Safety Tourism Policy in Bali: Infrastructure Challenges and Sustainable Public Management

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ABSTRAK

Bali dikenal sebagai destinasi wisata dunia yang terkenal karena keindahan alam dan keberagaman budaya, yang menjadi sumber utama perekonomian daerah. Meskipun regulasi dan peraturan tentang keselamatan wisata telah ada, masih banyak tantangan dalam penerapannya di lapangan. Masalah utama terletak pada kurangnya pengembangan infrastruktur yang memadai serta fasilitasi dari pemerintah, sehingga menyebabkan fasilitas dan sistem keamanan di destinasi wisata belum optimal. Kondisi ini berpotensi meningkatkan risiko kecelakaan dan mengancam keselamatan wisatawan, yang pada akhirnya menurunkan kepercayaan terhadap sektor pariwisata Bali. Penelitian ini menggunakan metode kualitatif dengan pendekatan deskriptif, menggabungkan observasi langsung dan kajian pustaka untuk menilai kondisi keamanan dan infrastruktur di berbagai destinasi wisata. Penelitian ini menggunakan pendekatan konsep aspek pariwisata (tourism aspect) untuk menganalisis kondisi dan situasi terkait keamanan dan infrastruktur destinasi wisata. Selain itu, dalam rangka memberikan rekomendasi kepada pemerintah, studi ini mengadopsi konsep sense of safety terhadap destinasi wisata dari Zou & Yu, guna mengukur dan memahami persepsi keamanan wisatawan secara komprehensif. Hasil penelitian menunjukkan bahwa banyak destinasi di Bali belum menerapkan sistem keselamatan yang efektif dan sesuai kebijakan. Penggunaan konsep sense of safety terhadap destinasi wisata menunjukkan bahwa peran aktor sosial, infrastruktur, serta faktor manusia dan teknologi sangat penting dalam menciptakan suasana yang aman dan nyaman. Penerapan pendekatan terintegrasi ini diharapkan mampu meningkatkan tingkat keselamatan dan kepercayaan wisatawan terhadap destinasi wisata di Bali.

ABSTRACT

Bali is globally renowned as a popular tourist destination, celebrated for its natural beauty and cultural diversity, which serve as the main economic driver for the region. Despite the existence of regulations and policies concerning tourism safety, considerable challenges remain in their practical implementation. The primary issues stem from inadequate infrastructure development and limited government facilitation, resulting in suboptimal safety facilities and systems at various tourism sites. These conditions pose a risk of accidents and threaten tourist safety, ultimately diminishing confidence in Bali's tourism sector. This study employs a qualitative, descriptive approach, combining direct observation and literature review to assess the safety and infrastructure conditions across multiple tourist destinations. It utilizes the tourism aspect framework to analyze the current situation related to safety and infrastructure. Furthermore, to provide effective recommendations for policymakers, this research adopts the sense of safety towards a tourist destination concept from Zou & Yu, aiming to comprehensively measure and understand tourists perceptions of safety. The findings indicate that many destinations in Bali have yet to implement effective and policy-compliant safety systems. The sense of safety towards a tourist destination approach highlights the critical roles of social actors, infrastructure, as well as human and technological factors in creating a secure and comfortable environment. An integrated approach is anticipated to enhance safety standards and restore tourist confidence in Bali's destinations.

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INTRODUCTION

Bali has established itself as one of the world's most popular tourist destinations, celebrated for its stunning natural landscapes and rich cultural heritage. The tourism sector plays a vital role in sustaining Bali's economy, attracting millions of domestic and international visitors annually. Recognizing its importance, the government has implemented various regulations and policies aimed at ensuring safety and security within the tourism industry. However, despite these efforts, challenges in infrastructure development and effective safety management persist. Many tourist sites still lack adequate facilities and systems to protect visitors, which can lead to increased risks of accidents and safety incidents. These issues highlight a gap between policy and practice, emphasizing the urgent need for a comprehensive safety tourism strategy that integrates infrastructure development and responsible governance. Addressing these challenges is crucial not only for safeguarding tourists but also for maintaining Bali's reputation as a safe and sustainable tourism destination.

Tourism is a big step for regions that have their own uniqueness to be exhibited to the public. This uniqueness is an attraction for everyone who comes to visit and see it directly (Preko & Gyepi-Garbrah, 2023). Based on the uniqueness of the region owned by each region, creating a system that can manage the uniqueness it has into a symbol of a region and become economic income(Putu et al., 2024). The role of tourism is not only based on an implementation to regulate and manage a regional uniqueness, but can also be a bridge of prosperity for the entire community from the region itself (Setyawan & Dewi, 2024). With the tourism system, the community can create an economic field to meet their needs (Rifai & Agustin, 2022). The local government gets income to help the development process both in terms of infrastructure and in terms of the regional economy (Namirah Bunyamin et al., 2023). This certainly has a positive impact from the existence of this uniqueness which creates innovations that can attract tourists to come and see. Tourism has become a mainstay of the community's economy which has an impact on the sustainability of society. The travel and tourism (T&T) industry is an increasingly important driver of economic prosperity and social progress in ASEAN. It is estimated that the T&T sector accounts for about 9 percent of employment worldwide (Hafi Hanafi ah et al., n.d.)

The tourist destinations available in Bali are prioritized to provide comfort for the people who come, especially foreign tourists (A.A Gede Willy Tika Kencana Putra & Dewi, 2024). Not only that, the Bali provincial government has implemented policies that function to maintain Balinese tourism so that it remains sustainable and safe.

Figure 1.
The number of foreign tourists arriving directly in Bali by nationality from 2019 to 2024.

Kebangsaan (Negara Asal) / Nationality (Country of Origin)	2019	2020	2021	2022	2023	2024
I. ASEAN	**613 509**	**100 967**	**-**	**337 769**	**699 924**	**713 315**
1. Malaysia / Malaysia	185 256	31 587	-	91 064	207 573	246 145
2. Philipina / Philippines	106 875	16 642	-	30 427	85 866	103 665
3. Singapura / Singapore	163 327	23 463	-	129 089	236 203	218 926
4. Thailand / Thailand	61 089	7 208	-	19 025	41 438	37 354
5. Asean lainnya / Other Asean	96 962	22 067	-	68 164	128 844	107 225
II. ASIA (Tanpa Asean / Non Asean)	**2 321 161**	**334 247**	**-**	**353 456**	**1 270 111**	**1 789 472**
1. Arab Saudi / Saudi Arabia	15 147	5 234	-	4 460	11 024	14 595
2. India / India	374 043	68 199	-	182 091	-	550 379
3. Jepang / Japan	257 959	48 800	-	19 366	116 232	176 856
4. Korea Selatan / South Korea	213 356	42 856	-	63 353	226 789	294 024
5. Taiwan / Taiwan	107 199	18 435	-	7 460	83 942	103 509
6. RRC / China	1 186 057	118 617	-	33 085	280 111	448 446
7. Asia lainnya / Other Asia	177 945	37 340	-	48 095	122 622	201 663
III. AMERIKA	**415 435**	**79 010**	**-**	**156 313**	**379 472**	**403 312**
1. Amerika Serikat / USA	276 859	47 996	-	108 131	248 983	261 832
2. Kanada / Canada	73 690	16 706	-	24 330	59 425	61 959
3. Amerika Lainnya / Other America	64 886	14 308	-	23 852	71 064	79 521
IV. EROPA	**1 480 907**	**300 264**	**-**	**645 617**	**1 440 736**	**1 668 849**
1. Perancis / France	206 941	29 786	-	95 510	208 253	257 495
2. Jerman / Germany	196 774	29 557	-	94 516	195 727	204 640
3. Belanda / Holland	116 330	22 474	-	55 730	121 386	138 099
4. Inggris / United Kingdom	287 201	47 680	-	126 892	256 359	295 326
5. Rusia / Russia	143 211	57 817	-	57 860	144 104	162 097
6. Eropa Lainnya / Other Europe	530 450	112 950	-	215 109	514 907	611 192
V. OSEANIA	**1 375 399**	**244 227**	**-**	**645 125**	**1 430 752**	**1 691 351**
1. Australia / Australia	1 241 128	226 945	-	605 955	1 324 410	1 544 141
2. Selandia Baru / New Zealand	132 566	16 961	-	38 829	105 098	145 562
3. Oseania Lainnya / Other Oceania	1 705	321	-	341	1 244	1 648
VI. AFRIKA	**68 799**	**10 758**	**-**	**17 467**	**52 263**	**67 061**
1. Afrika Selatan / South Africa	39 772	5 803	-	9 656	26 958	28 122
2. Afrika Lainnya / Other Africa	29 027	4 955	-	7 811	25 305	38 939
VII. CREW						
Jumlah / Total :	**6 275 210**	**1 069 473**	**51**	**2 155 747**	**5 273 258**	**6 333 360**
Pertumbuhan / Growth Rate (%)	**3,37**	**-82,96**	**-**	**144,61**		**20,10**

Source: Badan Pusat Statistik Provinsi Bali (2024)

We can observe the number of foreign tourists visits directly to Bali according to data from the Bali Central Statistics Agency in Figure 1. In 2019, prior to the COVID-19 pandemic, the recorded growth rate was 3.37%. However, in 2020, during the first year of the pandemic, the rate plummeted drastically to -82.96%, and in 2021 it reached zero, continuing at that level until 2022. In 2023, the post-COVID-19 period began to show a growth rate of 144.61%, and in 2024, it stabilized at 20.10%, returning to levels similar to those of 2019. The data clearly illustrate the significance of safety in tourism, encompassing both protection against natural disasters and human-related threats.

Currently, Bali has various problems in tourism, especially in tourism infrastructure. The increasingly narrow road access makes it difficult for vehicles to pass through the route to their destination. The tourism boom in Nusa Penida has indeed contributed significantly to Klungkung Regency's Regional Original Revenue (PAD), but this growth has not been matched by basic infrastructure readiness. The condition of damaged and narrow roads, lack of public transportation, sanitation facilities, and poor waste management show that Nusa Penida is not ready to become an international tourist destination. This imbalance has a direct impact on the comfort of tourists and the environmental and social sustainability of local communities. Ironically, in the midst of large revenues from the tourism sector, infrastructure improvements seem slow and not targeted. In fact, various regulations such as Law No. 10 of 2009 and Law No. 6 of 2014 have emphasized the importance of sustainable and inclusive tourism development, including the involvement of village governments and indigenous peoples (Kadek & Widyastiti, n.d.).

Figure 2.
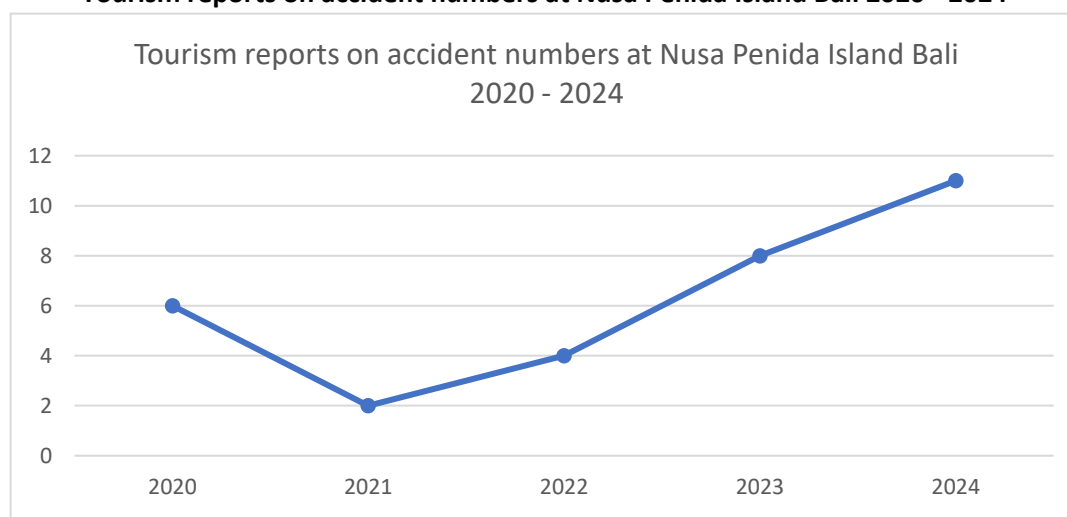**Damaged and Broken Roads in Nusa Penida**

Source: IDN Times Bali (2024)

The damage to facilities to support tourism is inadequate, of course this causes incidents that can endanger tourists who come. Looking at the data on the number of accidents in Nusa Penida that were studied during 2020-2024 on Figure 2 and 3, there has been an increase in the number of tourism accident incidents in Nusa Penida. The increase occurred from 2021 to 2024 and there continued to be an increase in the number of tourist accident incidents in Nusa Penida. This can certainly provide a perception for tourists who come that Bali, especially Nusa Penida, has a low level of security for tourists to visit. The government also plays an important role in intervening in the psychological cost aspects that arise from tourists, such as providing good information technology infrastructure to prevent psychological costs that come from loss communication between tourists and families in their hometowns (Rhama, 2019). The safety and security of

tourists is the main thing. The government needs to revitalize various aspects of the tourism sector (Ding & Wu, 2022). Not only improving the experience of traveling, but also improving the safety and security aspects of traveling for tourists (Zhong et al., 2023).

Figure 3.
Tourism reports on accident numbers at Nusa Penida Island Bali 2020 - 2024

Source: Author processed (2024)

The government has established regulations to ensure the safety and security of tourism for tourists who come from both the central government and local governments. Such as central government regulations, namely Government Regulation of the Republic of Indonesia Number 50 of 2011 concerning the National Tourism Development Master Plan for 2010 – 2025 which in the regulation there are rules for the protection of tourists through tourist trips, namely in article 19 paragraph 2 and article 21 paragraph 3. In addition, regulations from the local government also implement tourist safety and security, such as regulations from the Regent of Klungkung, namely issuing a Circular Letter (SE) of the Regent of Klungkung Number 556/028/Dispar/2023 concerning the Safety and Security of Tourists in the Nusa Penida Tourism Area. However, even though regulations have been set, tourism incident accidents still occur.

Previous studies have predominantly focused on the development of infrastructure and the general safety conditions pertaining to tourism in Bali. However, there remains a notable gap in the literature regarding the existence and implementation of formal regulations specifically aimed at promoting safety in tourism activities. Sudiarkajaya et al research is to determine the status of tourism development in Nusa Penida based on the theory of Tourism Area Life Cycle, the implementation of tourism activities and the formulation of tourism development strategy based on the elements of tourism (elements of attraction, elements of infrastructure, elements of road and hospitality elements) and set the concept of tourism development appropriate to apply in Nusa Penida (Udayana et al., 2018).

While Siska Dwi Wahyuni et al study about employs an Importance-Performance Analysis (IPA) to evaluate tourist perceptions of safety measures in Nusa Penida, Indonesia. By assessing the importance and performance of various safety-related indicators such as hazard signs, safety standards, accident first aid, information boards, and CCTV, the study aims to identify strengths and areas for improvement in local safety management (Wahyuni et al., 2025). The other research investigates the intricate dynamics of tourism security in Bali, particularly in the context

of over tourism, which has led to significant socioeconomic and security challenges (Putu & Pradnyana, 2025).

This gap underscores the necessity for her research and policy analysis to assess whether comprehensive safety regulations are in place and if specialized bodies have been established to actively manage and enhance safety measures for tourists. Addressing this issue is critical to fostering a secure and resilient tourism industry that can effectively protect visitors and uphold Indonesia's reputation as a safe travel destination. Therefore, this study aims to analyze the current state of safety management, identify gaps, and propose strategic solutions to strengthen safety policies through sustainable infrastructure and effective public management.

Literature Review

Weather and climate vulnerability are also significant contributors to marine incidents in Nusa Penida. Sudden waves, strong currents, and a lack of climate-informed early warning systems put tourists at significant risk (Rahman et al., 2025). The most critical driver toward the management of the island of Nusa Penida was the active presence of government, particularly in ruling the development of tourist facilities (Trianasari et al., 2019). The security and safety of tourists is not only the responsibility of the manager but the local government and the central government have a very large contribution in the progress of tourism. Security and Safety of tourists at a tourist spot will contribute to an increase in tourist arrivals who will visit. The manager of the tourist attraction has not met the standards specified in the management, the lack of signs at the tourist attractions (Istri Dharmayanti et al., 2023). The factor causing the collapse of the yellow bridge connecting the islands of Nusa Lembongan and Nusa Ceningan is due to the unclear distribution of authority in the supervision and maintenance of the yellow bridge between the Bali provincial government and the Klungkung district government (Diah et al., n.d.).

The other study finds before a trip, tourists leverage information sources including input from the public sector, general media, social media, and other actors to form safety impressions and make corresponding destination judgments. Government and public sector information sources are considered the most trustworthy (Zou & Yu, 2022a). To maximize the economic benefits of tourism, strategic investments in both infrastructure and marketing are necessary. Policymakers should prioritize the development of sustainable infrastructure that enhances tourist experiences while preserving Bali's natural and cultural heritage (Kamal Jama et al., n.d.).

The government certainly does not only focus on how to attract tourists or create tourist destinations that can attract tourists, but also maintains the quality of comfort and safety of tourists while traveling to tourist destinations (Zeng et al., 2023). The many existing regulations and the institutions that have been formed need to provide more protection for tourists in tourist areas in Indonesia. Many problems still need to be solved in various tourist attractions in Indonesia, especially in the Special Region of Yogyakarta and Bali (Sari et al., 2024)

Previous studies have identified several areas in Bali that are prone to natural disasters, focusing primarily on the management practices of tourism operators and providing recommendations to the government to establish safety regulations. However, it is important to note that such regulations already exist. What has been lacking in the existing literature is an in-depth discussion on how government policies should lead to the development of robust infrastructure and sustainable public management to ensure tourist safety and comfort. This study aims to analyze tourism safety by examining both tourism aspects and problem-solving strategies,

specifically through the lens of the "sense of safety" in a tourist destination, as proposed by Zou & Meng. To date, this theoretical approach has not been explored in previous research, making it a novel contribution to understanding the interplay between safety perception, infrastructure, and governance in Bali's tourism industry.

RESEARCH METHODS

This research employs a qualitative design, specifically utilizing a case study approach. According to Creswell (2016), qualitative research is a type of inquiry that explores and seeks to understand the meaning individuals or groups ascribe to a social problem. In general, qualitative research is applicable to studies of social life, history, behavior, concepts or phenomena, social issues, and related areas. One justification for employing a qualitative approach lies in the researcher's experience, wherein this method can uncover and elucidate what is concealed behind phenomena, often representing something that is difficult to comprehend (Pelaksanaan et al., 2023).

The rationale for selecting a qualitative design is to acquire comprehensive, precise, and contextually rich data to facilitate a thorough understanding of the social phenomena surrounding strategies for enhancing safety awareness within tourism destinations.

The case study approach was chosen due to the study's focus on a singular, well-defined location: Nusa Penida, Bali. This locale is recognized as a popular tourist destination, yet it is characterized by safety deficits and inadequate infrastructure. This study aims to develop an appropriate strategic model for elevating safety awareness among tourists to ensure the sustainable delivery of public services within the tourism sector. This will be achieved through an in-depth examination of this specific case, considering local social dynamics in comparison to international examples.

Data collection was conducted through a multi-method approach, incorporating semi-structured interviews with key stakeholders within the Balinese tourism sector, direct observation of tourist attractions across Bali, and the compilation of secondary data through online media sources and a comprehensive literature review. This study looks at the literature of the conditions in the field regarding the problems being studied (Sugiyono, 2015). The problems are also supported by the views of Balinese government figures who present the same problems as the research topics raised. The data is sourced from literature reviews and previous studies related to the research conducted by the author. Data is also obtained from the latest news sources that discuss tourism problems in Bali. After the data is collected, the data is analyzed by grouping the data and the data is compiled using graphs to make it easy to understand.
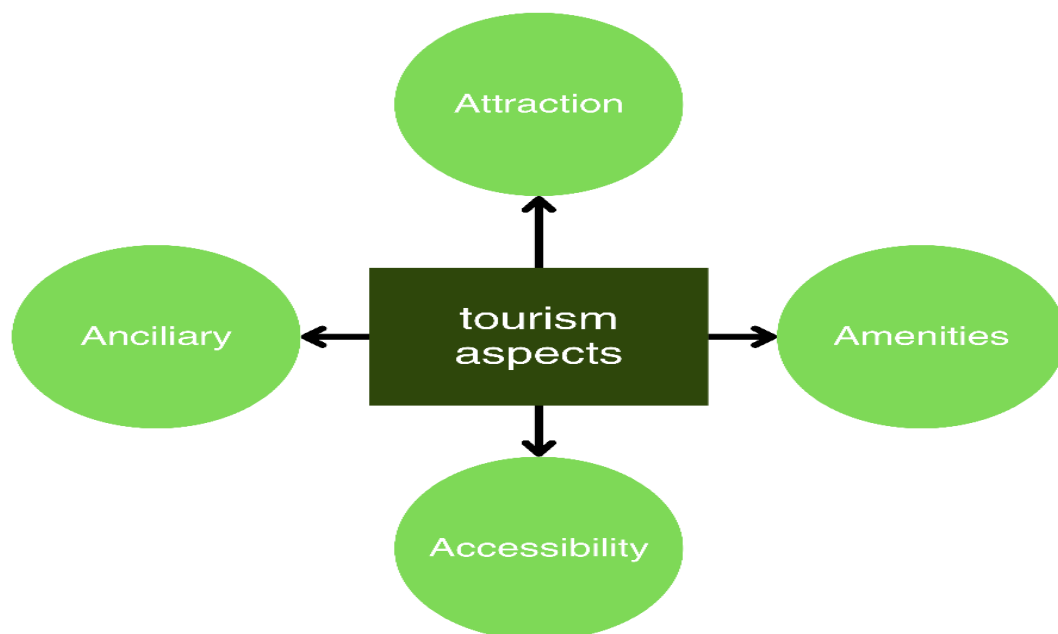
The analytical technique employed in this research is content analysis. The data primarily comprises documented materials such as sources from reputable online media outlets, manuscripts from peer-reviewed journals, and supplementary theoretical frameworks that provide context and serve as an approach to the data. In addition, data gathered through semi-structured interviews with relevant informants will be incorporated into the analysis.

The research limitation conducted by the author discusses the regulation of safe tourism for tourists when traveling in Bali. Regulation is certainly very important to be implemented so that tourists have proper guarantees when traveling in a country. This study focuses on finding the impact of the lack of regulations and safety and security programs in maximum tourism when tourists travel in Bali.

RESULTS AND DISCUSSIONS

The issue of safety tourism in Bali has often been an interesting topic of discussion. Bali as an area with a high level of tourism is expected to maintain the security and safety of tourists who come. However, looking at the current conditions, Bali has experienced many problems that are specifically related to safety tourism. The government needs to form a new regulation that can be a reference in handling safety tourism in Bali. In addition to regulations, the government needs to form a program like the one in Malaysia regarding safety tourism. Of course, tourists who come will be more comfortable with the existence of a safety tourism program for tourists. Not only in terms of programs, infrastructure in supporting smooth tourism is also an important factor. Tourists see from the side of access and availability of accommodation as considerations for tourists who come. The problems raised in this study are dissected with the main theory of Cooper (1995), namely Attraction, Amenities, Accessibility, and Ancillary. In dissecting the problems in this study, it is also combined with the concept of sense of safety from Zou & Meng in 2020, namely Public Sector, New Media and social media, other actors, Human Actors, Facility and equipment actors, Environment and social order, Management factors.

Figure 4.
Tourism Aspects

Source: Cooper (1995)

1. Attraction

Tourist destinations need tourist attractions that can attract tourists to visit the tourist destination. Tourist destination managers or investors who want to form a tourist destination can make an area or location that can provide tourist interest. Tourist destinations can be natural destinations or artificial destinations. Bali has a variety of tourist destinations with various types of tourist destinations, both natural and artificial. Beautiful natural destinations in Bali such as Kelingking Beach, Diamond Beach, and Angel Bilabong. These three tourist destinations are beautiful natural tourist destinations in the Nusa Penida area, Kelungkung, Bali.

Figure 5.
Kelingking Beach, Diamond Beach, and Angel Bilabong

Source: Nusa Penida website (2023)

These beaches are one of the beaches that are widely visited by tourists because of their natural beauty. This beach also has locations for taking pictures that are in great demand by tourists. However, in terms of security and safety, this tourist destination is still prone to accidents during tourism. Kelingking Beach has a rule not to swim in the beach area but there are still tourists who swim in the Kelingking Beach area. Not only Kelingking Beach, but Diamond Beach, and Angel Bilabong are also prohibited from swimming due to strong currents and unpredictable weather.

However, there are still tourists who do not comply with the rules of the local management, resulting in casualties. As happened to an Indian tourist who was swept away by the waves at Kelingking Beach, which indicates a lack of security facilities from the tourism management and also the local government (Krista, 2024b). The Klungkung Regency Government has issued a Circular (SE) of the Klungkung Regent Number 556/028/Dispar/2023 concerning the Safety and Security of Tourists in the Nusa Penida Tourism Area. But another problem is that the number of Water Tourism Rescue Agencies (Balawista) is insufficient to supervise all beaches (Artawan, 2023). The number of Balawista available is only 5 people who guard all Nusa Penida beach tourist destinations. Of course, this creates obstacles to being able to supervise tourists who visit Nusa Penida beach. Moreover, many tourist accommodations are negligent and allow their tourists to violate the rules regarding tourist safety that are already available on the beaches in Nusa Penida. This is what causes the potential for disasters to occur at a tourist destination.

Based on the explanation above, of course the problems that occur need to be the attention of tourist destination managers to be able to create a safe and comfortable tourist atmosphere for tourists. In this case, the government must, necessarily, allocate funds for the development of better infrastructure, including repairing damaged roads and installing safety barriers in areas such as Kelingking Beach.

2. Amenities

Facilities and infrastructure in tourist destinations are needed as tourism support tools that help tourists feel more comfortable and safer when traveling. These facilities and infrastructure can be in the form of supporting facilities such as toilets, waiting rooms, locations for taking pictures, places to rest, and others. Not only that, facilities and infrastructure also need to pay attention to the development of facilities and infrastructure. The purpose of these facilities and infrastructure must be clearly known so that development can be adjusted to its function. In addition, tourism requires comfort in infrastructure so that tourists can feel comfortable not only from the destination side, but infrastructure also needs to implement tourism security for tourists who come.

In terms of providing facilities, Bali in terms of tourism has provided facilities to support tourism. These facilities are in the form of tourist comfort in the form of hotel accommodation, tours, restaurants, and others. However, because of the various supporting facilities, it has actually backfired on tourism in Bali. Currently, Bali is an area with severe congestion. The narrowness of road access to both tourist destinations and those that are not, congestion cannot be avoided. The number of hotels and restaurants available is one of those that has increased.

Table 1.
Number of Hotels in Bali 2022-2023

Kabupaten/Kota	Banyaknya Hotel Bintang Menurut Kelas dan Kabupaten/Kota di Provinsi Bali											
	Bintang 5		Bintang 4		Bintang 3		Bintang 2		Bintang 1		Seluruh Kelas	
	2022	2023	2022	2023	2022	2023	2022	2023	2022	2023	2022	2023
Kab. Jembrana	-	-	3	1	3	3	1	1	-	-	7	5
Kab. Tabanan	2	2	-	1	-	1	-	-	-	-	2	4
Kab. Badung	65	69	125	130	144	153	31	39	15	22	380	413
Kab. Gianyar	12	12	12	12	8	7	1	1	1	3	34	35
Kab. Klungkung	1	1	1	-	6	7	1	1	-	-	9	9
Kab. Bangli	-	-	2	2	-	-	-	-	-	-	2	2
Kab. Karangasem	1	1	2	2	2	5	-	1	4	4	9	13
Kab. Buleleng	1	1	5	4	5	4	2	1	2	2	15	12
Kota Denpasar	6	8	11	15	7	9	11	11	5	5	40	48
Provinsi Bali	88	94	161	167	175	189	47	55	27	36	498	541

Source: Badan Pusat Statistik Provinsi Bali (2023)

Based on the data, the availability of hotels in Bali in 2022-2023 has increased in every district in Bali. In 2022, the number of hotels in Bali was 498 hotels, while in 2023 the number of hotels increased by 9% with a total of 541 hotels. This increase certainly helps in receiving tourists who often visit Bali. However, the impact felt due to the large number of tourists coming, has an impact on congestion on the highways in the province of Bali, especially the routes to tourist destinations. In addition, the number of restaurants has also increased in Bali.

Based on the data, the number of restaurants in Bali has increased. Although in 2021 towards 2022 the number of restaurants decreased due to the impact of Covid-19, in 2023 it increased by 36%. In 2021 the number of restaurants in Bali was 3,868 restaurants, then decreased by 16% in 2022 with a total of 3,245 restaurants because it was still affected by Covid-19 so that many restaurants were closed and not operating. The increase occurred in 2023 which amounted to 4,429 restaurants. Of course, this increase is a high number and restores the economy of the Balinese people who are engaged in the tourism sector. However, this also has a negative impact on Bali Tourism which is increasingly crowded. In fact, currently several tourist destinations such as beach clubs have a high number of tourist visits and have an impact on the environment which is getting dirtier. One of them is at Kuta Beach where tourists are currently complaining about the large amount of garbage on Kuta Beach. This beach is popular with tourists who have a hobby of surfing, but currently tourists are complaining about the large amount of rubbish in the Kuta Beach environment so that tourists feel uncomfortable when traveling.

Facilities and infrastructure are needed not only to focus on comfort, but facilities and infrastructure are also important to be able to maintain safety at tourist destinations. With the increase in the number of hotels and restaurants in Bali as one of the providers of supporting facilities and infrastructure for tourists, it also has a negative impact on Bali tourism. Not only do local people feel uneasy, tourists also complain about the traffic jams in Bali, especially in tourist areas. Based on the concept of sense of safety towards tourist destinations, aspects of facility and equipment actors need to be applied in the implementation of facilities in tourist destinations. The main thing that needs to be applied in facilities is the function of the facility itself and safety when used. Facilities as supporting tools are important to be supervised to ensure the quality of facilities in keeping tourists safe and comfortable.

3. **Accessibility**

Accessibility is related to access to a destination. A destination requires adequate access to reach the destination location visited. In the context of tourism, access is needed to be able to visit a tourist destination. Various tourist destinations require effort to be able to visit the destination because access is difficult to pass. Natural tourist destinations have the potential for access to tourist destinations that have many obstacles. Bali with a high number of tourists visiting, facilities for highways are still not well met. Road sections, especially roads to tourist destinations, have not been revitalized. Of course, this can have a negative impact on tourists and the Balinese people, where Bali is currently filled with vehicles and creates travel obstacles. The availability of facilities and infrastructure in the tourism sector will increase its competitiveness, where competitiveness is one of the important keys in carrying out (Apriyanti et al., 2024).

Table 2.
Highway Conditions in Bali in 2022-2023

Kondisi Permukaan Jalan Beraspal Kabupaten Per Kabupaten/Kota

Kabupaten	Tahun	Kondisi Baik (KM)	Kondisi Sedang (KM)	Kondisi Rusak (KM)	Kondisi Rusak Barat (KM)	Jumlah
Kabupaten Badung	2022	647,62	140,61	22,05		807,95
Kabupaten Bangli	2022	716,86	154,10	81,51		1.052,45
Kabupaten Buleleng	2022	846,51	207,93	161,08		1.397,21
Kabupaten Gianyar	2022	420,30	140,56	89,16		666,10
Kabupaten Jembrana	2022	768,43	153,53	154,26		1.179,08
Kabupaten Karangasem	2022	872,63	299,96	86,42		1.446,84
Kabupaten Klungkung	2022	389,89	60,44	22,45		500,85
Kabupaten Tabanan	2022	849,45	116,13	61,25		1.064,63
Kota Denpasar	2022	431,23	94,89	16,49		580,60
Total		5.937,91	1.368,16	694,67	0	8.695,70

Kondisi Permukaan Jalan Beraspal Kabupaten Per Kabupaten/Kota

Kabupaten	Tahun	Kondisi Baik (KM)	Kondisi Sedang (KM)	Kondisi Rusak (KM)	Kondisi Rusak Barat (KM)	Jumlah
Kabupaten Badung	2023	765,71	120,76	31,69		927,36
Kabupaten Bangli	2023	663,56	248,70	65,62		1.178,77
Kabupaten Buleleng	2023	675,80	266,26	80,74		1.202,72
Kabupaten Gianyar	2023	358,25	192,04	104,43		716,36
Kabupaten Jembrana	2023	718,35	161,97	139,55		1.106,01
Kabupaten Karangasem	2023	760,25	244,31	141,91		1.421,39
Kabupaten Klungkung	2023	396,45	47,69	55,72		508,47
Kabupaten Tabanan	2023	874,41	154,39	38,34		1.102,99
Kota Denpasar	2023	401,79	92,11	20,67		542,71
Total		5.614,57	1.528,24	678,66	0	8.706,78

Source: Bali Satu Data, Pemerintah Provinsi Bali (2023)

Based on the data above, the condition of the highways in Bali in several regencies has damaged roads that have begun to decline in 2022-2023, but there are also damaged roads that have increased. The areas that have experienced an increase in the number of roads with damaged conditions are Badung Regency, Gianyar Regency, Karangasem Regency, Klungkung Regency, and Denpasar City. The areas that have an increase in the number of damaged roads are

Klungkung Regency and Karangasem Regency. In Karangasem Regency, damaged roads currently reach 383.55 kilometers (Juniasa, 2024). Damage to this route is spread across every sub-district in Karangasem Regency (BALIPOST, 2024). According to the Head of the PUPR and Perkim Karangasem Service, Mr. Wedasmara, in 2024 the repair of damaged roads in Karangasem Regency will be repaired around 55.29 kilometers due to adjustments to the existing budget. Some damaged roads in Karangasem Regency are Jalan Suluban-Bungkulan, Jalan Kartini, Jalan to Pura Pasar Agung, and Jalan Raya Selat. Government attention is needed to handle road repair problems for the surrounding community. In fact, this access can also help tourists who pass through the route.

Road access damage also occurred in Klungkung Regency, especially in the Nusa Penida tourist area. The Nusa Penida area has a variety of beautiful tourist destinations, but to get to these destinations, the road access that is passed is damaged. The damage to the destination route was caused by road construction that has not been realized due to the APBN funds that have not been disbursed. In addition, the road to the Kelingking Beach tourist destination was damaged. The condition of the severely damaged road certainly causes inconvenience to tourists in traveling to Kelingking Beach. Similar to the problem in Karangasem Regency, repairs to roads in Klungkung Regency have been hampered by funds from the center not being disbursed (Krista, 2024a). Based on the views of Mr. I Gede Merta Jaya as Head of Highways, Public Works, Spatial Planning, Housing and Residential Areas Service of Klungkung, he said that he had not received clarity regarding funding from the presidential instruction funds, the local government carried out temporary patching revitalization using routine maintenance funds so that the community and tourists could pass through. As a result, two road repair projects experienced obstacles, namely the Bunga Mekar-Pura Kalibun road which is the route to the beach. Kelingking Beach yang memiliki panjang 6 km dan Jalan Lembongan-Klatak dengan panjang 4,5 km.

Accessibility is the main bridge between tourists and the tourist destinations they want to visit. If access to the tourist destination is damaged, of course tourists feel uncomfortable. In this case, accessibility can be linked to the understanding of the concept of sense of safety towards a tourist destination, namely the public sector, Human Actors, and Facility and equipment actors. Access that experiences obstacles is certainly the responsibility of the relevant parties in the accessibility environment. The local government as the party that revitalizes accessibility for the surrounding community and tourists. The central government plays an important role in funding interests to facilitate the revitalization of accessibility. With this concept, it is hoped that in the maintenance or development of accessibility, how each party is responsible for carrying out its duties is determined.

4. **Anciliary**

Tourism without tourism management can have fatal impacts. Tourism management plays an important role in regulating the tourism sector which has an impact on several aspects such as the economy, infrastructure, environment, national welfare, and the image of a country. Because the aspects supported by tourism are diverse, several regions make tourism the main sector in developing the region, one of which is Bali. Bali is a tourist destination for tourists to

come to see the natural beauty and various cultural traditions. Tourism managers such as tour guides will guide tourists in visiting existing tourist destinations. However, in handling tourism management in Bali, there are problems that certainly need attention from tourist destination managers in order to maintain the security and safety of tourists.
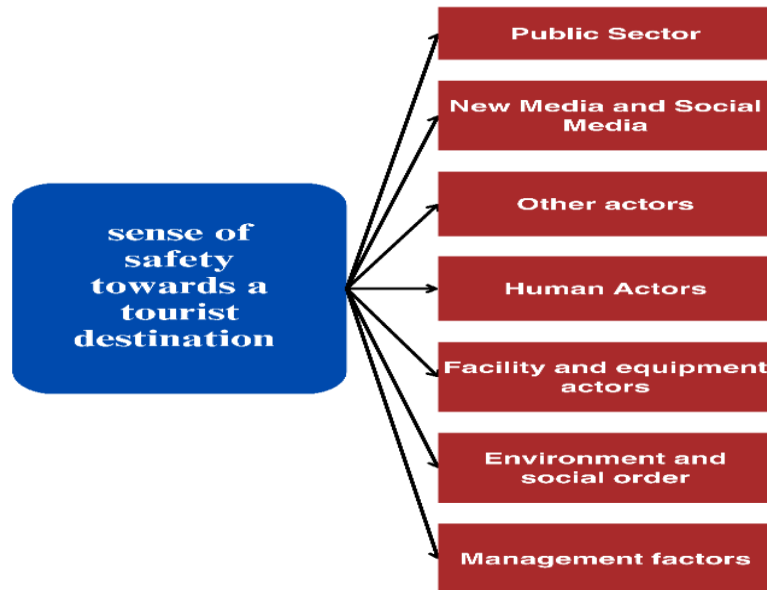
Klungkung Regency has various beautiful tourist destinations such as Kelingking Beach, Diamond Beach, and Angel Bilabong. However, a tragedy occurred in the form of tourists who were carried away by the waves and were later declared dead on October 31, 2024. In the same year, namely June 18, 2024, where tourists from Qatar were carried away by the waves at Kelingking Beach. Not only did it happen at Kelingking Beach, the tragedy at Angel Bilabong Beach where Indian tourists were swept away by the waves while taking a selfie. This incident indicates that supervision of tourist safety is still not optimal. Local destination managers have indicated not to swim in the area around Kelingking Beach. However, several tour officers who take tourists to Kelingking Beach do not pay attention to their tourists in complying with local regulations. The incident occurred on October 16, 2024. In addition, the supervision of tourist destinations in Klungkung Regency has not been optimally implemented due to the lack of human resources. Based on the problems that occurred at the two famous beaches, tragedies at tourist destinations certainly do not only occur in Bali Province. The Indonesian government needs to implement a program similar to foreign countries, one of which is Malaysia with their program called Travel Safe Alliance Malaysia (TSAM). This program helps to supervise tourists and provide assistance when an accident occurs while traveling. In addition, this program is related to local tourism trips to make it easier for tourists who come to Malaysia to travel.

Government institutions and tourism destination managers are important lessons to be able to make tourism in Bali safe and peaceful for tourists who come. In this indicator, it can be connected with the concept of sense of safety towards of tourist destinations, namely Management factors. The concept of management factors explains that every impact given by group management will have an impact on the systematic performance of an agency. Of course, tourism destination managers and the government can work together to create tourism with a safe and comfortable system for tourists.

Seeing the problems that occurred and the data obtained by the author regarding the safety tourism problem in Bali, the government needs to firmly follow up on this problem through the formulation of strict regulations regarding safety tourism. Considering that Bali is a tourist area that is in great demand by both local and international tourists, of course, safety is the main thing. Through this research, it is hoped that it can be a reference for policymakers to be able to formulate tourism safety regulations that can be implemented properly and last for a long time.

In supporting this research and giving solution, the author uses the concept of sense of safety towards a tourist destination according to Zou & Meng in 2020 (Zou & Yu, 2022). According to them, in seeing the sense of safety in a tourist destination, it can be seen in 7 subjects, there are:

Figure 6.
Sense of Safety Towards a Tourist Destination

Source: Zou & Meng in 2020

1. Public Sector

In creating a safe tourist destination, of course several public sectors are needed in handling tourist destinations such as development funds, maintenance funds, quality tourism policies, and others. This aims to be able to develop tourist destinations well.

In the context of *safety tourism*, Indonesia does not have a regulation or an innovation to be able to provide assistance programs in the form of *safety tourism*. When compared to foreign countries such as Malaysia, it has a digital *platform* called *Travel Safe Alliance Malaysia* (TSAM). This digital platform serves to promote *safe travel* as we can see their logo on Figure 5. The focus of the promotion is to target domestic tourists in encouraging domestic travel. With TSAM, tourists in Malaysia get a travel that can help with safety while in Malaysia. This program directly supervises local travel which is carried out directly by the state to help in maintaining tourists. Through this travel, the Malaysian state can take quick action if there is an accident experienced by tourists at tourist destinations.

Figure 7.
TSAM and Safe Be Maceos of Malaysia Tourism Authority

Source: Malaysian Association of Convention & Exhibition Organisers & Suppliers (MACEOS) (2023)

Indonesia certainly needs to make Malaysia's platform an innovative idea in improving tourist safety and the smooth running of tourism businesses, especially travel. Problems that are often experienced in the Bali area require the best solution in handling these problems. The province of Bali, which is currently experiencing many tourism infrastructure problems, needs a step that can help improve safety and security for tourists who come to Bali. The congestion that hit areas in Bali is a real problem that needs to be further fixed and the inadequate tourism supporting infrastructure needs to be revitalized. The decrease in tourists as of August 2024 from the previous year has a big impact on safety in Bali Province so that tourists who come feel safe and comfortable. If there are no steps to be able to provide safety and comfort for tourists in Bali, of course it will have an impact on the tourism sector in Bali and the community around the tourism sector.

2. New Media And Social Media

In the context of Balinese tourism, such as social media platforms, mobile apps, and online review sites are playing a crucial role in shaping tourists perceptions of safety and informing their behavior. For instance, travelers often consult platforms like Instagram, TripAdvisor, or Facebook to gather real-time information about the safety conditions of specific attractions, such as Uluwatu Temple or beaches prone to strong currents. Authorities and tourism stakeholders can also utilize these media channels to disseminate safety advisories, updates on infrastructure improvements, or regulations related to tourist conduct. For example, during the COVID-19 pandemic, Balinese government agencies effectively used social media to inform visitors about health protocols and safety measures in place. Additionally, travelers sharing their safety experiences through photos and reviews can influence others' perceptions and decisions to visit certain sites, prompting proactive improvements from regulators and practitioners. This dynamic emphasizes how "new media" is a powerful tool in enhancing transparency, accountability, and responsiveness in Balinese tourism safety management.

3. Other Actors

In the context of Nusa Penida, the role of "other actors" is crucial in shaping tourists' sense of safety. For instance, local community members and tour guides play a significant role in ensuring tourists feel secure during their visits. When local residents are attentive and provide assistance, such as guiding tourists safely through challenging areas or warning them about potential hazards like cliff edges or unstable paths at spots like Kelingking Beach, they contribute positively to tourists' perception of safety. Similarly, responsible tour operators and guides who prioritize visitor safety, provide clear instructions, and respond promptly to emergencies reinforce the feeling of security. Conversely, if local actors neglect their role or display indifferent or unhelpful behavior, tourists might feel insecure, especially in remote areas where official security presence is limited. Thus, the proactive involvement and positive interaction of "other actors," including community members and service providers, are essential in fostering a strong sense of safety in Nusa Penida's tourist attractions.

4. Human Actors

Support from parties related to tourist destinations provides convenience to access from tourist destinations. These supports can be in the form of transportation agents, accommodation, or staff in managing tourist destinations. Of course, these actors can help in developing and improving the image of tourist destinations.

In Bali, human actors, such as local guides, security personnel, hotel staff, and community members are significantly influencing tourists' perception of safety. For instance, experienced

tour guides at popular sites like Tanah Lot or Mount Batur actively ensure that tourists follow safety instructions, provide warnings about potential hazards, and assist in emergency situations. Security personnel stationed at entrance points or near risky areas help manage crowd control and respond quickly to any safety concerns, contributing to tourists' sense of security. Moreover, local residents in tourist areas often act as informal guardians by alerting visitors about unsafe conditions, such as unstable cliffs or dangerous currents, thereby fostering a safer environment. Conversely, if these human actors are absent, inattentive, or unprofessional, tourists may perceive a higher risk, decreasing their overall sense of safety. Therefore, the proactive engagement and responsibility of human actors are vital in creating a safe and comfortable tourism experience in Bali.

Based on a direct interview with Ida Ayu Trisna Agustini on 2025 the Managing Director of tour operator at Exo Travel Indonesia which operates in Bali and Yogyakarta with a European market, it was reported that European guests have expressed concerns regarding the infrastructure in several tourist areas, such as Nusa Penida. They find the conditions inadequate and potentially hazardous. For instance, there are no safety barriers at Angel Billabong, insufficient street lighting, and the roads are less well-maintained compared to the small islands in Thailand. The guests have urged the local government to pay greater attention to these issues to ensure the comfort and safety of tourists visiting Bali.

5. Facility And Equipment Actors

Facilities and equipment such as safety barriers, warning signs, rescue equipment, and well-maintained infrastructure are critical actors in ensuring tourists' safety in Bali. For example, at popular spots like Kelingking Beach or Nusa Penida's cliffs, the installation of sturdy safety fences and clear signage informs visitors of potential dangers and prevents accidents. Additionally, the availability of rescue equipment, such as lifebuoys near beaches or emergency communication devices at remote sites, enhances response readiness in case of incidents. Proper maintenance of roads and pathways like ensuring walkways are non-slip and free of obstacles also acts as an implicit safety actor by reducing hazards. Lack of these facilities and equipment can increase risk and diminish tourist sense of security, while well-equipped and maintained sites actively promote safe tourism practices. Consequently, these physical "actors" are indispensable for creating a secure environment that encourages visitors to explore Bali's attractions confidently.

6. Environment And Social Order

The environmental condition of tourism sites in Bali, such as the cleanliness of beaches and the stability of natural features like cliffs, significantly impacts tourists safety perception. For example, areas like Padang-Padang Beach or Nusa Penida's cliffs require continuous environmental conservation and monitoring to prevent erosion or natural hazards that could lead to accidents. A well-preserved environment with clear signage about soil or rock instability and hazard zones enhances tourists' awareness and safety. Conversely, environmental degradation, such as accumulation of debris or erosion, can increase safety risks and diminish visitor confidence in the site's safety standards.

The social order within tourist areas characterized by community norms, adherence to safety regulations, and the engagement of local residents in maintaining order plays a critical role in ensuring safety. For instance, local communities near popular sites like Uluwatu or Tanah Lot often enforce informal rules, such as guiding visitors to stay within designated areas or discouraging unsafe behaviours like climbing on dangerous structures. When social norms promote a culture of safety and mutual responsibility, tourists are more likely to follow safety

guidelines, creating a safer environment. Conversely, a lack of social order may lead to disorderly behaviour, increased accidents, and a perception that the area is unsafe.

7. Management Factors

Management factors, such as tourism authorities, local government agencies, and tourism boards, play a vital role in creating and enforcing safety policies in Bali. For example, the Bali Tourism Office collaborates with local authorities and private sector stakeholders to develop safety standards for tourist attractions, organize safety training for operators, and conduct routine inspections of infrastructure and facilities. The implementation of safety protocols at popular destinations like Bali Zoo or Ubud Monkey Forest demonstrates active management intervention to prevent accidents and improve visitor safety. Effective management actors also respond promptly to safety incidents, such as natural disasters or health emergencies, by coordinating rescue efforts and disseminating safety information. Their proactive involvement ensures that safety regulations are not only established but also actively maintained and adapted to emerging risks. Inadequate management could result in poor safety standards, increased accidents, and ultimately, a decline in tourist confidence.

CONCLUSIONS

This study underscores the complex interplay of various factors influencing tourism safety in Bali, emphasizing the critical roles of infrastructure, regulation, social and environmental management, as well as human and technological actors. Despite existing safety regulations, gaps remain in their effective implementation, primarily due to inadequate infrastructure, limited involvement of key management actors, and the influence of social and environmental conditions. The importance of "other actors," including local residents, guides, and service providers, and their proactive engagement in safety practices, is vital in shaping tourists' sense of security. Additionally, new media offers valuable opportunities for real-time information dissemination and safety communication. Recognizing the significance of the environment and social order further highlights the need for sustainable and responsible tourism practices. Governmental efforts must extend beyond regulation; they should include strategic infrastructure development, capacity building for management actors, and fostering a safety-oriented community culture.

Unlike many foreign countries, such as Malaysia, which has implemented digital platforms like Travel Safe Alliance Malaysia (TSAM) to promote safe travel, Indonesia has yet to establish similar regulatory frameworks or technological innovations to support public safety in tourism. TSAM serves as a practical example of how digital platforms can enhance safety, enable rapid response to emergencies, and promote confidence among travelers. Therefore, Indonesia should consider adopting a similar platform or policy, integrating innovative safety programs into national tourism regulation. Ultimately, a holistic approach integrating policy, infrastructure, human resources, and social factors is essential to enhance tourists' safety, promote sustainable tourism, and maintain Bali's reputation as a secure and attractive destination.

This research contributes to the ongoing discourse by bridging gaps in theoretical understanding and proposing a comprehensive framework for safety management in Bali's tourism sector.

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