural and cultural landscape of the island of Bali. This change is certainly not something that must be resisted but must be appropriately managed. Each change can benefit certain groups and has the same potential to have a negative impact and harm other groups. The question that arises when managing change is, who benefits? Who is harmed? What are the advantages and disadvantages caused?

At present, some of the land in Bali is already owned by individuals. Likewise, the land will be developed for tourism activities. These commercial lands are designed to provide short-term benefits and not be undertaken for activities that do not provide financial returns. The government's role is to ensure that tourism development, although carried out on privately owned lands, does not harm the general public, does not reduce the quality of the environment, does not interfere with the continuity of local culture. And most importantly, aiming at sustainable development, it should not reduce the rights of future generations to enjoy the potential of the existing environment and culture [15]. For this reason, the government needs to issue public policies that guarantee tourism development that has ecological principles. In other words, the government needs to ensure the realization of ecotourism principles as formulated in 2006.

Managing development is not easy. Bali Island, which is relatively small, is now inhabited by people with

various socioeconomic abilities and motives [19]. Conflict may arise because every person or group is always trying to survive, constantly causing the tug of power and interests. Thus, it is necessary to decide what should be managed, how to manage it, and for what purposes management is carried out? To answer these three questions, community involvement in policy formulation is very important [23]. Community participation will ensure that as many parties as possible get the benefits and, as little as possible, the negative impact caused by the policies made. Community involvement can also guarantee that the implementation of policies will be maximized because compliance opportunities are higher. Thus, community involvement in decision making will create public policies that are both bottom-up and top-down. This variety will create a sense of comfort, realize social welfare, and ensure psychological security for businesses and the general public.

6. Conclusions

Based on data analysis and discussion of tourism policy and its impact on Bali, we can draw the following conclusions. Tourism, which was developed in the early 20th century as an alternative economic source by the Dutch Colonial Government, has now developed into the main source of income for Bali's population. Support from the central government for tourism development has made this business grow rapidly. In its development, investors' role cannot help provide the facilities needed for the growth of this leisure business. If considered more critically, this business has not involved the local community from the very beginning. It was developed—the Balinese play the role rather of an object than a subject in regional tourism development. Because tourist visits have been proven to provide economic benefits, not many protest voices are heard, but the negative effects they have caused have begun to be seen. In the future, it is necessary to consider making public policies in this area to avoid more severe environmental damage, increasingly massive cultural degradation and to protect other economic resources besides tourism. The determination of the policy must involve the Balinese people by placing them as important subjects.

This research is concerned with social values and environmental protection. Contribution to community alignment and environmental preservation needs to be developed into a policy not to let regional economic development through tourism forget these two things. Cultural tourism is Bali's hallmark. Therefore, the

government should support the community rather than investors who have a lot of capital and forget about environmental conservation. Another value for tourism actors is preserving better the cultural heritage that has become Bali's wealth and continuing to make Bali proud of its environmental preservation, cultural diversity, and harmonious and peaceful social life. Local governments should regulate all these activities through one social policy that needs to be developed for environmental protection. This critical study uses public policy theory as an analysis knife to explore existing regulations related to tourism, environmental and cultural policies.

This study has regulatory limitations that can be analyzed critically because some existing regulations are interrelated with other regulations. Another limitation is the informants' ability to provide information related to the analyzed regulations and policies. There is always political interest in them, so it is not possible to explore more specifically and specifically related to social inequality.

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