



Multi-Actor Collaborative Village Tourism Governance Policy in Strengthening Community Resilience by the Tanjungsari Village Government, Ciamis Regency, Indonesia

 Regi Refian Garis^{1*},  Irfan Nursetiawan¹, and  Muhammad Younus²

¹Department of Government Studies, Universitas Galuh, Indonesia

²Department of Research and Software Development, TPL Logistics Pvt Ltd, Karachi, Pakistan

*Corresponding Author Email: regirefiangaris@unigal.ac.id

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Abstract

Village tourism development serves as a strategic instrument for fostering local economic growth, promoting equitable welfare, and ensuring environmental sustainability. However, its effectiveness is highly contingent upon the quality of governance and policy implementation at the village level. This study examines the implementation of a multi-actor collaborative governance model in village tourism development by the Tanjungsari Village Government, Ciamis Regency, and identifies key factors influencing its effectiveness within a sustainable development framework. Employing a qualitative case study approach, data were collected through in-depth interviews, participatory observation, and document analysis, involving stakeholders such as village officials, Tourism Awareness Groups (Pokdarwis in Indonesian), and local communities. The analysis applies the Edward III policy implementation model, focusing on communication, resources, disposition, and bureaucratic structure. Findings reveal that while collaborative governance has been initiated, several challenges persist, including limited human resource capacity, suboptimal policy communication, insufficient integration of digitalization into formal governance frameworks, and an underdeveloped bureaucratic system. Importantly, this study underscores that strengthening community resilience emerges as a critical dimension, as adaptive capacity, local participation, and social cohesion significantly influence the sustainability of tourism initiatives. The novelty lies in the proposed Policy Practice Integration Model, which emphasizes dynamic alignment between formal policies and community-based practices, positioning village institutions and Pokdarwis as hybrid actors and digitalization as an adaptive instrument to enhance resilient and sustainable village tourism governance.

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Keywords: Policy Implementation, Village Tourism Governance, Village Government, Pokdarwis, Sustainable Tourism

Introduction

Tourism development is a strategic instrument for driving economic growth, equitable distribution of prosperity, and strengthening social and cultural identity. In the Indonesian context, tourism is positioned not only as an economic sector but also as a multidimensional development medium encompassing social, cultural, environmental, and institutional aspects. Along with the shift in the national development paradigm, tourism's orientation is evolving from a centralized and exploitative approach to a more participatory, sustainable, and locally-based approach, particularly in rural areas (Cemporaningsih et al., 2020; Ismadi, 2020; Theo et al., 2025).

Village tourism development is a crucial part of locally driven development transformation. Villages are no longer positioned as objects of development, but rather as subjects with the authority to manage their local potential. In this context, village governments play a strategic role as key actors in tourism policy governance. The success of village tourism development is largely determined by the quality of governance, which encompasses policy formulation, institutionalization, inter-actor coordination, and the implementation of the principles of transparency, participation, and accountability. Tourism development is a strategic instrument that contributes to economic growth, equitable distribution of prosperity, and strengthening of social and cultural identity of the community, in line with the Sustainable Development Goals agenda (Gede et al., 2024; Putri et al., 2025; Tohopi et al., 2025).

Criticism of the conventional tourism development model subsequently gave rise to an alternative paradigm that emphasizes the importance of community involvement, environmental conservation, and long-term sustainability (Fisun et al., 2022; López-Rodríguez et al., 2022). It is in this context that rural tourism has emerged as a development strategy seen as more inclusive and equitable (Cheer, 2024). Although a regulatory framework and policy for village tourism are in place, empirical reality shows a gap between normatively formulated policies and their implementation on the ground. Various problems persist, such as limited human resource capacity, weak institutional coordination, minimal use of digital technology, and the lack of a structured governance system. This implementation gap has the potential to hamper the effectiveness of village tourism development and create imbalances in benefits and risks to environmental sustainability. Quantitatively, Tanjungsari Village shows relatively high potential, which is indicated by the existence of several natural tourist attractions that have begun to be developed, as well as the increasing trend in the number of tourist visits every year, as follows:

Table 1. Tourism Potential Data in Tanjungsari Village.

No	Tourism Potential Indicators	Description
1	Number of natural tourist attractions	Waterfalls, rivers, hills
2	Managed tourist attractions	Not yet fully optimized
3	Level of tourism potential utilization	Some potential remains untapped
4	Number of tourist visits	Local to regional scale
5	Growth of tourist visits	Increasing trend
6	Diversity of tourist attractions	Nature, culture, local activities
7	Accessibility of tourist locations	Mostly accessible
8	Environmental condition (feasibility)	Relatively good and natural
9	Potential for new tourism development	Not yet developed

Source: Preliminary Observation Data, 2025.

The development of rural tourism cannot be separated from the broader dynamics of village development in Indonesia. Villages are no longer positioned solely as objects of development policies from the central and regional governments, but rather as subjects of development with the authority and capacity to independently manage their local potential (Ruiz-Real et al., 2022). Based on this, Tanjungsari Village in Ciamis Regency holds significant potential for developing nature-based and community-based tourism. With relatively good social, economic, and environmental capital, this village has a significant opportunity to leverage tourism as a driver of the local economy. However, observations indicate that tourism management in Tanjungsari Village still faces various challenges, particularly in policy governance. Issues such as low digital competency, a suboptimal technology-based management system, and weak communication and promotion indicate that policy implementation has not been effective.

This paradigm shift has become even stronger since the reformation, particularly with the introduction of various policies that strengthen village autonomy. Villages are given the space to plan, implement, and evaluate development according to local needs and characteristics, including in the development of the tourism sector (López-Sanz et al., 2021; Polukhina et al., 2021). From a village development perspective, tourism is beginning to be viewed as a crucial instrument for strengthening the local rural economy. The natural, cultural, and local wisdom of villages are key assets that can be developed into tourist attractions (Vitrianto, 2023).

Village tourism development has a strong legal basis. Regulations regarding village governance provide legitimacy for villages to manage local economic potential, including the tourism sector (Ristini & Citra, 2022). Empirical realities indicate that this formal authority and policy support do not automatically translate into effective implementation. In practice, village governments often face constraints in operationalizing policies into coherent and integrated tourism governance systems. Limitations in institutional capacity, weak coordination mechanisms, and insufficient alignment between policy design and local implementation contexts contribute to a significant implementation gap.

As a result, village governments, while positioned as key decision-makers and development drivers, are not always able to ensure that tourism management is conducted in a transparent, participatively, and accountable manner in accordance with good governance principles (Rukmiyati et al., 2023). This discrepancy between normative policy frameworks and empirical implementation underscores the urgency of examining village tourism governance through the lens of policy implementation gaps. The multi-actor role in decision-making is reflected in the collaboration between government, the private sector, and communities in integrating interests, knowledge, and resources to produce more inclusive and effective decisions (Midgley et al., 2021; Sen et al., 2019).

In village tourism development, the perspective of policy implementation becomes increasingly relevant given the complexity of the actors involved. Village governments, tourism awareness groups (Pokdarwis), local communities, and other stakeholders have intersecting roles and interests. Without clear policy governance and effective implementation, village tourism development has the potential to lead to conflicts of interest, unequal benefits, and environmental damage. Therefore, analyzing the implementation of village tourism governance policies is an urgent academic and practical need.

Sustainable tourism development must meet the needs of the current generation without compromising the ability of future generations to meet their own needs (Satrio Wibowo & Arviana Belia, 2023). In the village context, sustainable tourism requires a balance between economic growth,

environmental preservation, and strengthening the socio-cultural well-being of local communities. Village governments, as policy implementers, play a crucial role in translating these sustainability principles into local tourism management policies and practices.

Village is one of the villages with significant potential for pioneering nature tourism. It boasts several natural attractions managed through community-based initiatives and oriented toward community empowerment. Its Independent Village Development Index (IDM) status indicates that Tanjungsari Village possesses relatively good social, economic, and environmental capital to develop the tourism sector as a driver of the village economy. Nevertheless, empirical observations indicate that tourism development in Tanjungsari Village still faces various challenges. These issues are not only related to limited physical infrastructure but also to policy governance. The low digital competence of tourism managers, the lack of a technology-based tourism management system, and weak communication and promotion strategies indicate that the implementation of village tourism governance policies has not been optimal.

This gap serves as an important basis for this research. On the one hand, numerous village tourism development practices and programs have been implemented, including in Tanjungsari Village. On the other hand, there is still a lack of research examining how village tourism governance policies are implemented by village governments, the factors influencing their success, and how these policies are translated into tourism management practices at the local level. This gap between field practice and policy studies needs to be filled through systematic and in-depth academic research.

Thus, research on the implementation of village tourism governance policies by the Tanjungsari Village Government is relevant and important. This research not only contributes to the development of government science but also provides practical contributions for village governments and other stakeholders in formulating and implementing more effective, participatory, and sustainable village tourism policies. Through policy implementation analysis this research is expected to provide a more comprehensive understanding of the dynamics of village tourism governance as well as the challenges and opportunities faced in realizing sustainable village tourism development.

Research Methods

This research uses a qualitative approach with a case study design. The research was conducted for 6 months, from June to December 2025, starting from the planning stage, data collection, analysis, and the preparation of the research report. The research location is Tanjungsari Village, Sadananya District, Ciamis Regency. Research informants were determined purposively, including the Head of Tanjungsari Village, village officials in charge of tourism and development, administrators of the Tourism Awareness Group (Pokdarwis), and representatives of local communities directly involved in tourism activities.

Data collection techniques were conducted through in-depth interviews, participatory observation, and documentation studies of village policy documents, village regulations, tourism activity reports, and Village Development Index (IDM) data. Data analysis was conducted using an interactive model, through the process of data reduction, data presentation, and drawing conclusions

Data analysis was conducted using the Miles and Huberman Interactive Model, which involves the processes of data reduction, data display, and conclusion drawing or verification (Nisa & Aimah, 2024). Data validity was maintained through source and method triangulation techniques (Susanto et al., 2023). This study was designed to obtain a comprehensive and contextual understanding of the implementation of village tourism governance policies through exploring the meaning, process, and

dynamics of interactions between actors at the local level, to be able to describe in depth the practice of tourism governance in Tanjungsari Village, along with its supporting and inhibiting factors within the framework of sustainable village development.

Results and Discussion

Implementation of Village Tourism Governance Policy Based on Multi-Actor Collaboration by the Tanjungsari Village Government

The analysis of the results of this study focuses on how village tourism governance policies are implemented by the Tanjungsari Village Government, using the four-dimensional framework of policy implementation according to G. Edward III (Leo Agustino, 2006), namely communication, resources, disposition (attitude of implementers), and bureaucratic structure. These four dimensions are used to examine in depth the dynamics of village tourism policies, the factors that influence their success, and how these policies are translated into tourism management practices at the local level.

Communication

Policy communication is an initial and fundamental factor in the implementation of village tourism governance policies. Research results indicate that the Tanjungsari Village Government has conducted policy communication through various formal and informal forums, such as village deliberations, coordination meetings with village officials, and meetings with the Tourism Awareness Group (Pokdarwis). This communication serves as a means of policy transmission, conveying the objectives, direction, and programs of village tourism development to implementers and target groups (Arintoko et al., 2020). This situation impacts the village government's ability to provide supporting infrastructure, technology-based tourism management systems, and sustainable promotional activities (Sinha et al., 2020).

From a clarity perspective, village tourism development policies are generally understood as an effort to improve community welfare and strengthen the local economy. Village governments explicitly position tourism as a strategic sector capable of boosting village and community income (Wasdi, 2025; J. Zhang et al., 2025). In terms of communication consistency, village tourism policies are relatively consistently communicated as part of the village development agenda (Robina-Ramírez et al., 2022).

The resource dimension is a key factor in determining the effectiveness of village tourism governance policy implementation. In this context, resources include human resources, budget, and supporting infrastructure. The findings show that although the Tanjungsari Village Government demonstrates a strong commitment to tourism development, it still faces limitations in human resource capacity, particularly in tourism governance and digitalization competencies. Most tourism managers rely on self-learning and community-based training, resulting in policy implementation that depends on individual initiative rather than strong institutional capacity (Lin, 2025). In addition, budget constraints remain a significant challenge. The village budget must be allocated across multiple development priorities, causing tourism development to be gradual and limited. This condition affects the provision of supporting infrastructure, the development of technology-based management systems, and the sustainability of promotional activities.

Information and technology resources also pose a challenge. Despite digitalization efforts through training and the implementation of technology-based management systems, the implementation of village tourism digitalization policies has not been fully integrated into formal village policies. Digitalization is still understood more as a technical program or activity, rather than

as a systematically designed governance policy instrument (Barashok et al., 2021; Sukaris & Kirono, 2025). These resource limitations indicate that successful policy implementation is determined not only by the existence of the policy but also by the availability of the resources to support it.

Disposition

The disposition or attitude of policy implementers is a crucial factor influencing how policies are translated into practice. The research findings indicate that the Tanjungsari Village Government's attitude toward village tourism development tends to be positive. The village head and village officials demonstrate a strong commitment to supporting tourism development as part of the village development strategy (Fafurida et al., 2023). This commitment is reflected in their support for the establishment and strengthening of the Tourism Awareness Group (Pokdarwis), openness to digital innovation, and willingness to collaborate with external parties, including universities and communities. This attitude serves as important social capital in driving the implementation of village tourism policies.

However, the disposition of policy implementers still faces challenges in terms of consistency and sustainability. High workloads, limited incentives, and the absence of a clear reward system tend to weaken long-term motivation. In addition, adaptive capacity toward policy and technological changes remains dependent on certain individuals, creating a risk of personal dependency. This indicates that, although implementers show supportive attitudes, the policy still requires strengthening through clear regulations, defined roles, and structured incentive mechanisms to ensure consistent implementation.

Bureaucratic Structure

The bureaucratic structure is a key factor in policy implementation; however, in Tanjungsari Village, it remains simple and flexible. Although collaboration between the village government and the Tourism Awareness Group (Pokdarwis) has been established, it is not yet supported by clear and systematic standard operating procedures (SOPs). This leads to fragmented roles and authority, particularly in decision-making, financial management, and technology use, causing implementation to rely more on informal arrangements than formal mechanisms. Consequently, coordination is weak, program continuity is limited, and village tourism policies tend to be reactive and program-dependent rather than integrated into formal planning and budgeting systems.

These findings reveal a gap between practice and policy. In practice, tourism development is driven by technical activities such as training and digitalization, while at the policy level, implementation remains underexamined. As a result, village governments are often positioned merely as facilitators rather than strategic policy implementers in village tourism governance. This gap highlights the importance of an academic approach that bridges village tourism management practices with public policy analysis (Yusnita & Annabila, 2024). Without in-depth policy implementation studies, good practices in the field are potentially unsustainable and difficult to replicate. The following is a description of the research results related to the implementation of tourism governance in Tanjungsari village:

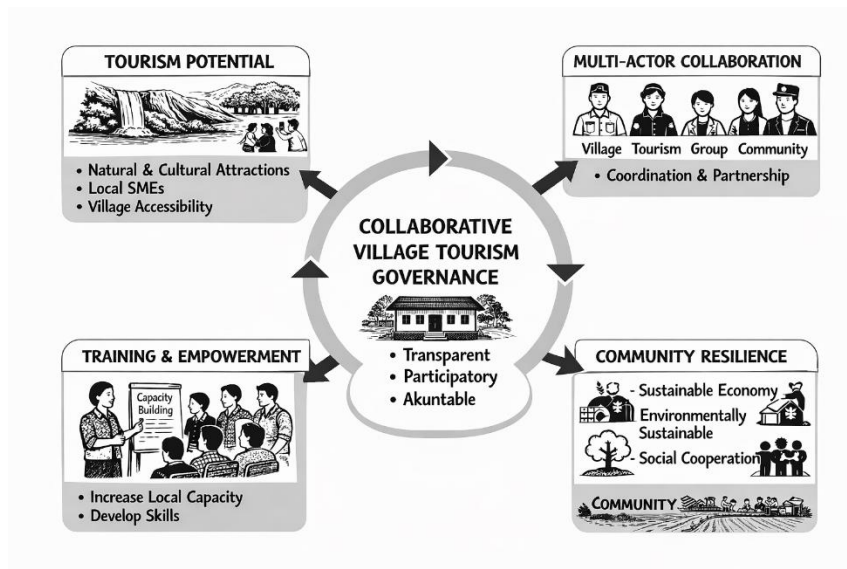


Figure 1. Collaborative Village Tourism Governance in Tanjungsari Village. Sources: Research result, 2025.

The figure illustrates that multi-actor collaborative village tourism governance in Tanjungsari Village operates through an integrated cycle linking tourism potential, actor collaboration, training and empowerment, and community resilience. Empirical findings indicate that tourism potential is relatively high, with a utilization rate of approximately 60%, supported by natural and cultural attractions, local SMEs, and adequate accessibility (around 70%). However, optimization of this potential depends on the effectiveness of collaboration among the village government, Tourism Awareness Group (Pokdarwis in Indonesian), and the community, which currently functions at a moderate level of coordination (approximately 65%). In terms of empowerment, training activities have contributed to improving local capacity, although the overall capacity development remains moderate (50–60%) and uneven across actors.

This condition affects governance quality, where transparency, participation, and accountability are implemented at a moderate level (around 62%). Consequently, the impact on strengthening community resiliency reflected in local economic improvement, environmental awareness, and social cohesion reaches an estimated level of 65–70%. Overall, while a collaborative governance model has been established, a notable implementation gap persists, requiring further strengthening in capacity, policy integration, and the sustainability of multi-actor collaboration.

Multi-Actor Collaboration in Tanjungsari Village

The multi-actor collaboration model in village tourism management positions governance as the central node of interaction among key stakeholders, namely the village government, local communities, business actors, and institutions or community organizations. The village government plays a strategic role in establishing policy frameworks and regulatory instruments while also acting as a facilitator of support. Local communities contribute through active participation and the preservation of local wisdom as a core tourism asset (Li et al., 2022). Meanwhile, business actors drive economic development through investment, innovation, and the expansion of tourism-related enterprises, whereas institutions and community organizations provide capacity building, mentoring, and the development of partnership networks. These interactions are dynamic and complementary, forming an inclusive and adaptive governance ecosystem as follows:

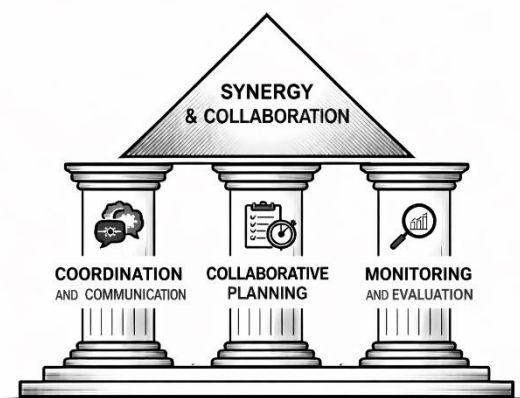


Figure 2. Multi-Actor Collaboration in Tanjungsari Village. Sources: Research result, 2025.

In practice, this model is supported by three main pillars: coordination and communication, collaborative planning, and monitoring and evaluation. These pillars serve as integrative mechanisms to ensure that all stakeholders align on shared objectives. Coordination and communication harmonize interests, collaborative planning provides a deliberative space for setting development directions, and monitoring and evaluation ensure accountability and the sustainability of programs (Zhao et al., 2024). Thus, synergy and collaboration are not merely normative principles but are operationalized into effective governance practices that support sustainable village tourism development (Usui et al., 2024; Wang et al., 2022). Strengthening community resilience is supported by the establishment of clear and measurable targets, an organized division of actor functions between village governments, communities, and other stakeholders, as well as strong institutional guarantees as a foundation for the sustainability and effectiveness of policy implementation (Fliervoet et al., 2016; Natalia et al., 2024; X. Zhang et al., 2022).

The main novelty of this research lies not only in the use of a policy implementation framework, but in the development of a village tourism governance policy implementation model that arises from the gap between normative village government policies and tourism management practices at the local level. The model offered in this research is called the Policy Practice Integration Model, namely a village tourism governance policy implementation model that emphasizes the dynamic integration between village policies and community-based tourism management practices. This model is developed from the elaboration of four dimensions of policy implementation, but added with an integrative dimension typical of the village, which bridges policy and technical activities. The following is explained in a **Table 2** below:

Table 2. Policy Practice Integration Model.

No	Aspect	Model Edwards III	Policy Practice Integration Model
1	Focus	Administrative	Village contextual governance
2	Role of Society	Object/Target	Policy co-implementor
3	Digitalization	Supporting variables	Policy instruments
4	Implementation	Linear	Cyclical & adaptive
5	Outcome	Policy compliance	Sustainability of governance

Source: Research Results, 2025.

From the image above, this research offers a Policy–Practice Integration Model as a conceptual innovation in the study of the implementation of village tourism governance policies, which places

the village government and Pokdarwis as hybrid implementing actors and formulates digitalization and empowerment activities as adaptive policy instruments in building sustainable village tourism governance. The main findings of this study indicate that the implementation of village tourism governance policies becomes effective when the policy is understood as a strategic direction framework, the village government and Pokdarwis function as hybrid implementing actors, and digitalization is positioned as an adaptive policy instrument that bridges policy and field practice.

Conclusion

The policy implications of this study emphasize that best practices in village tourism governance do not rely on the formulation of complex regulations, but rather on the capacity of village governments to translate policies into a contextual and socially grounded strategic development framework. Accordingly, effective policies should be designed in an adaptive manner by integrating local social, economic, and institutional dimensions from the planning stage through implementation. This approach can be operationalized through participatory mechanisms that go beyond formal procedures and actively engage communities in decision-making processes, thereby ensuring stronger local legitimacy and ownership of the policy outcomes.

Furthermore, best practices in policy implementation are reflected in the application of a co-production model between village governments and Tourism Awareness Groups (Pokdarwis) as hybrid actors. Within this model, roles are distributed adaptively between policy authorities and operational managers of tourism destinations, enhancing implementation effectiveness at the field level. Digitalization and community capacity building should be positioned as strategic governance instruments rather than merely technical activities, enabling long-term sustainability. To address the gap between normative policies and empirical practices, stronger cross-sectoral integration and performance-based monitoring and evaluation systems are required. Thus, policy success should be assessed not by short-term program outputs, but by the establishment of a sustainable and resilient village tourism governance system.

Declaration of Competing Interest

All authors contributed equally in conceptualization, study design, data collection, data analysis plan, data interpretation, manuscript writing.

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The authors declare that they have no known competing financial interests or personal relationships that could have appeared to influence the work reported in this paper.

Use of Artificial Intelligence (AI)-Assisted Technology

The authors declare that no artificial intelligence (AI) tools were used in the preparation, analysis, or writing of this manuscript. All aspects of the research, including data collection, interpretation, and manuscript preparation, were carried out entirely by the authors without the assistance of AI-based technologies.

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Authors Bio*

Regi Refian Garis is an Academic in the Department of Government Studies, Universitas Galuh, Indonesia. His research interests include Government Studies and Public Governance. Email : regirefiangaris@unigal.ac.id. (<https://orcid.org/0009-0003-4456-5089>)

Irfan Nursetiawan is an Academic in the Department of Government Studies, Universitas Galuh, Indonesia. His research interests include Government Studies and Public Policy. Email : irfan_nursetiawan10@unigal.ac.id .

Muhammad Younus is a Professional in the Department of Research and Software Development, TPL Logistics Pvt Ltd, Karachi, Pakistan. His areas of expertise include Software Development and Technology Research in the logistics sector. Email : mohammedyounusghazni@gmail.com. (<https://orcid.org/0000-0001-9654-1546>)