Article

Future policy implementation to balance growth and sustainability: Managing the impact of mass tourism in Bali

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Abstract: This research aims to explore the impact of government policies to promote mass tourism in Bali. Qualitative method with the support of a phenomenological approach and in-depth interviews and FGD. The Butler tourism area life cycle model theory is used to evaluate the impact of tourism on land use and cultural conflict with six stages of destination development, namely exploration, involvement, development, consolidation, stagnation, and decline or rejuvenation. The findings reveal that Bali has experienced all stages of Butler's model. From 1960–1970, Bali was in the exploration phase, offering tourists authentic experiences. At the beginning of 1970–2000, Bali had entered five phases marked by rapid tourism growth. Now, Bali reached a consolidation phase with a focus on managing tourism quality. Now, Bali is entering a phase of stagnation, facing challenges such as overcrowding and environmental degradation. Bali is at the crossroads between phases of decline and rejuvenation, with efforts to overcome environmental problems and diversify tourism products. This study concludes that mass tourism has significant positive and negative impacts on tourist destinations. Although it can improve the local economy and preserve culture, it can also cause environmental damage and cultural conflict. The Bali government's policy strategy for the future is to overcome cultural conflicts including tourist education, sustainable tourism development, empowerment of local communities, enforcement of regulations, and intercultural dialogue. The implementation of this policy strategy can be carried out effectively to manage cultural conflicts towards a sustainable Bali tourism future.

Keywords: government policy; mass tourism; tourism life-cycle models; cultural conflict; sustainable tourism development; environmental impacts; social impacts

1. Introduction

Tourism development in Indonesia aims to alleviate poverty, preserve nature, the environment, and resources, develop culture, improve the nation's image, and strengthen relations with other countries (Maspul, 2021). The goal of environmental conservation is to build stability between ecological and economic policies to reduce environmental damage and protect the atmosphere in the long term (Amin et al., 2024). Based on data from the National Statistics Agency for 2023, Bali tourism proliferates and can boost regional economic growth by 5.66 percent. The contribution of MSMEs supported this growth. The number of MSMEs in Bali has increased rapidly over the last five years. From 13,042 MSMEs in 2019, it will increase to 442,848 MSMEs in 2023 (DPR-RI, 2023). The highest growth was in transportation and warehousing SMEs at 27.52 percent; foreign exports grew at 46.49 percent.

Meanwhile, tourism SMEs increased by an average of 8.63% per year. The

increase in tourism SMEs weakened with the growth in tourist visits. In 2023, Bali will be visited by 5,273,258 international tourists, an increase of 144.61% compared to the previous year. The overall contribution of tourism to Bali's economy ranges from 60%–70% of GRDP (Chong, 2020). Bali's superiority in tourism compared to other provinces is due to its tourism potential, as there are many tourist attractions in each region. Apart from being a tourist attraction, its culture attracts tourists. A study by Utama et al. (2023) shows three factors that attract Bali tourism: a). ease of immigration, destination security, b). travel agency, prices, recommendations, food and transportation, c). history, culture, and natural beauty. The most dominant factors for European tourists visiting Bali are immigration, destination security, and travel agents (Dewi et al., 2024).

The Central Government supports the various needs of SMEs to develop and support tourism policies to the maximum. Tourism SMEs in Bali are a priority to encourage regional and national economic investment growth. Apart from that, the Central Government provides an autonomy policy to the province of Bali, which has implications for the autonomous authority of district and city-level governments to form tourist villages (Wisesa et al., 2023). As a result, the number of tourist villages has grown significantly from 47 to 154 in the last ten years. Tourism villages have a great opportunity to equalize development between urban and rural areas, thereby inhibiting the flow of urbanization, creating new jobs, and creating integration values between traditional and international cultures (Arismayanti et al., 2019). In other provinces, local governments face many obstacles to promoting tourism. It is caused by overlapping local regulations, lack of quality human resources, lack of publications, lack of good infrastructure, weak investment, unsupportive environmental aspects, and weakness in developing religious tourism attractions (Tahir and Darman, 2023).

Figures 1 and **2** below show the number of tourism business actors and tourist development in Bali from 2019–2023.
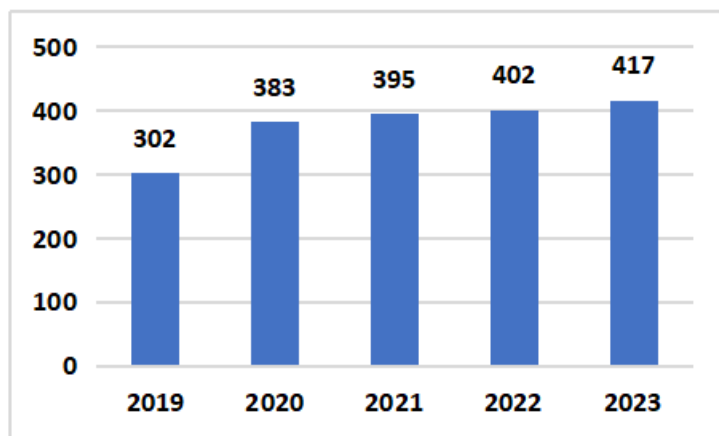

Figure 1. Number of tourism business actors.
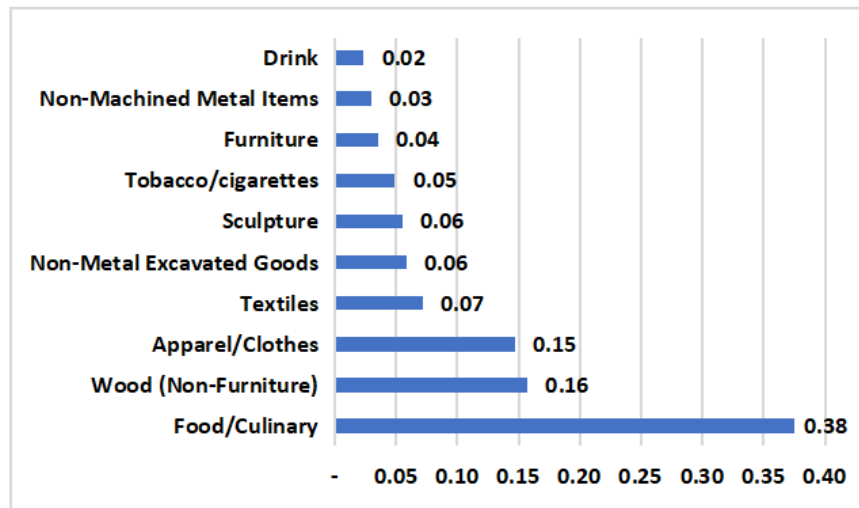Source: BPS Indonesia, 2019–2023.

Figure 2. Tourist development in Bali.

Source: BPS Indonesia, 2019–2023.

Based on the Katadata insight survey, the impact of tourism affects other sectors, such as culinary food and others described in **Figure 3** below. It is in line with research by Sukmawati et al. (2022), which shows that activities create demand for consumption and investment, positively impacting goods and service production activities and increasing the multiplier effect for economic growth and the welfare of local communities.
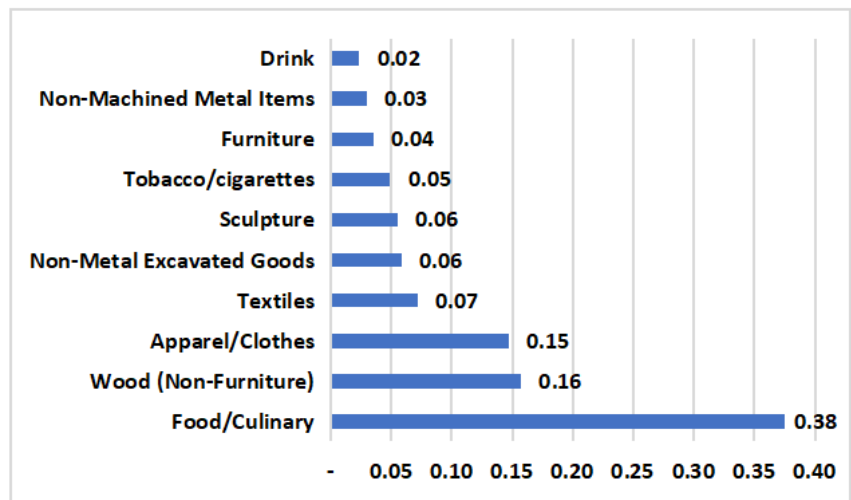
Figure 3. Positive impact of tourism on other sectors (Ahdiat, 2022).

On the other hand, tourism development in Bali is considered problematic and is said to cause damage to the agricultural sector due to significant changes in land use (Sutawa, 2012). The study Chong (2020) reveals that the development of mass tourism affects not only the local environment, economy, and business governance but, more importantly, society, culture, heritage, and traditions. Although mass tourism in Bali still offers financial opportunities and stimulates infrastructure growth, the opportunity costs that must be borne by developing Bali tourism are the exchange of less favorable impacts on the environment, culture, and society for local

communities. However, an interesting study was revealed by Iverson (2010). He provides evidence regarding an often-overlooked dimension of cultural conflict, namely traveler versus tourist conflict, due to the Government's weakness in raising awareness of the multiple benefits of educating tourists and conflicts between Balinese and fellow tourists. European and American tourists expressed their most significant concerns about noisy behavior, drunkenness, and the lack of respect tourists have for the local Balinese population. Many are aware of the simple nature of the Balinese people and recognize the importance of appropriate clothing, as well as the offensive nature of topless or naked bathing. Tourists from Australia show the most-rude behavior, and most of their personnel are associated with drinking. This behavior still occurs today and needs to be adequately handled by the Bali Government (Dean et al., 2020).

This research aims to examine the Bali government's policy towards tourism programs related to three dimensions, namely land use change, mass tourism, and cultural conflict dimensions, and look for alternative policy solutions in the future. This research focuses on looking for factors that cause the third dimension by considering essential themes that emerged in the research so that tourism policy in Bali can develop more comfortably.

2. Method

2.1. Research approach

The research method uses a qualitative approach supported by phenomenological studies. This research will explain how people represented by NGOs and community groups observe and experience an event. Meanwhile, we discussed implementing current policies with key informants from the city and district governments. Researchers will explore sensory perception in critical aspects of what they understand (DeJonckheere and Vaughn, 2019; Nigar, 2020). This research uses interview and focus group discussion (FGD) study methods to obtain various information. This research used purposive sampling to determine the number of informants. The research areas chosen in Bali Province were nine cities and regencies. We also used document and photo review techniques to validate data findings from the FGD.

We developed research instruments and procedures as interview guides for key informants and focus group discussion (FGD) participants. The interview guide was tested through pilot interviews with students. During the FGD and IDI implementation, participants were ensured they understood government programs related to tourism in Bali, their impacts, and their solutions. More specifically, they were asked about the problems of land use change, mass tourism, dimensions of cultural conflict, and alternative government policy solutions in the future. FGDs and IDIs were conducted in Balinese and assisted by local researchers and University staff as moderators, recorders, and local language translators (Hermansyah et al., 2024). All FGD and IDI results were recorded and transcribed based on participant consent. The FGD and IDI lasted approximately 2 h and ended when the data was saturated, and there was no additional new data from the participants.

Related data in the form of transcripts, discussion results, and audio recordings

of FGDs and IDIs obtained in regional languages were rewritten and translated into Indonesian, then into English by native language speakers in the form of MS Word documents. They were then analyzed using thematic analysis. Transcripts were coded repeatedly to ensure data were included and refined. The data was then collected and concluded based on the codes created, resulting in various themes.

2.2. Research participants

To carry out FGDs, we mapped the concentration of community groups and NGOs in city and district areas. Of the 212 community groups, we have 1 NGO and 1 community group based on their activities, while two people represent critical informants from the Government. The total purposive sample is 36. All selected vital informants will be interviewed. Then, we conducted an FGD with 18 heads of community groups and NGOs. We also conducted field observations of 6 community groups to learn more about their desired solutions. In this way, we will get more accurate and valid information.

Participatory observation was carried out on six selected community groups with 1–2 visits through interaction with communities not involved in the FGD. This focused observation was carried out for 2 h on each participant. In this activity, observation notes are made. Field observation research was conducted from 6 March to 12 May 2024 **(Tabel 1).**

Table 1. Number of key informants.

No	City/Regency	Government	Community groups/SMEs/NGOs
1	Denpasar	2	2
2	Tabanan	2	2
3	Klungkung	2	2
4	Karang Asem	2	2
5	Jembrana	2	2
6	Gianyar	2	2
7	Buleleleng	2	2
8	Bangli	2	2
9	Badung	2	2
	Total	18	18

Source: Compiled by researchers, 2024.

3. Literature review

Mass tourism theories and concepts show how a tourist destination can develop rapidly, providing benefits and challenges, and how governments can manage and plan the future of tourism and create a balance between economic benefits and preserving the environment and local culture which may have genuinely negative impacts felt. Mass tourism is a ubiquitous phenomenon in the travel and leisure industry. Doxey first developed this concept in 1975 under Doxey's Irridex model (Půtová, 2018). This model describes the cycle of experiences experienced by tourist destinations as the number of visitors increases. There are four phases according to this model.

The initial cycle phase is called euphoria, where, in the eyes of tourists, tourist destinations are often still in very attractive conditions. Tourists come full of enthusiasm, enjoying the beauty and authenticity of the destination, and residents are happy with the arrival of tourists. In the second cycle, called Apathy, this phase is characterized by congestion and starts to become a problem. Residents began to feel indifferent to the presence of tourists, as their constant presence had become part of everyday life. If the number of tourists continues to increase, there will be a change to the Annoyance phase. The phase is characterized by the view that tourists are considered a nuisance, and the negative impacts of their presence begin to be felt, such as pollution or environmental damage. If there is no change in how destinations are managed, conflicts between tourists and residents will increase and reach the antagonism phase. In this phase, residents may feel anger towards tourists and feel that tourism brings more harm than good.

The second model was introduced by Neil Leiper in 1979. It presents tourism as a system involving three main components: tourists, tourism businesses, and regional destinations. Tourists travel for recreation business, which includes all services such as hotels and restaurants that serve the needs of tourists, while the destination area is the location visited by tourists. This model describes the interrelationship between these three elements and how they influence each other (Wiweka and Arcana, 2019).

Richard Butler developed the third model in 1980, Butler's tourism area life cycle model. According to this model, a tourism destination usually experiences six stages of development (Singh, 2020) (see **Figure 4**).
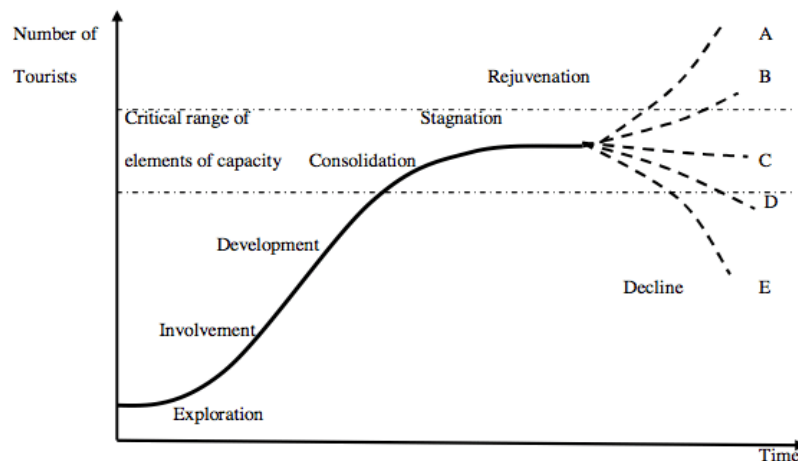

Figure 4. Butler's tourism area life cycle model (Aydın and Aksöz, 2018).

The first phase is exploration, where tourists initially explore destinations that are still relatively unknown. This phase is often characterized by visitors seeking more authentic and unique experiences. As the popularity of the destination increases, a second phase occurs, namely Involvement, where residents begin to get involved in the tourism industry, providing services and facilities for tourists (Gore et al., 2022). The rapid growth in the number of tourists brought the destination into the third phase, namely development. At this stage, the destination begins to develop commercially, with massive investments in infrastructure and marketing. In the fourth phase, the destination reaches the consolidation phase, more tourists start to

come, and tourism becomes an integral part of the local economy (Sardar, 2024). However, problems such as congestion and excessive commercialization emerge at this point, causing the destination to enter the fifth phase, namely stagnation. In this phase, growth becomes slower, and new challenges emerge. The end of this cycle can lead to Decline or Rejuvenation, where tourist interest begins to decline (Aydın and Aksöz, 2024). Therefore, the Government should innovate to arouse tourist interest and update its offers.

In practice, mass tourism often has significant impacts, both positive and negative. On the one hand, mass tourism can be a significant source of income, create new jobs, and encourage infrastructure development such as hotels, restaurants, and transportation. Mass tourism destinations are also often place for tourists to learn about local culture and improve the preservation of cultural heritage (Hiswara et al., 2023).

On the other hand, mass tourism also brings significant challenges. Environmental impacts, such as pollution and habitat destruction, as well as social impacts, changes in local community structures, and conflicts between tourists and residents, are issues that are frequently faced. In addition, the quality of the tourist experience can also decrease due to overcrowding and over-commercialization, which can make the destination feel less authentic and enjoyable. Examples are mass tourism destinations such as Bali, Paris, New York City, and Tokyo (Verheijen and Putra, 2019). These destinations have become global icons in tourism, attracting millions of tourists annually. Bali, with its beautiful beaches and rich culture; Paris, with its beautiful architecture and historical sites; New York City, with its dynamic metropolitan atmosphere; and Tokyo, with its blend of tradition and modernity—all of these are examples of how mass tourism operates on a large scale and influences various aspects of life in these destinations (Yanan et al., 2024).

However, it is crucial to consider several important concepts in tourism management. Sustainable development theory advocates for a balance between economic growth, environmental preservation, and social welfare. In tourism, this involves managing destinations in ways that minimize negative impacts while maximizing benefits for local communities. This concept is supported by the carrying capacity principle, which stresses that governments and stakeholders must gauge the maximum number of tourists a destination can handle without causing environmental damage or diminishing the visitor experience. Understanding carrying capacity is crucial to prevent irreversible harm to destinations. The Stakeholder Theory underscores the importance of involving various parties—including local communities, businesses, governments, and tourists—in tourism planning and management. This involvement ensures diverse perspectives are considered and promotes fair and sustainable decisions. In tourism, the community-based tourism (CBT) approach supports environmental conservation and empowers local communities. Ecotourism aims to mitigate the negative effects of tourism and raise environmental awareness, while CBT ensures that tourism's economic benefits directly reach the local community. Governments and stakeholders view tourism as an ecosystem and social system that must adapt and recover from disturbances, including tourism impacts. This highlights the need for resilience and the use of environmental impact assessments (EIA) and strategic environmental assessments

(SEA) to evaluate potential impacts before project implementation. The triple bottom line (TBL) approach evaluates success from economic, social, and environmental perspectives, ensuring that tourism decisions provide holistic and sustainable benefits.

4. Result and analysis

The IDI and FGD results from the area study are explained in the description below. Some answers from informants were relevant to the study areas we combined, and answers we considered less relevant to the study topic were discarded. The results of FGD and IDI can enrich previous themes.

4.1. Result

4.1.1. Exploration phase

We asked about the experiences of tourists who visited Bali in the past when it was still developing rapidly. The Head of a community group in Buleleng described:

"In the beginning, Bali offered a very pure and authentic tourist experience. Tourists can watch traditional ceremonies such as Ngaben (cremation ceremony) and Kecak Dance (kecak dance) with original cultural context. However, today, although traditional elements are still present, tourists are presented in a more commercial format and prepared specifically for tourists."

Meanwhile, the Head of the community group in Bangli explained:

"In the past, tourists could discover dance arts and traditional rituals in various places without much disturbance from crowds. Today, dance performances are often held in venues designed specifically for tourists, and may be less authentic than the experience gained in the Exploration phase."

The Head of a community group from Gianyar added:

"In 1970–1980, Bali only had a few simple accommodations and basic facilities, and the existing accommodation needed to be improved and more straightforward. Today, Bali has a developed tourism infrastructure, including five-star hotels, luxury resorts, and modern facilities. The hotels in Bali are very diverse in standards and prices, ranging from luxury accommodations such as the Four Seasons and Ritz-Carlton to simple guest houses."

We asked about past interactions between villagers and tourists that were discussed with the present. The Head of the Badung community group stated the following:

"Local communities are often directly involved in providing services to tourists, and interactions between villagers and tourists are closer. However, even though many Balinese work in the tourism sector, several cases of tension occur between tourism needs and local interests. It causes tourists to interact directly with rice farmers or Balinese handicraft artisans. Currently, many tourism activities are more organized and separated from the daily lives of people in the village."

We discussed the impact of the transition from the exploration phase; the Head of the NGO from Gianyar explained:

"As Bali moves through the tourism life cycle, the authenticity of Balinese

culture has changed. Many elements of local culture that were once very authentic have now become part of the tourism industry and are sometimes presented more commercially than they originally were. "The impact is that Bali is starting to lose the authenticity of its traditional ritual culture because it is packaged in a more spectacular form to attract tourists, thereby changing the original meaning of our cultural practices."

We developed questions regarding its impact on society and the economy; the Chair of tourism SMEs stated:

"These phases have transformed tourism into the central pillar of Bali's economy. The impact causes social injustice and changes in the local economic structure. The benefits of tourism are unevenly distributed among residents between cities and districts."

4.1.2. Involvement phase

Informants representing the Denpasar City Government explained about tourism infrastructure:

"At the beginning of 1972–1977, Bali began moving into the Involvement stage; tourism became more organized and managed. At that time, Bali began to develop its infrastructure to support the increasing number of tourists and form a more formal tourism industry structure. At that time, the central Government and local entrepreneurs began to realize the economic potential of the tourism sector. Bali, once only known to a handful of adventurous tourists, is now starting to attract visitors in more significant numbers."

The informant representing the Badung City Government added:

"During that time, we saw rapid progress in developing tourism infrastructure. Bali is starting to build various better facilities to support tourist arrivals. The construction of hotels, restaurants, and entertainment venues is a top priority. For example, we are building a larger Ngurah Rai Airport to accommodate the increasing number of international tourists."

Informants from Badung community groups revealed the participation of local communities in tourism. He explained as follows.

"Local people are starting to get more involved in the tourism industry. Local people see tourism as an economic opportunity that can bring income and employment. For example, in Ubud, local communities have started opening stalls and art galleries to sell local handicrafts and products to tourists."

Tourism product development began to be developed in this phase, as explained by the Head of the SME group from Buleleng:

"The addition of attractions such as the Bali Bird Park and Bali Safari & Marine Park is designed to provide a more diverse and educational tourism experience for visitors, while increasing Bali's attractiveness as a comprehensive tourist destination. The government and tourism agents began to carry out more aggressive promotions through advertisements, brochures and tourism exhibitions in various countries. Promotional campaigns such as Wonderful Indonesia are being introduced to attract international tourists to Bali and other parts of Indonesia."

However, in this phase, changes begin to occur in the social and cultural

structures. The Head of the Gianyar community group expressed this carefully.

> *"We feel that tourism has brought changes in society's social and cultural structure. With increasing interactions between tourists and residents, cultural exchange occurs, often leading to cultural adaptations to meet mere tourist expectations. The local culture, which was initially very authentic, began to change to adapt to tourist demands. For example, cultural performances that were initially spiritual rituals began to be performed as tourist attractions for entertainment, changing the original meaning of the practice."*

Meanwhile, the Head of the Bangli community group explained the impact of tourism on environmental and infrastructure management:

> *"With the growth of tourism, environmental issues and infrastructure management are becoming major challenges. The engagement phase often sees increased environmental impacts due to rapid development and higher visitor volumes. The impact is that rapid infrastructure improvements are often not accompanied by adequate planning for environmental conservation. This can cause problems such as decreased air quality, pollution and environmental damage."*

4.1.3. Development phase

Interviews with heads of community groups and SMEs from Tabanan explain changes in cultural structures in society.

> *"In the early 1980, Bali experienced a number of tourists from Australia, Japan and Europe. The Bali Government built amusement parks such as Bali Safari and Marine Park, Waterbom Bali and Bali Bird Park. At this time, the commercialization of culture and the environment began. The increase in the number of tourists causes changes in the way of life of local people. Many residents who previously worked in the agricultural or handicraft sectors have now shifted to work in the tourism sector. Cultural traditions that were once private began to be adapted to meet tourists' expectations. As a result, there is concern that this change will lead to the commercialization of culture and the loss of authenticity of traditional cultural practices."*

The Head of an NGO from Badung explained the impact of tourism infrastructure development on the environment as follows:

> *"Rapid development has had negative environmental impacts if not appropriately managed. The construction of hotels and resorts on beaches such as Kuta and Seminyak causes damage to coral reefs, decreased air quality, and increased pollution. Rapid infrastructure projects are sometimes accompanied by inadequate environmental planning. Challenges in managing the environmental impacts of tourism, such as waste management, wastewater, and green area conservation, are the main issues we must overcome."*

4.1.4. Consolidation phase

The informant representing the Karangasem City Government explained the management and maintenance of Bali's attractions; he explained:

> *"The provincial Government has made provisions to maintain existing facilities, improve the quality of services, and preserve the environment and culture. The Bali Clean and Green program was launched to overcome the*

problem of waste and pollution, as well as to increase environmental awareness among tourists and local communities. Initiatives such as waste management programs, tree planting and conservation policies are the main focus."

Informants from the Badung City Government added:

"We focus on high tourism impact management. Kuta management and local Government are starting to address problems such as traffic jams, waste, and service quality to maintain Kuta's attractiveness as a tourist destination."

Meanwhile, an informant from the Gianyar City Government explained the impact of tourism on the agricultural sector:

"The increase in the number of workers in the tourism sector affects the traditional employment structure in Bali. More people are involved in the tourism industry than in traditional sectors such as agriculture. The impact is that people become dependent on the tourism sector, and there will be economic instability if there is a decrease in the number of tourists."

4.1.5. Stagnation phase

Density and overcrowding often occur at several vital points in tourist areas. We asked the opinion of informants from the Klungkung City Government. He explained:

"The number of international tourist arrivals has slowed and decreased since the COVID-19 pandemic, and growth in tourist numbers is not as fast as before. Destinations such as Kuta, Seminyak, and Ubud often experience traffic jams, crowds at popular beaches, and long queues at tourist attractions which can reduce tourist comfort and satisfaction. This phenomenon indicates that the maximum capacity of the destination exceeds the target."

Informants from the Jembrana City Government revealed a solution developed by the Government. He said:

We have updated and innovated several destinations to remain relevant for tourists, introducing new attractions, improving facilities, and diversifying the tourism offer. In Bali, there have been various efforts to update the offering with new tourism developments, such as Bali Zoo, Bali Bird Park, Bali Safari, and Marine Park. There are also improvements to hotel and restaurant facilities and the development of ecotourism and cultural tourism programs. There are also programs, such as Bali Clean and Green and the Bali Recycling Program, designed to address the problems of waste and pollution caused by tourism. Additionally, there are initiatives to involve local communities in tourism-related decisions and strengthen cultural preservation."

4.1.6. Decline and rejuvenation phase

The Head of the Badung environmental NGO highlighted the problem of environmental damage and marine biota. He revealed:

"Beach pollution, coral reef damage, and rubbish problems are real issues in Bali. However, this has not entirely caused a decline in the number of tourists but could indicate a trend towards decline if not addressed effectively. Likewise, destinations such as Kuta and Seminyak experience overcrowding, which can reduce the quality of the tourist experience and trigger dissatisfaction."

The Head of the Badung environmental NGO added:

"As one of the most popular tourism areas in Bali, Kuta has faced problems with population density and declining environmental quality. Although many efforts have been made to improve these conditions, the decline in visitor numbers during the COVID-19 pandemic shows the potential risk of leading to less favorable conditions. At the end of last year, the problem of overcrowding increased with cases of officials resulting from loud drinking from foreign tourists. The Government has handled some of these cases by tightening regulations and deporting unruly tourists."

Informants from the Denpasar City Government explained:

"We are now actively developing new attractions and diversifying our tourism offering to appeal to various market segments. There are various initiatives to improve the quality of the environment and the tourist experience, such as Bali Clean and Green and ecotourism programs. The opening of new destinations and innovation in the tourism sector demonstrates our efforts to renew its appeal."

Meanwhile, an informant from the Badung Regency Government added:

"We focus on Environmental Management by implementing stricter and more effective environmental strategies. We also strengthen cooperation between all stakeholders to create a long-term strategy, creating a Bali Reef Restoration program that can be implemented to repair damaged marine ecosystems. In addition, waste management must be improved with a system that includes reduction, recycling, and composting to reduce environmental pollution. In the future, setting visitor quotas in popular destinations and implementing stricter enforcement of environmental laws will help reduce the negative impacts of over-tourism and ensure that all parties comply with environmental regulations."

4.2. Analysis

4.2.1. Butler model tourism area life cycle analysis

From the 1961 to 1970, Bali entered the exploration phase in the tourism life cycle, where the island was known as an exotic and little-known destination. At this time, Bali offers a very authentic tourist experience, with tourists seeking new experiences in places untouched by mass tourism. During this phase, tourists can watch traditional ceremonies such as Ngaben and Kecak Dance in a pure atmosphere, interact directly with residents, experience their daily life, and enjoy traditional rituals that take place traditionally. The tourism infrastructure at that time was straightforward, with only a few basic accommodations and limited facilities. The participation of local communities is also very significant because they provide services and contribute to sharing their culture directly with visitors. However, the transition from the Exploration phase brings significant changes over time. The authenticity of Balinese culture began to be commercialized to attract more tourists, and tourism became a central pillar of Bali's economy, often creating social injustice and economic inequality among the local population (Zhang, 2022). These developments also increase the complexity of destination management, introducing new challenges in terms of environmental and social impacts. Even though Bali has

now moved from the exploration phase to the subsequent phases, such as involvement and development, understanding these phases is still essential for planning the future of Bali tourism.

In the early 1970, Bali entered the involvement phase in Butler's tourism area life cycle model, which marked the transition from the exploration period to a more structured and internationally recognized tourism stage. During this phase, Bali experienced rapid tourism growth with the expansion of Ngurah Rai Airport to support the flow of international visitors and the development of infrastructure such as hotels, restaurants, and shopping centers. Local people in Ubud are starting to get involved in the tourism industry by opening stalls and art galleries. Bali also launched new attractions such as Bali Bird Park and Bali Safari & Marine Park and the international promotional campaign Wonderful Indonesia. This phase has a significant economic impact by creating new jobs. However, it also shows negative impacts, such as environmental damage and cultural commercialization, which threaten the authenticity of Balinese cultural practices (Hillman et al., 2017). On the positive side, this phase opens up opportunities for sustainable infrastructure development and local community development, such as establishing the Neka Museum in Ubud. Bali needs to develop a strategy that balances economic growth with cultural and environmental preservation.

The development phase in the life cycle of the butler model tourism area in Bali, which began in the late 1970 to the 1980, was a period of dramatic and organized tourism growth. During this phase, Bali transformed from an experimental destination to a globally renowned mass tourism destination. Bali's infrastructure is developing rapidly with the expansion of Ngurah Rai Airport into an international facility and improvements to main roads to support the increasing flow of tourists. Kuta, previously just a fishing village, has developed into a major tourism destination with large hotels such as the Hard Rock Hotel Bali and Kuta Beach Club. A surge in tourists from Australia, Japan, and Europe has made Bali one of Southeast Asia's most popular tourist destinations, driven by international promotions and marketing campaigns such as Bali is the Island of the Gods. New tourism products such as Bali Safari and Marine Park and Waterbom Bali support Bali's attraction offer. However, this phase also faces significant challenges, including commercializing Balinese culture, environmental damage such as declining air quality and coral reefs, and overcrowding in Kuta and Seminyak.

In 1990, Bali entered the consolidation phase in Butler's tourism area life cycle model, marking a period of stabilization after a phase of rapid development. Although Bali remains a popular tourist destination, the growth in tourist numbers is starting to reach market saturation. This phase marks a shift in focus from expansion to managing the quality of tourist experiences and environmental sustainability. During this phase, Bali will improve its service quality and preserve the environment through initiatives such as Bali clean and green to tackle waste and pollution. Bali also has new tourism products, such as agrotourism and spiritual tours, to develop diversification of tourism offerings. The consolidation phase changed Bali's social and economic structure, with local communities becoming increasingly involved in the tourism industry and shifting from the agricultural sector to employment in the tourism sector (Lee and Syah, 2018). However, challenges such as overcrowding and

environmental damage remain with Kuta managing traffic jams, Seminyak focusing on high-end facilities, and Ubud trying to preserve culture through the Ubud Arts Festival. Bali needs to develop sustainable strategies to balance economic growth with cultural and environmental preservation.

In 2002, Bali entered the stagnation phase in Butler's tourism area life cycle model, where tourism growth stagnated after rapid expansion. This phase is characterized by problems such as overcrowding in Kuta, Seminyak, and Ubud, which reduces the quality of the tourist experience, as well as environmental impacts in the form of beach contamination and damage to coral reefs. Bali's dependence on tourism makes it vulnerable to a decline in tourist numbers, as seen during the COVID-19 pandemic which reduced international visits (Pham and Nugroho, 2022). Bali launched Bali clean and green to overcome this challenge for waste management, coral reef protection, and beach cleaning. In Seminyak, there are efforts to update facilities with luxury restaurants and spas, while in Ubud, the Ubud Arts Festival is being developed to attract new tourists. Diversification of tourism products is also crucial in developing ecotourism and culinary tourism to offer environmentally friendly and authentic experiences (Yanan et al., 2024).

4.2.2. Decline or rejuvenation

Currently, Bali is at the crossroads between the decline and rejuvenation phases in the Butler model tourism area life cycle (Smith et al., 2022). The decline phase is characterized by a decline in the number of tourists and the quality of experiences, with problems such as beach pollution damage to coral reefs in Kuta and overcrowding disrupting tourist comfort (Godovykh et al., 2022). The COVID-19 pandemic has exacerbated this situation with a drastic decline in international visitors, highlighting the significant downturn risk (Permatasari and Mahyuni, 2022). However, Bali is also showing signs of a rejuvenation phase through the development of new destinations such as Nusa Penida and Uluwatu, as well as diversifying its tourism product with ecotourism and culinary offerings. Initiatives such as Bali clean and green aim to improve the environment and the quality of the tourist experience. These efforts include waste management, coral reef protection, and beach cleaning (Sara et al., 2023).

Bali must implement sustainable strategies that include better environmental management, diversification of tourism offerings, and stronger partnerships between government, business, and local communities to avoid decline and move towards Rejuvenation (Pickel-Chevalier et al., 2017). Following these recommendations, Bali can overcome current challenges and seize opportunities to ensure a sustainable future as a global tourism destination. The solution to the decline and rejuvenation phases is because Bali tourism is currently at the crossroads between the decline and rejuvenation phases in the tourism life cycle. In the decline phase, Bali faces a decline in the quality of the tourist experience, overcrowding, and severe environmental damage, exacerbated by the impact of the COVID-19 pandemic (Ningrum et al., 2024). To overcome this challenge, Bali must focus on environmental conservation, coral reef rehabilitation, and better waste management. Strict regulations and law enforcement to control visitor numbers and protect the environment are also essential. Diversification of tourism products, such as the

development of new destinations and ecotourism experiences, as well as improving the quality of services through staff training and infrastructure improvements, will help attract new visitors and manage tourism impacts (Satrya et al., 2023).

On the other hand, if Bali enters the rejuvenation phase, strategic steps, including tourism product innovation with new attractions and culinary experiences, intuition-based promotions, and improving infrastructure and technology, will be essential. Partnerships between government, industry, and local communities must be strengthened to design sustainable solutions. With this strategy, Bali can transform from the decline phase to rejuvenation, renewing its appeal and ensuring a sustainable future as a global tourist destination (Xu et al., 2022).

4.2.3. The impact of mass tourism on land use changes

Mass tourism has a broad impact on land use change, which includes the transformation from natural or traditional uses to tourism infrastructure, as well as significant environmental and social impacts. In Bali, for example, traditional agricultural land is starting to be converted into luxury resorts and commercial areas, changing the physical landscape and people's way of life (Artini et al., 2020). Likewise, traditional beaches and agricultural land are being converted into tourist centers in Hawaii and Phuket, reducing natural habitats and biodiversity (Suryanata and Lowry, 2016). This change also created a shift from local to commercial use. In Barcelona, areas once part of local life are now tourist zones with various visitor facilities (Elorrieta et al., 2022). The environmental impacts of mass tourism include deforestation, pollution, and ecosystem changes, as occurred in Tulum, Mexico, where resort development resulted in beach damage and marine pollution (Gomez Hernandez et al., 2022).

Apart from that, mass tourism also affects the social structure. In Venice, the tourism crisis has led to population displacement due to the high cost of living and rental price inflation (Bertocchi et al., 2020). In order to overcome these negative impacts, various sustainable management strategies are implemented in various destinations, such as Costa Rica, where sustainable tourism and tourism-based community development are prioritized to maintain a balance between tourist needs, environmental conservation, and the welfare of local communities (Heyne et al., 2018). Management efforts to overcome the negative impacts of mass tourism require a comprehensive and sustainable approach (Sumada and Samudra, 2023). Sustainable tourism is the central concept that prioritizes a balance between tourist interests, environmental conservation, and the welfare of local communities. The government and local organizations implement sustainable tourism management by involving various parties in planning and managing environmentally friendly tourism. This program includes environmental conservation and empowerment of local communities through their participation in the tourism sector (Araya et al., 2023).

Tourism-based community development is also an important part of this strategy. Involving communities in planning and implementing tourism projects helps ensure that tourism provides direct economic benefits to local communities. In addition, environmentally friendly practices such as waste management and habitat protection are also implemented to reduce the impact of tourism on the environment.

In Tortuguero National Park, an effective waste management system is in place to protect turtle habitat (Gutiérrez-Lince et al., 2021). Regulation and law enforcement play an essential role in the management of mass tourism, as seen in Hawaii, where visitor capacity limits are set to protect the environment (Solomon, 2024). These strategies show how tourism can be managed sustainably by involving local communities, protecting the environment, and regulating tourism activities with strict regulations.

4.2.4. Mass tourism and cultural conflict

Mass tourism can serve as a bridge between different cultures, but this bridge can often be more stable and lead to cultural conflict. When tourism destinations become popular, changes in local cultural values and conflicts often occur. For example, in Bali, the Nyepi ceremony, which was once a spiritual ritual, has now become a tourist attraction that reduces cultural authenticity (Arsawati et al., 2018). In Kyoto, Japan, the role of the Geisha changed from a profoundly cultural practice to a tourist attraction, fueling discontent within the cultural community (Amoiradis et al., 2021). Tensions between tourists and residents often arise when tourists do not understand local cultural norms. In Venice, Italy, tourist overcrowding is causing difficulties in residents' daily lives, and they feel neglected by the tourism industry (González, 2018). Changes in social and economic structures also occur in mass tourism destinations, such as Machu Picchu, Peru, where land conversion for tourism causes rapid environmental and social structure changes (Morillas et al., 2020).

The commercialization of culture in Ubud into artistic entertainment transformed to meet tourist expectations is also a source of conflict. This process often leads to a decline in the quality of indigenous culture and tensions between the needs of the tourism industry and the preservation of local traditions (Rosalina et al., 2023). A sustainable approach is needed to overcome cultural conflicts resulting from mass tourism. Strategies such as educating tourists about local culture, developing sustainable tourism, empowering local communities, and creating regulations that protect local culture can help reduce negative impacts and improve relations between tourists and local communities. With a careful approach, tourism can be designed to provide benefits without damaging local communities' cultural authenticity and well-being (Šimková et al., 2024).

4.2.5. Cultural conflict solutions

Addressing cultural conflicts resulting from mass tourism requires a careful, culturally sensitive approach. Mass tourism can alter cultural values, exploit culture as an attraction, create tensions between tourists and residents, and have significant socio-economic impacts (Novalita et al., 2018). To mitigate these negative impacts, various strategic steps can be implemented. One crucial measure is tourist education and awareness. By increasing tourists' understanding of local culture through orientation programs, tensions can be reduced. This education helps tourists appreciate and respect the traditions and customs of the places they visit. Sustainable tourism development is another essential strategy. Ensuring that tourism respects traditional practices and provides equitable benefits to the community is crucial (Prayitno et al., 2023). In Kyoto, Japan, efforts to maintain the cultural integrity of Geisha and Maiko serve as an example of applying these principles (Kampe et al.,

2021). Local community empowerment is also vital. Involving communities in the planning and implementation of tourism projects helps ensure that residents benefit from tourism. In Machu Picchu, Peru, such involvement has helped the local community gain direct economic benefits from tourism. Regulation and law enforcement play a significant role in protecting local culture from over-exploitation. For instance, Barcelona, Spain, has implemented regulations to manage tourist activities and protect the local culture (Albaladejo et al., 2020). Engagement in intercultural dialogue creates forums for communication between tourists and local communities, fostering mutual understanding and respect. Programs like "Cultural Exchange" in Bangkok, Thailand, connect tourists with local communities through joint activities, promoting intercultural dialogue (Jarrar, 2023; Le Duc, 2024).

5. Conclusion

Mass tourism in Bali with Butler tourism area life cycle analysis, highlighting the complex evolution of tourist destinations over time. Bali's journey from an unexplored gem in 1961 to a globally recognized tourism hotspot today reflects six stages namely exploration, engagement, development, consolidation, and now facing the challenges of stagnation and potential decline or rejuvenation. Primarily, this study highlights the dual nature of mass tourism, namely providing economic benefits through infrastructure development and cultural preservation, but also giving rise to major challenges such as environmental degradation and cultural commodification. The Bali Government's efforts to address this issue include initiatives such as clean and green Bali for environmental sustainability and diversifying tourism offerings to reduce population density and ensure a quality visitor experience. In the future, sustainable tourism policies that balance economic growth with environmental and cultural preservation are receiving serious attention. Government policy strategies such as community empowerment, strict enforcement of regulations, and encouraging intercultural dialogue can help reduce cultural conflicts and maintain Bali's attractiveness as a global tourism destination. The government needs to be proactive in addressing these challenges, Bali can move towards a more resilient and inclusive tourism industry that provides benefits for visitors and local communities.

6. Recommendation

Based on a comprehensive analysis of the impact of mass tourism in Bali, several recommendations emerge to ensure sustainable tourism development. First, prioritizing environmental preservation through strict regulations and an effective waste management system such as Bali clean and green. Second, diversify tourism products beyond traditional tourist attractions such as Kuta and Seminyak to reduce pressure and distribute economic benefits more evenly across the island. Third, empower local communities by involving them in tourism planning and implementation, ensuring they directly benefit from tourism revenues. Fourth, improve tourist education programs to foster greater cultural sensitivity and respect among visitors. Lastly, foster partnerships between government, industry stakeholders and local communities to develop and effectively enforce sustainable

tourism practices. These steps can help Bali overcome the challenges of mass tourism, preserve its cultural authenticity, and ensure long-term economic and environmental sustainability.

7. Limitations

This research has several limitations. First, the reliance on qualitative data through interviews, FGDs, and observations can be influenced by participant bias and does not cover all stakeholder perspectives. The selected participants may not represent all the tourism dynamics of Bali province, thereby limiting generalizability. The study period from March to May 2024 does not consider long-term trends or seasonal variations. Second, language translation problems can cause misinterpretation of different data. Third, the study relied on participants' memories, which may not be completely accurate. Sixth, we have not fully considered external factors such as political and economic changes. Fourth, the lack of comprehensive quantitative data on environmental and social impacts limits the depth of analysis. Lastly, although this research focuses on positive and negative impacts, it may overemphasize existing challenges, potentially looking beyond the success of strategies in Bali's tourism sector in the future.

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