

# Analysis of Public Policy Regarding Hotel Accommodation for Sustainable Tourism in Bali

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## ABSTRACT

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The rapid development of tourism in Bali has encouraged the growth of significant hotel accommodation development. However, this development raises various problems, one of which is the practice of privatizing coastal border areas by hotel accommodation providers. This study aims to analyze the analysis of public policy regarding hotel accommodation for the benefit of tourism in Bali and examine the analysis of hotel accommodation policy towards the privatized coastal border area, with a case study on Puri Santrian A Beach Resort and Spa in the Sanur Beach Area, Denpasar. This study uses a descriptive qualitative research method used to analyze and describe the analysis of public policy regarding hotel accommodation for tourism purposes in Bali, especially related to the practice of privatization of coastal border areas. Research shows that the analysis of public policy regarding hotel accommodation has not been optimal. This is due to four main factors, namely: (1) communication that is not well established between the Governor as a policy maker and the Regent as the policy implementer, thus causing an overlap of authority; (2) limited resources, both in terms of quantity and quality of local government apparatus; (3) the disposition or willingness of policy implementers is weak because it is faced with their respective interests in increasing regional revenue; and (4) ineffective bureaucratic structures due to different understandings among local governments in understanding the substance and output of policies. Although the government has issued various regulations related to the protection of coastal borders, there is no policy that specifically regulates the practice of privatization of coastal borders. The government's inconsistency in policy enforcement is one of the main factors why the practice of privatization of coastal borders continues to this day. This study concludes that good synergy and communication between provincial and district/city governments are needed in the analysis of tourism policies, increasing the capacity of apparatus resources, and enforcing firm and consistent policies on the practice of privatization of coastal borders to realize sustainable tourism development and community welfare.

**Keywords:** *Public Policy Analysis, Hotel Accommodation, Sustainable Tourism, Beach Resort, Bali*

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## 1. INTRODUCTION

Indonesia is a unitary country consisting of islands. The natural beauty and variety of cultures it has makes the tourism sector very potential to be developed in Indonesia. Currently, the Government of Indonesia prioritizes the tourism sector to increase foreign exchange and investment. Therefore, the development of tourism in Indonesia is being intensively carried out, considering that Indonesia has a very promising potential to be developed. This potential can be seen from the extraordinary beauty and richness of nature.

The potential of tourism in Indonesia is spread from Sabang to Merauke so that to facilitate its development, each region has its own authority in developing existing tourism. This is also based on the implementation of Law of the Republic of Indonesia Number 23 of 2014 concerning Regional Government (hereinafter referred to as the Regional Government Law) which states that local governments are responsible for developing and managing all potentials in their respective regions. This also applies to tourism, because tourism is one of the potentials owned by a region. The management of existing tourism potential is expected to have a positive impact on the progress of a region.

The utilization of existing tourism potential is carried out by establishing effective policies to advance tourism. One of the developments in tourism can be seen from the level of tourist visits. With the increase in the number of tourist visits, it can indicate that a tourist attraction is a tourist

area that is quite looked at by tourists. For this reason, the tourism sector must be developed so that it can be used as one of the mainstay sectors in regional economic activities.

The development of tourism activities in a region will provide influence and encouragement for the development of other sectors, especially in expanding employment and business opportunities. Tourism is seen as an activity that has a multidimensional series of a development process. This is in line with what is stated in the Law of the Republic of Indonesia Number 10 of 2009 concerning Tourism (hereinafter referred to as the Tourism Law) which states that the implementation of tourism is aimed at increasing national income in order to improve the welfare and prosperity of the people, expand and equalize business and employment opportunities, encourage regional development, introduce and utilize tourist attractions and attractions in the Indonesia as well as fostering a sense of love for the homeland and strengthening friendship between nations. The development of tourism also encourages and accelerates economic growth.

The development of Bali Tourism is growing with the support of all potential aspects that are optimized. The culture and uniqueness of Balinese customs and its beautiful nature with various beauties in each potential managed with various packaging make Bali Tourism more developed. With the entry of investors who invest in this island, which is also known as the Island of the Gods, there are also more business opportunities and are able to add jobs as a workforce development for the people of Bali and the community around the island of Bali as well as jobs for all Indonesian residents for those who want to have a career and develop themselves in the field [Tourism](#).

Accommodation providers are one of the tourism businesses that are an important aspect of tourism activities. Therefore, many are competing to establish an accommodation service [1].<sup>1</sup> This is evidenced by the increasing number of star hotels, non-star hotels and tourist cottages that have sprung up in Bali. However, the rapid development and development from time to time does not only symbolize the success of the accommodation provider's own business. The reason is that the more hotels that are established, the greater the impact will be caused [1].<sup>2</sup>

One of the impacts that can be seen from the rapid development and development of an accommodation provider service is the practice of privatization. They think that privatization can provide more services to improve the comfort of visitors. So that later more visitors will be interested in the facility and use their services. In fact, with the privatization of many places that should be public or can be enjoyed together, in the end they can only be enjoyed by visitors from the accommodation provider. As a result, many of the local community and other tourists are unable to do various activities such as religious activities and recreation.

The practice of privatization began to emerge in the Sanur Beach Tourism Area, Denpasar. Many accommodation providers have begun to compartmentalize the beach border in the Sanur Beach area as their private area. In fact, not a few have built additional facilities in the privatized coastal border area. Meanwhile, the Coastal Boundary area should be a land area along the sea edge with a distance of at least 100m (one hundred meters) from the highest tide point to land which has important benefits to maintain the sustainability of coastal functions (Denpasar City Regulation Number 27 of 2011 concerning the Denpasar City Regional Spatial Plan 2011-2031). The use and utilization of the land must pay attention to the limitations of carrying capacity and public interest (Badung Regency Regional Regulation Number 26 of 2013 concerning the Badung Regency Regional Spatial Plan 2013-2033). One of the accommodation providers that is suspected of privatizing coastal borders is Santrian Resorts and Villas [2], [3].

Puri Santrian A Beach Resort and Spa carries out the practice of privatizing the beach border in the Sanur Beach area and also builds several hotel facilities in the coastal border area in Sanur Beach. The practice of privatizing the coastal border can be seen by the presence of a sign that reads "*This area is reserved for hotel guest activity*" Which means that the area has been booked for hotel visitor

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<sup>1</sup> Ari Artaya, 2016 "The Authority of the Badung Regency Government in Controlling Licensing for the Development of Tourism Accommodation Facilities." *Udayana Master Law Journal*, Issue 5, Vol. 3, pp. 543-558.

<sup>2</sup> *Ibid.*

activities. Meanwhile, one of the most prominent hotel facilities occupying the area of the beach border is Bar by The Sea owned by Puri Santrian A Beach Resort and Spa. The permanent building is only about five meters from the coastline. If privatization activities and the use of coastal boundaries continue to be carried out, it can cause limited space for users of public areas and also increase negative impacts due to disasters and damage to ecosystems.

## 2. LITERATURE REVIEW

### 2.1 *The Concept of Sustainable Tourism*

The development of sustainable tourism starts from the concept of *sustainable development*. Schouten stated the concept as follows [3]:<sup>3</sup>

*"The central concept behind sustainable development is that the future generations should have access to the same variety in nature and natural resources as we have at present. Sustainable development is an attempt to stop the ongoing destruction of our environment. Development should be aimed at the continuity of the accessibility of the resources. Diversity in nature can only survive by controlled and selective utilisation of the available".*

According to Schouten, there are three key elements that must be considered in tourism development, namely *the quality of the experience (customers)*, *the quality of the resources (culture and natural environment)*.

*Quality of life (for local people)*. These three elements are the minimum requirements for quality tourism, in the sense that there is a balance of harmony and harmony as much as possible. The relationship of these elements reflects what constitutes a basis or philosophy of sustainable development. With sustainable tourism development, it is hoped that the relationship between local communities, tourists and environmental/cultural resources can run in parallel and in harmony.

Tourism that prospers the community is tourism that places the community as the subject of development is a tourism development that is relevant to be prioritized today, so that the community not only learns skills for the management of various tourism businesses, but also understands more about the environment, thus the tourism development carried out not only provides benefits and progress for tourism, but further The community will also have a better understanding and awareness of the environment and various human cultures that are different from each other. Thus, the tourism development carried out will not only provide benefits and progress for tourism, but also to achieve various other life goals [4].<sup>4</sup>

The development of the tourism industry must be able to optimize its benefits for the welfare of its people. The development of a tourism industry that is oriented towards community empowerment that prioritizes the role and participation of local communities as the subject of tourism industry development. To support tourism development that makes the community the subject of development, it is necessary to have tourism education for the local community, always including community members in the decision-making process and in the regulation of a policy, the

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<sup>3</sup> F. Schouten, 1992, *"Cultural Tourism and Sustainable Cultural Development"*. Universal Tourism Enriching or Degrading Culture. In Nuryanti Windu (ed), Gajah Mada University Press, Yogyakarta.

<sup>4</sup> I Gde Ardika, 2001, *People-Based Sustainable Bali Tourism Development*. Denpasar, p. 30.

government ensures that the local community has received benefits from tourism industry activities especially for the welfare of the local community.

## 2.2 Policy Concept

A policy is a written rule that is a formal organizational decision, which is binding, that regulates behavior with the aim of creating a new value system in society. The policy itself will be the main reference for members of the organization or members of the community in behaving. Policies are usually *problem-solving* and proactive. Policies are also more adaptive and interpretive [5].<sup>5</sup>

The policy referred to in this discussion is a policy made by the Denpasar City Government regarding the practice of privatizing coastal borders. Nowadays, the practice of privatization has mushroomed in various regions. The excessive use of coastal boundaries certainly has a serious impact if carried out continuously. The coastal boundary is designated as one of the national protected areas that should be maintained for its preservation and existence. Government has full authority over the coastal border area along the Indonesian coastline. Coastal boundaries are included in the local protected area [6].<sup>6</sup>

## 2.3 The Concept of Privatization and Coastal Boundaries

Privatization is the process of transferring ownership from what was initially managed by the state and public institutions to individual and individual ownership [7].<sup>7</sup> In addition, privatization can be interpreted as a permanent transfer of goods and services production activities carried out by state companies to the private sector, or it can be said to be the process of transferring ownership from the public sector to the private sector [8].<sup>8</sup>

The concept of coastal boundaries according to Badung Regency Regional Regulation Number 26 of 2013 concerning the Badung Regency Regional Spatial Plan in 2013 is a local protection area along the coast that has important properties, to maintain the preservation and sanctity of the beach, building safety, and the availability of space for public traffic. One of the general provisions regarding the zoning of coastal boundary areas is land along the sea edge with a trough distance of a little 100 m (one hundred meters) from the highest tide point to land.

## 3. METHODS

This study uses a descriptive qualitative research method. Qualitative research is research that intends to understand the phenomena of what the research subject experiences such as behavior, perception, motivation, actions, etc. holistically, and by way of description in the form of words and language, in a special natural context and by utilizing various natural methods [9].<sup>9</sup> In addition, the descriptive method is a method of examining the status of a group of people, an object, a set of conditions, a system of thought or a class of events in the present with the aim of making a

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<sup>5</sup> William N Dunn, 1998, *Introduction to Public Policy Analysis*, Gamapress Publisher, Yogyakarta.

<sup>6</sup> Putri Kusuma Sanjiwani. 2016, "Legal Regulation Against Privatization of Coastal Borders by Tourism Entrepreneurs in Bali Province." *Journal of Tourism Destinations*, Udayana University, Denpasar.

<sup>7</sup> Mugiyanti, 2013, "Privatization of Public Assets as an Economic Policy According to the Concept of Al Milkiyah" *Al Hikmah* Vol.3, p. 29.

<sup>8</sup> Daulay, Nurika Khalila, 2014, "The Problems and Challenges of Privatization of Higher Education." *Tarbiyah Journal* Edition 21, Vol.2, p. 8.

<sup>9</sup> Lexy J. Moelong, 2017, *Qualitative Research Methodology*, Revised Edition, PT. Remaja Rosdakarya, Bandung, p. 6

systematic, factual and accurate description, description or painting of the facts, properties and relationships between the phenomena being investigated [10].<sup>10</sup>

Descriptive qualitative research in this study is used to describe and analyze in depth the analysis of public policy regarding hotel accommodation for tourism purposes in Bali, especially related to the practice of privatization of coastal border areas. This study seeks to describe how policies that have been made by the government are analyzed in the field and identify the factors that affect the success or failure of the policy analysis.

## 4. RESULTS AND DISCUSSION

### 4.1 Analysis of Public Policy for Hotel Accommodation Development

The increase in the role of the economic sector is one of the indicators for the achievement of a prosperous society, this has also been emphasized in the Constitution of the Republic of Indonesia of 1945 Article 33 (number 4). Furthermore, to emphasize that Indonesia is a welfare law country, it can be observed in the Proclamation of the 1945 Constitution of the Republic of Indonesia based on economic democracy with the principles of togetherness, efficiency, justice, sustainability, environmental insight, and independence. Furthermore, the improvement of the welfare of the economic sector is related to one of the aspects that comes from the improvement and development of the tourism aspect. The Tourism Law contains the philosophy that Tourism is organized for the welfare of the community. Tourism in terms of entertainment can be said to be a means of people's inner welfare.

In addition, the proper management of tourism places can be used as a business facility where the Regional Government obtains additional Regional Original Revenue (PAD), while the community who are doing business in the tourism sector can also enjoy material benefits. Viewed from a juridical point of view, as mandated in the Tourism Law, the trend of world tourism development from year to year shows very rapid development. This is caused, among other things, by changes in the socio-economic structure of countries in the world and the increasing number of people who have more and higher incomes. In addition, tourism has developed into a global phenomenon, a basic necessity, and a part of human rights that must be respected and protected.

Indonesia has abundant natural resources and priceless natural charm. In addition, Indonesia's strategic geographical location, diversity of languages and ethnicities, natural conditions, flora, and fauna, ancient relics, and historical, artistic, and cultural relics are gifts from God Almighty as resources and capital to increase the prosperity and welfare of the Indonesian nation as contained in Pancasila and aspired to in the Preamble to the 1945 Constitution of the Republic of Indonesia.

Public policy analysis is the most crucial thing in a stage of the public policy process, because how well a policy is designed or formulated, if it is not prepared and planned very well in its analysis, then the purpose of making a policy will not be realized. Tourism that prospers the community is tourism that places the community as the subject of development is a tourism development that is relevant to be prioritized today, so that the community not only learns skills for the management of various tourism businesses, but also understands the environment better, thus the tourism development carried out not only provides benefits and progress for tourism alone, but further The community will also have a better understanding and awareness of the environment and various human cultures that are different from each other. Thus, the tourism development carried out will not only provide benefits and progress for tourism, but also to achieve various other life goals [4].<sup>11</sup>

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<sup>10</sup> Moh. Nazir, 2005, *Research Methods*, Ghalia Indonesia, Jakarta, p. 54.

<sup>11</sup> I Gde, Ardika, 2001, *Development of Sustainable Tourism in Bali Based on People*, Denpasar.

In public policy studies, there are many models of public policy analysis. One of the public policy analysis models is the Edward III analysis model in Widodo[11]<sup>12</sup> where there are four factors or variables that affect the success or failure of policy analysis. The four variables and factors are *communications*, *resources*, *disposition*, and *bureaucratic structure*.

### 1. Communication

Communication is the most important thing in conveying information. Policy communication is the process of conveying information from policy *makers* to policy implementers. Communication needs to be carried out so that policy information can be understood by policy implementers/policy actors, so that policy implementers/actors are able to understand the objectives, direction, target groups, and substance of a policy. In policy analysis, preparation is needed to implement the policy, this is done so that the goals and objectives of the policy can run and be achieved for the benefit of the community in accordance with expectations. In this context, for example, the communication established between the Regional Government, namely the Governor as the head of the Provincial region and the Regent as the head of the district/city region, does not run well because it is hampered by their respective authorities in policy making. The overlap of authority results in the absence of uniformity in understanding the substance of the accommodation development moratorium policy. Communication that is not well built gives rise to new perceptions between the two parties. The Governor wants a moratorium on hotel accommodation construction to be implemented to reduce the amount of hotel growth so that it can be temporarily evaluated for its growth. One context, for example, the Governor issued a policy that aims to equalize the development of hotel tourism accommodation to other regions, considering that the excessive growth of hotel accommodation will give birth to new problems in the future. But in addition, the Regent issued a Regent Regulation (PERBUP) to control the construction of hotel accommodation. The district government argues that the district area still has opportunities for the construction of hotel accommodation. The two interests are not well communicated. Thus, this results in not producing a solution to the current tourism problem. In the end, the direction, goals and objectives of the hotel accommodation development moratorium policy issued by the Governor will not be achieved. If there is a willingness for cooperation and communication that is built and established with both parties, then the direction and objectives of the policy will find a solution without disturbing the interests of the regional head. So, in this problem, as policy makers, namely the governor and regent as policy implementers and local communities, there is no communication regulation that connects between policy makers, policy implementers and local communities will run independently without coordination. The implication of this regulation is that it has a direct impact on the target group that does not get a solution to the problems that occur.

Basically, in the context of communication, a policy is made to solve a problem that is happening. As such, the alignment to build good communication between the government, the community, and business actors is reflected in the participation of the community in the supervisory function and the village government in carrying out the supervisory function in coordination with the Tourism Office in controlling the construction of illegal villas without permits. This communication and cooperation is able to reduce the number of illegal villas, which is in line with the Tourism Office's target in controlling illegal villas. In addition, the level of awareness of illegal villa owners to make business licenses has also increased.

### 2. Resources

In the analysis of a policy, resources have the most important role. Resources in the analysis of a policy are, human resources, budget resources, and information resources and authority.

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<sup>12</sup> Joko Widodo, 2006, *Public Policy Analysis: The Concept and Application of Public Policy Process Analysis*, Bayumedia Publishing, Sidoarjo.

Human resources are the driving force of the government organization. Human resources also have a role in the success and failure of the implementation of policy.

The effectiveness of policy implementation affects the quantity (number) and quality (expertise) of its human resources. However, in the implementation of policies, it does not only rely on a large number of apparatus, the most important thing is the skills possessed to carry out their responsibilities and functions. That way, human resources as policy actors must find out various kinds of information to increase their insights. Information is also needed so that they know what the substance of the policy is. Problems that arise when human resources do not have sufficient knowledge about the substance of a policy, this lack of understanding causes the policy not to run effectively.

The limited number and low capacity of local government apparatus can be measured from the limited income of local government apparatus, disproportionate distribution, placement that is not in accordance with their work abilities and professionalism. The recruitment process and career pattern of government officials are also the cause of the quality of local government apparatus resources. Basic problems like this cause service performance to be slow, so there is no certainty of time, so that the performance is less responsive to the problems that are developing.

The success of a policy is also influenced by the compliance of human resources as policy actors with applicable rules. So that the authority they have can run well and effectively. The capacity and quality of the government apparatus that are not good will have implications for the inhibition of policy implementation.

### **3. Disposition**

In policy analysis, communication and resources are supporting factors in the realization of a policy. However, policy actors must also have a disposition. Disposition is the will, the desire of policy actors to implement a policy for the common good. This willingness or desire tends to arise when policy actors feel that this policy benefits their group and themselves. Therefore, understanding of policy implementers is very necessary so that policy implementers really understand the substance and objectives of the policy.

As is the case for example, in the analysis of the hotel accommodation moratorium policy issued by the Governor, and on the side of the Regent does not have the disposition or willingness to implement the policy. This is because the Regent of Badung is faced with his interest in increasing his regional income through hotel and restaurant taxes in the Badung Regency area. The response from the Regent to the moratorium policy on accommodation development is to refuse to stop development completely. So that the Regent can issue regulations on land area standards and room area as well as supporting facilities for hotels and condotels. From this arrangement, the region does not stop the construction of hotel accommodation completely, but does development control. Meanwhile, on the Governor's side, it is faced with its importance in regulating and rearranging the construction of hotel accommodation that has been considered to be overcapacity and for the sustainability of local tourism.

### **4. Bureaucratic Structure**

The last factor that affects the analysis of a policy is the bureaucratic structure. If, in the implementation of resource policies, communication and disposition have gone well. But the bureaucratic structure does not run well, so in the implementation of policies there will be an obstacle, namely the inefficiency and effectiveness of policy implementation. What includes aspects of organizational structure are organizational structure, division of authority, relationships between organizational units within the organization concerned, and organizational relationships with outside organizations. The structure of the policy bureaucracy also greatly affects policy actors in terms of disposition. Because the separate bureaucratic structure tends to cause conflicts between business actors which greatly affects the level of disposition.

The opinions of the two local governments that have a role in the implementation of tourism policies are often contradictory. There is no understanding in the implementation and commitment made by the government. There is a different understanding among local governments in understanding the substance and output of the policy. This inconsistency of the local government is what hinders the analysis of the development moratorium policy. There needs to be an understanding between local governments in following up on a policy that incidentally affects the sector.

#### 4.2 Analysis of Hotel Policy on Private Beach Border Areas

The privatization of the beach border carried out by Puri Santrian A Beach Resort and Spa can be seen from the various facilities of Puri Santrian A Beach Resort and Spa that are held along the beach border, such as a row of beach chairs and permanent buildings such as security posts, wooden altars and also a bar named "Bar by The Sea". In addition, there is also a sign that reads "*The Beach Facilities are for Puri Santrian Guest Only*" which means that the existing beach facilities are only for visitors to Puri Santrian and there is also a sign that reads "*This Area is Reserved for Hotel Guest Activity*" which means that the area has been reserved for the activities of visitors to Puri Santrian A Beach Resort and Spa. Even Puri Santrian Beach Resort and Spa built a temporary hut on the northern border of the beach which is used as a private boat parking lot belonging to Puri Santrian. Not only that, Puri Santrian A Beach Resort and Spa also privatizes the beach area that is parallel to the border of the beach. namely by installing buoy ropes that stretch along the beach area, in addition to that Puri Santrian A Beach Resort and Spa also places 2 (two) pairs of floating beach chairs in the beach area specifically for hotel visitors.

In addition, the privatization of the beach border carried out by Puri Santrian A Beach Resort and Spa can be seen from the various facilities of Puri Santrian A Beach Resort and Spa that are held along the beach border, such as a row of beach chairs and permanent buildings such as security guard posts, wooden altars and also a bar named "Bar by The Sea". In addition, there is also a sign that reads "*The Beach Facilities are for Puri Santrian Guest Only*" which means that the existing beach facilities are only for visitors to Puri Santrian and there is also a sign that reads "*This Area is Reserved for Hotel Guest Activity*" which means that the area has been reserved for the activities of visitors to Puri Santrian A Beach Resort and Spa. Even Puri Santrian A Beach Resort and Spa built a temporary hut on the northern border of the beach which is used for Puri Santrian's private boat parking lot. Not only that, Puri Santrian A Beach Resort and Spa also privatizes the beach area that is parallel to the border of the beach. namely by installing buoy ropes that stretch along the beach area, in addition to that Puri Santrian A Beach Resort and Spa also places 2 (two) pairs of floating beach chairs in the beach area specifically for hotel visitors.

In addition, other forms of privatization are clearly visible, such as the creation of permanent wooden floors with a size of almost half the area of the beach border area used as a base to place restaurant facilities such as tables and chairs. Plus, the placement of beach chairs in front of restaurant facilities which further narrows the area of the existing beach border. Also, the installation of buoy ropes is on the beach to mark the beach area which is a facility of Puri Santrian A Beach Resort and Spa.

The concept of coastal boundaries according to Badung Regency Regional Regulation Number 26 of 2013 concerning the Badung Regency Regional Spatial Plan in 2013 is a local protection area along the coast that has important properties, to maintain the preservation and sanctity of the beach, building safety, and the availability of space for public traffic. One of the general provisions regarding the zoning of coastal boundary areas is land along the sea edge with a trough distance of a little 100 m (one hundred meters) from the highest tide point to land.

Puri Santrian A Beach Resort and Spa's policy regarding tourist activities other than hotel visitors is strictly restricted. Tourists who are not visitors to Puri Santrian A Beach Resort and Spa are only allowed to pass by or play in a private area when the hotel's visitors are few or quiet. They are not allowed to use the existing hotel facilities at all. Even if the state of Puri Santrian A Beach

Resort and the spa is crowded with visitors, tourists other than visitors are not allowed to be in the beach border area or the beach that is privatized.

In addition, if there are tourists other than visitors to Puri Santrian A Beach Resort and Spa, who book the facilities provided such as beach chairs or want to enjoy *Bar by The Sea* It is also not allowed. The facility is really dedicated to visitors who make hotel reservations.

The Puri Santrian A Beach Resort and Spa Policy regarding community activities is considered quite restrictive, because people cannot carry out activities freely in the coastal border area and beaches that are privatized. Indeed, the community can still do recreational activities in the area, but most of the activities such as melasti, fishermen's activities such as going to sea, fishing and leaning on their boats prefer to do it in other places that are not privatized areas. This is also due to the existence of buoy ropes that are deliberately made to provide a boundary to the privatized area.

The policy set regarding community activities towards the privatized coastal border area is that people can still use the privatized coastal and beach border areas only for water play or fishing. Religious activities such as Melasti were never carried out there. In addition, fishermen's boats are also prohibited from docking in the coastal border area and privatized beaches.

Puri Santrian A Beach Resort and Spa's policy regarding informal sector business activities in the tourism sector according to traders around is very regrettable, because in recent years traders are really not allowed to trade in privatized areas, even though they were still allowed in the past. So, if there are Puri Santrian A Beach Resort and Spa employees or Puri Santrian A Beach Resort and Spa guests who want to buy, they can be served.

It is quoted from the source that emphasizing that traders and informal sector business actors in the tourism sector are not allowed to roam in the privatized area, so that it can be concluded that the policy set regarding business activities in the informal sector in the tourism sector towards the coastal border area that is privatized can be said to be quite strict, because the security officers of Puri Santrian A Beach Resort and Spa really prohibit informal sector businesses in the tourism sector trade in privatized areas. From the employees of Puri Santrian A Beach Resort and Spa, they also have to secretly if they want to buy merchandise from the informal sector business actors in the tourism sector.

The Denpasar City Government has issued several policies in laws and regulations for the protection of coastal borders, the policies are contained in:

1. Denpasar City Regional Regulation Number 27 of 2011 concerning the Denpasar City Regional Spatial Plan for 2011-2031, in which the regulation the coastal boundary is regulated in Article 1 paragraph 48 concerning the definition of coastal boundaries and Article 83 Paragraph 3 which discusses the general provisions of zoning regulations for coastal boundary areas.
2. Regulation of the Mayor of Denpasar Number 6 of 2013 concerning Zoning Regulations of the Sanur Strategic Area, in which the regulation the coastal boundary is regulated in Article 1 Paragraph 27 concerning the definition of coastal boundaries and Article 12 which discusses the regulations for coastal boundary zone activities, technical provisions of coastal boundary zones, infrastructure and minimum facilities in the coastal boundary zone and other necessary provisions.
3. Regulation of the Mayor of Denpasar Number 12 of 2014 concerning Zoning Regulations of South Denpasar District, in which the regulation of coastal boundaries is regulated in Article 1 Paragraph 30 concerning the definition of coastal boundaries and Article 14 which discusses the provisions of coastal boundary zones for activities and land use, provisions for the intensity of space utilization, provisions for infrastructure and minimum facilities and other provisions needed.
4. Denpasar City Regional Regulation Number 5 of 2015 concerning Buildings, in which the regulation the coastal boundary is regulated in Article 25 Paragraph 2 regarding the location of the boundary line of the outermost building for the coastal area and Article

26 Paragraph 9 which states that the provisions regarding buildings around the coastal boundary line are regulated in the RTRW (Regional Spatial Plan).

If examined from the above laws and regulations, there are indeed regulations that regulate the practice of privatizing the coast border directly. The Denpasar City Government only explains about the zone and function of the beach border itself. There is no regulation to follow up on the existing practice of privatizing coastal borders. The practice of privatizing the coastal border has become one of the violations when viewed from existing regulations.

**Consistency Government** The policy of privatizing the coastal border is still very far from perfect. This can be proven by the reality on the ground where the practice of privatizing the coastal border in Sanur Beach continues to run and is safe. The laws and regulations and policies made have not been implemented as they should.

The absence of regulations that explicitly follow up on anyone who violates the coastal border privatization policy is one of the reasons why this privatization practice continues. In addition, the policy regarding coastal borders, which is still relatively new, is an obstacle for the government. It is very difficult to change the habits that have been practiced for a long time by those who carry out privatization. Where in this discussion, Puri Santrian A Beach Resort and Spa has been established for a long time, while the policy made by the Denpasar City government was only issued in 2011 which means that the policy has only been running for 7 years.

The comfort and safety of hotel visitors is often used as a cover for privatization practices where the area belongs to the hotel or has become a hotel facility, so that the hotel has authority over the beach border area and the beach area. However, when asked further about the use of the beach border area and the beach area, the hotel admitted that it had obtained permission from the local government.

Another problem that can also be understood is whether there is a background agreement between the hotel owner and the local government which finally makes the privatization practice carried out by Puri Santrian A Beach Resort and Spa legalized. Furthermore, this is the practice of sharing profits between the hotel and the government.

From the description above, we can understand that the government is still inconsistent with the policies that have been made. This makes the government seem to turn a blind eye to the privatization practices carried out. This is because in reality there are still many privatization practices that are still carried out by various parties, which in this discussion is carried out by Puri Santrian A Beach Resort and Spa.

## CONCLUSION

1. Factors that result in the non-implementation of hotel accommodation policies include communication, resources, disposition (willingness), and bureaucratic structures that do not run optimally. Each of the four factors has its own role, method or mechanism, problems and efforts to solve them but are interrelated to each other. These four factors are very important for the success of policy analysis and also determine in achieving goals. There needs to be good regulations in the planning, implementation and supervision of tourism development, especially hotel policy analysis in order to create good management and regulation.
2. Puri Santrian A Beach Resort and Spa carries out the practice of privatizing the beach border which is directly opposite the hotel location. As a result, many activities from tourists, the community or informal business actors in the tourism sector are disrupted because they are limited in carrying out activities such as recreation, doing religious activities, fishing and selling. Although laws and regulations have been made regarding coastal boundaries, there is still no policy that specifically regulates the practice of privatization of coastal borders.

The government's policy that is still not firm in following up on coastal border violations is one of the reasons why until now the practice of privatizing coastal borders is still rampant.

## SUGGESTIONS

1. The role of local governments as a bridge to build changes in the implications of tourism development plays a very important role, and must innovate local government policies, as well as carry out synergy in carrying out development in response to the needs of tourism development at large to realize a better image of tourism destinations.
2. The excessive use of the coastal border area will have a bad impact if carried out continuously. Therefore, there needs to be awareness from both the government, accommodation providers and local communities about the use of coastal border areas in accordance with their functions. A firm policy regarding the practice of privatizing the coastal border from the government is also expected to be realized soon so that everything can run as it should

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