

URBAN TOURISM GOVERNANCE IN BALI: INTEGRATION OF WASTE MANAGEMENT AND CULTURAL PRESERVATION

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Article History

Received: 23 January 2026

Accepted: 23 Februari 2026

Published: 21 April 2026

Abstract

The rapid development of urban tourism in Bali has boosted economic growth, but has also triggered complex challenges such as waste issues and cultural heritage degradation. Waste management in Bali's urban tourism areas still faces structural challenges, ranging from limited infrastructure capacity, weak inter-agency coordination, to low participation by the community and tourism businesses. This study aims to analyze the role of public administration in managing urban tourism through soft tourism and slow tourism approaches as sustainable development strategies based on cultural preservation (heritage tourism). Using qualitative methods with literature review and policy analysis, this study examines regulations and collaborative practices between government, communities, and industry. The analysis is conducted within the theoretical framework of good governance, collaborative governance, and sustainable public management. The results indicate that strengthening collaborative-based governance improves waste management effectiveness and supports equitable tourism. From a good governance perspective, the principles of transparency, accountability, and public participation still need to be strengthened, particularly in waste management in urban tourism areas. Soft and slow tourism approaches have proven relevant as policy instruments for maintaining a balance between economic growth, environmental sustainability, and cultural heritage protection. This research recommends the importance of cross-sectoral policy integration and strengthening regional institutional capacity to achieve sustainable urban tourism governance.

Keywords: Bali, Public Administration, Urban Tourism, Waste Management, Soft Tourism.

A. INTRODUCTION

The development of urban tourism in Bali has become a key driver of the regional economy. The concentration of tourism activity in urban areas, particularly in Denpasar City and the surrounding areas surrounding tourist destinations, has driven increased investment, growth in the service sector, and job creation (Anom & Suryasih, 2024). This situation aligns with the direction of national tourism development policy as stipulated in Law Number 10 of 2009 concerning Tourism, which emphasizes the role of tourism in improving community welfare and regional economic growth. These dynamics also present complex governance challenges, particularly related to urban environmental management and the sustainability of local cultural heritage (Pohan, 2025).

Waste management in Bali's urban tourism areas remains a crucial issue that has not been optimally addressed. Increased tourism activity directly impacts the volume of waste generated, while the capacity of waste management infrastructure, coordination between regional agencies, and the involvement of the community and tourism industry players still show various limitations (Purnomo, 2024). This situation directly contradicts the mandate of

Law Number 18 of 2008 concerning Waste Management, which emphasizes the principles of sustainable waste reduction, handling, and management based on community participation and shared responsibility. The misalignment between normative policies and practical implementation in the field indicates governance issues that require serious attention from a public administration perspective (Jamaluddin et al., 2025).

Pressure on the sustainability of cultural heritage is also a strategic issue in the development of Bali's urban tourism. The commercialization of tourism oriented towards increasing visitor numbers has the potential to shift local cultural values, alter the function of sacred spaces, and weaken the cultural identity of local communities (Wilantara, 2024). This situation contradicts the spirit of Law Number 5 of 2017 concerning the Advancement of Culture, which positions culture as the foundation of national development and a strategic resource that must be protected, developed, and utilized sustainably. For Bali, culture is not merely a symbolic asset, but rather the very spirit of tourism, determining the destination's competitiveness globally (Hidayatullah, 2024).

In this context, public administration plays a strategic role in formulating and implementing sustainability-oriented tourism policies. Local governments are required to synergize tourism, environmental, and cultural policies in an integrated manner, as mandated by Law Number 23 of 2014 concerning Regional Government, which grants regions broad authority in managing tourism and environmental affairs. Soft tourism and slow tourism approaches are relevant as policy alternatives that emphasize the quality of the tourist experience, limit environmental pressures, and preserve local cultural values, rather than focusing on mass tourism. This approach aligns with the concept of heritage tourism, which places cultural heritage at the center of destination development (Yogaswara, 2025).

Based on this context, this study focuses on analyzing urban tourism governance in Bali through the integration of waste management and cultural heritage preservation from a public administration perspective. This study is crucial for understanding the extent to which the principles of good governance, collaborative governance, and sustainable public management are implemented in urban tourism policies and practices. The research findings are expected to provide conceptual contributions to the development of public administration studies and practical recommendations for local governments in strengthening environmentally sound and culturally based sustainable tourism policies.

B. LITERATURE REVIEW

Good Governance

Good governance is understood as a way of organizing public affairs that ensures that decision-making and service processes are transparent, accountable, participatory, effective, and based on legal certainty so that policies have legitimacy and strong implementation quality (United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP, 2023). In the context of public administration, these principles serve as an evaluation tool to assess whether local governments are able to manage tourism policies openly and accountably to citizens and business actors. Strengthening governance can also be read through governance dimensions such as voice and accountability, rule of law, and government effectiveness which are often used to assess the quality of institutions and government performance (Kaufmann et al., 2010). If these principles are weak, policies tend to be fragmented, rule enforcement is inconsistent, and actor compliance is low, which ultimately reduces the performance of public services in the waste management sector and cultural heritage protection. Therefore, good governance is relevant to examine the “quality of the rules of the game” and “quality of implementation” in the integration of waste

management and cultural preservation in urban tourism in Bali. Information transparency (policies, budgets, service data, operating standards). Indicators:

- Accountability (role clarity, auditing/reporting, evaluation mechanisms)
- Public participation (involvement of residents/traditional villages/business actors in decision-making)
- Rule of law (consistent enforcement of regulations, sanctions, procedural certainty)
- Effectiveness-efficiency (achievement of service targets, costs/results, program accuracy)

Collaborative Governance

Collaborative governance emphasizes that complex public issues need to be addressed through collaborative forums involving government and non-state actors in a deliberative process to formulate and implement joint decisions (Ansell & Gash, 2008). This framework places direct dialogue, trust-building, shared commitment, and facilitative leadership as essential prerequisites to ensure collaboration does not stop at mere administrative coordination (Ansell & Gash, 2008). Conceptually, the dynamics of collaboration can also be understood through the elements of principled engagement, shared motivation, and capacity for joint action, which determine whether collaboration can produce real policy impacts (Emerson et al., 2012). In the context of urban tourism, the integration of waste management and cultural preservation requires the orchestration of diverse actors: local governments, traditional villages/communities, tourism industry players, and citizen groups, each bringing different interests, resources, and logics of action. Therefore, collaborative governance theory is relevant to explaining the patterns of relationships between actors, decision-making mechanisms, and collaborative barriers that influence the successful integration of environmental and cultural policies. Indicators:

- Actor inclusivity (government–customary villages–communities–business actors–NGOs)
- Facilitative leadership (mediator, process guardian, balancing interests)
- Forum rules & decision-making mechanisms (collaboration SOPs, MoUs, rules of procedure)
- Dialogue & deliberation (routine, data-driven, conflict management)
- Trust & commitment (trust building, consistent contributions)
- Capacity for collective action (funding, human resources, role allocation, resource pooling)
- Collaboration outputs (joint programs, service innovation, collective compliance)

Sustainable Public Management

Sustainable public management views public sector management as an effort to direct organizational strategies, budgets, and performance to align with sustainability goals that balance economic, social, and environmental dimensions over the long term (Boyd & Martin, 2022). At the local government level, the sustainability agenda demands updated strategies and managerial tools capable of integrating environmental and social targets into daily operational decisions, rather than simply being additional programs (Zeemering, 2018). This approach helps assess whether urban tourism policies truly internalize impact reduction (e.g., waste) while preserving cultural assets as long-term destination assets. Studies on public management sustainability also show that institutional consistency and implementation capacity are critical success factors, particularly in developing country contexts that often face coordination and resource constraints (Kairouz et al., 2016). Therefore, sustainable public management is relevant for assessing the degree of integration across policies (tourism, environment, culture), the quality of implementation instruments, and monitoring and evaluation practices that underpin sustainable urban tourism governance. Indicators:

- Integration of sustainability into strategy and planning (RPJMD/Renja/sector roadmap)
- Long-term orientation and carrying capacity (carrying capacity, phased targets)
- Sustainability management instruments (SOPs, standards, incentives/disincentives)
- Performance measurement and reporting (environmental, socio-economic indicators, reporting)
- Resource efficiency and circular practices (reduction, sorting, recycling, partnerships)
- Adaptive learning (monitoring, evaluation, iterative improvement)
- Protection of cultural values as public assets (safeguarding, zoning, sacred spatial planning)

C. RESEARCH METHODOLOGY

This research employs a qualitative approach with a descriptive-analytical study design to gain a comprehensive understanding of the role of public administration in urban tourism governance. This approach was chosen because it allows for a deep dive into the policy dynamics, interactions between actors, and evolving governance practices in waste management and cultural heritage preservation in urban Bali. The qualitative focus allows researchers to interpret the meaning of public administration policies and practices not only as formal procedures but also as social processes influenced by local values, interests, and contexts.

Data collection was conducted through literature review and analysis of relevant policy documents. Data sources included laws and regulations in the fields of tourism, the environment, and culture, regional development planning documents, government statistical reports, as well as scientific articles and previous research findings addressing urban tourism, waste management, and heritage tourism. Utilizing these secondary sources aims to build a strong conceptual foundation and obtain an empirical picture of the direction of tourism governance policies and practices in Bali.

Data analysis was conducted systematically using the theoretical frameworks of good governance, collaborative governance, and sustainable public management. The analysis process included data reduction to sort relevant information, theme categorization based on emerging key issues, and policy interpretation to identify patterns of collaboration between actors and their consequences for the sustainability of urban tourism. This analytical approach was used to assess the extent to which the principles of transparency, accountability, participation, and sustainability are internalized in tourism governance, as well as to formulate a conceptual understanding of the strategic role of public administration in supporting sustainable urban tourism development in Bali.

D. RESULT AND DISCUSSION

The research findings show that urban tourism governance in Bali is largely determined by the quality and effectiveness of collaboration between stakeholders, particularly local governments, indigenous communities, and tourism industry players. These findings indicate that tourism management cannot be implemented solely in a sectoral or hierarchical manner, but rather requires inclusive and participatory governance mechanisms. Within the framework of good governance, the principles of transparency, accountability, and public participation have begun to be internalized in urban tourism policies, but their implementation has not been fully optimized. This situation is clearly evident in waste management in urban tourism areas, which still faces issues of information transparency, clear division of responsibilities, and sustained community involvement.

The collaborative governance approach has become an increasingly prominent practice in urban tourism management in Bali, particularly through community-based waste management initiatives and partnerships between the public and private sectors. The involvement of traditional villages, local community groups, and tourism businesses has been shown to contribute to increased environmental awareness, changes in tourist and business behavior, and operational efficiency in waste management. The existence of customary norms and local values acts as social capital that strengthens collective compliance with environmental regulations. These findings demonstrate that collaboration based on local wisdom has significant potential to support the sustainability of urban tourism governance.

Structural constraints remain a major challenge in implementing cross-sector collaboration. Coordination between government agencies, limited institutional capacity of local communities, and resource imbalances between actors contribute to the uneven effectiveness of collaboration. This situation results in policy inconsistencies and weak oversight at the implementation level. Strengthening institutional capacity, clarifying coordination mechanisms, and adaptive regulatory support are urgently needed to ensure the sustainability of collaboration in urban tourism governance.

Cultural heritage preservation in the context of urban tourism shows a trend towards strengthening through the application of soft tourism and slow tourism concepts. Tourism development that emphasizes quality experiences, smaller-scale activities, and local community involvement creates space for the preservation of cultural values and reduces pressure on the urban environment. This tourism model encourages tourists to engage more deeply with local culture, generating more equitable economic benefits while strengthening Balinese cultural identity. Research findings indicate that this approach can be a strategic alternative to mass tourism practices that risk environmental and cultural degradation.

The perspective of sustainable public management emphasizes the importance of integrating tourism, environmental, and cultural policies as an inseparable whole. The role of local governments is crucial as facilitators, mediators, and coordinators in aligning economic, social, and environmental interests in a balanced manner. Research findings indicate that the success of sustainable urban tourism governance depends heavily on the local government's ability to build cross-sector synergies, encourage active community participation, and ensure sustainability-based policies are consistently translated into practice. Strong policy integration and collaborative governance are key foundations for maintaining the sustainability of Bali's urban tourism amidst the dynamics of development and global pressures.

E. CONCLUSION

This study concludes that urban tourism governance in Bali requires an integrative approach that simultaneously links environmental management, particularly urban waste, with cultural heritage preservation efforts within a collaborative and sustainable public administration framework. The complexity of urban tourism issues cannot be addressed through isolated sectoral policies but requires synergy across policies and actors systematically managed by local governments.

The soft tourism and slow tourism approaches have proven relevant as alternative policy instruments capable of balancing economic, social, cultural, and environmental interests. Orienting the quality of the tourist experience, limiting pressure on the urban environment, and strengthening local cultural values demonstrate significant potential in supporting the sustainability of Balinese tourism without sacrificing cultural identity and environmental carrying capacity. This approach also strengthens culture's position as a strategic asset for tourism development, not simply an economic commodity.

The study also shows that the success of urban tourism governance is largely determined by the quality of cross-sectoral collaboration between local governments, indigenous communities, local communities, and tourism industry players. Strengthening the institutional capacity of local governments, improving coordination between regional agencies, and expanding community participation are key factors in ensuring effective policy implementation. The role of public administration, not only as a regulator but also as a facilitator and coordinator of collaboration, is crucial.

Based on these findings, this study recommends the need for more consistent integration of tourism, environmental, and cultural policies in regional development planning and implementation. Strengthening the role of public administration based on the principles of good governance, collaborative governance, and sustainable public management is a key prerequisite for realizing sustainable, equitable urban tourism governance in Bali, oriented toward preserving cultural heritage as a regional identity and competitive advantage.

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