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RESEARCH ARTICLE

The Effectiveness of the Bali Provincial Legislative Council's Oversight of the Implementation of Sustainable and Culture-Based Tourism Policies*

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Abstract: This study analyzes the effectiveness of the oversight function of the DPRD on sustainable and culture-based tourism policies, focusing on the Foreign Tourist Levy policy and gentrification caused by mass tourism. The research employs a qualitative method with a case study approach. Data was also obtained through non-participant observation and documentation. Data analysis used the Miles and Huberman interactive model, and data validity was ensured through source triangulation. DCHP effectiveness depends on delegation, but not citizen control. The implementation of the Foreign Tourist Levy has only been achieved to the extent of 0.48 percent of the targeted goal, indicative of inadequate oversight. The role of the DPR in addressing gentrification remains very limited, operating at the level of consultation and placation. This is evidenced by the significant disparity between land prices in Canggu, which reach Rp1 billion per are, and the local community's income, which is only around Rp3.5 million per month. Limited HR, budget, expert staff, coordination with vertical institutions, low public participation, suboptimal data integration, and the dominance of short-term economic interests are constraining factors. Optimization strategies include strengthening institutions, partnerships, information technology, regulations, and sanctions, and increasing public participation.

Keywords: Oversight Effectiveness, DPRD, Sustainable Tourism, Gentrification.

1. Introduction

Tourism is vital to economic development, public welfare, job creation, and culture preservation. Bali, a top tourist destination, significantly contributes to the regional and national economies. However, the rapid growth of the tourism sector in Bali has also given rise to various problems. Problems include converting agricultural land into tourism areas, encroachment on protected areas, conflicts with local communities, and a decline in environmental quality due to tourism (Widiatedja, 2022).

Bali's tourism boom benefits the economy but puts pressure on the environment, community, and culture. Indrayani et al., (2023) posit that uncontrolled growth in the tourism industry has the potential to trigger deforestation, water scarcity, increased waste, rising living costs for local communities, and cultural dilution due to excessive commercialization. The success of tourism development must be assessed by more than the number of tourist visits or its contribution to the regional gross domestic product (PDRB). The government must also maintain a balance between economic growth, cultural preservation, and environmental protection. This aligns with UNESCO's view that tourism management must be collaborative, integrating cultural heritage preservation and tourism destination development.



A tourism management model that prioritizes economic growth may potentially compromise the "outstanding universal value" that serves as Bali's primary identity as a world cultural destination.

The Bali Provincial Government implemented the Foreign Tourist Levy (PWA) policy through Bali Provincial Regulation No. 6 of 2023 to ensure the sustainability of tourism. The policy aims to support the protection of Bali's culture and environment through a Rp150,000 levy on foreign tourists. However, the implementation of this policy has not yet achieved its intended outcomes. In 2025, revenue collection was only 0.48% of the target, indicating challenges in regulation, law enforcement, coordination, and participation (Sujana et al., 2025). Furthermore, the island of Bali is experiencing a phenomenon of gentrification that has arisen as a consequence of the expansion of mass tourism. Rising land prices in tourist areas are making it difficult for local communities to retain ownership of their land. Changes in land use and the dominance of tourism assets owned by non-Balians lead to social and economic inequality (Yudiantika & Prasada, 2025).

Previous studies, including those by Julianti & Pinpak (2024); Smedt & Voldere (2025); Altinok (2024); Supriyanto et al., (2025), Yudiantika & Prasada (2025) and Adrian et al., (2026), have extensively examined sustainable tourism governance, collaborative governance, tourism policy implementation, land-use regulation, and community participation in tourism destinations. Existing research has generated valuable insights into environmental conservation, cultural preservation, tourism investment, and stakeholder collaboration. However, these studies have predominantly focused on the roles of executive agencies, destination management organizations, or local communities in implementing tourism policies. Comparatively little attention has been devoted to understanding how legislative oversight functions as a governance mechanism that shapes policy accountability, implementation effectiveness, and institutional checks and balances within sustainable tourism governance. Consequently, the role of representative institutions in ensuring policy compliance and monitoring tourism governance outcomes remains theoretically underexplored. Unlike previous studies that primarily examined tourism governance from executive or community perspectives, this study positions legislative oversight as the central analytical lens for evaluating tourism policy implementation.

Legislative oversight constitutes one of the fundamental pillars of democratic governance because it ensures policy accountability, monitors executive performance, and safeguards the effective implementation of public policies. In the context of sustainable tourism, where multiple stakeholders, competing economic interests, and environmental concerns intersect, effective legislative oversight plays a critical role in ensuring that tourism policies are implemented transparently, accountably, and consistently with sustainability objectives. Despite its importance, legislative oversight has received considerably less scholarly attention than executive governance or community participation in tourism policy research.

Accordingly, this study addresses this gap by examining the oversight function of the Bali Provincial Regional People's Representative Council (DPRD) in monitoring the implementation of sustainable and culture-based tourism policies. Rather than merely assessing policy outcomes, this study conceptualizes legislative oversight as an institutional governance mechanism that influences transparency, accountability, inter-agency coordination, and public participation. By extending Arnstein's Ladder of Citizen Participation from the context of citizen engagement to the evaluation of legislative oversight, this study contributes to the broader literature on governance and sustainable tourism while providing practical insights for tourism-dependent regions facing similar challenges related to tourism taxation, policy implementation, and tourism-induced gentrification. These findings therefore contribute to the broader discussion of legislative accountability in tourism governance, particularly in destinations facing rapid tourism growth, increasing fiscal decentralization, and conflicts between economic development and environmental sustainability.

Bali provides an appropriate empirical setting because it represents one of the world's leading tourism destinations where rapid tourism expansion, strong cultural traditions, decentralized governance, and increasing environmental pressures converge, making legislative oversight particularly critical for achieving sustainable tourism governance.

Therefore, this study aims to: (1) analyze the effectiveness of the Bali Provincial Regional People's Representative Council (DPRD)'s oversight in monitoring the implementation of sustainable and culture-based tourism policies, particularly the Foreign Tourist Levy policy and tourism spatial governance; (2) identify the institutional, regulatory, and governance factors that influence the effectiveness of legislative oversight in addressing tourism-induced challenges, including policy implementation and gentrification; and (3) formulate strategic recommendations for strengthening legislative oversight to enhance transparency, accountability, and sustainable tourism governance in Bali. By addressing these objectives, the study seeks to advance the understanding of legislative oversight as a critical governance mechanism for achieving accountable, transparent, and sustainable tourism governance in tourism-dependent regions.

The research is urgent due to several factors. First, the poor implementation of Regional Regulation No. 6 of 2023 on Foreign Tourist Fees, as reflected in the low collection rates and various obstacles. Second, gentrification is causing local communities to lose access to land and resources. Research is needed to determine the effectiveness of the Bali Provincial Legislative Council's oversight functions in addressing these two issues. Also, tourism governance must be strengthened to deal with growing economic, ecological, and social pressures. Consequently, the present study is of paramount importance and urgency, as it aims to provide both theoretical and practical contributions to the realization of high-quality, sustainable, and equitable tourism in Bali.

2. Literature Review

2.1. *The Concept of Sustainable Tourism*

Sustainable tourism is defined as an approach to developing tourism that balances economic, sociocultural, and environmental aspects. The objective of this concept is to address the demands of contemporary tourists and communities while ensuring the sustainability of resources for future generations. Studies indicate that sustainable tourism faces challenges, such as a lack of coordination, conflicts of interest, limited resources, and oversight. The Regional People's Representative Council (DPRD) oversees tourism policies to ensure they're sustainable (Bahreisy et al., 2024).

2.2. *The Concept of Culture-Based Tourism*

Culture-based tourism focuses on cultural aspects, traditions, arts, and local wisdom. In Bali, this concept is grounded in the values of Tri Hita Karana, Sad Kerthi, and Taksu Bali, which emphasize the importance of balanced relationships between humans and God, fellow humans, and nature. The Regional People's Representative Council (DPRD) must oversee tourism policies to ensure they preserve Bali's communities' cultural identity and social sustainability, not just focus on economic gains (Esta & Wirantari, 2025).

2.3. *The Concept of Collaborative Governance*

Collaborative governance is an approach to public administration that involves relevant stakeholders in the decision-making process. This approach is an alternative to top-down models and emphasizes deliberation, partnership, and participatory decision-making (Santini, 2023). The Regional People's Representative Council (DPRD) has the capacity to function as a facilitator, promoting the involvement of all relevant parties in the oversight of tourism policies (Noina et al., 2024).

2.4. Sherry R. Arnstein's Ladder of Citizen Participation



The Ladder of Citizen Participation, by Sherry R. Arnstein, categorizes public involvement in decision-making into eight levels: non-participation, tokenism, and citizen power. At the lowest level, the public is merely an object of policy. At the highest level, they have full authority to determine the direction of policy. This theory is relevant for assessing the effectiveness of the Regional People's Representative Council's (DPRD) oversight function, as it indicates the extent to which the council and the public can influence local government policies. In the context of sustainable tourism in Bali, this theory can assess the public's, traditional villages', and the Regional People's Representative Council (DPRD) involvement in planning, implementing, and evaluating sustainable and culture-based tourism policies.

The present study is predicated on the assumption that the effectiveness of the Bali Provincial DPRD's oversight of the implementation of sustainable and culture-based tourism policies is determined by the DPRD's position on Arnstein's (1969) ladder of participation, ranging from non-participation to citizen control. The higher the position on the participation ladder, the more effective the oversight. In Bali's tourism policy, the effectiveness of the DPRD's oversight will be measured by its ability to influence, control, and follow up on Regional Regulation No. 6 of 2023 on Foreign Tourist Levies and address gentrification caused by mass tourism. The success of the oversight will lead to the optimal implementation of sustainable and culture-based tourism policies. This will include achieving the Foreign Tourist Levy targets and preserving Balinese cultural values.

The success of the oversight by the Bali Provincial Legislature (DPRD) will, in turn, lead to the optimal implementation of sustainable and culture-based tourism policies. These policies include achieving the targets of the Foreign Tourist Levy, preserving Balinese cultural values through the integration of local wisdom, controlling land-use conversion, and safeguarding the rights of local communities from the negative impacts of tourism. The ensuing diagram illustrates the conceptual framework underlying this study.

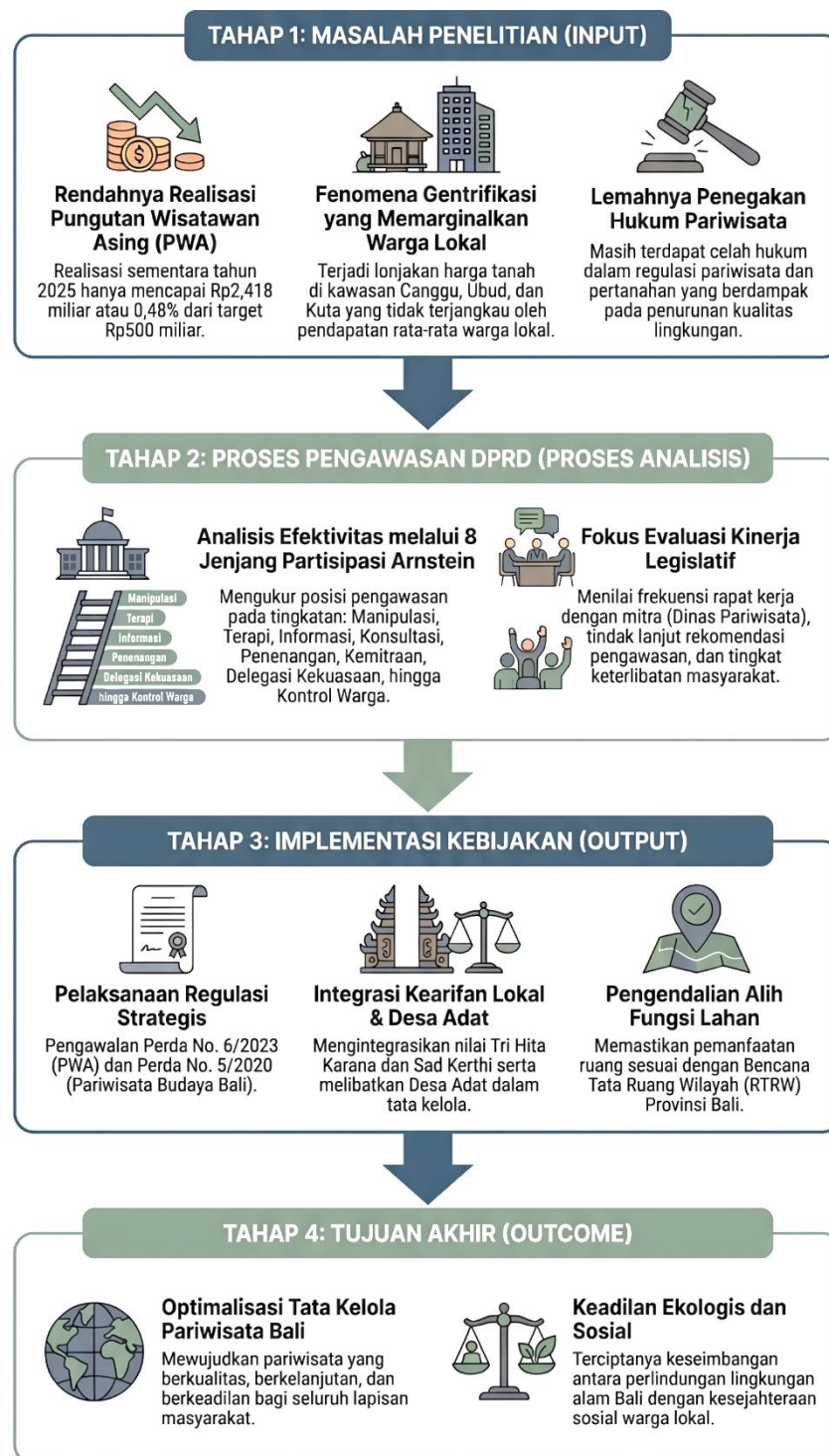


Figure 1: Conceptual Framework

This framework acknowledges that the effectiveness of the Regional People's Representative Council (DPRD) is influenced by various internal and external factors. These factors include the quality of the leadership, budgetary support, human resource capacity, inter-institutional coordination, and participation of civil society and traditional villages. These factors can enable or hinder the effectiveness of the oversight functions of the DPRD. Therefore, this study analyzes the effectiveness of the DPRD's oversight based on Arnstein's theoretical indicators, identifies factors influencing that effectiveness, and formulates strategies to optimize future oversight. This study will use a qualitative case study approach involving

interviews, observations, and documentation to uncover the dynamics, challenges, and opportunities in the DPRD's oversight of tourism policies in Bali. It will also provide recommendations for strengthening the legislative function in realizing high-quality, sustainable, and equitable tourism.

3. Research Method and Materials

This study was conducted in Bali Province, focusing on the Bali Provincial Legislative Council's oversight of the implementation of sustainable and culture-based tourism policies. The research subjects included the implementation of Bali Provincial Regulation No. 6 of 2023 on Foreign Tourist Levies, Provincial Regulation No. 5 of 2020 on Standards for the Management of Balinese Cultural Tourism, and Provincial Regulation No. 2 of 2023 on the 2023–2043 Spatial Plan for the Province of Bali. The research locations include major tourist areas such as Kuta, Canggu, and Ubud, which experience high tourism pressure.

Following data collection, interview transcripts were analyzed using thematic analysis based on the interactive qualitative data analysis model proposed by Miles, Huberman, and Saldaña (2014). The analysis involved four iterative stages: data condensation, data coding, theme development, and conclusion drawing and verification. During the coding process, recurrent concepts and patterns emerging from the interviews were grouped into broader categories, which were subsequently synthesized into overarching themes explaining the effectiveness of legislative oversight of sustainable tourism policies. Themes were continuously refined through constant comparison across interviews and triangulated with documentary evidence and field observations to enhance the credibility of the findings.

This study employs a qualitative research design using a case study approach. The choice of a qualitative research design is based on the primary objective of this study, which is to examine the effectiveness of the Bali Provincial DPRD's oversight in implementing sustainable and culture-based tourism policies. This study needs to explore the meanings, perspectives, and personal experiences of the various actors involved. Hair et al. (2023) emphasize that qualitative research using a case study approach is highly relevant for explanatory research because it provides researchers with the opportunity to explore complex cause-and-effect relationships within their natural context, identify the mechanisms underlying a phenomenon, and uncover the perspectives and meanings participants ascribe to a specific event or policy.

This study employs purposive sampling; the informants consist of leaders and members of Commission II of the Bali Provincial Regional People's Representative Council (DPRD), which oversees tourism; leaders of the Special Committee (Pansus) of the Bali Provincial DPRD responsible for tourism policy; leaders of the Bali Provincial Tourism Office as a working partner of the DPRD; as well as members of the public and tourism business operators directly affected by tourism policies in Bali. This study employs the interactive model of qualitative analysis developed by Miles, Huberman, and Saldaña, as described in Hair et al. (2023). Hair et al. (2023) explain that qualitative data analysis is a systematic process for organizing, interpreting, and deriving meaning from collected data, whether in the form of interview transcripts, field notes, or other documents.

4. Results and Discussion

The effectiveness of the Bali Provincial Regional People's Representative Council (DPRD) in overseeing the implementation of the Foreign Tourist Levy (FTL) policy was examined using Arnstein's (1969) Ladder of Citizen Participation. The analysis was based on in-depth interviews with six key informants representing members of the Bali Provincial DPRD, officials from the Provincial Tourism Office, tourism business operators, and community representatives. The findings indicate that the DPRD's oversight role has progressed beyond symbolic participation and generally reflects the characteristics of the Partnership and Delegated Power levels. Nevertheless, the institution has not yet reached the Citizen Control stage because oversight remains constrained by institutional, regulatory, and implementation-

related limitations. Table 1 summarizes the interview findings according to each level of Arnstein's participation framework.

Table 1. Summarizes The Interview Findings According To Each Level Of Arnstein's Participation Framework

Level of Participation (Arnstein, 1969)	Indicator	Interview Findings	Informants
1. Manipulation	DPRD is placed in committees without substantive authority	DPRD is often involved merely to fulfill formal requirements, while its opinions receive limited consideration.	Informant 5, Informant 6
2. Therapy	Participation is used as a mechanism to “fix” problems rather than address root causes	DPRD tends to focus on minor technical issues, while structural challenges such as gentrification receive insufficient attention.	Informant 5, Informant 6
3. Informing	One-way information flow from the executive to DPRD	Information is regularly provided; however, it is often delayed and lacks transparency, particularly regarding the utilization of tourism levy funds.	Informant 1, Informant 2, Informant 3
4. Consultation	DPRD is consulted through forums and meetings	DPRD participates in coordination meetings, but these are frequently perceived as procedural formalities because policy decisions are often nearly finalized beforehand.	Informant 1, Informant 2, Informant 3, Informant 4
5. Placation	DPRD members are represented in boards or committees but without significant influence	Within joint committees, DPRD occupies a relatively equal position; however, the executive branch remains more influential due to its control over data and budget resources.	Informant 1, Informant 2, Informant 3
6. Partnership	DPRD acts as an equal partner in decision-making processes	Partnership is demonstrated through working meetings, special committees (Pansus), and joint field visits, with the executive generally showing responsiveness	Informant 1, Informant 2, Informant 3, Informant 4

		to DPRD recommendations.	
7. Delegated Power	DPRD is granted authority to make decisions on programs and policies	DPRD has the authority to approve or reject policy amendments through regional regulation deliberations and plenary sessions.	Informant 1, Informant 2, Informant 3
8. Citizen Control	DPRD exercises full control over policy implementation	DPRD exerts considerable influence in legislation and budgeting; however, its day-to-day oversight of policy implementation remains limited.	Informant 1, Informant 2, Informant 3

Source: Processed by the researcher based on interview data (2026).

According to Table 1, the Bali Provincial Legislative Council's oversight of the Foreign Tourist Levy policy ranges from "partnership" to "delegated power." However, weaknesses were identified at the "information," "consultation," and "reassurance" levels. Based on Arnstein's eight levels of participation and findings regarding on-the-ground obstacles, the Bali Provincial DPRD's position in overseeing the Foreign Tourist Levy policy ranges from "partnership" to "delegated power," but has not reached "citizen control." Although the DPRD has significant formal power through its legislative and budgeting authorities, it remains weak in day-to-day oversight due to limitations in resources, coordination, and transparency. To achieve greater oversight effectiveness, the DPRD must strengthen its institutional capacity, improve coordination with vertical agencies, and promote transparency in the use of Foreign Tourist Levy funds.

The interview findings reveal that the DPRD performs a relatively active oversight function through legislative deliberations, commission meetings, field visits, and policy consultations. Nevertheless, informants consistently reported that executive institutions continue to dominate access to strategic information, financial data, and policy implementation mechanisms. Consequently, legislative oversight frequently focuses on evaluating policy implementation rather than directly influencing operational decisions.

One legislative informant explained:

"The DPRD has authority to supervise government programs, but our effectiveness depends heavily on the availability of complete information from the executive institutions. Without transparent data, our supervisory role cannot function optimally." (Informant 2)

Similarly, a representative from the tourism sector stated:

"Most discussions between the DPRD and the executive are conducted routinely, but many strategic decisions have already been determined before consultation takes place." (Informant 5)

These findings indicate that although institutional collaboration has improved, public accountability and transparency remain insufficient to support effective legislative oversight.

To obtain a deeper understanding of the effectiveness of legislative oversight, interview transcripts were analyzed using thematic analysis following the procedures proposed by Miles, Huberman, and Saldaña (2014). The coding process generated six interrelated themes explaining the institutional dynamics, governance challenges, and policy implementation issues surrounding sustainable and culture-based tourism in Bali.

Table 2. Themes Generated from the Interview Analysis

Theme	Main Codes	Summary
Institutional Capacity	HR, budget, expertise	DPRD oversight constrained by limited institutional capacity
Transparency and Accountability	FTL revenue, financial reporting, access to information	Limited transparency weakens oversight effectiveness
Interinstitutional Coordination	Tourism Office, Immigration, coordination	Weak collaboration among agencies reduces policy effectiveness
Community Participation	Desa Adat, consultation, public involvement	Participation remains largely consultative
Gentrification and Spatial Governance	land conversion, land prices, investors	Tourism expansion threatens local communities
Policy Implementation	law enforcement, compliance, monitoring	Regulations exist but implementation remains weak

The thematic analysis demonstrates that the effectiveness of legislative oversight cannot be understood solely through formal institutional authority. Rather, oversight effectiveness emerges from the interaction between institutional capacity, transparency, interagency coordination, public participation, and the government's commitment to policy implementation.

The first theme concerns institutional capacity. Nearly all informants emphasized that the DPRD possesses sufficient legal authority but lacks adequate human resources, technical expertise, and financial support to conduct intensive oversight.

One DPRD member explained:

"Our commission has broad responsibilities, while the number of expert staff is still very limited. Tourism governance has become increasingly complex, requiring technical expertise that is not always available." (Informant 1)

Another informant added:

"Budget limitations reduce the frequency of field supervision, especially in tourism areas outside Denpasar." (Informant 3)

These findings indicate that institutional capacity constitutes one of the principal determinants of oversight effectiveness. The second theme concerns transparency in managing the Foreign Tourist Levy. Most participants acknowledged that obtaining detailed information regarding levy collection and expenditure remains difficult.

One informant stated:

"The DPRD often receives summary reports, but detailed financial information regarding levy utilization is not always available." (Informant 2)

Similarly,

"The public still does not clearly understand where the tourism levy funds are allocated." (Informant 6)

Limited transparency reduces public trust and weakens evidence-based oversight.

The third theme relates to coordination among institutions responsible for tourism governance. Informants described fragmented coordination involving the Tourism Office, Immigration Office, local governments, and other regulatory institutions. One participant commented:



"Each institution has its own database and reporting system. Data sharing remains very limited."
(Informant 4)

Another explained:

"Many tourism issues require cross-sector collaboration, but institutional coordination is still fragmented."
(Informant 3)

This fragmentation creates delays in responding to emerging tourism problems. Community participation emerged as another important theme. Although local communities and desa adat participate in consultation forums, their involvement generally remains consultative rather than participatory in decision-making.

One community representative stated:

"We are usually invited to meetings, but our recommendations are rarely reflected in final policy decisions."
(Informant 6)

Likewise,

"Traditional villages are involved mostly during implementation rather than policy formulation."
(Informant 4)

These findings indicate that participation remains between the Consultation and Partnership levels of Arnstein's framework.

The fifth theme concerns tourism-induced gentrification. Informants consistently described rapidly increasing land prices, uncontrolled villa development, and conversion of productive agricultural land. One community representative explained:

"Many local residents can no longer afford land in Canggu because prices have increased dramatically."
(Informant 6)

Another added:

"Agricultural land continues to disappear because tourism investment is expanding rapidly." (Informant 5)

These findings demonstrate that tourism development generates significant socio-economic pressures on local communities.

The final theme concerns policy implementation. Participants generally agreed that Bali already possesses comprehensive tourism regulations. However, implementation remains inconsistent.

One informant observed:

"Regulations are available, but enforcement remains weak, particularly regarding illegal villas and tourism business compliance." (Informant 5)

Another explained:

"The main challenge is not policy formulation but ensuring consistent implementation." (Informant 2)

These findings suggest that improving implementation mechanisms is equally important as improving policy design.

Tourism-induced gentrification has emerged as one of the most significant governance challenges in Bali, particularly in high-growth tourism destinations such as Kuta, Canggu, and Ubud. The rapid expansion of tourism investment has accelerated land conversion, increased land prices, and altered the socio-economic structure of local communities. In this context, the Bali Provincial DPRD is expected to perform an effective oversight function to ensure that tourism development remains aligned with the principles of sustainability, social justice, and cultural preservation.

Table 3. The Role of the Bali Provincial DPRD in Addressing Tourism-Induced Gentrification

Oversight Aspect	Interview Findings	Informants
Gentrification Phenomenon in Tourism Areas	Land prices in Canggu, Ubud, and Kuta have become unaffordable for local residents, resulting in the displacement of local communities from their own areas.	Informant 5, Informant 6
Control of Land Conversion	Oversight remains weak; productive agricultural land has been extensively converted into villas and hotels, causing local communities to lose their livelihoods.	Informant 3, Informant 5, Informant 6
Oversight of Land Ownership by Foreigners and Investors	Many illegal villas operate without permits; nominee agreement practices are widespread, while law enforcement remains weak.	Informant 3, Informant 5
Protection of Local Community Rights	DPRD is expected to take a stronger stance in defending public interests; existing policies are perceived as insufficiently pro-community, and local residents feel inadequately protected.	Informant 6
Involvement of Customary Villages (Desa Adat)	Customary villages are often involved only symbolically rather than substantively; important decisions are frequently made without their knowledge or participation.	Informant 4, Informant 6

Source: Processed by the researcher based on interview results (2026).

The interview findings reveal that the DPRD has recognized gentrification as an emerging policy issue; however, its oversight role remains predominantly reactive rather than preventive. Informants consistently reported that legislative oversight primarily focuses on evaluating government programs after implementation instead of anticipating long-term structural impacts of tourism expansion.

Several interview participants emphasized that rapidly increasing land prices have reduced the ability of local communities to retain ownership of their ancestral land. One community representative explained:

"Land prices have increased beyond the purchasing capacity of local residents. Many families eventually decide to sell their land because tourism investors offer prices that are impossible to refuse." (Informant 6)

Similarly, tourism practitioners highlighted that uncontrolled tourism investment has accelerated agricultural land conversion.

"The conversion of productive agricultural land into villas and tourism facilities continues to occur despite existing spatial planning regulations." (Informant 5)

The findings also indicate weaknesses in monitoring foreign ownership practices through nominee arrangements. Informants acknowledged that although existing regulations prohibit direct foreign ownership of land, enforcement remains inconsistent, allowing nominee practices to continue.

Another important finding concerns the limited involvement of **desa adat** (customary villages) in spatial planning decisions. While customary institutions are frequently invited to consultation meetings, their participation rarely extends to strategic decision-making.

One informant stated:

"Traditional villages are consulted, but they rarely have sufficient authority to influence final investment decisions." (Informant 4)

Overall, these findings demonstrate that the DPRD's oversight has contributed to raising public awareness regarding tourism-induced gentrification but has not yet effectively mitigated its structural causes. Oversight remains concentrated on administrative compliance rather than long-term spatial governance and social protection.

The effectiveness of legislative oversight is influenced by multiple institutional and external factors that interact throughout the policy implementation process. Thematic analysis of interview data identified five major dimensions of constraints that limit the DPRD's ability to oversee sustainable and culture-based tourism policies effectively.

Table 4. Synthesis of Constraints Based on Problem Dimensions

Dimension	Constraint Factor	Manifestation in the Study
Institutional	Limited DPRD human resource capacity	Absence of permanent expert staff within commissions; DPRD members face difficulties in analyzing technical tourism-related data.
Institutional	Limited oversight budget	Field visits are restricted; oversight activities are not conducted optimally due to insufficient operational support.
Institutional	Weak cross-sectoral coordination	Lack of data integration among the DPRD, Tourism Office, Immigration Office, and Customs Authority.
Regulatory	Administrative sanctions are too lenient	Tourism businesses and foreign tourists are not sufficiently deterred from violating regulations, resulting in low compliance.
Regulatory	Legal loopholes in land ownership regulations	Nominee agreement practices are widespread, allowing foreign investors to control land through local citizens' names.
Implementation	Low realization of the Foreign Tourist Levy (FTL)	The annual target was IDR 500 billion, while actual revenue reached only IDR 2.418 billion (0.48%).
Implementation	Weak law enforcement	Violations related to permits, land conversion, and illegal villas are not addressed firmly.
Participation	Limited substantive involvement of customary villages (desa adat)	Customary villages are involved mainly in ceremonial activities rather than strategic decision-making processes.
Participation	Limited public access to policy data	Communities face difficulties in accessing information regarding the collection and utilization of Foreign Tourist Levy funds.
Policy Orientation	Dominance of short-term economic interests	Policies tend to favor investors, while social and environmental considerations receive less attention.

Source: Compiled by the authors based on thematic analysis of interview data (2026)..

The first dimension concerns institutional capacity. Informants consistently identified limited human resources, insufficient technical expertise, and restricted operational budgets as major obstacles to effective oversight. Although DPRD members possess legislative authority, they often lack specialized knowledge in tourism governance, environmental management, and spatial planning.

One legislative informant explained:

"Tourism governance has become increasingly complex, while our commission still has limited expert staff capable of analysing technical tourism issues." (Informant 1)

Budget limitations further reduce the frequency of field supervision and monitoring activities, particularly in rapidly developing tourism destinations outside Denpasar.

The second dimension relates to regulatory challenges. Participants reported that existing regulations are generally adequate but suffer from weak enforcement mechanisms. Administrative sanctions imposed on tourism businesses violating regulations are often perceived as insufficient to create deterrent effects. Furthermore, legal loopholes concerning nominee ownership continue to facilitate indirect foreign control over land.

A tourism practitioner stated:

"The regulations already exist, but enforcement remains inconsistent. Investors often find alternative legal arrangements that are difficult to supervise." (Informant 5)

The third dimension concerns policy implementation. Informants emphasized that coordination among government institutions remains fragmented. Data concerning tourism

businesses, immigration, taxation, and spatial planning are maintained by separate institutions with limited integration, reducing the effectiveness of legislative oversight.

One executive informant explained:

"Each institution maintains its own database, making it difficult to obtain integrated information for monitoring tourism policies." (Informant 3)

The fourth dimension involves stakeholder participation. Although consultation mechanisms have improved, meaningful participation by local communities and customary villages remains limited. Informants indicated that consultation forums are often conducted after important policy decisions have already been formulated.

One community representative commented:

"We are invited to participate, but our recommendations rarely influence the final policy." (Informant 6)

Finally, the fifth dimension concerns policy orientation. Several informants perceived that tourism policies continue to prioritize short-term economic growth over environmental sustainability and social equity. As tourism investment expands rapidly, legislative oversight faces increasing pressure to balance economic development with cultural preservation and community welfare.

Collectively, these findings suggest that improving legislative oversight requires institutional strengthening alongside broader governance reforms involving transparency, coordination, and stakeholder participation.

Based on the empirical findings, this study proposes several strategic recommendations to strengthen the effectiveness of legislative oversight in sustainable and culture-based tourism governance. These recommendations directly address the institutional weaknesses identified through thematic analysis.

Table 5. Strategic Recommendations to Enhance the Effectiveness of Bali Provincial DPRD Oversight

Empirical Finding	Strategic Recommendation	Implementation Mechanism	Expected Governance Impact
Foreign Tourist Levy realization only 0.48%	Integrate FTL payment verification with immigration and airport departure systems	Digital verification before immigration clearance	Increase compliance and improve levy collection
Fragmented tourism data	Establish an Integrated Tourism Governance Dashboard accessible by DPRD	Shared real-time database linking Tourism Office, Immigration, Revenue Agency, and Investment Office	Evidence-based legislative oversight
Weak nominee ownership supervision	Create a Joint Land Ownership Audit Task Force	DPRD + Land Agency + Immigration + Investment Agency + PPATK	Reduce illegal nominee practices
Symbolic Desa Adat participation	Institutionalize Desa Adat Oversight Forums	Mandatory consultation before approval of major tourism investment permits	Stronger community participation
Rapid land conversion	Require Social and Cultural Impact Assessment (SCIA) before tourism investment approval	DPRD reviews SCIA together with AMDAL	Reduce tourism-induced gentrification

Reactive oversight	DPRD	Introduce Risk-Based Oversight System	DPRD prioritizes annual oversight based on governance risk indicators	Preventive rather than reactive oversight
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Source: Compiled by the researcher based on research findings (2026).

The first recommendation directly addresses one of the study's most significant findings, namely the extremely low realization of the Foreign Tourist Levy, which reached only 0.48% of the annual target. Rather than merely increasing supervision, the study proposes integrating levy payment verification with immigration clearance procedures, airport departure systems, and licensed accommodation providers. This mechanism would enable real-time verification of payment compliance before tourists complete administrative travel procedures. Simultaneously, the DPRD should obtain direct access to a digital monitoring dashboard displaying daily levy collection, outstanding payments, and regional compliance indicators. Such a system would transform legislative oversight from retrospective evaluation into continuous evidence-based monitoring.

The study also reveals fragmented institutional databases as a major obstacle to effective oversight. Interview findings indicate that tourism, immigration, taxation, and spatial planning information remain scattered across multiple agencies, preventing comprehensive policy monitoring. Therefore, this study recommends establishing an Integrated Tourism Governance Information System connecting the Tourism Office, Revenue Agency, Immigration Office, National Land Agency, and Investment Office through standardized data-sharing protocols. DPRD members should receive dashboard-based access to support real-time oversight rather than relying solely on periodic reports.

One of the most distinctive findings concerns the symbolic rather than substantive involvement of desa adat in tourism governance. Therefore, instead of limiting customary villages to consultation meetings, this study recommends institutionalizing Desa Adat Oversight Forums as mandatory advisory bodies before the approval of tourism investment projects located within customary territories. These forums should possess formal authority to submit recommendations during spatial planning revisions and investment licensing processes.

To mitigate tourism-induced gentrification, this study recommends introducing a mandatory Social and Cultural Impact Assessment (SCIA) alongside conventional environmental assessments for all large-scale tourism investments. The SCIA should evaluate potential impacts on customary land, housing affordability, cultural heritage, and local livelihoods before project approval.

The findings further indicate persistent nominee ownership practices despite existing legal restrictions. Consequently, the study recommends establishing a cross-sector Joint Audit Task Force comprising the DPRD, National Land Agency, Immigration Office, Investment Coordinating Board, and Financial Transaction Reports and Analysis Center (PPATK) to conduct periodic audits in high-risk tourism areas such as Canggu, Ubud, and Kuta.

Finally, legislative oversight should gradually shift from reactive supervision toward a risk-based oversight model. Annual oversight priorities should be determined using governance risk indicators, including levy realization rates, land conversion intensity, illegal accommodation density, and community complaints. Such an approach would enable the DPRD to allocate oversight resources more strategically while preventing governance failures before they escalate.

5. Conclusion

This study found that the oversight effectiveness of the Bali Provincial DPRD in implementing sustainable and culture-based tourism policies is positioned between the Partnership and Delegated Power levels within Arnstein's Ladder of Participation, but has not yet reached the Citizen Control level. Although the DPRD possesses formal authority in legislation and budgeting, its oversight function remains constrained by limited human resources, budget allocation, and technical expertise. The low realization of the Foreign

Tourist Levy (FTL), which reached only 0.48% of the annual target, reflects weaknesses in both policy implementation and oversight effectiveness.

The study also revealed that the DPRD's role in addressing tourism-driven gentrification remains limited. Weak control over land conversion, inadequate monitoring of foreign land ownership practices, and insufficient protection of local communities have contributed to increasing socio-economic disparities. The involvement of customary villages (*desa adat*) remains largely symbolic rather than substantive.

Furthermore, oversight effectiveness was hindered by both internal factors, including limited institutional capacity and expertise, and external factors, such as weak inter-agency coordination, low stakeholder participation, fragmented data systems, and the dominance of short-term economic interests over environmental and social sustainability.

From a theoretical perspective, this study extends Arnstein's Ladder of Citizen Participation by reconceptualizing legislative oversight as an institutional governance mechanism for assessing policy accountability within sustainable tourism governance. This extension demonstrates that Arnstein's framework can be applied beyond citizen participation to evaluate the effectiveness of representative institutions in ensuring accountable policy implementation. Practically, the findings provide policy lessons for tourism-dependent regions facing rapid tourism growth, fiscal decentralization, and increasing tensions between economic development, cultural preservation, and environmental sustainability.

Future studies may employ comparative case studies across different tourism destinations, involve a larger and more diverse group of stakeholders, or adopt mixed-method approaches to validate and extend these findings quantitatively.

This study has several limitations. First, it focuses exclusively on Bali Province and therefore does not aim to generalize its findings statistically. Second, the qualitative evidence is derived from a limited number of purposively selected key informants. Future studies may employ comparative case studies across different tourism destinations, involve a larger and more diverse group of stakeholders, or adopt mixed-method approaches to validate and extend these findings quantitatively.

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