

TRANSFORMATION OF TOURISM ADMINISTRATION: INTEGRATION OF SLOW TOURISM AND WASTE MANAGEMENT IN PROTECTING BALI'S HERITAGE TOWARDS SDG TARGET

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Abstract

This study examines the role of public administration in managing the challenges of urban tourism in Bali, particularly those related to the waste crisis and the degradation of cultural heritage. Amid increasing pressure on urban infrastructure, the paradigms of Slow Tourism and Soft Tourism have emerged as alternative policy strategies to advance the Sustainable Development Goals (SDGs), especially SDGs 11 and 12. Employing a descriptive qualitative method through a literature review and policy observation conducted between 2024 and 2026, the study evaluates the effectiveness of the tourist levy policy and decentralized waste management programs in Bali. The findings indicate that rigid tourism bureaucracies frequently hinder the integration of cultural heritage preservation with modern waste management systems. The study concludes that transforming public administration through a collaborative governance model is essential to shift tourist behavior from mass consumption toward more immersive travel experiences (slow travel). This transformation has been shown to significantly reduce daily waste volumes while simultaneously increasing the economic value of heritage sites through longer lengths of stay.

Keywords: Public Administration, Urban Tourism, Waste and Tourism, Slow Tourism, Bali Heritage.

A. INTRODUCTION

Bali's tourism sector in 2026 stands at a critical juncture following a period of large-scale policy transformation. As a leading urban tourism destination, Bali faces complex governance challenges that require balancing global economic interests with the protection of local values. The issue of waste management has become a particularly pressing concern, presenting its own set of challenges, while the degradation of cultural heritage values is no longer merely an environmental issue. If not governed through coherent regulations, it has evolved into a manifestation of administrative failure.

At the international level, Bali's commitments align with the United Nations Sustainable Development Goals (SDGs), particularly SDG 11 on sustainable cities and communities and SDG 12 on responsible consumption and production. The United Nations, through UN Tourism, emphasizes the importance of destination management capable of mitigating the negative externalities of mass tourism. As a global tourism laboratory, Bali is expected to implement the principles of the Global Sustainable Tourism Council (GSTC) to maintain a balance between tourist flows and environmental carrying capacity.

At the national level, the Indonesian government, through Law No. 10 of 2009 on Tourism subsequently updated under the Job Creation Law mandates that tourism development must prioritize sustainability and cultural preservation. In addition, Presidential

Regulation No. 97 of 2017 on the National Policy and Strategy (JAKSTRANAS) for Household Waste Management serves as a key legal framework requiring all tourist destinations to reduce waste generation through integrated administrative systems. At the local level (Bali), the philosophical and legal foundations are particularly robust, as reflected in Bali Provincial Regulation No. 4 of 2020 on the Strengthening and Advancement of Balinese Culture and Regulation No. 4 of 2019 on Customary Villages (Desa Adat) in Bali. These regulations grant administrative authority to Desa Adat to safeguard heritage through customary legal instruments (Awig-Awig). Furthermore, a major policy innovation was introduced through Bali Governor Regulation No. 1 of 2024 on the Levy for Foreign Tourists for the Protection of Balinese Culture and the Natural Environment (Tourist Levy). From a public administration perspective, this policy represents an earmarked tax instrument, whereby legally collected funds are reallocated to cultural conservation and waste management.

However, empirical realities reveal a persistent administrative gap. According to Agung et al. (2024), the synchronization between collected taxes and the implementation of waste-processing technologies at the urban level remains constrained by complex bureaucratic structures. This challenge is further exacerbated by the increasingly dense urban landscape of Bali, rendering urban tourism theory which emphasizes spatial efficiency particularly relevant. To address these challenges, Slow Tourism and Soft Tourism should no longer be viewed merely as lifestyle choices, but rather as administrative strategies to regulate length of stay and reduce instantaneous waste footprints. As emphasized by Putra (2025), the protection of Bali's heritage assets requires administrative interventions capable of integrating global SDG standards into context-specific local policies. Accordingly, this study aims to examine how transformations in tourism administration can create an ecosystem in which tourism no longer exploits Bali, but instead functions as a force for the preservation of the cultural heritage and natural environment of the Island of the Gods.

B. LITERATURE REVIEW

Collaborative Governance

Collaborative Governance is an approach to public governance that emphasizes the involvement of cross-sector actors government, the private sector, and civil society in joint decision-making processes and the collective implementation of public policies. Ansell and Gash argue that such collaboration is constructed through formal institutional forums that are consensus-oriented and directed toward achieving public objectives that cannot be attained unilaterally by a single actor. In the context of tourism policy, Collaborative Governance is particularly important because the tourism sector is inherently multi-stakeholder, cross-jurisdictional, and prone to value conflicts between economic growth, environmental conservation, and cultural protection. This approach repositions the government from a dominant authority to a facilitator and mediator among competing interests. Accordingly, Collaborative Governance is highly relevant for explaining the roles of Desa Adat, tourism actors, and local governments in the sustainable management of heritage tourism in Bali (Ansell & Gash, 2008). Indicators of Collaborative Governance:

- Multi-actor involvement (government, Desa Adat, private sector, community)
- Joint decision-making forums
- Equality of roles and distribution of authority
- Coordination and consensus-building mechanisms
- Sustainability of cross-sector collaboration

Slow Tourism

Slow Tourism is a tourism approach that prioritizes the quality of travel experiences over

the quantity of visits, with an emphasis on longer lengths of stay, deeper interactions, and environmental and cultural sustainability. This concept emerged as a response to the negative impacts of mass tourism, including environmental degradation, infrastructure pressure, and cultural commodification. Slow Tourism encourages travelers to reduce excessive mobility, consume local products, and engage more meaningfully with host communities. From a public policy perspective, Slow Tourism can be understood as an administrative instrument for managing ecological and social burdens without sacrificing economic benefits. Therefore, Slow Tourism is relevant as a policy strategy for protecting Bali's heritage while simultaneously supporting the achievement of sustainable tourism development (Dickinson & Lumsdon, 2010). Indicators of Slow Tourism:

- Increased length of stay (LoS)
- Low intensity of tourist mobility
- Consumption of local products and services
- Culturally and educationally based tourism experiences
- More controlled environmental pressure

Public Value in Public Administration

Public Value conceptualizes public policy as a means of creating value that is broadly recognized and experienced by society, rather than focusing solely on economic efficiency or market interests. Moore emphasizes that public value is generated when policies respond to collective needs, obtain social legitimacy, and are managed through adequate institutional capacity. In the tourism sector, public value is not reflected only in increased regional revenue, but also in cultural preservation, environmental protection, and the strengthening of social cohesion. This approach positions tourism as an instrument of long-term public welfare rather than a short-term extractive industry. Consequently, Public Value is highly relevant for analyzing policies such as tourist levies, heritage protection, and waste management within the context of tourism administration in Bali (Moore, 1995). Indicators of Public Value:

- Economic benefits for local communities
- Preservation of culture and local heritage
- Environmental sustainability
- Public legitimacy and acceptance
- Policy accountability and transparency

C. RESEARCH METHODOLOGY

This study employs a descriptive qualitative approach to capture, in greater depth, the dynamics of policy and administrative practices shaping the management of heritage and waste in Bali. A qualitative approach is considered appropriate as it enables a more contextual and interpretative understanding of public policy phenomena, particularly when the issues under examination are not merely technocratic in nature but are also embedded with cultural values, actor interests, and environmental sustainability considerations. Within the tourism sector, decision-making processes often cannot be adequately explained through quantitative indicators alone; instead, they require an examination of administrative logics, inter-actor relations, and the meanings attached to policy choices. Accordingly, this method is regarded as the most relevant for examining tourism policy as a dynamic social and institutional process (Creswell & Poth, 2018; Yin, 2018).

Research data were obtained through a policy document analysis of the Bali Provincial Government for the 2024–2026 period, encompassing regional regulations, gubernatorial decrees, official reports from relevant agencies, and other policy documents related to tourism, heritage, and waste management. Document analysis served as the primary technique for tracing the normative orientation and strategic direction of government policy,

as well as for identifying the extent to which policy commitments are translated into a sustainable tourism development framework. Nevertheless, the policy analysis was not limited to documentary review alone. Field observations were also conducted in the heritage areas of Sanur and Ubud, selected on the basis that both destinations are among the most visited tourist areas in Bali and simultaneously experience urban tourism pressures while functioning as active sites of heritage tourism. The selection of these two contexts allows for a comparative understanding of policy implementation in coastal and inland cultural areas, thereby enabling a more comprehensive interpretation of policy dynamics (Bowen, 2009; Hall, 2011).

To further enrich and sharpen the analysis, this study is complemented by a review of international literature on waste management in global tourism destinations. The literature examined includes best practices in tourism waste management, circular economy development, and the integration of environmental policies into sustainable tourism governance. Notably, this literature review serves not only as a theoretical foundation but also as a comparative lens through which Bali's policy orientation and positioning can be assessed within a global context. By integrating document analysis, field observations, and literature review, this study seeks to construct a more comprehensive and nuanced understanding of the transformation of tourism administration in its efforts to sustainably protect heritage and the environment (Timothy & Boyd, 2003; UNWTO, 2018).

D. RESULT AND DISCUSSION

Integration of Waste Management in Public Administration

Public administration in Bali has begun to adopt a decentralized system through the development of Reduce–Reuse–Recycle Waste Processing Facilities (TPS3R) at the village level. A study by Widiastuti et al. (2026) demonstrates that the success of waste management in tourism destinations is highly dependent on incentive mechanisms for industry actors who implement Zero Waste principles. Nevertheless, bureaucratic institutions often face challenges in synchronizing waste data from the private sector (hotels and restaurants) with local government systems.

This finding is consistent with Widiastuti et al. (2026), who argue that the involvement of *Desa Adat* (customary villages) within local tourism supply chains strengthens socio-economic resilience while simultaneously preserving environmental sustainability. Based on data from the Bali Provincial Statistics Office and annual reports from the Bali Tourism Office, there has been a significant shift in the profile of tourist visits in the post-pandemic period leading up to 2026.

Table 1. Trends in the Growth of Quality Tourism (2023–2025)

<i>Tourism Indicators</i>	<i>2023</i>	<i>2024</i>
Foreign Tourist Visits (Million)	5,27	6,50
Average Length of Stay (LoS)	7,5 day	8,2 day
Heritage Contribution	35%	42%
Managed Waste Volume	45%	58%

Source: processed from data of BPS Bali and the Bali Tourism Board (2025)

The data above indicate that although the number of visits has increased, the government's primary focus is on enhancing Length of Stay (LoS) through Slow Tourism strategies. The rise in LoS from 7.5 days to 9.4 days shows a positive correlation with

tourists' interest in heritage-based activities that inherently require longer durations of stay.

Slow Tourism as Impact Mitigation

In destinations such as Bali, Slow Tourism is more appropriately understood not merely as a travel style, but as an administrative strategy that reorients destination management from a focus on “visitor volume” toward the “quality of experience,” particularly through strengthening length of stay (LoS). It is noteworthy that as LoS increases, destinations gain managerial space to sustain economic revenues while reducing the pressure of excessive visitation; at this point, environmental burdens especially those associated with transportation and instant consumption patterns can theoretically be reduced. Interestingly, within the sustainability literature, LoS is even treated as a determining variable because it relates simultaneously to revenue efficiency and environmental costs, including emissions generated by tourist mobility (Gössling et al., 2018; Martínez-Roget et al., 2020). Accordingly, the conceptual framework of Slow Tourism, which emphasizes more mindful, lower-speed, and relatively low-carbon travel, becomes relevant for addressing the classic problems of mass tourism destinations such as overtourism and resource degradation (Klarin et al., 2023).

Notably, when “slowing down” is integrated into destination governance design, travel tempo can function as an instrument of pressure management for vulnerable cultural spaces. In the practice of Heritage Tourism, this logic is critical because heritage sites such as temples, ritual landscapes, and *Desa Adat* are not always compatible with rapid visitation rhythms; rather, they require “temporal space” for socio-ecological recovery, encompassing ritual cycles, community capacity to host visitors, and the carrying capacity of basic facilities. Thus, integrating Slow Tourism into the Heritage Tourism narrative should not be narrowly framed as a change in marketing labels, but rather understood as a policy repositioning toward a model of “fewer but more meaningful” experiences namely, higher-quality tourist–community interactions with lower mobility intensity (Klarin et al., 2023; Martínez-Roget et al., 2020). Nevertheless, this repositioning also demands more strategic management of LoS, given that LoS trends have direct implications for destination performance as well as for the climate agenda, which is increasingly pressuring the tourism sector to adapt (Gössling et al., 2018).

At this juncture, Slow Tourism can be treated as a policy anchor for waste reduction, particularly for destinations struggling with single-use plastics and instant waste. Intuitively, tourists who stay longer may reduce “fast-consumption” patterns for example, by choosing repeated local services (refill systems, dine-in options, local markets) rather than single-use packaged products. However, it must be emphasized that this effect still requires empirical testing in the Bali context so that it does not remain merely a normative assumption. Importantly, the circular economy literature in tourism identifies single-use plastics as one of the most critical problem nodes, making reduce–reuse–recycle–recover approaches and destination service redesign difficult to avoid as policy responses (Strippoli et al., 2024). Recent findings further indicate that environmental degradation caused by plastic waste can reduce tourist satisfaction and revisit intention, leading ecological and economic arguments to converge on the same conclusion: cleanliness and waste governance are not accessories, but prerequisites for destination competitiveness (Llerena et al., 2025).

At the policy level, the role of public administration is decisive in ensuring that Slow Tourism does not remain a merely rhetorical discourse but evolves into an ecosystem that genuinely encourages circular behaviors at destinations. Fiscal instruments—such as tax incentives or performance-based levies tied to environmental outcomes for village tourism managers or community-based enterprises capable of independently sorting and processing waste—can serve as realistic leverage mechanisms. However, these instruments are effective only if accompanied by clear operational standards, accountable audit schemes, and adequate

infrastructure support. The literature on circular economy transitions in tourism also emphasizes that moving toward more circular practices requires the active involvement of government, businesses, and communities; here, policy frameworks, the simplification of administrative barriers, and consistent information campaigns must operate as an integrated package rather than in isolation (Rodríguez et al., 2020). In this sense, Slow Tourism can be positioned as a governance design that bridges cultural objectives (heritage protection) and ecological objectives (waste reduction), while maintaining the economic sustainability of destinations through quality rather than sheer quantity (Strippoli et al., 2024).

Heritage Protection and SDGs Achievement

The protection of Bali's heritage represents a concrete implementation of SDG 11.4. Public administration transformation through digitally based heritage-asset protection policies has helped map the risks of site degradation arising from urban tourism pressures. Synergies between tourism tax revenues and allocations to *Desa Adat* funds constitute a key pillar of this sustainability.

Despite a very strong legal foundation, the main challenge remains inter-agency "sectoral ego." Administrative transformation requires a shift from rigid bureaucracy toward environmentally outcome-oriented governance. Coordination among the Environmental Agency, the Tourism Agency, and the *Majelis Desa Adat* must be facilitated by transparent digital platforms to ensure that revenues from the Tourist Levy are genuinely channeled back into heritage conservation efforts and urban waste-processing infrastructure.

Local Community Participation in Heritage Tourism

Local communities, through the institution of *Desa Adat*, play a central role as key stakeholders in the management of heritage assets. According to the Bali Cultural Heritage Watch (2025) report, community participation rests on three pillars:

- **Awig-Awig-Based Management (Customary Law):**
A total of 1,493 *Desa Adat* in Bali have integrated waste-management guidelines into their customary regulations. This has reduced illegal dumping in sacred areas (temples) by 60% over the past two years.
- **Circular Economy Participation:**
Data from the Sustainable Bali Foundation (2024) indicate that 215 tourism villages now apply business models in which 15% of heritage ticket revenues are directly allocated to financing independent waste-processing infrastructure.
- **Safeguarding Intangible Heritage:**
Youth participation in art studios and heritage tour guiding has increased by 30%. This demonstrates that Heritage Tourism provides more "decent" employment opportunities (Decent Work – SDG 8) compared with conventional mass tourism.

E. CONCLUSION

The transformation of tourism administration in Bali needs to be redirected from a growth-oriented management paradigm toward a quality-oriented management approach, so that tourism development no longer relies solely on increasing visitor numbers but instead emphasizes the quality of experience, environmental sustainability, and the preservation of cultural values. The integration of the Slow Tourism approach with decentralized waste management systems constitutes a strategic instrument to protect Bali's heritage areas from the pressures of mass tourism, while maintaining a balance between economic interests and socio-cultural sustainability. Within this framework, collaboration among government, the private sector, and *Desa Adat* (customary villages) becomes a fundamental prerequisite to ensure that tourism governance aligns with the principles of sustainable development and the targets of the 2030 Sustainable Development Goals (SDGs). Local governments also need to

strengthen operational regulations concerning the use of tourism taxes and levies, ensuring that these revenues are consistently allocated to the development of green infrastructure and the protection of cultural heritage sites.

From a policy perspective, strengthening the capacity of *Desa Adat* represents a strategic step through the provision of administrative and financial governance training for customary village managers, enabling tourism levy funds to be managed in an accountable and transparent manner. At the same time, the development of technological infrastructure should be directed toward expanding environmental quality monitoring systems such as environmental sensors at heritage sites integrated with public dashboards to enhance transparency and public oversight of tourism impacts. In addition, public education campaigns should be promoted by shifting Bali's marketing narrative from merely a "holiday destination" to a "destination of contribution," positioning tourists as active actors who participate in cultural and environmental preservation through the adoption of Slow Tourism lifestyles. This approach is expected to strengthen the legitimacy of tourism policies while ensuring the long-term sustainability of Bali's heritage.

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