



# Pros and Cons of Bali Governor Regulation Number 1545 of 2019 on KB Krama Bali against the Increasingly Dense Conditions of Bali

**Ni Luh Dinda Juliastari<sup>1\*</sup>, I Nengah Suastika<sup>2</sup>, I Putu Windu Merta Sujana<sup>3</sup>, Kadek Sulastini<sup>4</sup>, Gusti Ayu Ghea Vanny Mataram<sup>5</sup>, Made Saputra Widiarsa<sup>6</sup>, Kadek Desyani Utami Dewi<sup>7</sup>, and Kadek Bagus Raditya Saputra<sup>8</sup>**

<sup>1,2,3,4,5,6,7,8</sup> *Hukum dan Kewarganegaraan, Universitas Pendidikan Ganesha, Singaraja, Indonesia*

\*Corresponding author: [dinda.juliastari@student.undiksha.ac.id](mailto:dinda.juliastari@student.undiksha.ac.id)

## Abstrak

Peraturan Gubernur Bali Nomor 1545 Tahun 2019 tentang Krama Bali (KB Bali) diterbitkan sebagai bagian dari upaya pelestarian budaya dan penguatan identitas lokal masyarakat Bali. Kebijakan ini mendorong penduduk non-pribumi yang telah lama tinggal di Bali untuk menjadi bagian dari masyarakat adat melalui mekanisme KB Bali. Di satu sisi, peraturan ini dinilai sebagai langkah positif untuk melestarikan budaya dan memperkuat hubungan sosial di tengah arus migrasi yang tinggi. Namun, di sisi lain, terdapat sejumlah kritik terkait inklusivitas, potensi diskriminasi, dan relevansi kebijakan ini dengan realitas Bali yang semakin padat dan urban. Artikel ini membahas berbagai pandangan pro dan kontra terhadap kebijakan keluarga berencana Bali dengan pendekatan kualitatif melalui studi literatur dan opini publik. Hasil analisis menunjukkan bahwa meskipun tujuan kebijakan ini berakar pada pelestarian budaya, perlu dilakukan evaluasi lebih lanjut terhadap implementasinya di lapangan agar tidak memperkuat eksklusivitas sosial di tengah kebutuhan integrasi masyarakat yang heterogen di Bali.

**Kata kunci:** Krama Bali, Peraturan Gubernur Bali, kepadatan penduduk, budaya lokal, migrasi, integrasi sosial

## Abstract

*Bali Governor Regulation Number 1545 of 2019 concerning Krama Bali (KB Bali) was issued as part of efforts to preserve the culture and strengthen the local identity of the Balinese people. This policy encourages non-indigenous residents who live in Bali for a long time to become part of the indigenous community through the mechanism of KB Bali. On the one hand, this regulation is considered a positive step to preserve culture and strengthen social connections amidst high migration flows. However, on the other hand, there have been a number of criticisms regarding inclusivity, potential discrimination, and the relevance of this policy to the reality of an increasingly demographically dense and urbanized Bali. This article discusses the various pro and con views of the Bali family planning policy with a qualitative approach through literature and public opinion studies. The results of the analysis show that although the intention of this policy is rooted in cultural preservation, there needs to be further evaluation of the implementation on the ground so as not to reinforce social exclusivity in the midst of the need for integration of heterogeneous communities in Bali.*

**Keywords:** Krama Bali, Bali Governor Regulation, population density, local culture, migration, social integration

## 1. INTRODUCTION

The island of Bali is one of Indonesia's and the world's leading destinations, known for its natural beauty and rich culture and customs. However, in recent decades, the increase in population due to migration from outside the region as well as the growth of the tourism sector has caused significant changes to the social and cultural structure of Balinese society. Rapid urbanization and a surge in the migrant population pose new challenges in maintaining local cultural identity while maintaining a balanced society.

In response to these challenges, the Bali Provincial Government issued Bali Governor Regulation Number 1545 of 2019 concerning Krama Bali. This policy aims to regulate the participation of migrants in traditional life through two main categories, namely Krama Tamu

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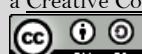
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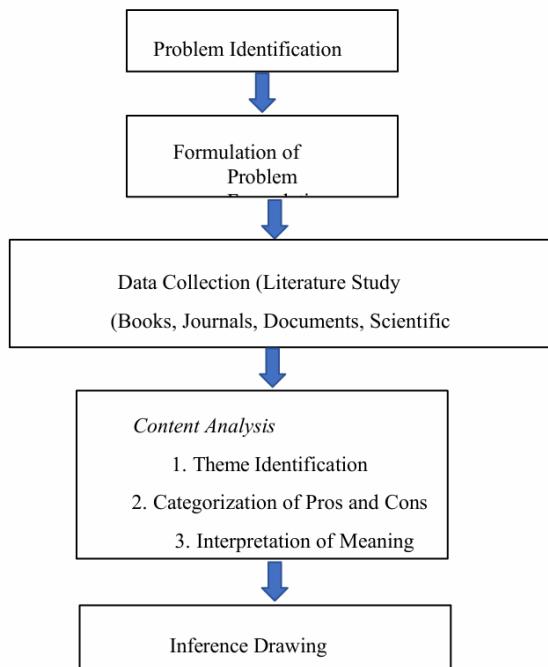
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(guests who live temporarily) and Krama Mipil (migrants who stay and are active in traditional activities). Normatively, this regulation aims to strengthen social integration and the preservation of local culture amidst the dynamics of demographic change. Caused by economic growth, migration, and urbanization, Bali's population density is increasing, especially in urban areas. This increase has the potential to cause various social, economic, and environmental problems, including congestion, decreased quality of life, and pressure on natural resources. Bali Governor's Regulation No. 1545 of 2019 on Krama Bali Family Planning (KB) was created in this situation with the aim of regulating and disseminating the KB program with a focus on local wisdom. The background of this regulation is the need to stop unbalanced population growth and improve people's quality of life. The Governor of Bali, I Wayan Koster, requested that family planning campaigns that emphasize two children are enough be stopped, encouraging families to have more than one child in accordance with local traditions, and emphasizing the importance of education and counseling on reproductive health and family planning. There are pros and cons to this regulation. On the one hand, this regulation can help strengthen Bali's social and cultural structure by encouraging diversity in the number of children in accordance with local wisdom and reducing the negative stigma against large families. On the other hand, there are concerns that this regulation could exacerbate the problem of overcrowding if not matched with adequate education and health programs, and could increase the economic burden on families and their beneficiaries (Jaya & Udytama, 2021). However, the implementation of this policy has generated various responses from the community, both supportive and critical. On the one hand, this policy is considered capable of maintaining the sustainability of local customs and identity. On the other hand, there are concerns about the potential for social exclusivity, inequality of rights and obligations between local residents and migrants, and the relevance of these regulations to the main challenges faced by Bali, namely population density and limited living space. The objectives of this article are: 1) to describe the content and purpose of Bali Governor Regulation No. 1545/2019; 2) to analyze the pro and con arguments regarding the regulation's impact on Bali's population density; 3) to identify the regulation's implications on various aspects of Balinese life.

## 2. METHOD

This research uses a qualitative method with a descriptive approach based on library research to answer three problem formulations, namely the increasing population density in Bali, as well as describing the Bali Governor Regulation Number 1545 of 2019 concerning KB Krama Bali and discussing the pros and cons related to the regulation in relation to population density. The research data was collected by reviewing various written sources such as scientific journals, articles, books, and official government documents that examine the pros and cons of the Bali Governor's regulation. The data obtained was then analyzed using content analysis techniques by identifying, classifying, and interpreting the main themes related to the research topic. This process includes data reduction, categorization of key issues such as arguments for and against the policy, and interpretation of the meaning of the various perspectives found in the literature. Through this method, it is hoped that the research can provide an in-depth and comprehensive picture of the Pros and Cons of the Bali Governor's Regulation Number 1545 of 2019 on family planning for Balinese krama against the increasingly crowded conditions of Bali.



**Fig. 1.** Research Flow Chart

### 3. RESULT DAN DISCUSSION

Table 1. Summary of Previous Research related to the Pros and Cons of Bali Governor Regulation No. 1545 of 2019 on KB Krama Bali.

No	Title/Source	Research Method	Main Findings	Pros and Cons/Issues Main Issue
1	Stigma towards Childfree Individuals in the Community in Denpasar City (Nugroho, B., et al. 2024)	Literature Study	Bali Governor Instruction No. 1545/2019 encourages families to have four children, in line with the Balinese naming system.	Pros: Supports traditional naming systems. Cons: Social pressure, not friendly to childfree options, potential for density naming system of Bali. However, there is stigma individuals who a for choose childfree, reinforcing the social pressure

				to have many children.
2	The Discourse of KB Krama Bali: An Analysis of Citizens' Perceptions on Facebook Social Media (Sarmita, I. 2019)	Literature Study	The majority of netizens (47%) agreed with Krama Bali family planning for reasons of cultural preservation, but there were concerns about overcrowding and the economic burden on families. cultural preservation, but there are concerns about overcrowding and the economic burden on families.	Pros: Cultural preservation, local identity. Cons: Economic pressure, risk of overcrowding.
3	The Discourse of KB Krama Bali: An Analysis of Citizens' Perceptions on Facebook Social Media (Sarmita, I. 2019) Juridical Analysis of Family Planning Program in Hindu Law (Sridiani, N., et al. 2021).	Qualitative, Literature Study	Krama Bali family planning is regulated to respect reproductive rights and local wisdom, but contradicts the national family planning principle of "two children are enough". There are concerns that this policy could worsen population density if not accompanied by education and birth control.	Pros: Respect for local wisdom and reproductive rights. and reproductive rights. Cons: Potential population surge, out of sync with national policies.
4	Governor's Instruction:	Qualitative and Document Analysis	This affirms Krama Bali's	Pro: Respect for rights and

	Campaign and Socialize KB Krama Bali (Sepang Buleleng Village Website, 2020).	right to have more than two children, in contrast to the national program. national program. The central government considers it part of diversity, but leaves the decision to family to each family.	cultural diversity. Cons: Not in line with national population control efforts.
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### Pros and Cons of Bali Governor Regulation No. 1545/2019

No	Aspect	Pros	Cons
1	Culture	Able to preserve Balinese culture and local identity by strengthening the social structure of indigenous communities	Has the potential to strengthen social exclusivity, creates inequality of rights and obligations between local residents and migrants.
2	Economy	Can reduce the stigma towards extended family as per with the local wisdom prevailing in the area.	Economic increases, burden family causing social inequality, the quality of life that decreases due to not being balanced with education.
3	Social	Encouraging adanya social integration through the categories of Krama Tamiu and Krama Mipil.	The emergence of stigma for childfree individuals or small which creates social pressure to have many children.
4	Population	Can accommodate local traditions in family planning.	Has the potential to lead to overcrowding, pressure on infrastructure and natural resources
5	Policy	Generates a sense of respect for the	Resulting in the

		cultural diversity and reproductive rights of Balinese people.	existence of the national program "two children is enough" becomes out of sync and causes a dilemma of harmonization. Harmonization policy harmonization dilemma.
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Table 3. Policy Implications for Life in Bali

No	Aspect	Implication
1	Social	Infrastructure development often disrupts traditional ceremonies, threatens cultural identity, creates social tensions.
2	Economy	Tourism as a pillar of the economy affected by budget cuts budget cuts, decreased demand, and the economic burden on extended families.
3	Environment	Land conversion, plastic pollution, coral reef destruction, and the risk disaster of environmental disasters are increasing due to rapid growth.
4	Demographics	Urbanization and migration change the socio-cultural structure, exacerbating urban overcrowding and limited living space.

### 3.1 Pro Policy of Bali Governor Regulation Number 1545 of 2019

Bali Governor Regulation Number 1545 of 2019 is a very important policy in an effort to maintain and preserve the culture and local identity of the Balinese people who are rich in traditions and local wisdom, especially in terms of customary social structures and naming systems that have been passed down for generations. This policy provides an opportunity for Balinese families to have more than two children, which is in line with cultural values that value the existence of extended families as the main pillar in the social and economic life of indigenous peoples. Thus, this policy not only serves as a means of cultural preservation, but also strengthens social integration between natives and migrants through regulating the status of Krama Bali, such as Krama Tamiu and Krama Mipil, which maintains social harmony and cohesion in the midst of demographic changes that occur due to urbanization and migration. It also respects individual reproductive rights and the diversity of family choices, allowing communities to determine the number of children according to their traditions and needs without pressure from more general national policies. This makes the policy an adaptive and contextual response to the demographic and social conditions in Bali that are different from the rest of Indonesia, making the solutions offered more relevant and appropriate to the needs of the local community. Furthermore, in Balinese tradition, extended families are often a very important source of social and economic support, where extensive family networks can strengthen the economic and social resilience of the community as a whole. Therefore, this policy not only strengthens the cultural and social aspects, but also contributes to the strengthening of the economic structure of Balinese society, while maintaining the sustainability of traditional values that have become the island's distinctive identity amidst the

ongoing globalization and modernization. Thus, this Governor Regulation is a strategic instrument that is able to answer the needs of cultural preservation while strengthening the socio-economic foundations of Balinese society as a whole.

### **3.2 Cons of Bali Governor Regulation Number 1545 of 2019**

On the other hand, this policy also raises a number of challenges and criticisms that cannot be ignored. One of the main problems facing Bali today is the increasing population density, triggered by the rate of urbanization and the flow of population migration from outside the region. This has put increasing pressure on Bali's natural resources, public facilities and infrastructure, especially in urban areas and major tourist destinations. When this policy allows or even encourages families to have more than two children, it is feared that the overcrowding problem will worsen. This has the potential to exacerbate the burden on already limited health, education, transportation, and environmental facilities, thereby reducing the overall quality of life of the community. In addition, massive infrastructure development undertaken to support the growth of the tourism sector often clashes with the religious ceremonies and cultural traditions of local communities. Many development projects alter the landscape of villages and towns, sometimes forcing indigenous communities to adapt or give in to economic interests. The tension between cultural preservation and the achievement of economic benefits is becoming increasingly apparent, because on the one hand, tourism requires modernization and adequate facilities, but on the other hand, modernization is often at the expense of cultural values and local wisdom that are the identity of Bali. This policy also has the potential to strengthen social exclusivity and create stigma in the community. Individuals or families who choose to be childfree or have only a few children may face social pressure, discrimination, and even be considered not in line with traditional values. This phenomenon can reinforce social boundaries between the majority group that follows tradition and the minority group with different life choices, hindering social integration efforts in an increasingly heterogeneous Balinese society. Equally important, the incompatibility of this policy with the national "two children is enough" program also poses a serious policy dilemma. On the one hand, the local government wants to preserve local culture and wisdom through policies that support large families. On the other hand, the central government through the Family Planning (KB) program seeks to control the national population growth rate in order to maintain a balance between population and resource availability. This difference in orientation poses a challenge in policy harmonization, where the interests of local cultural preservation must be balanced with the broader needs of population control. If not managed well, this mismatch can lead to confusion at the community level, as well as hamper the effectiveness of development policies at both the regional and national levels. Thus, while Bali Governor Regulation No. 1545/2019 has good intentions in safeguarding local culture and identity, its implementation needs to be thoroughly evaluated so as not to cause greater negative impacts on population density, social integration, and environmental sustainability in Bali.

### **3.3 Social Dynamics and Community Expectations**

The rapid demographic changes and urbanization in Bali over the past few decades have had a significant impact on the social and cultural structure of local communities. The surge in population, both due to natural growth and migration from outside the region, has created new dynamics in social life. Balinese people now face a complex dilemma between the need to continue to encourage economic development, especially through the tourism sector which is the backbone of the regional economy with efforts to preserve culture and protect the environment. Massive infrastructure development, such as hotels, highways, and other tourist facilities, does contribute positively to economic growth and job creation. However, on the other hand, this development also brings social and cultural consequences that cannot be

ignored. Many local communities have to adapt to changes in the landscape and patterns of life, and it is not uncommon for traditional values to shift due to the influx of external culture and modernization. Bali's cultural identity, which has been the main attraction for tourists, is also threatened with erosion if it is not properly maintained. In addition to socio-cultural challenges, uncontrolled tourism growth also has a serious impact on environmental sustainability. Plastic pollution, conversion of agricultural land into tourist areas, and damage to marine ecosystems such as coral reefs due to massive tourism activities, are increasingly worrying environmental issues. This decline in environmental quality not only affects public health, but also threatens the sustainability of the tourism sector itself. This situation encourages the community and local government to find a balance point between economic growth, cultural preservation, and environmental protection. The hope of the Balinese people is the creation of sustainable development, where economic progress can be achieved without sacrificing cultural identity and natural preservation. The Bali Provincial Government has demonstrated its commitment to this issue through various policies, such as the issuance of Bali Governor Regulation No. 97 of 2018 that limits the use of single-use plastics, as well as Bali Provincial Secretary Circular Letter No. 2 of 2025 that emphasizes the importance of waste management and environmental preservation. However, big challenges still loom over the implementation of these policies. Strong synergy between the government, indigenous people, businesses, and all stakeholders is needed to ensure that development in Bali is not only oriented towards economic benefits, but also pays attention to social and environmental aspects. Educating the public about the importance of preserving culture and the environment, as well as strengthening the role of local communities in development decision-making, are the main keys in realizing these expectations. Thus, the current social dynamics in Bali reflect the need for a more holistic and inclusive approach to development. The community's hope is that Bali remains a sustainable, harmonious, and competitive island, without losing its identity and cultural heritage amid the ongoing globalization and modernization (Fadila, B. G. et al. 2022).

### **3.4 Research Implications**

(1) Social Implications: The policy of major infrastructure development in Bali has raised significant concerns regarding the preservation of the local culture that has been the main characteristic and identity of the Balinese people. Development projects such as roads, hotels, shopping centers, and other tourism facilities often disrupt religious ceremonies and cultural events that are an integral part of indigenous life. This disruption not only causes physical discomfort, but also creates social and psychological tensions between efforts to maintain Bali's cultural integrity and the drive for economic gain from the rapidly growing tourism sector. In addition, massive infrastructure development is also drastically changing the natural landscape and the structure of local communities. These changes have the potential to erode long-held cultural values and traditions, as indigenous communities must adapt to an increasingly modern and commercialized environment. In the long run, these threats to cultural identity can lead to a sense of loss and alienation among local communities, which can ultimately affect social cohesion and the sustainability of Balinese culture as a whole. Therefore, development policies need to be designed and implemented with cultural sensitivity in mind and involve the active participation of indigenous communities so that the balance between economic development and cultural preservation can be maintained in a sustainable manner. (2) Economic Implications: Tourism is the main pillar of Bali's economy, with investment and consumption in this sector being the main contributors to regional economic growth. However, the government's budget cut policy, as stated in Presidential Instruction No. 1 Year 2025, has had a significant negative impact on the hospitality industry and other related services. The budget reduction has led to reduced demand for accommodation, conference facilities, and other supporting tourism services. This impact is not only felt by business owners who experience a

decrease in income, but also affects the workforce who rely heavily on the tourism sector as their main source of income. This condition poses a serious challenge to Bali's economic sustainability, especially in maintaining the stability of employment and the welfare of people who depend on the tourism industry. (3) Environmental Implications: The rapid growth of the tourism industry in Bali has led to significant land conversion, with many agricultural lands and natural forests being converted into tourist areas and supporting infrastructure development. These changes directly threaten environmental sustainability and the health of local communities who rely heavily on healthy ecosystems. Currently, the amount of forest in Bali has been drastically reduced to less than 30% of the total area, increasing the risk of environmental disasters such as floods and landslides that occur more frequently. In addition, massive infrastructure development has also contributed to an increase in plastic pollution that pollutes both land and water, damaging the beauty of Bali's beaches and marine environment that has been the main attraction of tourism. Uncontrolled tourism activities, such as diving and snorkeling without adequate supervision, also damage coral reefs, which are an important part of Bali's marine biodiversity and act as a natural barrier to the coast from abrasion and large waves. This condition raises serious concerns for the sustainability of marine ecosystems and the quality of life of Balinese people in the future if not immediately addressed with more effective conservation and management measures.

### 3.5 Relevance and Relationship to Previous Research

The discussion in this study is in line with the findings of various previous studies that highlight that Bali Governor Regulation Number 1545 of 2019 is a complex and multidimensional policy. This policy was born from efforts to preserve culture and strengthen the local identity of the Balinese people, as well as in response to demographic changes due to rapid migration and urbanization. A number of previous studies, such as those conducted by Nugroho et al. (2024), Sarmita (2019), and Sridiani et al. (2021), show that this policy has strong support in terms of cultural preservation, respect for reproductive rights, and strengthening the social structure of Balinese indigenous communities. This is considered important in maintaining the sustainability of local traditions and identities in the midst of globalization and rapid social change. However, these studies also highlight a number of concerns that have arisen as a result of the implementation of this policy. One of the main issues is the potential for increased population density, which could put pressure on natural resources, public facilities and infrastructure, especially in already dense urban areas. In addition, the policy has not been fully aligned with the national population control program "two children is enough", creating a dilemma between local cultural preservation and national population control needs. Several studies have also highlighted the emergence of social stigma and exclusivity towards individuals or families who choose to have fewer or no children (childfree), which can trigger social tensions and reduce the quality of integration in an increasingly heterogeneous society. The results of these previous studies strengthen the argument that Bali Governor Regulation No. 1545/2019 requires continuous evaluation and supervision so that its implementation does not cause wider negative impacts. Effective socialization to the community, education related to family planning, and harmonization between regional and national policies are needed so that the goal of sustainable development in Bali can be achieved without compromising the cultural identity and quality of life of the community. Thus, this research not only confirms the importance of cultural preservation, but also emphasizes the need for an adaptive and inclusive approach in formulating public policies in the midst of evolving social, economic and environmental dynamics. In addition, collaboration between various stakeholders, including the government, indigenous peoples, academia and the private sector, is key to the successful implementation of this policy. This participatory approach is expected to ensure that the resulting policies truly reflect the needs and aspirations of the

Balinese people at large

#### 4. CONCLUSION

Based on the analysis of the pros and cons of Bali Governor Regulation Number 1545 of 2019 concerning KB Krama Bali, it can be concluded that this policy was born from efforts to preserve the culture and strengthen the local identity of the Balinese people in the midst of high migration and urbanization. This policy is designed to strengthen Balinese social structures and customs, as well as encourage the integration of migrants into the local community through the Krama Bali mechanism. On the one hand, this regulation is considered positive because it is able to maintain the sustainability of customs, strengthen social integration, and respect local rights and wisdom in family planning. In addition, this policy also seeks to reduce the stigma against large families and provide space for diversity in the number of children according to local traditions. On the other hand, this policy raises concerns regarding the potential for increased population density, pressure on natural resources and infrastructure, as well as the risk of social exclusivity and stigmatization of individuals who choose to be childfree. The implementation of this policy has also not been fully aligned with the national population control program "two children is enough", creating a dilemma between local cultural preservation and national population control needs. In addition, if not balanced with education, equal access to education and health, and strengthening the family economy, this policy has the potential to exacerbate social inequality and reduce the quality of life of the community. Thus, the implementation of Bali Governor Regulation Number 1545 of 2019 needs to be continuously reviewed and evaluated on an ongoing basis. Effective socialization, education to the community, and harmonization between regional and national policies are needed so that this policy can truly answer Bali's social, economic and environmental challenges in a sustainable manner without compromising the cultural identity and quality of life of its people. An adaptive and inclusive approach is needed so that this policy can provide optimal benefits for all levels of Balinese society in the future.

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