

TOURISM VILLAGE RESILIENCE AND ADAPTIVE STRATEGIES AMID DUAL POLICY SHOCKS: EMPIRICAL EVIDENCE FROM COMMUNITY-BASED TOURISM IN INDONESIA

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Article Info	Abstract
<p>Keywords: adaptive strategy; budget efficiency, policy impact; study tour restriction; tourism village resilience;</p> <p>Received: November 14, 2025</p> <p>Approved: May 29, 2026</p> <p>Published: June 29, 2026</p>	<p>This research aims to examine the impact of budget efficiency and study tour restrictions on the performance and economic resilience of tourism villages in Indonesia. The research focuses on two major policy interventions: Presidential Instruction No. 1 of 2025 concerning budget efficiency and the West Java Governor's Circular Letter restricting school-organized study tours—both of which have reshaped patterns of public spending and tourism demand. Employing a descriptive survey approach, data were collected from 85 tourism village managers across Indonesia through an online survey conducted in the first quarter of 2025. The findings reveal that 48.2% of respondents experienced booking cancellations and revenue declines, primarily from institutional and educational markets, while 64% identified limited local government program support as the main barrier to economic recovery. Despite these policy pressures, most tourism villages demonstrated adaptive resilience by engaging in digital promotion, product innovation, and market diversification. Moreover, there was a notable spatial shift in visitor origins from West Java and Yogyakarta to Central and East Java, indicating proactive market repositioning to mitigate policy-induced demand shocks. Conceptually, these findings demonstrate that community-based tourism (CBT) resilience is not merely a passive capacity to absorb regulatory shocks, but a dynamic, evolutionary process governed by community agency and digital agility. Theoretically, this study advances tourism governance literature by demonstrating how localized adaptations can decouple rural destinations from institutional market structural dependencies. Ultimately, it underscores the need for an evolutionary framework in tourism policy that balances centralized structural regulations with community-led socio-ecological adaptation. The research concludes that sustaining tourism village resilience requires integrated, participatory, and cross-sectoral policy coordination connecting education, tourism, and local governance.</p>



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INTRODUCTION

Over the past decade, the direction of tourism development has shifted from a mass tourism approach toward a more sustainable, experience-based tourism model that emphasizes local community empowerment (Baiquni & Dzulkifli, 2019; Magnusson et al., 2024; A. M. Purnomo, 2025). In line with these changes, the community-based tourism (CBT) sector—particularly through the development of tourism villages and hamlets—has become a strategic pillar in efforts to strengthen rural community independence and promote inclusive economic growth in Indonesia (Djuwendah et al., 2023; Pramono & Juliana, 2025; Rahman et al., 2025). Several studies have also confirmed that a CBT approach can generate employment opportunities for the community and foster the preservation of culture and the environment (El Yamin et al., 2024; Hariyadi et al., 2024; Nirmala et al., 2024). However, tourism villages and hamlets remain highly vulnerable to external shocks—both in terms of tourist market fluctuations and variations in public and fiscal policy support (Ariyani & Fauzi, 2024; Aryaningtyas et al., 2024; Pramono & Juliana, 2025). The concept of economic resilience in rural tourism destinations has therefore become increasingly important, as the ability to adapt, diversify products, build community networks, and secure institutional support are key determinants of the sustainability and growth of tourism villages and hamlets amid various pressures (Ariyani & Fauzi, 2024).

At the national level, the Indonesian Government established a policy framework through Presidential Instruction No.1 of 2025 concerning the Enhancement of Efficiency in the Implementation of the State Budget (APBN) and Regional Budgets (APBD) for Fiscal Year 2025. This policy emphasizes the need for efficient budget utilization, optimization of public spending, and prioritization of development programs funded by both the APBN and APBD. The implementation of this budget efficiency initiative has the potential to reduce non-priority activities, such as official travel, training, and community capacity-building programs, which have served as key channels of support for tourism villages and hamlets. A decline in the frequency of these programs may limit opportunities to strengthen institutional capacity and foster innovation in tourism village management. In this context, various studies highlight the strategic role of local governments as facilitators of training and mentoring for the communities of both tourism villages and hamlets to improve human resource competence and strengthen the competitiveness of community-based tourism destinations (Ferdian et al., 2024; Purnawan & Rahmanita, 2025; S. Purnomo & Purwandari, 2025). Consistently, Hamdan (2025) demonstrated that government support and stakeholder collaboration are key factors promoting market orientation and the economic sustainability of tourism villages and hamlets (Hamdan et al., 2025).

At the West Java provincial level, education policies have also influenced local tourism dynamics. This has been evident since the issuance of the West Java Governor's Circular Letter No. 45/PK.03.03/KESRA concerning "Nine Steps to Advancing Education in West Java Towards the Realization of the Panca Waluya Gate". The policy includes restrictions on study tours or school field trips as part of an efficiency initiative aimed at strengthening student character and optimizing education budget allocations. These restrictions not only limit opportunities for experiential learning but also indirectly affect the local tourism sector, particularly destinations that rely on educational visits such as



tourism villages (Putra Setya et al., 2025). Various studies have shown that school holidays and group visit activities contribute significantly to local income and tourist accommodation occupancy rates (Chandra et al., 2025; Iriani et al., 2022). In line with this, many tourism villages in Indonesia target groups of school and university students from various educational institutions as their main market for out-of-class learning activities (Andari, 2023; Dianaputri, Al-anshori, & Maulana, 2025; T. Purnomo et al., 2022; Widodo et al., 2024). Conceptually, this orientation reinforces the role of tourism villages as collaborative learning spaces that serve as natural laboratories or observatories for contextual and participatory learning experiences (Buchari et al., 2024; Pearce et al., 2020; Rosalina et al., 2023).

The combined pressures of national budget efficiency policies and market demand constraints resulting from the study tour restrictions pose serious challenges to the economic resilience of tourism villages and hamlets in Indonesia. Although the issue of community-based tourism resilience has been widely discussed, empirical research that specifically examines the impacts of budget efficiency policies and study tour bans on the economic stability of tourism villages and hamlets remain very limited. Most previous studies have focused on developing destination potential, fostering community participation, and applying sustainability principles, without conducting an in-depth examination of how public policies influence tourism demand dynamics and fiscal support. Several studies have been conducted on fiscal policy for the tourism industry, including in Albania. In Indonesia, Lubis and Kustiawati (2022) have reviewed the fiscal impact on tourism post-pandemic, and Wahyu et al. (2025) have reviewed fiscal policy for the hotel business in Semarang. The remaining studies address fiscal policy's impact on the general economy, but none have addressed its impact on villages and tourist villages in Indonesia (Alifiah Dinhaq Lubis, Kustiawati, Fadlia Elvantio, & Sundari, 2022; Gegaj, 2024; Ningsih, Atmanti, & Susilowati, 2025).

While the immediate socioeconomic impacts of regulatory and fiscal shifts on rural destinations are critical to document, focusing purely on empirical field responses risks overlooking a deeper theoretical tension within community-based tourism (CBT) literature. In tourism studies, CBT is paradoxically conceptualized. On one hand, scholars celebrate CBT models for their localized agency, high social capital, and inherent flexibility, which supposedly grant them high adaptive capacity during crises (Cheer, Ting, & Leong, 2021; Ruiz-Ballesteros, 2011). On the other hand, critical governance scholars argue that rural CBT enterprises are plagued by "structural lock-in" and severe asymmetric dependencies on external institutional pipelines, such as public-school networks and government expenditure (Hall, 2010; Saarinen, 2019). When sudden institutional contractions occur—what public policy literature terms "policy shocks"—it remains theoretically ambiguous whether community agency alone is sufficient to decouple these grassroots organizations from macro-structural dependencies, or if they inevitably collapse into systemic vulnerability due to a lack of state-mediated safety nets.

This ambiguity highlights a significant conceptual gap in contemporary resilience studies. Existing frameworks on tourism resilience have extensively examined ecological disasters, economic recessions, and global pandemics (e.g., COVID-19), yet they under-theorize the distinct dynamics of dual, concurrent policy shocks that simultaneously restrict market mobility (the study tour ban) and contract fiscal resource pipelines (budget austerity). This study addresses this theoretical deficit by positioning institutional policy

shocks not merely as operational hurdles, but as catalysts for structural reorganization. By interrogating how Indonesian tourism villages navigate these dual regulatory pressures, this paper moves beyond descriptive policy reporting. Instead, it advances a more rigorous academic debate concerning the limits of evolutionary resilience in CBT, specifically exploring how resource reconfiguration and digital agility can—or cannot—neutralize institutional market dependencies.

Therefore, this research aims to analyze the impacts of efficiency policies and study tour bans on the economic resilience of tourism villages and hamlets in Indonesia and to formulate policy recommendations for the government to balance educational and tourism agendas while strengthening the adaptive economic strategies of communities in tourism villages and hamlets. To achieve these objectives, this research addresses three key questions: first, how does the implementation of budget efficiency policies and study tour restrictions affect income stability and the institutional capacity of tourism villages especially in West Java; second, what adaptation mechanisms and diversification strategies are developed by tourism village managers to mitigate the risks resulting from these policy shocks; and third, what kind of stakeholder collaboration model can synergize public efficiency with the needs of sustainable community-based tourism (CBT) economics in the future?

METHODOLOGY

Population and Sampling Techniques

This research employed a descriptive survey approach using an online survey combined with a purposive sampling technique to assess the impacts of budget efficiency policies and study tour bans on the economic resilience of tourism villages and hamlets in Indonesia, as well as the adaptive strategies of their managers. A descriptive survey is a method with a set of written questions and other prompts used for acquiring information from respondents. Its format includes close-ended, open-ended or both (Chen, Li, Weng, & Wang, 2023). This approach was chosen to produce measurable and comparable data, providing a strong empirical basis for further analysis or cross-destination comparisons (Baggio & Klobas, 2017). Purposive sampling, on the other hand, is a non-probability sampling technique in which researchers intentionally select individuals—managers of tourism villages and hamlets—who are considered most relevant and capable of providing the information required for the research objectives (Creswell & Creswell, 2017).

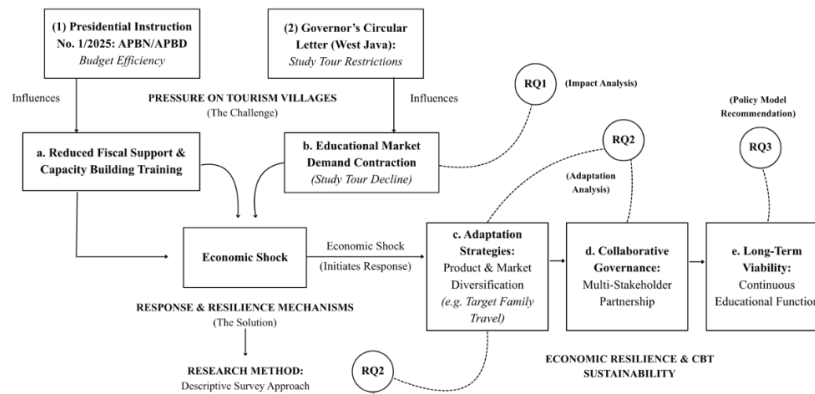


Figure 1. Conceptual Framework of the Research
 Source: Analyzed by Researchers



The research population consists of all managers of tourism villages and hamlets in Indonesia who are actively operating during the 2024–2025 period. The research framework is grounded in the institutionally verified partnership network of the Desa Wisata Institute and Atourin, which actively provides community assistance in tourism villages. The respondent inclusion criteria were as follows: (i) serving as a core manager (chairperson, secretary, or operational manager); (ii) having direct knowledge of the financial performance and visitor numbers of tourist destinations for at least the past twelve months; and (iii) being willing to complete the questionnaire in full and provide informed consent to participate. Of the 98 responses received, 85 questionnaires were deemed valid, while 13 data sets were declared unsuitable for use due to substantial missing data or duplicate entries.

This study acknowledges a significant limitation regarding the geographic concentration of the research sample. With 60% of the data originating from only two provinces—DIY Yogyakarta (39%) and Central Java (21%)—the findings do not possess the breadth required for full national representativeness. Consequently, any national-level generalizations must be moderated with caution; while the results offer deep insights into the community-based tourism (CBT) ecosystems of these specific regions, they may not accurately reflect the socio-economic dynamics, fiscal priorities, or administrative responses of tourism villages in more remote or less tourism-developed provinces across the Indonesian archipelago.

Furthermore, this geographic skew may introduce specific directional biases into the findings. DIY Yogyakarta and Central Java are established tourism hubs with mature institutional support and a high density of educational institutions. Therefore, the reported impact of study tour restrictions (RQ1) might appear more severe in this sample than in regions where educational tourism is not a primary revenue pillar. Conversely, the adaptation mechanisms (RQ2) identified—such as sophisticated market diversification—might reflect the higher social capital and infrastructure accessibility prevalent in Java, potentially overestimating the readiness of tourism villages in less-connected regions to pivot under similar policy shocks. Future studies should aim for a broader stratified sampling approach to validate these findings on a truly national scale.

Data Collection Period and Procedures

The data collection process was carried out over 14 days, from March 27 to April 9, 2025, with the aim of capturing the actual conditions and impacts of budget efficiency policies and study tour restrictions during the first quarter of 2025. The research instrument was an online questionnaire distributed via the Google Forms platform, and the questionnaire link was sent directly to tourism village managers through WhatsApp messages. To ensure data validity, each entry was verified based on the village name and manager contact information to prevent duplicate submissions for a single destination. Strict data quality control procedures were implemented, including recording the time of entry, detecting duplicate IP addresses, and checking consistency across key responses (e.g., between visitation trends and revenue changes). The author also reconfirmed information with several respondents to verify data deemed invalid or requiring additional clarification, thereby ensuring the accuracy and reliability of the data used in the analysis.

Research Instruments and Variables

The main instrument of this research was a structured online questionnaire developed based on theoretical studies and empirical findings related to the economic resilience of tourism villages and hamlets, as well as the impacts of public policy on community-based tourism. The questionnaire was formulated using relevant international and national literature, including the concept of tourism resilience (Ariyani & Fauzi, 2024; Pramono & Juliana, 2025) and models of community adaptation to policy and market pressures (Ivona et al., 2021; Mtapuri & Giampiccoli, 2016). The research variables consist of five main components formulated as follows:

1. The impact of budget efficiency policies, assessed through managers' perceptions of changes in government budget allocations following the implementation of Presidential Instruction No. 1 of 2025.
2. The impact of the study tour restrictions, evaluated based on the extent to which the policy has contributed to declining visitation rates in tourism villages and hamlets.
3. Market segment shifts, which assess changes in the primary target markets of tourism villages and hamlets. These shifts include changes in promotional priorities and the extent of market penetration among visitors from different regions within a single province.
4. Efforts to maintain target markets, which include strategies employed by tourism village and hamlet managers to maintain relationships with previous market segments.
5. The expectations of tourism village and hamlet managers in Indonesia, which reflect their views on future government policy support.

FINDINGS AND DISCUSSION

Profile and Distribution of Respondents' Tourism villages

This survey involved 85 tourism villages and hamlets distributed across various provinces in Indonesia. The largest concentration was in the Special Region of Yogyakarta (38.8%), followed by Central Java (21.2%), East Java (9.4%), West Nusa Tenggara (8.2%), Bali (5.9%), and other regions, such as West Java, East Nusa Tenggara, and South Sulawesi with smaller proportions. In terms of institutional affiliation, 95% of the respondents' tourism villages were registered on the Indonesian Tourism Village Network (JADESTA) platform, indicating a strong level of government recognition. Most tourism villages were managed by Tourism Awareness Groups (Pokdarwis) with a proportion of 71.8%, while the rest operated under collaborative management models involving BUMDes (village-owned enterprises), cooperatives, and local communities in developing and managing the tourism destinations. Regarding the type of attractions offered, 60.5% of the tourism villages were nature-based, 23.3% were mixed-type, and 14% were culture-oriented, reflecting the dominance of ecotourism and experience-based tourism.

Table 1. Provincial Distribution of Tourism Villages and Hamlets

Province (Capital City)	Number of Tourism Village	Percentage	Remarks
Special Region of Yogyakarta (Yogyakarta)	33	39%	Dominated by nature-, culture-, and creative-based tourism; most villages already registered in <i>Jadesta</i>
Central Java (Semarang)	18	21%	Balanced combination of natural and cultural tourism with growing creative elements
East Java (Surabaya)	8	10%	Focused on natural and cultural attractions with emerging creative tourism initiatives
West Nusa Tenggara (Mataram)	7	8%	Nature-based tourism villages emphasizing rural landscapes and local traditions
Bali (Denpasar)	5	6%	Diverse tourism themes integrating nature, culture, and creative economy activities
East Nusa Tenggara (Kupang)	4	5%	Emerging destinations highlighting natural and cultural diversity
West Java (Bandung)	3	4%	Cultural and creative tourism in small-scale rural settings
South Sulawesi (Makassar)	2	2%	Tourism villages emphasizing natural attractions and local livelihoods
Southeast Sulawesi (Kendari)	2	2%	Early-stage tourism development focusing on nature and cultural heritage
Bangka Belitung (Pangkal Pinang)	2	2%	Coastal tourism combining natural and cultural experiences
Riau (Pekanbaru)	1	1%	Single emerging tourism village emphasizing cultural heritage and nature
Total	85	100%	

Source: Data processed by the researchers, 2025

Table 2. Types of Management Institutions in Surveyed Tourism Villages and Hamlets

Type of Management Institution	Number	Percentage	Remarks
Pokdarwis (Tourism Awareness Group)	41	55%	Most common management model; community-based and participatory in nature
BUMDes (Village-Owned Enterprise)	10	13%	Operating with semi-formal business orientation supporting local economy
Community Group	12	16%	Informal or thematic organizations focusing on cultural or environmental preservation
Village Cooperative	2	3%	Limited presence; primarily managing craft or cultural tourism
Others	10	13%	Including hybrid models and ad-hoc tourism committees
Total	85	100%	

Source: Data processed by the researchers, 2025

In table 2, it indicates that while a variety of institutional models exist, the Pokdarwis (55%) is the primary structure. This reflects a development strategy that values community involvement, albeit operating on a scale that is over four times greater than more business-oriented or specialized community structures. The institutional arrangements for managing tourism villages are a critical determinant of their success, sustainability, and equity (Utami, Dhewanto, & Lestari, 2023; Wilson, Fesenmaier, Fesenmaier, & Es, 2001). The dominant role of community-based structures, specifically the Pokdarwis in this study is a common theme in literature on developing economies where tourism is used as a tool for rural revitalization and poverty reduction.



Baseline Conditions and Market Segment Profiles for 2024 (Pre-policy)

Survey results indicate that prior to the implementation of budget efficiency policies and study tour restrictions, tourism villages and hamlets in Indonesia operated in a relatively stable market environment with a strong reliance on the education and institutional segments. Sixty-five tourism villages (20%) reported that educational institutions—primarily schools and universities—were the main contributors to visitor numbers throughout 2024, followed by special-interest communities (17%) and family groups (15%). This pattern aligns with the school holidays in December and July, which consistently serve as peak periods for educational tourism visits.

Table 3. Market Segmentation of Tourism Villages and Hamlets in 2024 by Type of Tourist

Type of Tourist	Quantity	Percentage	Remarks
Schools/Universities (Educational Institutions)	65	20%	Dominant segment; educational tourism activities such as study tours and field-based learning
Communities with Specific Special Interests	55	17%	Including photography clubs, cultural groups, and eco-enthusiasts
Families	48	15%	Family-oriented leisure and weekend tourism
Free Independent Travelers (FIT)	46	14%	Individual travelers seeking authentic and nature-based experiences
Regional Government Agencies (<i>Dinas</i>)	40	12%	Commonly involved in benchmarking and comparative studies
Private Companies	34	11%	Corporate visits for team building and CSR activities
Ministries/State Institutions	18	6%	Visits related to national programs or village development initiatives
State-Owned/Regional-Owned Enterprises (SOEs/ROEs)	17	5%	Institutional visits supporting rural development and tourism partnerships
Total	323	100%	

Source: Data processed by the researchers, 2025

In terms of tourists' geographic origin, Jakarta was recorded as the largest market, contributing 25.9% of total visits, followed by Yogyakarta and West Java (17.6% each), and Central Java (15.3%). These data indicate that the majority of tourists visiting tourism villages and hamlets originate from urban areas and major educational centers, particularly from Greater Jakarta, Yogyakarta (DIY), and West Java. This pattern confirms that tourism villages serve as alternative destinations connecting urban and rural areas, where interactions between city-based tourists and village communities generate both economic benefits and cross-cultural learning experiences. This finding strengthens the position of tourism villages and hamlets as educational and recreational destinations with important social functions, rather than merely commercial tourism products. Many tourism villages and hamlets are now implementing the concept of experiential learning laboratories that integrate tourism activities with contextual learning processes and student character building. Therefore, 2024 can be considered a baseline period reflecting market stability and the performance of tourism villages and hamlets before policy disruptions occur in the first quarter of 2025.

Table 4. Market Segmentation of Tourism Villages and Hamlets in 2024 by Tourist Origin

Province (City)	Total Visitation	Percentage
Special Capital Region of Jakarta (Jakarta)	22	26%
Special Region of Yogyakarta (Yogyakarta)	15	18%
West Java (Bandung)	15	18%
Central Java (Semarang)	13	15%
East Java (Surabaya)	4	5%
Bali (Denpasar)	3	4%
West Nusa Tenggara (Mataram)	3	4%
Riau (Pekanbaru)	2	2%
South Sulawesi (Makassar)	2	2%
Nanggroe Aceh Darussalam (Banda Aceh)	1	1%
West Kalimantan (Pontianak)	1	1%
South Kalimantan (Banjarbaru)	1	1%
East Nusa Tenggara (Kupang)	1	1%
West Papua (Manokwari)	1	1%
North Sumatra (Medan)	1	1%
Total	85	100%

Source: Data processed by the researchers, 2025

A fundamental principle in tourism is the distance decay theory, which suggests that the number of tourists decreases as the distance from the origin increases. The high concentration of visitors from Jakarta, Bandung, and Yogyakarta likely indicates that the surveyed tourism villages are located on Java. The "friction of distance"—involving travel time and transport costs—naturally favors nearby urban populations (Tan, Ismail, & Syed Jaafar, 2023). Literature on rural tourism motivation often highlights the "Push-Pull" factor. Residents of mega-cities like Jakarta (the largest contributor at 26%) are "pushed" by urban stress, pollution, and congestion, and "pulled" by the tranquility, fresh air, and authenticity of village life (Nikjoo & Ketabi, 2015). This explains why highly urbanized provinces show the highest participation rates in village tourism.

Direct Impacts of the Budget Efficiency Policy and the Study Tour Restrictions

In the first quarter of 2025, the implementation of Presidential Instruction No. 1 of 2025 concerning the Enhancement of Efficiency in the Implementation of the State Budget (APBN) and Regional Budgets (APBD) and the West Java Governor’s Circular Letter No. 45/PK.03.03/KESRA concerning study tour restrictions began to have a direct impact on tourism village and hamlet activities. Survey results show that from 85 tourism villages and hamlets, total 67 villages and hamlets (79%) managers were aware of the policy, and about 41 villages and hamlets (48%) reported cancellations of tour transactions since the policy took effect.



Figure 2. Survey results about policy and cancellation
Source: Data processed by the researchers, 2025



Further analysis indicates that the highest number of cancellations originated from educational institutions (54%), followed by Regional Apparatus Organizations (24%), while the family, community, and private company segments remained relatively stable. This pattern confirms that tourism villages and hamlets are heavily dependent on the educational and institutional markets, which have long served as their primary sources of visits and revenue.

Table 5. Market Segments Cancelling Tourism Packages in Tourism Villages and Hamlets

Segment	Unit	Percentage
Educational Institutions (Schools / Universities)	41	54%
Regional Government Agencies (OPD / Dinas)	18	24%
Private Companies	6	8%
Families	5	7%
Communities with Specific Interests	5	7%
Total	75	100%

Source: Data processed by the researchers, 2025

Geographically, the most significant impact of cancellations occurred in tourism villages and hamlets on Java Island, which have the highest market concentration of schools and local government agencies. This finding confirms that national budget efficiency policies and study tour restrictions create a sectoral demand shock, suppressing community-based tourism activities in areas with a high dependence on the educational institution market. This condition aligns with findings in the literature showing that state intervention, as a form of public policy, can act as an external factor triggering disruptions in tourism demand, thus requiring adaptive capacity at both the firm and destination levels (Hall, Prayag, & Amore, 2017). In this context, the impacts of budget efficiency policies and study tour restrictions not only reduce the volume of tourism transactions but also trigger economic uncertainty for local communities dependent on community-based tourism.

Estimated Losses and Impacts on the Local Economy

Survey results indicate that the implementation of budget efficiency policies and study tour restrictions in the first quarter of 2025 not only reduced visitor activity but also caused measurable economic losses at the tourism village and hamlet levels. Twenty-four tourism villages and hamlets (28%) reported losses of less than IDR 25 million, while others recorded revenue losses between IDR 25 million and IDR 100 million, and several destinations even reported losses exceeding IDR 100 million during the January-March 2025 period. These losses were not only felt directly by the tourism village and hamlet managers but also impacted the local economic chain that relies on tourism activities, such as culinary and craft MSMEs, homestay providers, local guides, and community transportation services. Consequently, national budget efficiency policies exert a dual impact: reducing tourism activity while simultaneously suppressing the local economic cycle that supports the livelihoods of communities surrounding the destinations.

Table 6. Estimated Financial Losses of Tourism Villages and Hamlets (Post-Policy)

Estimated Loss Category (IDR)	Number of Village	Percentage (%)
No Cancellation / No Loss	44	52%
Less than 25 million	24	28%
25 – 50 million	9	11%
More than 100 million	6	7%
50 – 100 million	2	2%
Total	85	100%

Source: Data processed by the researchers, 2025

From a spatial perspective, tourism villages on the island of Java recorded the greatest economic impact, consistent with the region’s position as a center of concentration of educational and institutional markets. This pattern suggests that dependence on a segmented domestic market creates heightened vulnerability to policy interventions. This finding aligns with the concept of the tourism multiplier effect (Sastri et al., 2024; Subur Karyatun et al., 2020), which explains that a decline in one component of tourism demand can inhibit the cascading effect on other sectors at the local level, including informal labor and micro-enterprises. Conceptually, these results also illustrate the shock transmission mechanism, where demand disruptions resulting from fiscal policy can rapidly spread throughout the economic ecosystem of tourism villages and hamlets.

Table 7. Distribution of Cancellations of Tourism Products/Packages Based on Islands

Region	<100 Tourist	101-500 Tourist	501-1000 Tourist	>1001 Tourist	Total Volume
Sumatera	1	0	0	0	1
Java	15	13	2	3	33
Bali and Nusa Tenggara	3	3	0	0	6
Sulawesi	1	0	0	0	1
Total	20	16	2	3	41
Percentage (%)	48,8%	39%	4,9%	7,3%	100

Source: Data processed by the researchers, 2025

In addition to declining revenue, the impact of the policy is also evident in the cancellation patterns for certain types of tour packages. Survey data show that tour groups using half-day packages (half-day visits) are the most frequently cancelled, as reported by 19 tourism villages and hamlets. This type of activity is generally chosen by school groups or educational institutions for short study visits. Furthermore, 13 tourism villages and hamlets reported cancellations from groups using live-in packages (staying with local households), while nine others recorded cancellations for full-day packages. These findings indicate that tourism products based on experiential activities and direct community interaction—core characteristics of tourism villages and hamlets—are the segments most vulnerable to changes in public policy, particularly policies that restrict the mobility of educational institutions and field-based activities.



Market Segment Shifts: A Comparison of 2024 and 2025

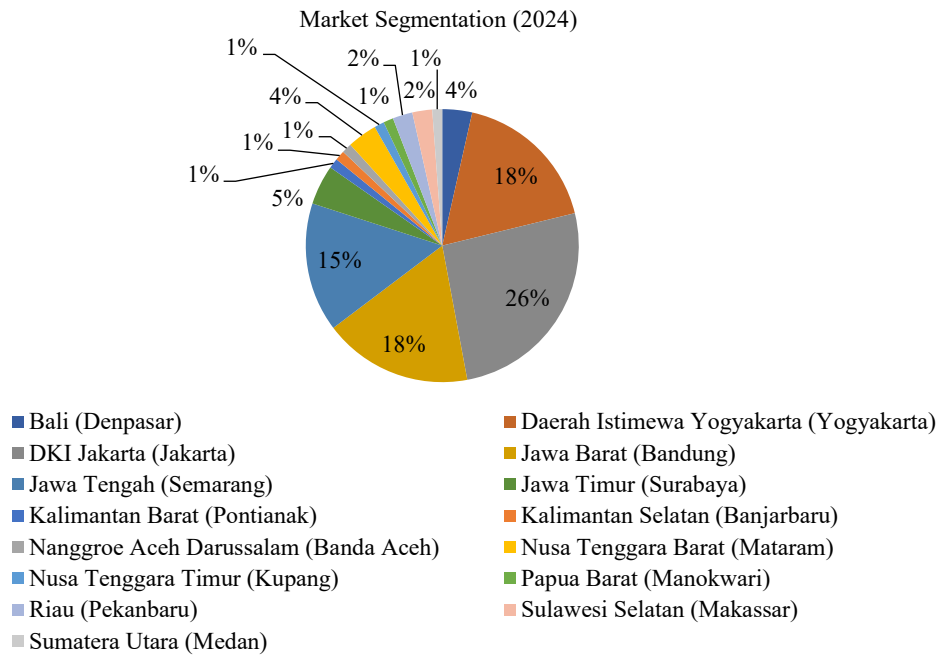


Figure 3. Pie chart market segmentation in 2024
 Source: Data processed by the researchers, 2025

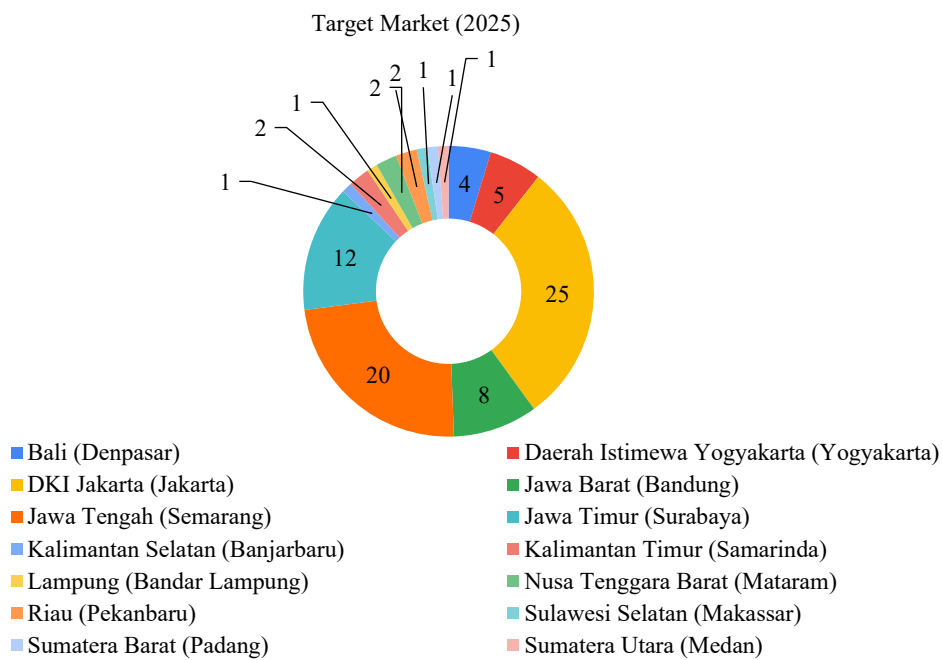


Figure 4. Pie chart target market in 2025
 Source: Data processed by the researchers, 2025

A comparative analysis between 2024 and the first quarter of 2025 shows a shift in the spatial pattern of tourist origins to tourism villages and hamlets in Indonesia. In 2024, the majority of tourists originated from Jakarta (26%), followed by Yogyakarta (18%) and West Java (18%), reflecting market dominance from urban areas and educational centers.



However, data from the first quarter of 2025 indicate a shift in market direction, with contributions from West Java and Yogyakarta declining significantly, while visits from Central Java (24%) and East Java (14%) increased sharply. Jakarta remains the largest market (30%), but with a more dispersed visitor profile, encompassing tourists from metropolitan peripheries.

Table 8. Market Segmentation and Target Market of Tourism Villages and Hamlets (Post-Policy)

Region (City)	Number of Village/Targeted Visitations	Percentage (%)
Special Capital Region of Jakarta (Jakarta)	25	30%
Central Java (Semarang)	20	24%
East Java (Surabaya)	12	14%
West Java (Bandung)	8	10%
Special Region of Yogyakarta (Yogyakarta)	5	6%
Bali (Denpasar)	4	5%
East Kalimantan (Samarinda)	2	2%
West Nusa Tenggara (Mataram)	2	2%
Riau (Pekanbaru)	2	2%
South Kalimantan (Banjarbaru)	1	1%
Lampung (Bandar Lampung)	1	1%
South Sulawesi (Makassar)	1	1%
West Sumatra (Padang)	1	1%
North Sumatra (Medan)	1	1%
Total	85	100%

Source: Data processed by the researchers, 2025

Based on the data compiled in Table 8, the market segmentation for tourism villages and hamlets post-policy shows a clear hierarchical structure dominated by key urban hubs in Indonesia. Out of a total of 85 targeted visitations, more than half are concentrated within the top two regions: the Special Capital Region of Jakarta (30%) and Central Java (24%). This substantial share underscores the strategic focus placed on high-density metropolitan areas and established tourism circuits. Furthermore, East Java and West Java maintain a strong presence, accounting for 14% and 10% of the market segments respectively, which aligns with their robust regional infrastructure and local economic connectivity.

Conversely, the market penetration into outer islands reflects a highly fragmented and emerging pattern. Bali, traditionally a primary tourism gateway, holds a modest 5% share within this specific post-policy framework. Sumatran regions (Riau, Lampung, West Sumatra, and North Sumatra), Kalimantan regions (East and South Kalimantan), Sulawesi (South Sulawesi), and Nusa Tenggara (West Nusa Tenggara) collectively account for only 11% of the total targeted visitations. This indicates that while the policy encompasses a nationwide scope, the actionable implementation and target acquisition are currently optimized around areas with immediate market readiness and higher domestic traveler generation, specifically within the Java Island macro-region.

This shift demonstrates the spatial repositioning of markets by the tourism village and hamlet managers as an adaptive response to budget efficiency policies and study tour restrictions. The reduced mobility of educational institutions from West Java and Yogyakarta encouraged managers to expand their promotional reach to provinces that did not implement similar restrictions. To interpret the spatial dynamics of this policy shock

accurately, it is vital to clarify the institutional boundaries of the regulations. The study tour restriction circular was strictly a sub-national policy enacted exclusively by the West Java Provincial Government, not by the Special Region of Yogyakarta. However, the empirical data indicates that tourism villages in Yogyakarta suffered a significant indirect contraction. This phenomenon represents a classic negative spatial spillover effect within national tourism corridors. This strategy represents a form of regional market diversification that indirectly strengthens destination resilience by geographically distributing risk (OECD, 2025; Weidenfeld, 2018). Thus, this shifting pattern not only reflects the policy-driven changes in demand sources but also illustrates the adaptive capacity of tourism village and hamlet managers to maintain the continuity of visitation and revenue by adjusting market targets and promotional strategies across regions.

In tourism resilience frameworks, adaptive capacity is defined by the ability of local actors to reconfigure strategies in response to institutional shocks (Holling, 2001; Walker, Holling, Carpenter, & Kinzig, 2004). Here, the "budget efficiency" policies and "study tour restrictions" acted as external disturbances that compromised traditional revenue streams. The subsequent pivot by village managers to expand their promotional reach into provinces without such restrictions demonstrates a spatial decoupling from vulnerable, policy-dependent markets. This move mirrors international CBT resilience strategies, such as those observed in post-pandemic rural Vietnam and Thailand, where managers mitigated the loss of international segments by aggressively targeting domestic regional travelers to ensure institutional survival (OECD, 2025).

Furthermore, this repositioning illustrates the concept of spatial resilience through geographic risk diversification (Weidenfeld, 2018). By reducing their dependency on the "educational hubs" of Yogyakarta and Bandung and instead capturing the "metropolitan peripheries" of Jakarta and the burgeoning middle class in Central and East Java, these destinations have enhanced their systemic redundancy. From a theoretical standpoint, this shift aligns with the reorganization phase of the Adaptive Cycle, where a crisis (policy restriction) forces the system to shed rigid dependencies and innovate. This diversification effectively distributes risk across multiple geographic nodes, ensuring that localized regulatory changes in one province do longer pose an existential threat to the destination's economic continuity.

However, the implications of these findings must be interpreted with caution regarding their "national" applicability. The data reveals a significant Java-centricity, with approximately 88% of the targeted market concentrated within the island of Java. This suggests that the high level of adaptive capacity observed may be a function of "corridor-based resilience," facilitated by Java's superior logistical connectivity and high population density. In contrast, the negligible market shares from the outer islands (e.g., East Kalimantan, Riau, and North Sumatra, each at 1–2%) highlight a potential core-periphery gap in adaptive reach. While the findings provide a robust model for resilience in well-connected tourism clusters, further research is required to determine if tourism villages in the Indonesian periphery can exhibit similar agility without the benefit of the Trans-Java infrastructure and proximity to multiple metropolitan hubs.

Adaptive Strategies and Market Sustainability Efforts

The adaptive strategies in table 9 is grounded in the established Tourism Resilience and Destination Marketing theories. According to Buhalis (2020), enhancing online and



offline promotion serves as the primary adaptive response for small-scale destinations to accelerate market recovery and re-establish destination branding post-policy (Bethune, Buhalis, & Miles, 2022). Furthermore, the innovation of tourism packages matches Pine and Gilmore’s (2011) 'Experience Economy' framework, where modern travelers shift from mass tourism to experiential, educational, and cultural-based interactions (Pine & Gilmore, 2011). To mitigate resource constraints, strengthening partnerships reflects the Collaborative Governance theory in tourism by Bramwell & Lane (2012), demonstrating how destination networks generate mutual marketing efforts with stakeholders like travel agents, universities, and local associations (Bramwell & Lane, 2012). Lastly, enhancing service quality operates on the foundations of the SERVQUAL model by Parasuraman (2002), indicating that post-policy adaptation requires structural improvements in tourist safety, comfort, and service delivery to sustain long-term tourist satisfaction and destination loyalty (Parasuraman, Berry, & Zeithaml, 2002).

In response to the decline in tourist visits and revenue during the first quarter of 2025, tourism village and hamlet managers across various regions have begun implementing adaptive strategies to maintain their business sustainability. Survey results show that 54.1% of managers have increased the intensity of promotions—both online and offline—through social media, collaborations with travel platforms, and community-based familiarization trip activities. Additionally, 17.6% of tourism villages and hamlets reported implementing product innovations, such as introducing non-educational thematic activities, while another 14.1% focused on expanding partnerships with the private sector, training institutions, and local communities.

This pattern indicates that most managers depend on promotional strategies and product repositioning as initial adaptive responses that require relatively limited capital yet can rapidly enhance destination visibility. These efforts align with the concept of marketing resilience (Sigala, 2020), which underscores the important role of creativity, network-building, and the ability to manage market uncertainty in sustaining destination performance. Furthermore, several tourism villages and hamlets have begun adopting digital tools to expand their market reach. This approach not only strengthens their marketing strategies but also contributes to the ongoing digital transformation of rural tourism. Research by Maquera et al. (2022) and Mutmainah et al. (2025) suggest that the integration of technology into community-based marketing can accelerate destination recovery in the aftermath of a crisis (Maquera et al., 2022; Mutmainah et al., 2025).

Table 9. Adaptive Strategies and Efforts of Tourism Villages and Hamlets (Post-Policy)

Strategy	Number of Village	Percentage (%)	Key Activities
Enhancing Promotion (Online & Offline)	46	54,1%	Social media promotion, direct marketing to schools, online branding, follow-up with travel agents, regional promotion campaigns
Innovation in Tourism Packages	15	17,6%	Family packages reservable H-1, educational packages, cultural/music events, open trip programs, internships, experiential learning
Expanding & Strengthening Partnerships	12	14,1%	Collaborations with tour/travel agents, HPI, hotels, dive centers, local arts/culture groups, universities, regional stakeholders



Strategy	Number of Village	Percentage (%)	Key Activities
Enhancing Service Quality	6	7,1%	Ensuring safe/comfortable tourism, improving facilities, customer service, educational guidance
Other Strategy	6	7,1%	Special-interest packages, outreach to non-government markets, seminar/online programs, family/community packages, local culinary promotion
Total	85	100%	

Source: Data processed by the researchers, 2025

The table shows that 54.1% of villages prioritize enhancing promotion (online and offline). In contemporary tourism literature, this is recognized as the digital turn. Digital marketing is no longer optional for rural destinations, information and communication technology (ICT) acts as a bridge for small-scale destinations to bypass traditional gatekeepers and reach global markets directly (Pencarelli, 2020). Then, the social media promotion, mentioned in the key activities, aligns with the concept of electronic Word-of-Mouth (eWOM). For tourism villages, visual storytelling on platforms like Instagram and TikTok is crucial for building destination "image" and "trust" among younger demographics (Dwivedi, Tripathi, Kumar, & Vishwakarma, 2023).

Key Challenges for Tourism Villages and Hamlets in 2025

The survey results indicate that although various adaptive strategies have been implemented by the managers of tourism villages and hamlets, structural challenges at the regional policy level remain the most dominant factor hindering community economic recovery. Sixty-four percent of respondents identified limited support from local government programs as a major obstacle to sustaining the economic activities of tourism village and hamlets. Furthermore, 47% of respondents highlighted political decisions, while another 42% pointed to economic instability as further constraints. Extreme weather (29%) and rising transportation and accommodation costs (21%) were also cited as contributing factors to the decline in tourist visits, albeit with relatively smaller impacts. These findings reinforce the indication that tourism villages and hamlets are highly dependent on local government support. The implementation of budget efficiency policies in several regions has reduced the intensity of development programs and technical assistance, causing many tourism villages and hamlets to lose the structural support that previously played a crucial role in maintaining economic stability and institutional sustainability.

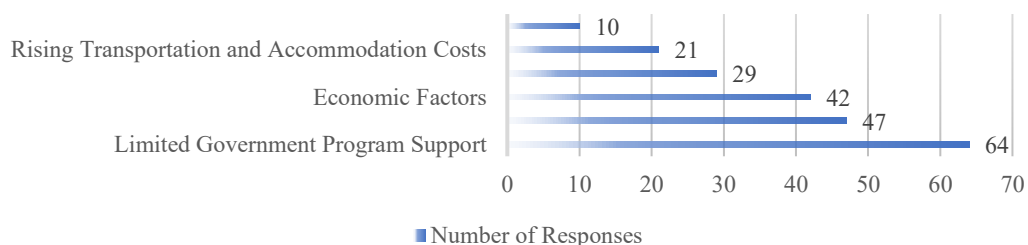


Figure 5. Key Challenges in Developing Tourism Villages and Hamlets in 2025

Source: Data processed by the researchers, 2025

In the context of rural tourism, progressive, participatory, and collaborative regional policies across stakeholders have been shown to strengthen the resilience and innovative capacity of tourism villages and hamlets. A collaborative approach involving local governments, local communities, the private sector, and educational institutions can create synergy in the planning, management, and promotion of community-based tourism destinations. A study in Tihingan Tourism Village, Bali, found that active community involvement and supportive local government policies are key factors in maintaining the sustainability and innovation of rural tourism destinations (Putra Nugraha et al., 2024). Similarly, Mahadiansar et al. (2023) emphasized that cross-actor collaboration at the regional level not only increases the effectiveness of policy implementation but also strengthens the destination's economic and social resilience to environmental changes and market dynamics (Mahadiansar et al., 2023).

CONCLUSION

This research shows that tourism villages and hamlets in Indonesia show significant economic and social potential in 2024 where they have served 587,182 tourists and involved 3,725 workers. However, the enforcement of national budget efficiency policies and study tour restrictions have significantly reduced economic activity in tourism villages and hamlets in Indonesia. This impact was particularly felt by the tourism villages and hamlets dependent on the educational market segment and local government institutions, which experienced massive visit cancellations in the first quarter of 2025.

Furthermore, efficiency policies at the regional level reduced the intensity of program support, promotional assistance, and institutional mentoring, thereby weakening the adaptive capacity of destination managers in responding to market changes. Despite these pressures, this research also identifies the emergence of adaptive responses from the tourism village and hamlet communities through market diversification strategies, product innovation, and expanded digital promotion. These efforts demonstrate the resilience of community-based economies, despite the continued high dependence on public policy. Therefore, a more participatory and collaborative synergy between fiscal, education, and tourism policies is needed to transform tourism villages and hamlets into resilient and competitive destinations over the long term.

Based on these findings, several strategic steps need to be considered by policymakers, including:

1. Evaluating policies that directly affect activities in tourism villages and hamlets, particularly on study tour restrictions, to maintain collaboration between the education and tourism sectors.
2. Strengthening mentoring schemes tailored to local needs through participatory, measurable, and sustainable approaches.
3. Facilitating the expansion of international market access through the participation of tourism villages and hamlets in global exhibitions and foreign language training for tourism actors.
4. Integrating the development of tourism villages and hamlets explicitly into the Regional Medium-Term Development Plan and the National Medium-Term Development Plan to ensure that it becomes part of cross-sectoral policy frameworks rather than remaining solely a tourism sector initiative.

5. Developing integrated promotion and digital accessibility through a national portal and cross-platform campaigns, accompanied by digital branding training.
6. Providing guidance and certification for tour operators and transportation providers to ensure safety, service quality, and the educational value of tourism.
7. Reaffirming the educational function of study tours as part of the out-of-school learning process that fosters character development, social empathy, as well as environmental and cultural awareness.
8. Strengthening collaboration between schools, tourism village and hamlet managers, and local governments through cooperation agreements aligned with character education curricula to ensure that learning values are achieved through tourism activities.

Beyond the immediate policy recommendations and practical frameworks for institutional collaboration, these findings offer critical theoretical implications for the broader discourse on sustainable and independent community-based tourism (CBT) development. The empirical evidence regarding market disruptions and subsequent strategic pivots prompts a fundamental conceptual reflection: do these policy-induced vulnerabilities signify a permanent structural dependency of CBT on state facilitation, or do they represent a transitional vulnerability inherent to systemic adaptation?

This study argues that the observed fragility is predominantly transitional and highly context-specific, rather than a definitive failure of community self-reliance. When analyzed through the lens of evolutionary resilience, the enforcement of dual policy shocks abruptly pushed these tourism villages into the 'release' phase of their adaptive cycle. The sudden contraction of institutional and educational spendings exposed a temporary structural lock-in, where communities had historically optimized their operations for high-volume, state-regulated markets. However, the rapid emergence of adaptive strategies—manifested through localized digital agility, cross-provincial market repositioning, and product diversification toward independent leisure travelers—demonstrates robust community agency in the subsequent 'reorganization' phase.

Therefore, this research challenges the paternalistic assumption that rural destinations cannot operate independently without government-driven markets. Instead, it positions public policy support not as a permanent economic crutch, but as a transitional stabilizer. Long-term sustainable tourism governance must focus on capacity-building that enables grassroots organizations to decouple from macro-structural dependencies. In conclusion, the manuscript shifts the theoretical paradigm from static resilience (passive absorption of shocks) to evolutionary resilience, conceptualizing policy shocks not merely as operational catastrophes, but as necessary evolutionary catalysts that compel community-based tourism models to transition from state-dependent configurations toward decentralized, market-elastic self-sufficiency.

In conclusion, tourism villages and hamlets require specific and integrated policy interventions across various sectors to balance budget efficiency with the protection of local economic growth so that the spirit of development and economic growth in the village can sustain to keep improving the welfare of the community. However, the interpretation of these results must be balanced against several inherent limitations. First, the study's sample is heavily concentrated geographically, with 60% of data originating from DIY Yogyakarta (39%) and Central Java (21%). Consequently, the findings lack the breadth for full national representativeness and should be viewed as reflective of the specific institutional and



tourism maturity of these two provinces. Second, the 14-day data collection window provides a cross-sectional snapshot that may not capture long-term resilience trends. Third, the research relies on managerial self-reports without the benefit of data triangulation, such as objective fiscal records or visitor feedback, which may introduce social desirability bias.

To build upon this contribution, a specific future research agenda is proposed. Subsequent studies should employ longitudinal designs to track the evolution of village resilience over time as these policies become more entrenched. Geographically, future inquiry should utilize a multi-regional comparative approach to include provinces outside of Java, thereby validating these findings on a truly national scale. Furthermore, implementing methodological triangulation by integrating qualitative insights or secondary economic data would provide a more robust validation of managerial perceptions. Finally, exploring the impact of digital transformation as a tool for market diversification remains a fertile ground for understanding how CBT destinations can survive in an increasingly volatile policy landscape.

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