

Implementation of Bali Provincial Regulation No. 5 of 2020 on Balinese Cultural Tourism Standards in Cemagi Village, Badung Regency

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Article History

Received on 11 August 2025

1st Revised on 8 September 2025

2nd Revised on 24 October 2025

Accepted on 28 October 2025

Abstract

Purpose: This study aims to analyze the implementation of Bali Provincial Regulation No. 5 of 2020 concerning the Standards for the Implementation of Balinese Cultural Tourism in Cemagi Tourism Village, Badung Regency, and to identify key challenges that hinder its effective execution.

Methodology/approach: The research employs a qualitative case study approach involving in-depth interviews, observations, document analysis, and purposive sampling of stakeholders, including tourism village managers, local guides, educators, and community members. Data were analyzed through condensation, display, and conclusion-drawing techniques to obtain a comprehensive understanding of policy implementation.

Results/findings: The findings indicate that although the regulation has been partially implemented, several critical issues persist. Cultural-based accommodation facilities do not fully comply with the standards mandated by the regulation. Coordination among implementing agencies remains weak, and communication between government and local communities is inconsistent. Additional challenges include land-use conversion, insufficient public facilities such as parking areas, and limited human resource capacity, particularly the lack of trained and registered local tour guides.

Conclusion: The implementation of the regulation in Cemagi Village has not yet met expectations, primarily due to gaps in cultural accommodation management, inadequate coordination, and resource limitations. Strengthening institutional collaboration, enhancing human resource quality, and improving village infrastructure are essential to achieving the regulation's objectives.

Limitations: This study focuses solely on Cemagi Tourism Village and does not generalize to all tourism villages in Bali. Findings are based on qualitative data and may not capture broader regional variations.

Contribution: The study provides empirical insights into policy implementation challenges in cultural-based tourism villages and offers recommendations to support more sustainable and culturally aligned tourism governance in Bali.

Keywords: *Accommodation Management Challenges, Bali Cultural Tourism, Cemagi Tourism Village, Implementation of Regional Regulation, Sustainable Tourism*

How to Cite: Indrayana, C. P., Handoko, V. R., & Wirata, G. (2025). Implementation of Bali Provincial Regulation No. 5 of 2020 on Balinese Cultural Tourism Standards in Cemagi Village, Badung Regency. *Journal of Multidisciplinary Academic Business Studies*, 3(1), 37-45.

1. Introduction

Tourism is one of the largest industries contributing significantly to a country's economy, both through job creation and foreign exchange earnings (FXE) (Astuti, Virginiya, Bagiastuti, & Septevany, 2024). Indonesia, endowed with diverse natural and cultural resources, continues to strengthen this sector, particularly in Bali, which has long been recognized as an iconic symbol of Indonesian tourism and a major global tourist destination. However, the rapid and sometimes uncontrolled expansion of tourism has generated various negative impacts that threaten the sustainability of Bali's social, cultural and environmental systems (Laksmi & Saputra, 2025).

One of the most urgent concerns is overtourism, a condition in which the number of visitors exceeds a destination's carrying capacity (Seraphin, Sheeran, & Pilato, 2018; Sibrijns & Vanneste, 2021). This phenomenon contributes to environmental degradation, excessive pressure on natural resources, increased waste production and significant strain on local infrastructure (Wasudawan & Weissmann, 2025). Overtourism can also disrupt community life, weaken cultural authenticity, and accelerate shifts in traditional values, highlighting the need for more balanced and sustainable tourism management. In addition, overtourism disrupts the social fabric of local communities by accelerating shifts in cultural values, commodifying traditions, and reducing the authenticity of cultural expressions that form the core identity of Balinese society (Sutawa, 2012). These conditions demonstrate that the conventional tourism development model, centered primarily on economic gains, is no longer sufficient to ensure long-term sustainability.

A more sustainable, culturally grounded, and community-oriented approach to tourism management is urgently required. Such an approach must balance economic interests with environmental protection and cultural preservation, ensuring that tourism growth not only contributes to economic prosperity but also safeguards local identity, supports community empowerment, and promotes the well-being of future generations (Subrata, Triyuni, & Septevany, 2025). By aligning tourism practices with cultural values, Bali can maintain its uniqueness and foster sustainable development. One of the solutions introduced is culture- and community-based tourism, as reflected in Bali Provincial Regulation Number 5 of 2020. This regulation aims to govern the implementation of culture-based tourism in a more sustainable manner, emphasizing not only the preservation of local wisdom but also the maintenance of the cultural identity that has long shaped the social fabric of Balinese communities (Adnyani, Parwati, & Dantes, 2025). Through this policy, tourism development is expected to align more closely with traditional values, rituals, and customary practices, ensuring that tourism activities do not undermine the spiritual and cultural heritage of Bali (Diwyarthi, Setiawati, Pratama, Cahya, & Daroini, 2024).

The regulation emphasizes the need to balance tourist expectations with local community interests, fostering participatory involvement, fair economic benefits, and responsible tourism practices (Kerti, Effendy, Fitriati, & Faisal, 2025). It encourages accommodations, services, and attractions to integrate cultural principles to create a tourism model that supports environmental sustainability, community empowerment, and cultural resilience. By doing so, the policy seeks to foster a harmonious relationship between tourism development and local well-being, ensuring long-term benefits for both the tourism sector and surrounding communities (Dharma & Sukma, 2024). This approach not only enhances cultural preservation but also promotes sustainable and equitable growth in the tourism sector.

Bali Provincial Regulation Number 5 of 2020, concerning the Standards for the Implementation of Balinese Cultural Tourism, contains several provisions that regulate the management of culture-based, sustainable, and quality tourism in tourist villages in Bali. Based on preliminary observations in Cemagi Tourism Village, several aspects have not yet been optimally fulfilled in accordance with the standards stipulated by the regulation. One of the issues encountered relates to accommodation infrastructure, most of which is still managed by individuals or private parties, consisting of 42 lodging units (villas and homestays) and only one hotel in the area. This indicates the dominance of independently owned accommodations that do not fully reflect Balinese cultural values in their architectural design and service. Bali Provincial Regulation No. 5 of 2020 stipulates that accommodations in tourism villages must embody local Balinese culture, thereby providing a tourism experience that aligns with local wisdom (Hanita, Bangso, & Aprian, 2024).

Although local tour guides are present in the village, their exact number has not been officially documented, resulting in irregularities in guide registration and unclear standards of competency (Rosalina, Dupre, Wang, Putra, & Jin, 2023). This lack of formal data contributes to inconsistencies in service quality and limits efforts to develop professional, well-trained guides capable of delivering culturally grounded and informative experiences for visitors to the site. Such conditions may ultimately reduce tourist satisfaction and weaken the village's image as a culturally based destination. Another important issue is the absence of adequate public parking facilities, which negatively affects accessibility, visitor comfort, and overall tourism flow (Putra & Yuni, 2023). Limited parking areas create congestion, inconvenience, and reduced mobility, particularly during peak visitation periods. This situation clearly contradicts the principles of orderly, safe, and efficient tourism management mandated by regulations, which emphasize the importance of proper infrastructure to support sustainable tourism practices. Addressing these issues is crucial to ensuring that Cemagi Tourism Village meets cultural tourism standards effectively and enhances its competitiveness.

Furthermore, village security, managed by Linmas and Pecalang under the authority of the traditional village, continues to present several challenges despite the presence of officers assigned to safeguard the area. Coordination issues, limited personnel capacity, and inconsistent enforcement can hinder the creation of a safe and orderly environment for tourism. Additionally, land-use conversion has emerged as a significant constraint, contributing to the gradual weakening of the Tri Hita Karana concept, which emphasizes harmony between humans, nature, and the spiritual realm. The reduction of agricultural land and shifting spatial functions diminish the cultural landscape that supports Balinese identity, thereby conflicting with the principles outlined in Bali Provincial Regulation No. 5 of 2020 on the Standards for the Implementation of Balinese Cultural Tourism (Nurita & Santika, 2022). In response to these issues, this study aims to examine the extent to which the regulation has been implemented in Cemagi Tourism Village, one of Bali's prominent culture-based tourism destinations, and to identify the key challenges encountered in its execution.

2. Literature Review

2.1. Regional Regulation No. 5 of 2020 and Cultural Tourism Governance in Bali

Regional Regulation of Bali Province Number 5 of 2020 serves as an essential legal framework for managing Balinese Cultural Tourism, with an emphasis on preserving local wisdom, strengthening cultural values, and promoting sustainable tourism practices. Previous studies, such as Utama (2025), have shown that this regulation has been implemented across multiple tourism villages in Bali with different levels of effectiveness. Their research highlighted several important aspects, including the management of culture-based accommodations, efforts to maintain cultural identity, and the active participation of local communities in shaping tourism.

However, noticeable gaps remain in the translation of regulatory principles into practical governance at the village level. Many villages still struggle with limited human resources, weak coordination among tourism stakeholders, and inconsistent understanding of cultural sustainability. These issues often hinder efforts to maintain cultural integrity while developing tourism services that align with the regulatory expectations (Junaid, 2023). The identified gaps highlight the need for more adaptive and context-sensitive policy implementation strategies that acknowledge the diverse sociocultural characteristics of each tourism village. Strengthening institutional capacity, enhancing community-based management, and improving inter-agency collaboration are essential to ensure that regulations are implemented effectively and sustainably (Shahparan & Odilov, 2024).

This study differs by focusing specifically on Cemagi Tourism Village, enabling a deeper examination of local-level governance dynamics, the interaction between customary institutions and tourism actors, and the challenges encountered in preserving cultural authenticity amid increasing tourism development pressures. By situating the analysis within a single village, this study captures context-specific issues that broader regional studies may overlook, such as internal coordination patterns, community participation, and negotiation of cultural values within tourism practices. This localized perspective offers richer insights into how regulatory standards function within distinct socio-cultural environments

and provides a more nuanced understanding of policy implementation outcomes (Sazali, Matondang, Zuhriah, & Hadipramana, 2025).

2.2. Policy Implementation Theory

The theoretical foundation of this study is based on the Policy Implementation Theory proposed by Van Meter and Van Horn (1975), which is one of the most influential frameworks in policy research. Their model identifies six key determinants of successful implementation: policy standards and objectives, resources, characteristics of implementing agencies, inter-organizational communication, external conditions, and the disposition of implementers. These determinants provide a comprehensive lens for analyzing how policies operate in actual governance settings.

1. **Policy Standards and Objectives.** The clarity and precision of the goals and benchmarks set within the policy. Realistic and culturally aligned policy objectives will facilitate smoother implementation.
2. **Resources.** The availability of resources, including human, financial, and infrastructural support, is essential for executing policies. A lack of resources can hinder the implementation process.
3. **Characteristics of Implementing Organizations.** The structure, capacity, and organizational culture of the institutions responsible for implementing policies. An organization that is well-aligned with policy goals enhances implementation effectiveness.
4. **Communication.** Clear, consistent, and accurate communication among all actors involved in policy implementation. An effective information flow helps to prevent confusion and misinterpretation.
5. **Disposition of Implementers.** The attitudes, commitment, and willingness of policy implementers to execute policies as intended are also important. A positive disposition supports implementation, whereas resistance creates obstacles.
6. **Social Environment.** External environmental factors, such as social, cultural, and political conditions, influence policy implementation processes. A supportive environment strengthens the implementation of policies.

2.3. Applicability of the Theory to Cultural Tourism Management in Cemagi Village

The application of Van Meter and Van Horn's model provides a comprehensive lens for understanding the complexities of implementing cultural tourism regulations in the Cemagi Village. First, policy standards related to cultural accommodation, cultural performances, and local wisdom must align with existing community practices. Second, resource availability, such as trained tour guides, infrastructure, and institutional support, directly affects the village's ability to meet regulatory standards. Third, the characteristics of implementing institutions, including the roles of village governments, customary authorities, and tourism managers, determine coordination effectiveness. Fourth, communication between government agencies, traditional leaders, accommodation providers, and local residents is essential for consistent policy interpretation and implementation.

Furthermore, the implementers' disposition, ranging from their willingness to preserve cultural identity to their motivation to enforce regulations, plays a central role in determining the success of policy outcomes. When implementers demonstrate strong cultural awareness and commitment to regulatory goals, the implementation process becomes more consistent and aligned with the intended objective. Conversely, low motivation or a weak understanding of cultural standards may hinder policy effectiveness (Okdamaiyanti, Isabella, & Angelia, 2025). In addition, the broader social environment, including rapid land-use changes, increasing tourism pressures, and evolving cultural practices, presents significant external challenges that can disrupt the sustainability of policy implementation (Kartika, Sujana, & Jehapu, 2020). These external factors often influence community behavior, stakeholder coordination, and continuity of cultural preservation efforts. Through this analytical lens, this study examines how all six variables of the Van Meter and Van Horn model interact and collectively shape the effectiveness of Bali Provincial Regulation No. 5 of 2020 in Cemagi Tourism Village, offering deeper insights into real governance dynamics.

3. Research Methodology

This study employs a qualitative descriptive approach aimed at providing an in-depth and detailed depiction of the social phenomena occurring in the field without attempting to make broader statistical generalizations of the findings. Qualitative research emphasizes the importance of understanding

meanings, perspectives, and interactions through direct engagement with research subjects, wherein the researcher serves as the primary instrument responsible for interpreting and analyzing the data. Data were collected using several techniques, including systematic observation, semi-structured interviews, documentation analysis, and online searches to obtain supporting information for the study.

The collected data comprise both primary and secondary sources. Primary data were gathered through direct interviews with key informants, including village leaders, customary authorities, tourism managers, and community members actively engaged in implementing the regulation. The interviews provided detailed insights into governance practices, cultural preservation efforts, and local tourism dynamics. Secondary data were obtained from policy documents, official reports, academic publications, and relevant literature that provided essential contextual information. Together, these sources support a comprehensive understanding of the regulatory framework and strengthen the interpretation of the findings. This combination ensured depth, accuracy, and reliability in the overall analytical process.

A purposive sampling technique was applied to select informants who possessed specific knowledge, roles, or experience related to the implementation of Bali Provincial Regulation No. 5 of 2020 in Cemagi Tourism Village. This sampling method ensured that the selected participants could provide rich, relevant, and credible information needed to address the research objectives. The qualitative descriptive approach, combined with purposive sampling and multiple data collection methods, enabled the study to capture the complexities of local governance, cultural preservation efforts, and tourism development dynamics within Cemagi Village, offering a comprehensive foundation for the analysis.

The primary data sources for this study were policy stakeholders, local community members, and actors within the tourism industry who directly engaged with the implementation of the regulation. The data analysis process involved three key stages. The first was data condensation, which involved filtering, selecting, and focusing on the collected information to identify the most relevant aspects. The second stage was data display, where the organized data were presented in narrative descriptions, tables, or matrices to facilitate a clearer interpretation. The final stage was drawing conclusions, a process of interpreting the meaning of the data, verifying emerging patterns, and formulating research findings. Through these analytical steps, this study aims to comprehensively evaluate the implementation of Bali Provincial Regulation No. 5 of 2020 in the Cemagi Tourism Village. The analysis also seeks to identify the challenges encountered in preserving local cultural identity and managing community-based tourism in a rapidly developing sociocultural environment.

4. Result and Discussion

4.1. Implementation of Bali Provincial Regulation No. 5 of 2020 on the Standards for Organizing Balinese Cultural Tourism in Cemagi Tourism Village, Badung Regency

Based on the research findings in Cemagi Tourism Village, the implementation of Bali Provincial Regulation No. 5 of 2020 on the Standards for Organizing Balinese Cultural Tourism still faces several challenges despite the village's strong potential as a culture-based tourist destination. In terms of policy standards and objectives, although the general goals outlined in the regulation are clear, its implementation is hindered by gaps in the management of accommodations that should reflect Balinese cultural values, as follows: According to the policy implementation theory proposed by Van Meter and Van Horn (1975), policy standards and objectives must be realistic and measurable. In practice, the expected standards for culturally based Balinese accommodations have not been fully achieved, as most lodging facilities are privately managed and do not embody local cultural values. This indicates that the existing standards are not fully aligned with the local context or the available resources in the village.

One of the key indicators influencing the success of policy implementation is the availability of resources, which, in this context, include human resources, facilities and funding. Van Meter and Van Horn (1975) also emphasize the importance of adequate resources to support policy implementation. In Cemagi Village, although there is substantial natural and cultural potential, resource management, particularly in terms of accommodation and tour guides, remains insufficient. Most tour guides are not yet well trained, and existing accommodation facilities do not fully support culturally based tourism

management, which requires the presence of highly competent experts in managing culture-oriented tourist destinations. Skilled human resources are essential, as managing a tourism village requires balancing tourists' needs and preserving the local cultural heritage.

Furthermore, based on the characteristics of the implementing organization, the policy's implementation is hindered by limited coordination and communication among the institutions involved in managing the tourism village. Van Meter and Van Horn emphasize that the success of policy implementation strongly depends on the characteristics of the implementing organization, which include organizational structure, authority, and inter-agency coordination. This study found that although regulations regarding culture-based tourism exist, suboptimal coordination among policy implementers at both the village and regency levels has resulted in inconsistencies in the management of the tourism village and inadequate supervision of service quality provided by accommodation providers and tour guides. These conditions lead to fragmentation in the implementation process, which should ideally be integrated to achieve a more holistic policy outcome.

Communication among the organizations involved in implementing this policy is also a major challenge. Inconsistent and unclear communication between the village government and the local community affects the implementation of regional regulations. Van Meter and Van Horn (1975) emphasize that clear and consistent communication among policy implementers is essential to ensure that the policy is carried out effectively. In Cemagi Village, although efforts have been made to disseminate regulations, ineffective communication has led to a limited public understanding of the importance of integrating cultural values into tourism management. This indicates that inadequate communication between government authorities and the community can slow down the implementation process, preventing the policy from being executed systematically and in a well-coordinated manner.

In conclusion, the implementation of the Regional Regulation of Bali Province Number 5 of 2020 in Cemagi Tourism Village still faces notable challenges, particularly in applying culture-based accommodation standards, improving the training and organization of local tour guides, and strengthening the coordination between the village government and relevant stakeholders. Using the policy implementation theory proposed by Van Meter and Van Horn (1975), these obstacles can be understood as arising from limited human and institutional resources, ineffective inter-stakeholder communication, and policy standards that are not fully aligned with local realities. The interaction of these factors has reduced the overall effectiveness of the regulation. Strengthening capacity, improving coordination, and contextualizing policy objectives are essential for achieving better implementation outcomes in the future.

Overall, the implementation of this regulation in Cemagi Village remains suboptimal, particularly in the management of culture-based accommodation and improvement of local tour guides' service quality. Many accommodations have yet to fully integrate Balinese cultural values into their operations, and tour guide training remains limited and inconsistently organized. These conditions indicate that regulatory standards have not been fully translated into practical actions at the village level. This study is consistent with the findings of Munthe, Winaya, and Prabawati (2023), who noted that numerous tourism villages in Bali continue to experience similar challenges in implementing Regional Regulation No. 5 of 2020. Their research emphasizes the ongoing difficulties in harmonizing tourism development with local cultural preservation, especially in areas where resources, institutional capacity, and stakeholder coordination are still lacking. The situation in Cemagi Village reflects these broader regional issues, demonstrating the need for strengthened community involvement, improved training programs, and more adaptive policy implementation strategies.

4.2. Constraints in the Implementation of Bali Provincial Regulation No. 5 of 2020 in Cemagi Tourism Village, Badung Regency

Based on the research findings in Cemagi Tourism Village, several major obstacles to implementing Regional Regulation No. 5 of 2020 include land-use conversion, a lack of supporting facilities, and limited human resources (HR). Land-use conversion is one of the main issues hindering the implementation of these regulations. Agricultural land that previously supported the Subak system has

been transformed into residential and tourism zones. In the past two years, approximately seven hectares of agricultural land in Cemagi Village have been converted into housing, threatening the sustainability of the Subak agricultural system, a cultural symbol of Bali. This land conversion primarily occurs in the green and yellow zones, which are designated for agriculture and open green spaces, respectively. The reduction of agricultural land not only jeopardizes the continuity of Bali's traditional farming system but also exacerbates environmental degradation.

In addition, the lack of public facilities, such as adequate parking areas, has become a major obstacle. The absence of sufficient public parking facilities reduces tourist comfort and accessibility. Such facilities are essential for supporting the smooth operation of tourist villages that prioritize visitor convenience. The unavailability of parking space has the potential to diminish Cemagi Village's appeal as an environmentally friendly and culturally based tourist destination. In terms of human resources, although there is a policy to empower the local community, inadequate training for tour guides and a lack of organizational structure in tourist village management have become significant obstacles. These issues result in the quality of tourism services not meeting the expected standards, particularly in relation to tour guide training and the management of tourist villages based on local cultural values (Sitohang et al., 2024).

These findings indicate that the implementation of regional regulations is still constrained by several internal village factors, particularly those related to land management policies and limitations in human resources involved in the tourism sector. Weak land-use oversight and insufficient tourism actor capacity hinder the integration of cultural values into tourism practices. This aligns with Yanti and Dewi's (2023) study Yanti and Dewi (2023), which found that many tourist villages in Bali face similar challenges despite attempting to implement Regional Regulation No. 5 of 2020. Issues such as inadequate infrastructure, limited culture-based tourism facilities, and low-quality human resources remain common obstacles. These parallels suggest that local capacity building and improved land governance are essential for strengthening policy implementation.

5. Conclusions

5.1. Conclusion

Based on the findings of this study in Cemagi Tourism Village, the implementation of Bali Provincial Regulation Number 5 of 2020 on the Standards for the Implementation of Balinese Cultural Tourism faces several challenges. Although the objectives of the regulation are clearly stated, its implementation has not been fully optimized, particularly in the areas of culturally based accommodation management and tour guide training. The management of accommodations that do not yet fully reflect Balinese cultural values, along with the lack of coordination among relevant institutions, has become a major factor hindering the achievement of the regulation's goals. In addition, issues such as land-use conversion, limited public facilities, and inadequate human resources pose significant obstacles to the implementation of these regulations. The findings of this study indicate that more organized management of tourism villages and improvements in human resource quality are necessary to ensure that the policy is implemented as intended.

5.2. Implications

The findings of this study have several practical and policy implications for the tourism industry. First, the persistent gaps in culture-based accommodation management indicate the need for stronger regulatory enforcement and monitoring to ensure that tourism development aligns with Balinese values. Second, the limited capacity of human resources, particularly tour guides, suggests the importance of structured training programs that emphasize cultural competence and professional service standards. Third, inadequate coordination among stakeholders highlights the necessity of establishing integrated governance mechanisms involving village authorities, tourism managers and local government agencies. Finally, land-use conversion issues imply an urgent need for more stringent spatial planning policies to protect agricultural land and uphold the cultural landscape that forms the foundation of Balinese tourism.

5.3. Suggestions

Based on the research findings, it is suggested that the implementation of Bali Provincial Regulation No. 5 of 2020 in the Cemagi Tourism Village be strengthened through improved coordination among stakeholders, particularly between village authorities, tourism managers, and local government institutions, to ensure consistent policy execution. The village government is encouraged to enhance the cultural quality of accommodation facilities by providing clear technical guidelines and ensuring compliance through regular monitoring and enforcement. Human resource capacity should be improved through structured training, certification, and professional development programs for local tour guides and tourism personnel, enabling them to deliver culturally grounded, high-quality tourism services. In addition, the village needs to develop adequate public facilities, especially parking areas and other essential infrastructure, to enhance tourist comfort and accessibility. Stricter land-use regulations are necessary to curb excessive land conversion and preserve the cultural landscape that supports the subak system. Finally, community participation must be increased through awareness campaigns and participatory planning processes, ensuring that local residents remain actively involved in preserving cultural values while supporting the sustainable development of the tourism villages.

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