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ADAPTIVE GOVERNANCE IN TOURISM VILLAGE MANAGEMENT: A CASE STUDY OF EDELWEISS TOURISM VILLAGE IN WONOKITRI, INDONESIA

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Abstract

Tourism villages are one rural development initiative. Governance issues affecting tourism villages include low levels of community involvement and government effectiveness and accountability. This study examines the roles of formal and informal governance initiatives in promoting adaptive governance in the Edelweiss Wonokitri Tourism Village in Pasuruan Regency, Indonesia. Data collection methods included semistructured interviews with 6 key informants: Edelweiss Wonokitri Tourism Village officials, members of the Hulun Hyang Farmers Group, BUMDes officials, other community members, and officials from the Pasuruan Regency Tourism Office. Data collection methods also included field observation and document review. Findings suggest partially institutionalized adaptive governance in Edelweiss Wonokitri Tourism Village. Moderate cooperation exists among key village tourism stakeholders, though other community members have little role in decision making. Other adaptive practices help village tourism stakeholders meet community needs quickly. These practices depend heavily on the personal knowledge and informal cooperation of village tourism stakeholders. Some formal accountability mechanisms are in place, but public accountability is weak. Formal and informal governance initiatives both support and compete with each other. Findings add to the literature on adaptive governance by highlighting the importance of public accountability and other factors in building adaptive capacity alongside formal and informal governance initiatives.

Keywords: Adaptive Governance, Community-Based Tourism, Edeleweiss Wonokitri, Multi-Actor Collaboration, Tourism Village

1. Introduction

Tourism has become an important driver of sustainable local economic development, but its contribution increasingly depends on how destinations are governed rather than solely on visitor growth. Sustainable destination management requires economic, social, and environmental considerations to be addressed simultaneously, while collaboration among government, communities, and the private sector strengthens a destination's capacity to respond to changing conditions (Ichsan & Zaenuri, 2024; Li et al., 2024; Plummer & Fennell, 2009; Pons-Morera et al., 2018). From a public administration standpoint, tourism management in villages

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is not just an issue for tourism-related destinations; it is also a public administration issue involving power sharing and other interactions between public and private sector and community stakeholders involved in local development (Choiroh Masula et al., 2017; Putri et al., 2024).

Contemporary public administration practices include more horizontal collaboration between public administration entities and other community and civil society organizations than traditional public administration practices (Ansell & Gash, 2018). In Indonesia, village government officials have formal public administrative authority, but other village stakeholders, including BUMDes and other community organizations, play a role in delivering public services and economic benefits to village residents (Fitria et al., 2023; Lestari et al., 2026). Tourism in villages can provide opportunities to study public administration and other stakeholder interactions in evolving political and social contexts.

Within this broader agenda, tourism villages have emerged as a form of community-based tourism that uses natural resources, cultural practices, traditional architecture, and local economic activities as the basis for rural development and community empowerment (Damayanti & Subekti, 2019; Permatasari et al., 2022; Tondang, 2021). In Indonesia, tourism villages have also become a policy instrument for sustainable tourism and village-based economic development (Putra et al., 2023; Sudini & Wiryani, 2022; Tresiana & Kartika, 2024). The Tourism Village Network recorded an increase from approximately 4,573 tourism villages in 2023 to around 4,812 in 2024 (Tempo, 2024).

East Java is one of the provinces experiencing rapid growth in tourism village development. By 2025, an estimated 624 tourism villages were distributed across its regencies and cities, demonstrating the strategic position of locally based tourism in regional development.

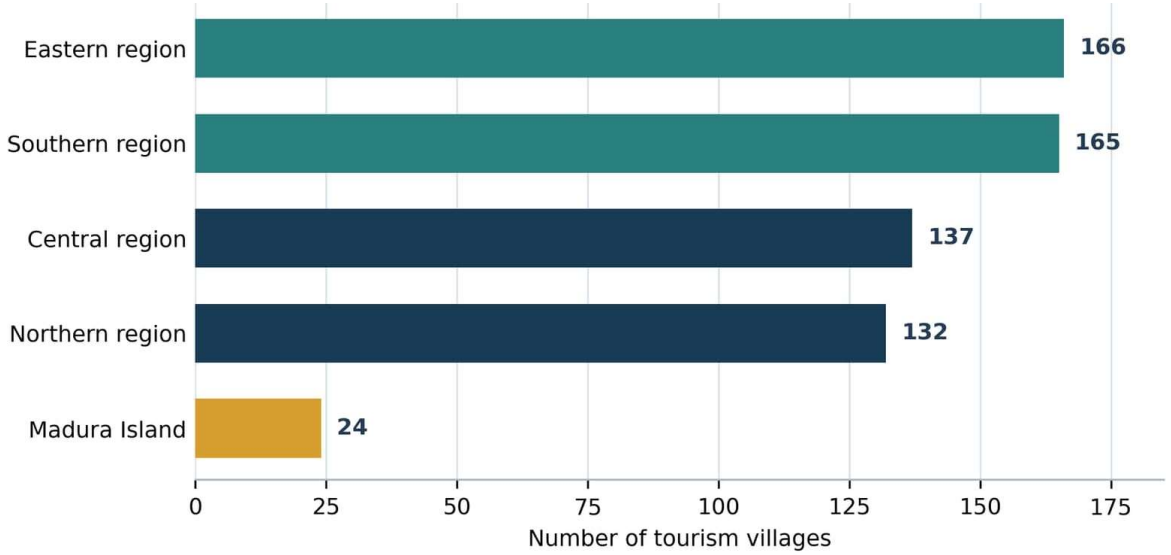

Figure 1. Distribution of Tourism Villages across East Java Regions in 2025

Source: Processed by the author through https://jadesta.kemenpar.go.id/sebaran (Kemenparekraf, 2025).

Figure 1 shows that tourism villages are distributed throughout East Java, with the largest concentrations in the eastern and southern regions. This expansion indicates substantial local

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tourism potential, but numerical growth has not always been accompanied by adequate institutional capacity. Many tourism villages still face weaknesses in stakeholder coordination, community involvement, human resource development, and sustainable destination management.

Pasuruan Regency is among the East Java regions actively developing tourism villages as part of its regional tourism strategy. By 2025, approximately 17 tourism villages were located across several districts, including Tosari, Purwosari, Bangil, and Gempol (Hambali, 2025; Rani et al., 2024). One of these is the Edelweiss Tourism Village in Wonokitri, Tosari District, a buffer area of Bromo Tengger Semeru National Park with attractions based on Edelweiss cultivation, Tenggerese culture, and access to Mount Bromo.

The Edelweiss Wonokitri Tourism Village is primarily managed by the Hulun Hyang Edelweiss Farmers Group with support from the village government, the Village-Owned Enterprise (BUMDes), and other stakeholders. Its recognition as the Champion of Hope for Pioneer Tourism Village in the 2023 Indonesian Tourism Village Awards confirms its development potential. Nevertheless, as a pioneering tourism village, it continues to face challenges related to institutional strengthening, tourism-product development, managerial capacity, and the distribution of benefits among community groups.

Another challenge is the unequal distribution of tourist visits in Pasuruan Regency. Although annual visits exceed two million, tourist flows remain concentrated in established destinations such as Taman Safari, Cimory, and fruit-picking attractions, while pioneering destinations such as Edelweiss Wonokitri have not yet contributed substantially to the total visits.

Figure 2. Tourist Visits in Pasuruan Regency, 2023-2025
Source: Central Statistics Agency of Pasuruan Regency (2025).

Figure 2 shows that tourist visits reached about 2.38 million in 2023, fell to about 2.06 million in 2024, and were estimated at 2.10 million in 2025. The relatively high aggregate figures, therefore, do not automatically produce an even distribution of tourism benefits. This points to

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a broader governance problem: the challenge is not merely to increase tourism activity, but to establish governance arrangements that coordinate diverse actors, incorporate community interests, learn from experience, and adjust management practices under changing local conditions.

Despite its recognition as a pioneering tourism village and the involvement of multiple stakeholders, the governance of the Edelweiss Wonokitri Tourism Village remains institutionally uneven. The village government, the Hulun Hyang Farmers' Group, BUMDes, community members, local government agencies, and external partners are involved in tourism-related activities, but their involvement does not necessarily constitute an integrated adaptive governance system. Community participation remains concentrated among particular groups and activities, coordination frequently depends on situational and interpersonal arrangements, and public access to management information remains limited. At the same time, operators often made informal adjustments in response to weather conditions, agricultural cycles, visitor demand, and local cultural practices. The central governance problem, therefore, is not whether collaboration, participation, flexibility, learning, and accountability exist, but how these practices are organized, how formal and informal governance mechanisms interact, and under what conditions they strengthen or constrain the tourism village's adaptive capacity.

Adaptive governance provides a relevant analytical framework for examining these conditions because it addresses the governance of complex, dynamic, and uncertain socio-ecological systems through institutional flexibility, multi-stakeholder collaboration, and continuous learning (Folke et al., 2005; Herrera Leal et al., 2024). Rooted in complex-systems and social-ecological-systems perspectives, adaptive governance assumes that social and environmental systems interact nonlinearly and therefore cannot be managed effectively through static, centralized, or purely hierarchical mechanisms (Simanihuruk & Sihombing, 2019; Yan et al., 2024).

Conceptually, adaptive governance connects adaptive management with collaborative governance. Adaptive management emphasizes monitoring, evaluation, experimentation, feedback, and policy adjustment as an ongoing learning process (Kristanti et al., 2024; Ylinen, 2021). Collaborative governance emphasizes the involvement of public institutions, local communities, private actors, and other organizations in decision-making and resource management (Ansell & Gash, 2018). Their integration enables governance systems to combine collective action with learning and adjustment under conditions of uncertainty (Plummer & Fennell, 2009; Simanihuruk & Sihombing, 2019).

In public administration, adaptive governance can help solve governance problems by providing tools that allow public administrators to maintain authority over policies and programs while providing less authority to other organizations and individuals with a role in local or lower levels of government to address local problems and other needs (Chirombo & Pangapanga-Phiri, 2025; Muhammad et al., 2022; Yulianto et al., 2025). Adaptive governance expands the scope of public administration research to include issues such as interorganizational cooperation, information exchange, and accountability. Adaptive governance is especially relevant for researchers studying village governance because formal authority relationships coexist with other organizations and social institutions in villages that influence the

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implementation of public policies and programs.

This study uses five components of adaptive governance (participation, collaboration, adaptive learning, flexibility, and transparency and accountability) as guiding research themes rather than measures of adaptive governance (Zhang et al., 2024). The study examines formal and informal processes associated with the five components of adaptive governance. Formal processes include official roles and responsibilities of village government officials and BUMDes, reporting and other requirements, coordination processes, and government assistance programs. Informal processes include other forms of coordination among village government officials, social networks, informal tourism practices and traditions, practical learning, and other informal responses to challenges in managing tourism. In this study, adaptive governance is defined by the five components and formal and informal processes that affect adaptive capacity.

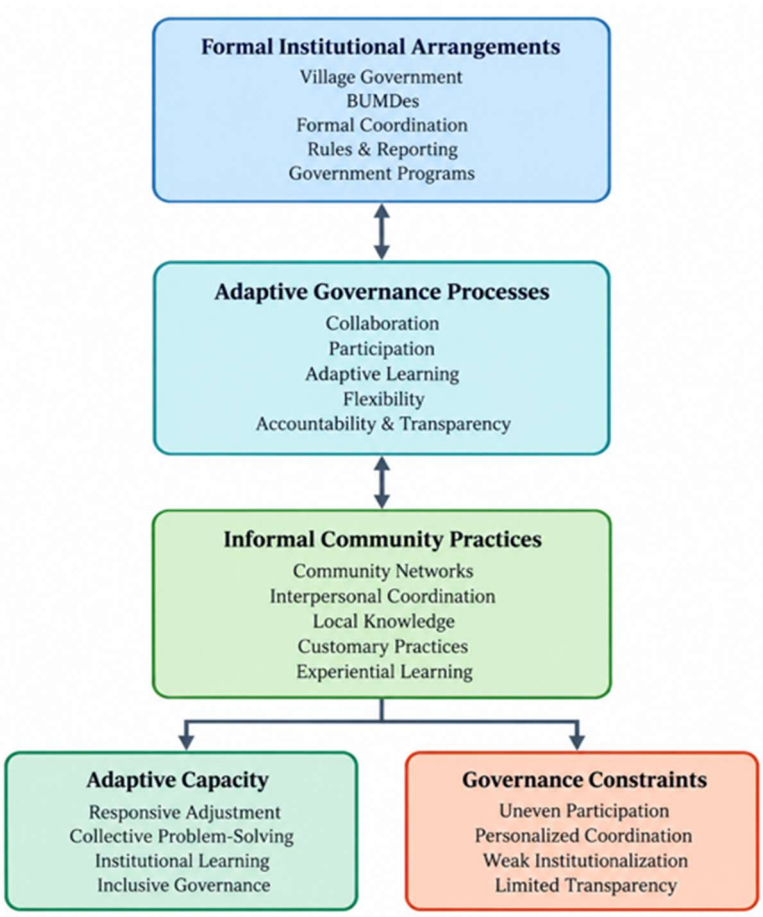

Figure 3. Analytical Framework of Formal–Informal Institutional Interaction in Adaptive Governance

Source: Developed by the authors based on (Folke et al., 2005; Zhang et al., 2024).

Accordingly, the analytical framework distinguishes between governance structures and governance practices. Formal institutions provide authority, organizational roles, procedures, resources, and accountability mechanisms, while informal practices provide flexibility, local knowledge, interpersonal trust, and rapid coordination. Neither operates independently. Formal arrangements may stabilize collaboration and accountability but can also restrict responsiveness

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when procedures become rigid. Conversely, informal practices can facilitate rapid adjustment and context-sensitive decision-making but may also produce selective participation, dependence on personal relationships, and weak public accountability. Adaptive capacity therefore emerges from the way these two forms of governance complement, negotiate, or contradict one another across the five analytical dimensions.

The framework is particularly relevant to tourism villages because their management extends beyond attraction development. It requires coordination among village governments, community groups, BUMDes, local businesses, regional governments, and supporting institutions, while remaining embedded in local livelihoods and cultural practices (Ichsan & Zaenuri, 2024; Putra & Huda, 2022; Vel & Bedner, 2015). Community participation in planning, decision-making, daily management, and evaluation can strengthen local ownership and the sustainability of destination management (Damayanti & Subekti, 2019; Maulia & Setiyono, 2023; Riangger et al., 2024).

Previous studies have demonstrated the importance of adaptive co-management, stakeholder collaboration, community participation, social capital, and institutional coordination in tourism and natural-resource governance (Islam et al., 2018; Maulia & Setiyono, 2023; Prayitno et al., 2025). However, much of this literature examines relatively established destinations or treats collaboration, participation, learning, flexibility, and accountability as separate governance attributes. Consequently, less attention has been given to how these governance practices interact in institutionally emerging tourism villages and, more importantly, how formal institutional arrangements coexist with informal community practices in producing adaptive capacity. This limitation is particularly relevant to pioneering tourism villages, where formal structures may remain incomplete while everyday governance relies heavily on interpersonal coordination, customary practices, experiential learning, and situational adjustments. Examining this interaction is necessary because the presence of participatory forums, flexible practices, or reporting mechanisms does not necessarily indicate inclusive, responsive, or accountable governance.

The Wonokitri case study makes three contributions to scholarship on adaptive and tourism governance. One contribution of the Wonokitri case study is additional knowledge about adaptive governance. Much existing knowledge about adaptive governance relates to natural resource and protected area governance and other more developed governance contexts, while the Wonokitri case study involves a new tourist village with developing governance institutions and heavy use of informal approaches to managing tourism. The Wonokitri case study also makes contributions to tourism governance scholarship by extending prior research on collaboration and community involvement in tourism governance with new knowledge about formal and informal institutions involved in tourism governance in Wonokitri, including the village government and BUMDes and other government initiatives, as well as informal institutions, such as social networks and learning by doing. The Wonokitri case study also offers information about limitations to adaptive capacity resulting from interactions between formal and informal institutions in tourism governance, such as limited and unrepresentative community participation and lack of monitoring other than by administrators. Key lessons about adaptive capacity in community-based tourism from the Wonokitri case study include the

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roles of formal and informal institutions.

Against this background, this study asks: How do formal institutional arrangements and informal community practices interact to enable or constrain adaptive governance in managing the Edelweiss Wonokitri Tourism Village? To address this question, the study examines collaboration, participation, adaptive learning, flexibility, and accountability and transparency not simply as indicators of good governance, but as interconnected governance processes whose effectiveness depends on the distribution of authority, opportunities for participation, institutionalization of learning, scope of managerial discretion, and mechanisms of public accountability.

Thus, this study explores the role of formal and informal local institutions in adaptive governance in the Edelweiss Wonokitri Tourism Village. Five factors (collaboration, participation, adaptive learning, flexibility, and accountability and transparency) are examined to identify their effects on adaptive and nonadaptive governance practices in the village.

2. Methods

This qualitative case study was conducted at Edelweiss Wonokitri Tourism Village in the Tosari Subdistrict, Pasuruan Regency, East Java Province. The study site was selected because numerous stakeholders, including government and community members, are involved in tourism management at the village level, such as the regency government, Hulun Hyang farmer group, village-owned enterprise, other community members, and regency-level government officials. These existing relationships made Wonokitri Tourism Village a good site for examining adaptive governance. Data collection for this study lasted three months and involved five steps. During step 1, the researcher made initial observations and document reviews to gather background information on tourism management institutions and stakeholders in the village. During step 2, the researcher identified and recruited potential interviewees. Potential stakeholders to interview included those directly involved in village-level tourism management. During step 3, the researcher conducted in-depth interviews and other field research and collected documents. During step 4, the researcher compared interview and other data. During step 5, the researcher compared and verified findings with those of the adaptive governance theory through triangulation.

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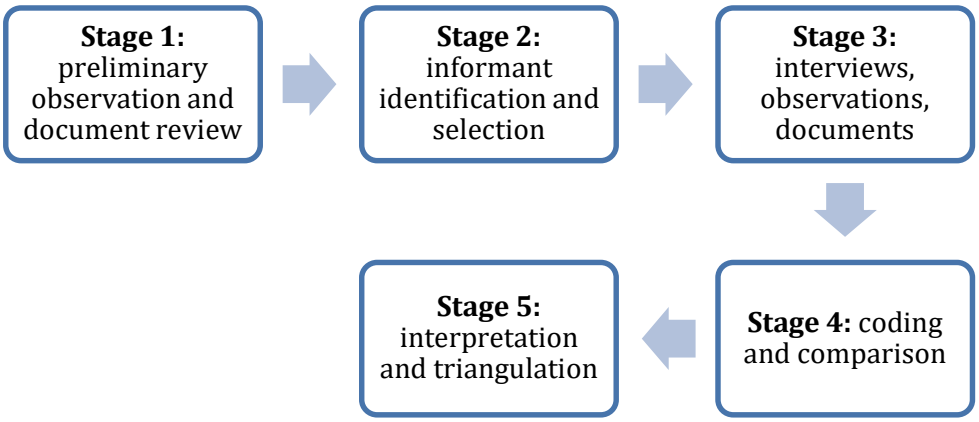

Figure 4. Qualitative Research Process
Source: Adapted by the author from Creswell (2018)

Informants were selected purposefully to gain firsthand knowledge about Wonokitri's tourism village governance. Three guidelines were used to select informants. Informants must work on tourism activities in Wonokitri. Informants must hold different positions in the tourism village governance system so that information and knowledge about the roles of government officials, tourism businesses, and other key institutions in the village economy can be compared . Informants must have sufficient knowledge of Wonokitri's tourism village governance to share information and opinions about coordination, learning, adaptability, and accountability. Six (6) key informants were selected based on these guidelines: two community members, the Chairperson of the Hulun Hyang Farmers Group, the Head of Wonokitri Village, one representative of the village's BUMDes, and two representatives of the Pasuruan Regency Tourism Office. The objective of selecting these informants was to gather diverse opinions about tourism village governance, not a statistically representative sample.

Checks to assess sample size were conducted during data collection, including cross-interview and cross-stakeholder comparison. Data collection was considered adequate once later interviews yielded little new information or themes related to the research questions. In this study, sample size adequacy was assessed thematically and in the context of a case study rather than numerically.

Data were collected using interviews and other observation techniques and document analysis. Information gathered in the interviews included data about the roles and responsibilities of tourism village stakeholders and other participation; planning and evaluation activities; operational changes; and other monitoring and oversight activities in the tourism village. Information gathered through other observation techniques included data on tourism and other activities and facilities in the village and interactions among village stakeholders in the tourism area. Document analysis provided information about village profiles and other tourism-related policies, activities, and financial information. Multiple sources of data allowed

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researchers to compare formal and informal governance practices and identify similarities and differences in stakeholders' reports of information about the tourism village.

A qualitative research method described by Miles et al. (2019) was used, including the phases of data reduction, data display, conclusion drawing, and conclusion validation. Analysis units were selected from transcript, field observation, and document review products. Inductive and deductive codes were used. Deductive codes were drawn from five aspects of adaptive governance: collaboration, participation, adaptive learning, flexibility, and accountability and transparency. Inductive codes identified other themes in the data, including situational participation, interpersonal coordination, experience-based adjustments, differentiated roles among actors, and information barriers. Inductive and deductive codes were combined into higher-level codes about formal and informal institutional practices. Comparisons were made across observed codes for different actors and data sources to learn how these practices helped or hindered adaptive governance.

Credibility was improved through source and method triangulation. Source triangulation strategies included input from community and tourism officials and other local government and BUMDes and tourism office personnel. Method triangulation strategies included input from interviews and other field observations and document reviews. Information provided by different informants was not harmonized in the final analysis due to differences in their knowledge and experience with the community's governance processes.

3. Results and Discussion

3.1. Collaboration

Collaboration in managing the Edelweiss Wonokitri Tourism Village involves a wide range of stakeholders, including representatives from the district and village governments, community groups, and the private sector. This collaborative process has emerged as a joint effort to support the sustainable management of the Edelweiss Wonokitri Tourism Village in Pasuruan District, aligning with the village's local potential. Based on an interview with one of the community representatives from Wonokitri Village, Dewi, the primary informant in this study, it was noted that the Wonokitri Village Government dominates involvement in the management of this tourism village as the primary actor, supported by the tourism village management team, the majority of whom are members of the Farmers' Group. The village community is also involved in various social, economic, and cultural activities. Based on the interview with Dewi, the community's role is described as follows: collaboration in managing the tourism village is situational, as is their involvement in tourism village activities.

However, a different picture emerges regarding the role of the Edelweiss Farmers' Group, the primary actor at the Edelweiss Tourism Park in Wonokitri Village. Interviews with key informants, including the Chairperson of the Edelweiss Tourism Park Farmers' Group, reveal that a wide range of stakeholders manage this tourist attraction. The Wonokitri Tourism Village government, the Village-Owned Enterprise (BUMDES), and private-sector corporate social responsibility (CSR) initiatives collaborate through partnership programs to manage the Edelweiss Tourism Park. On the other hand, the Farmers' Group also functions as the primary

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business unit under the BUMDES, making the group's role highly central, not merely social but also institutional and economic in nature.

In this regard, Mr. Wirya Aditya, the head of Wonokitri Village, stated that the management of the Edelweiss Tourism Village is part of the "model village" initiative and actively collaborates with various private-sector stakeholders to support human resource development and the provision of tourism infrastructure and facilities. Based on an interview with Mr. Wirya Aditya, the Wonokitri Tourism Village collaborates with various corporate social responsibility (CSR) initiatives, particularly in the banking sector, including BCA, Bank Indonesia, and the Deposit Insurance Corporation (LPS). The village maintains ongoing relationships with the private sector; for example, with Bank BCA, in human resource development, many activities are tourism-related or involve arts and culture. In tourism, Bank BCA offers a training program for local tour guides, with certification administered by the bank, as well as guidance and support for homestay services, which the bank also facilitates. The project also collaborates with higher education institutions through community and farmer group mentoring, particularly to strengthen knowledge in the agricultural sector. To date, the higher education institutions involved in managing the Edelweiss Village Tourism project are Brawijaya University and BINUS University in Malang, with these collaborations ongoing and tentative. The Village-Owned Enterprise (BUMDes) also plays a central role in this collaborative process, as it serves as the village revenue management body responsible for overseeing village business units, such as tourist attractions and other operations.

The various tourist attractions at Edelweiss Park are among the management functions carried out by the Village-Owned Enterprise (BUMDes), in collaboration with farmer groups and the village government, to manage the tourist village's main attractions. This collaboration is also evident in managing tourism support services, such as tourist parking, which involves residents as parking attendants. This parking management provides additional economic opportunities for the community while supporting the smooth operation of tourism activities in the village. Through this parking management system, the BUMDes works with the community to regulate the flow of tourist vehicles entering the Edelweiss Park area. Community involvement in parking management shows that tourism activities focus not only on managing tourist destinations but also on developing supporting services that provide direct economic benefits to village residents.

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Figure 4. Integrated Tourism Support-Service Ecosystem in Wonokitri Village
Source: Developed by the authors based on the research findings, 2025

As summarized in Figure 4, the tourist parking area is located at the front of the Edelweiss Park complex and serves as a holding area for tourists' vehicles before they enter the tourist destination. This parking area is a vital facility that supports accessibility for tourists visiting the Edelweiss Wonokitri Tourism Village. The Village-Owned Enterprise (BUMDes) manages the parking area, with residents serving as parking attendants who direct tourist vehicles, ensure vehicle security, and maintain smooth traffic flow around the tourist site. In addition to supporting tourism, managing this parking area creates economic opportunities for the village community through direct involvement in tourism services. Thus, the tourist site and parking area form part of an integrated tourism village management system that combines tourism destination development with local economic empowerment.

Figure 4 also shows that the clean water management unit is one of the service units managed by the Village-Owned Enterprise (BUMDes) as part of the supporting infrastructure for village tourism activities. This unit not only meets the basic needs of the Wonokitri village community but also supports the operations of various tourism facilities, such as homestays, tourist eateries, and public facilities, in the Edelweiss Park area. This clean water management demonstrates collaboration among the BUMDes, the village government, and the community to provide basic services that also support tourism activities in the village.

The village market, represented in Figure 4 as one of the BUMDes business units, also supports the local economy by providing a space for the community to sell agricultural products and locally processed goods to tourists. The village market serves as a distribution channel for local products, including vegetables, agricultural produce, and processed goods unique to Wonokitri Village, which tourists can consume or purchase as souvenirs. Thus, the village market not only supports community economic activities but also contributes to the village tourism ecosystem by encouraging community involvement in tourism-based economic activities.

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The empirical evidence shows that tourism management involves the village government, the Hulun Hyang Farmers' Group, BUMDes, community members, the Tourism Office, private-sector partners, and universities. Their roles differ substantially. The Farmers' Group is directly involved in the daily management of Edelweiss Park; BUMDes manages village business units and supporting services; the village government provides coordination and policy support; and external actors primarily contribute through training, mentoring, and infrastructure assistance. Community involvement outside the main management groups is more situational, particularly in tourism-support services and village events.

3.2. Participation

Community participation is a key element in managing the Edelweiss Wonokitri Tourism Village. Research findings show that the community has been involved in various tourism village activities, although participation levels have not been uniform across all community groups. Community involvement generally occurs in specific activities, such as cultural, religious, or tourism events that involve many villagers.

Table 2. Empirical Evidence of Community Participation in Edelweiss Wonokitri Tourism Village

No	Informant	Role	Empirical Evidence
1	Dewi	The Residents of Wonokitri Village	Community involvement typically occurs when there are specific village tourism activities that require residents' support. Information regarding these activities is usually communicated to the community in advance.
2	Yadi	The Residents of Wonokitri Village	The community is typically involved in specific activitie such as religious events or village cultural activities.
3	Teguh Wibowo	Chairperson of the Hulun Hyang Farmers' Group	All members of the farmers' group are required to actively participate in the management of Edelweiss Park with a clear division of tasks, ranging from park management to visitor services.
4	Wirya Aditya	Head of Wonokitri Village	The community is primarily involved in cultural activities such as Karo Day and Kasodo Day, which also serve as tourist attractions. The community also gains additional economic opportunities from tourism activities.
5	Wande	Members of the Wonokitri Village-Owned Enterprise	The Village-Owned Enterprise (BUMDes) prioritizes the empowerment of the local community in every village tourism business unit, both as workers and as entrepreneurs selling local products.

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No	Informant	Role	Empirical Evidence
6	Santo	Pasuruan Regency Tourism Office	The local government involves the community through discussion forums, training, and mentoring of farmer groups to support the development of village tourism.

Source: Processed result of the author's interview, 2025.

The interview data show several forms of community involvement. Residents mainly participate in cultural and religious events, tourism-related economic activities, parking services, local product sales, and other activities that require community support. Members of the Hulun Hyang Farmers' Group show more regular involvement, with defined responsibilities in park management and visitor services. BUMDes also involves residents through village business units, while the Tourism Office provides discussion forums, training, and mentoring activities.

These patterns indicate that participation is differentiated rather than uniformly distributed across the village community. Participation is relatively structured among actors formally connected to tourism management, particularly the Farmers' Group and BUMDes, whereas wider community involvement is more event-based and operational. The evidence therefore distinguishes participation in implementation from meaningful involvement in planning, decision-making, and evaluation.

More structured participation is evident in the Hulun Hyang Farmers' Group, which primarily manages Edelweiss Park. All members of the farmers' group must actively participate in tourism village management, with clearly defined roles. Each member has specific responsibilities, from park management and visitor services to maintaining tourism facilities. This division of labor enables tourism village management to operate more efficiently and strengthens members' sense of responsibility for the success of tourism activities.

From the village government's perspective, community participation is also evident in local cultural activities such as the Karo Festival and the Kasodo Festival, which form part of the village's tourism attractions. During these events, the community engages in various economic activities, such as selling agricultural products, providing tourist transportation services, or offering other tourist services.

Village-Owned Enterprises (BUMDes) also encourage community participation through local economic empowerment. Managing village tourism business units gives community members opportunities to work as employees, small business owners, or providers of tourism support services. Through these mechanisms, the community can derive direct economic benefits from village tourism activities. From the local government's perspective, community participation is viewed as a key factor in the sustainability of village tourism. Local governments actively engage the community through discussion forums, training, and mentoring programs for community groups that manage village tourism. This shows that community participation is not merely a component of tourism operations but also a crucial element of decision-making and community capacity building.

Table 2 shows that community participation in managing the Edelweiss Wonokitri Tourism Village takes various forms, from situational participation in cultural activities to more structured participation through farmer groups and BUMDes business units. Nevertheless,

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community involvement remains uneven, with most participation concentrated among specific groups that directly manage the tourism village.

3.3. Adaptive Learning

Adaptive learning in managing the Edelweiss Wonokitri Tourism Village is evident in the policy evaluation and adjustment processes carried out by various stakeholders. This learning generally takes place through meetings, internal discussions, and reflection on tourism management experiences in the field. The Hulun Hyang Farmers' Group, as the primary manager of Edelweiss Park, routinely evaluates tourism activities through monthly member meetings. In these forums, all members can provide input regarding tourism management, including visitor services, facility management, and the condition of the tourism environment. These evaluations then form the basis for improvements in tourism village management.

For example, an increase in the number of tourists prompted managers to adjust available facilities. Managers expanded the capacity of support facilities, such as restrooms, communal kitchens, and meeting rooms, to enhance visitor comfort. The Hulun Hyang Farmers' Group conducts monthly meetings to discuss visitor services, facilities, and operational conditions. The village government evaluates tourism development approximately every six months, while BUMDes conducts monthly, semester, and annual reviews of its business units. Interview and observational data also indicate that changes in visitor numbers have led managers to adjust facilities such as restrooms, communal kitchens, and meeting spaces.

These findings indicate that learning occurs primarily through recurrent evaluation and experience-based adjustment rather than through a formalized knowledge-management system. Learning is therefore embedded in routine organizational practices, but the extent to which lessons are systematically documented and transferred across institutions remains limited.

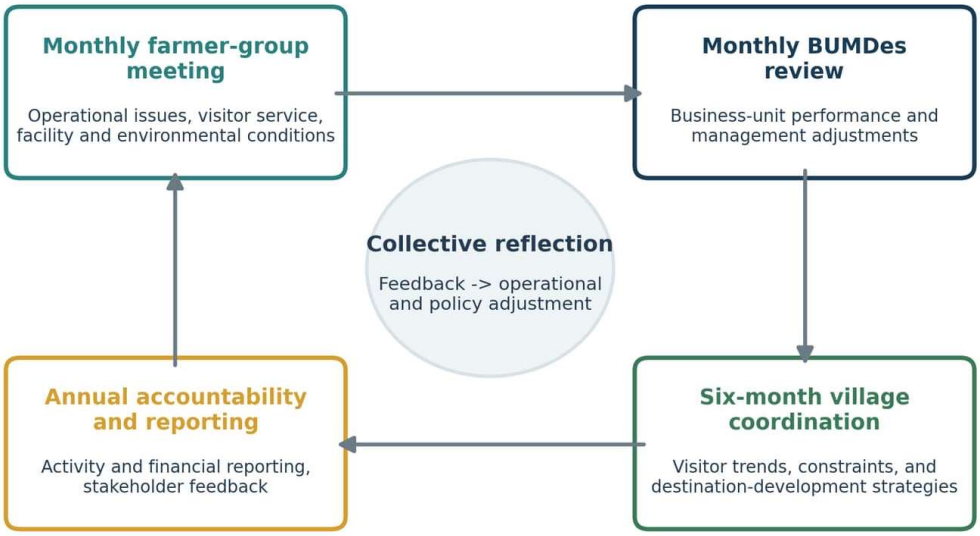

Figure 5. Adaptive Learning and Evaluation Cycle in Tourism Village Management

Source: Developed by the authors based on the research findings, 2025.

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This evaluation forum serves as a platform for BUMDes management to review business unit performance and adjust management strategies based on lessons learned. This practice demonstrates an adaptive learning process that is evolving within the governance of tourism villages. Through these accountability meetings, BUMDes management not only presents activity and financial reports but also discusses various inputs from members and other stakeholders. This process enables collective reflection on existing management practices, ensuring that policies and strategies for managing the tourism village can be continuously improved in line with evolving conditions and on-the-ground needs.

3.4. Flexibility

Flexibility is a key characteristic of managing the Edelweiss Wonokitri Tourism Village. Research findings show that flexibility is evident in stakeholders' ability to adapt tourism management policies and practices to on-the-ground conditions. Tourism activities are often adjusted to account for weather conditions, community agricultural activities, and the village's cultural calendar. When conditions do not permit, tourism activities can be postponed or adjusted without rigidly enforcing the program's implementation. This approach demonstrates flexibility in tourism village management that considers the local community's social and economic conditions.

Table 3. Empirical Evidence of Management Flexibility

No	Informant	Role	Empirical Evidence
1	Yadi	Residents of Wonokitri Village	Tourism activities are scheduled according to weather conditions, agricultural activities, and local community events such as the planting season or village cultural events.
2	Teguh Wibowo	Chairperson of the Hulun Hyang Farmers' Group	• Task assignments, work schedules, and tourism management can be adjusted based on visitor numbers and on-site conditions. • Management guidelines are not overly rigid so that they can adapt to dynamic on-site conditions.
3	Wirya Aditya	Head of Wonokitri Village	The village government allows tourism operators to adapt their activities to local conditions without imposing a specific management model.
4	Wande	Members of the Wonokitri Village-Owned Enterprise	The management of village tourism business units adjusts operating hours and work systems based on the community's economic conditions and the tourism situation.
5	Santo	Pasuruan Regency Tourism Office	Local government assistance is tailored to each village tourism site, taking into account the level of human resource readiness and tourism potential.

Source: Processed by the author from interview results, 2025.

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Informants reported adjustments to activity schedules, task allocation, operating hours, assistance programs, and tourism operations. They made these adjustments in response to weather, agricultural cycles, visitor numbers, cultural events, and differences in local management capacity. The findings suggest that flexibility operates mainly at the operational level. This flexibility enables rapid adjustment to local circumstances, but it does not necessarily indicate institutional adaptability. Because many adjustments depend on discretionary, situational decisions, their continuity may depend on particular actors rather than formal organizational procedures.

3.5. Accountability and Transparency

Accountability and transparency in managing the Edelweiss Wonokitri Tourism Village are ensured through various mechanisms for reporting and communicating information to the community. The village generally conveys information about tourism village activities through village meetings, community forums, and village information channels. Further details are provided in the interview summary in Table 4 below.

Table 4. Empirical Evidence of Accountability and Transparency Mechanisms

No.	Informant	Role	Empirical Evidence
1	Dewi	Residents of Wonokitri Village	Information regarding village activities and the management of the tourism village is typically obtained through village announcements, neighborhood unit (RT) meetings, or village assemblies.
2	Teguh Wibowo	Chairperson of the Hulun Hyang Farmers' Group	Farmers' groups prepare activity and financial reports that are submitted to the Village-Owned Enterprise (BUMDes), which then reports to the village government and the community every six months.
3	Wirya Aditya	Head of Wonokitri Village	Information regarding village management is communicated through general meetings and informational media such as banners, as the village website is not yet active.
4	Wande	Members of the Village-Owned Enterprise (BUMDes)	The BUMDes prepares financial reports and business unit performance reports covering revenue, profit distribution, and activity reports.
5	Santo	Pasuruan Regency Tourism Office	Information regarding the village tourism development program is communicated through coordination forums, evaluation meetings, and village mentoring activities.

Source: Processed by the author from interview result, 2025.

Accountability mechanisms operate primarily through periodic activity and financial reporting by the Hulun Hyang Farmers' Group and BUMDes, coordination meetings, village deliberation forums, and public disclosure of village financial information. Community members reported receiving information mainly through village meetings, RT-level communication, announcements, and public banners. At the institutional level, the Farmers' Group and BUMDes submit activity and financial reports to the village government periodically,

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while the Tourism Office conducts monitoring and evaluation through coordination and mentoring activities.

The evidence indicates a distinction between administrative accountability and public transparency. Reporting mechanisms are relatively established within formal institutions, but public access to tourism-management information still depends on face-to-face forums and conventional communication channels. Accountability therefore appears stronger within organizational reporting relationships than in broader public oversight, while transparency remains uneven across community groups.

Furthermore, strengthening the village information system and leveraging digital media are crucial to expand public access to information on tourism village management and increase community participation in the joint oversight process. One form of transparency initiative undertaken by the Wonokitri Village Government is the open disclosure of village financial information to the public through public information media. This information is presented as a Village Revenue and Expenditure Budget (APBDes) banner displayed in the village's public spaces, making it directly accessible to the community. Disseminating APBDes information aims to provide an overview of the village's financial condition, including sources of village revenue, expenditure allocations across various development sectors, and budget adjustments within a fiscal year. This open presentation of village financial data is a form of transparency in village governance that allows the public to understand how the village budget supports village development, including the development of a tourism village. Figure 6 below presents a visual comparison of Wonokitri Village APBDes expenditure allocations for Fiscal Year 2025.

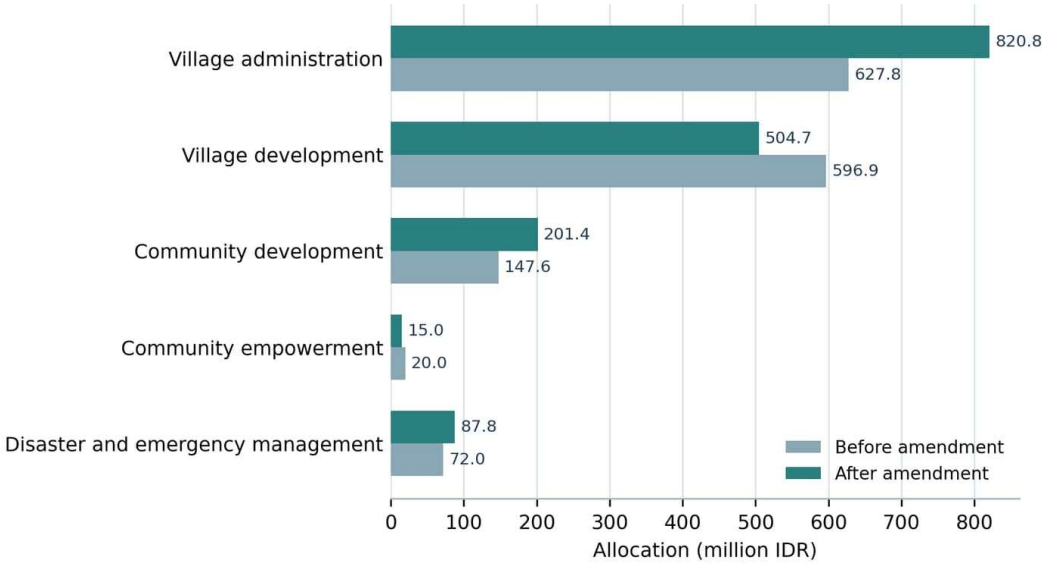

Figure 6. Changes in Wonokitri Village Expenditure Allocation after the 2025 Budget Amendment

Source: Documentation of Wonokitri Village APBDes for Fiscal, 2025.

Figure 6 compares the principal expenditure allocations in the Wonokitri Village Revenue and Expenditure Budget (APBDes) before and after the 2025 budget amendment. The allocation for village administration increased to Rp820,832,764.50, while the allocation for village development decreased to Rp504,696,350. These figures represent the overall Wonokitri Village budget, not a specific financial allocation for the Edelweiss Tourism Village.

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Figure 6 is therefore presented only as evidence of the village government's public financial-disclosure mechanism and should not be interpreted as evidence of the financial accountability or resource allocation of the tourism village itself.

3.6. Discussion

The findings indicate that adaptive governance in the Edelweiss Wonokitri Tourism Village emerges not solely from formal institutional arrangements or community-based practices, but from their interaction. Formal institutions—including the village government, BUMDes, the Tourism Office, reporting procedures, and coordination forums—provide authority, organizational structure, resources, and administrative accountability. At the same time, informal practices—including interpersonal coordination, community networks, local knowledge, customary activities, and experience-based adjustment—enable actors to respond to changing local conditions. The adaptive capacity of the tourism village therefore depends on how these two governance arrangements complement, compensate for, or constrain one another, rather than simply on the presence of the five adaptive governance dimensions(Folke et al., 2005; Plummer & Fennell, 2009).

Figure 7. Collaboration Patterns of Actors in Edelweiss Park Management

Source: Developed by the authors based on the research findings, 2025.

Stakeholders in the Edelweiss Wonokitri Tourism Village include the village government, Hulun Hyang Farmers Group, BUMDes, other village residents, the Pasuruan Regency Tourism Office, private companies, and universities. Other stakeholders play different roles in the Edelweiss Wonokitri Tourism Village. The village government provides policy and other support. BUMDes provides support for village businesses and other facilities. The Farmers

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Group operates Edelweiss Park. Private and public-sector stakeholders provide training and other support services. Other village residents provide irregular support for tourism activities in the village.

These findings show that many different people are involved in Wonokitri cooperation, but several institutional barriers limit it. Formal cooperation exists among those working directly on Wonokitri. Other community and outside participants sometimes help with other Wonokitri activities based on personal relationships. Advantages of Wonokitri cooperation include access to diverse resources and other assets. Formal Wonokitri cooperation has not been established.

Empirically, the managers of Edelweiss Wonokitri Tourism Village are village government officials, members of the Hulun Hyang farmer group, BUMDes, other village residents, Pasuruan Regency Tourism Office staff, private-sector businesses, and universities. Roles and functions of these managers of Edelweiss Wonokitri Tourism Village include policy and other support from village government officials, business and other services from BUMDes, and management of the Edelweiss Park tourist attraction by members of the Hulun Hyang farmer group. Other organizations also provide support, such as training, to Edelweiss Wonokitri Tourism Village. Other village residents provide services to Edelweiss Wonokitri Tourism Village only when asked to do so. These findings indicate that Wonokitri participation is diverse among participants but not formalized. Most active core participants work together formally, and other local and external participants informally participate in Wonokitri activities through individual relationships. Several benefits of Wonokitri participation exist but are not formalized.

From an adaptive governance perspective, studies like this one indicate that actor networks foster adaptive capacity by enabling information sharing and other forms of interaction and cooperation among network members (Folke et al., 2005). The Wonokitri case shows that informal actor networks alone are insufficient to promote adaptive collaboration, and formal relationships among actor network members are needed to ensure ongoing collaboration regardless of changes in individual participants or programs.

This study offers new information on tourism governance. Similar to Matthoriq et al. (2021), this study's findings about obstacles to collaboration in the governance of tourism villages include a lack of institutional and human resources. New findings from the Wonokitri study include evidence that informal collaboration among villagers can help overcome institutional obstacles to collaboration in the governance of tourism villages. Similar to Maulia and Setiyono (2023), this study emphasizes the importance of collaboration in tourism village development and offers new evidence that collaboration can enhance adaptive capacity and dependence on social networks in the absence of formal coordination.

The main lesson is that interventions to promote coordination and cooperation should not focus on increasing the number of stakeholders involved. Other lessons about interventions to promote coordination include techniques to formalize relationships among stakeholders, such as assigning formal positions to stakeholders, meeting with other stakeholders, making formal agreements, and other ways to use informal knowledge of

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community members in formal decision-making.

Empirically, community interactions in Wonokitri include cultural interactions around Karo and Kasodo festival celebrations, tourism and other economic activities, transportation services, sale of local goods, and interaction with BUMDes and Farmers Groups. Formal community interactions are primarily limited to the Hulun Hyang Farmers Group and other BUMDes-connected stakeholders. Informal community interactions with other stakeholders occur during special events and other activities.

This pattern indicates weak and uneven community involvement. Community members participate in tourism planning and other activities. Community involvement is strongest during program implementation and weakest during planning and evaluation. Signs of community involvement do not necessarily indicate inclusive adaptive governance. Theoretically, adaptive governance is enhanced by resident involvement in decision-making about governance issues. Adaptive resident involvement includes more than attending tourist-related events. It includes ways for residents to offer information and feedback to influence and change decisions on tourist and other issues.

This study supports research on other tourism villages about the advantages of community involvement for community ownership and sustainability (Damayanti & Subekti, 2019; Maulia & Setiyono, 2023; Riangger et al., 2024). Research on Wonokitri community involvement in this study indicates both advantages and differences in community involvement for community ownership and sustainability. Findings contradict assumptions about the relationship between community involvement and empowerment, as they show that involvement in tourism village operations does not necessarily lead to decision-making roles. Research on Wonokitri extends previous research by comparing different forms of community involvement. The finding suggests that the tourism village government should take steps other than encouraging residents to participate in village events and other tourism activities. Specific actions can increase resident involvement in planning and other tourism activities, beyond the involvement of nonmembers of the Farmers Group and BUMDes.

Empirically, lessons are learned in the Wonokitri tourism program through monthly farmers' group meetings and other village meetings and monitoring visits by BUMDes staff, as well as other interactions with visitors and trial-and-error adjustments during tourism operations. Changes and additions to tourism facilities and other services illustrate how lessons are used in tourism operations. Lessons are not strongly institutionalized through formal knowledge-management processes in the Wonokitri program but are shared through other village meetings and interactions among program participants. These findings indicate that Wonokitri has an informal but no formal learning system. Workers gain experience and benefit from it in some ways, but other workers do not learn from them or pass on what they know, either inside or outside the organization. The informal knowledge is not documented in formal policies and procedures.

This difference is theoretically important because adaptive management involves more activities than monitoring. Adaptive learning involves activities such as feedback designed to help institutional decision makers apply lessons from experience to future governance

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decisions (Plummer & Fennell, 2009; Ylinen, 2021). The adaptive benefits of learning increase when collaborative learning helps individuals share their experiential learning with other institutional decision makers.

The Wonokitri study lends support to the findings of (Kristanti et al., 2024; Plummer & Fennell, 2009), that adaptive management strategies can help communities achieve other goals in addition to tourism development. The Wonokitri study also indicates that informal education can help local communities develop tourism. Disadvantages of informal education include limited opportunities for long-term knowledge sharing. Findings from the Wonokitri study add to knowledge about differences between formal and informal approaches to tourism development. The recommendation is to strengthen existing evaluation mechanisms by taking actions to record and communicate evaluation information and other relevant information to other community members. Such actions can help build long-term use of evaluation information as an asset to the sponsoring tourism village.

Empirically, tourism managers adjust other tasks and workload assignments related to tourism for various reasons, including weather and farming seasons, cultural events, and the number of tourists. The village government allows some discretion to tourism managers in scheduling tourism-related tasks in the village rather than adopting a uniform tourism management approach for the village. These practices demonstrate operational adaptability. Operational adaptability enables adaptation to local circumstances, but requires the knowledge and intuition of individuals. Operational adaptability is distinct from institutional adaptabilit.

Adaptive governance theory encourages flexibility due to weaknesses in other governance mechanisms that prevent adaptation to changing conditions (Folke et al., 2005). Other advantages of flexibility include those of adaptive management. Lack of formal mechanisms to integrate successful flexible approaches into the governance structure can result in other disadvantages, including dependence on specific people.

The Wonokitri case study contributes to other research on adaptive management. Ylinen (2021) reviews adaptive approaches to improving public service delivery. Folke et al. (2005) identify institutional flexibility as one factor that contributes to institutional adaptability to uncertainty. Lessons learned from the Wonokitri case include both positive and negative aspects of institutional flexibility, such as short-term gains from informal institutional flexibility that do not lead to long-term institutional improvements. Lessons from the Wonokitri case study complement other research by showing both positive and negative aspects of institutional flexibility as an adaptive approach. The goal is not to formalize previously informal processes but to formalize some recent informal changes to processes that have been helpful. Ways to formalize process responsibility and other procedures to monitor and evaluate changes to processes over time may help preserve informal processes while reducing reliance on individual judgment.

Empirically, accountability measures include activity and financial reports by Farmers Group and BUMDes members, village and coordinating meetings, and other village financial information posted in public places. The primary source of information on village activities and finances for residents is direct communication at meetings and through public postings and

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announcements. Tourism information is not widely available to residents, and electronic communication channels are underdeveloped.

These findings highlight differences between administrative and public accountability. Knowledge of formal organizational relationships is high, and reports of formal organizational relationships do not necessarily indicate public access to information on formal organizations and other matters or the public's opportunity to question management decisions. Public accountability generally is lower than administrative accountability in Wonokitri. Theoretically, adaptive management requires accountability and other elements, including decentralized decision making. Decentralized decision making can enhance responsiveness and reduce other aspects of accountability and public participation. Methods of evaluating accountability include not only measures of whether information is available to the public but also measures of whether information is understandable and connected to opportunities for public feedback and other oversight.

25 This research adds to the body of knowledge about village and tourism governance. Putra and Huda (2022) describe advantages of village governance for tourism, and Vel & Bedner (2015) discuss the use of formal governance structures in Indonesia's village governance system. Other findings related to tourism governance in Wonokitri village include the presence of formal village governance reporting mechanisms and limited public information about village governance. Findings from this case study add to knowledge about village and tourism governance by indicating that formal village governance reporting and public access to information about village governance are not related, more formal village governance reporting does not mean more public oversight of village governance activities.

The lesson is that transparency initiatives should include measures to increase public access to information provided to the village about tourism management in addition to information shared at village meetings related to tourism. Other initiatives to increase public awareness and participation in tourism management decision making, such as formal public reporting, can help ensure accountability in both public and government decision-making processes related to tourism.

Together, the five dimensions of adaptive governance indicate a limited and imperfect implementation of adaptive governance in Wonokitri. Formal collaborative relationships have expanded the network of partners and other resources available to Wonokitri, though informal relationships remain important. Formal participatory activities have increased community participation, though community members have limited influence over decisions. Formal adaptive learning activities have resulted in changes in operations in Wonokitri, though these activities are not yet firmly established. Formal flexibility has expanded Wonokitri's ability to adapt to changing circumstances, though other individuals or groups make key decisions. Formal accountability mechanisms are more firmly established than informal ones. Findings indicate that the five dimensions of adaptive governance should not be assessed separately as indicators of adaptive governance. The existence of each dimension of adaptive governance does not confirm adaptive governance practices. The role of the five dimensions in boosting collective adaptive capacity will vary based on formal and informal factors.

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Taken together, the findings suggest that adaptive governance in Wonokitri is produced through a negotiated interaction between formal institutional arrangements and informal community practices. Three interaction patterns are evident. First, complementary interaction occurs when formal institutions provide authority and resources while informal practices contribute local knowledge, trust, and operational flexibility. Second, compensatory interaction occurs when interpersonal coordination and community networks temporarily address gaps in formal coordination or institutional capacity. Third, constraining interaction emerges when informal arrangements concentrate participation among particular actors, when flexibility depends excessively on personal discretion, or when formal accountability remains primarily administrative rather than publicly accessible. These patterns demonstrate that neither formalization nor informality is inherently adaptive; their contribution depends on whether their interaction strengthens collective problem-solving, broadens meaningful participation, institutionalizes learning, and maintains accountability.

3.7. Theoretical Contribution

This study extends adaptive governance literature by shifting the analytical focus from the presence of governance dimensions to the mechanisms that produce adaptive capacity. Rather than assuming that collaboration, participation, learning, flexibility, and accountability automatically indicate adaptive governance, the findings demonstrate that their effects depend on how formal institutional arrangements interact with informal governance practices. This interaction matters especially in pioneering tourism villages, where formal governance structures are still developing, and everyday coordination often depends on community networks, interpersonal relationships, local knowledge, and experiential learning.

The study identifies three possible forms of formal–informal interaction. First, complementary interaction occurs when formal institutions provide authority, resources, and organizational stability while informal practices enable context-sensitive adjustment and rapid coordination. Second, compensatory interaction occurs when informal community mechanisms temporarily address weaknesses in formal institutional arrangements, for example through interpersonal coordination or experience-based problem solving. Third, constraining interaction occurs when informal arrangements concentrate participation among particular actors or when formal accountability mechanisms remain primarily administrative and do not generate broader public transparency. These patterns indicate that informality is not inherently adaptive, just as formal institutionalization is not inherently effective.

The theoretical contribution of this study therefore lies in conceptualizing adaptive governance in community-based tourism as a negotiated institutional process in which adaptive capacity emerges from the quality of interaction between formal structures and informal practices. This perspective extends the five-dimensional framework by explaining the mechanisms connecting governance arrangements to adaptive outcomes. It also suggests evaluating adaptive governance not by whether participation, flexibility, learning, collaboration, and accountability are present, but by whether these processes expand collective problem-solving capacity, distribute meaningful influence, facilitate institutional learning, and maintain accountability while responding to changing local conditions.

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3.8. Policy Implication

This study's findings have important implications for developing tourism village policies, particularly for implementing Pasuruan Regency Regulation Number 4 of 2021 on Tourism Villages. This policy emphasizes strengthening community capacity to develop local potential, including arts, culture, and creative economic products in villages.

The results indicate that this policy has been implemented successfully through various forms of collaboration among village governments, community groups, and local governments. However, several challenges remain in managing tourism villages, particularly uneven community participation and limited information transparency. Therefore, local governments need to strengthen tourism village mentoring programs through a more adaptive, context-specific approach. Mentoring should focus not only on tourism promotion but also on strengthening tourism village institutions, increasing human resource capacity, and developing village information systems to enhance transparency and community participation.

Furthermore, establishing an intersectoral collaboration forum is crucial to strengthening coordination in tourism village management. This forum can involve village governments, community groups, local businesses, and educational institutions to support the sustainable development of tourism villages.

4. Conclusion

This study shows that adaptive governance in the Edelweiss Wonokitri Tourism Village is influenced by formal and informal village institutions. Benefits of formal village institutions include provision of leadership, decisionmaking processes, and other resources. Benefits of informal village institutions include local knowledge, inter-village coordination, and other resources. Combined benefits of formal and informal village institutions contribute to adaptive governance in the village. Drawbacks of formal and informal village institutions include limited villager participation, dependence on individual initiative to maintain operational flexibility, and greater administrative oversight than public oversight. Adaptive governance in Wonokitri should be understood as an evolving, partially institutionalized process with multiple participants rather than just the presence of participatory and learning-oriented and accountable behaviors.

The Wonokitri case helps to develop adaptive governance theory by identifying three ways in which formal and informal governance approaches can interact: complementary, compensatory, and constraining. Complementary interactions help formal and informal governance efforts because the strengths of local and formal institutions complement each other. Compensatory interactions help formal governance efforts by filling gaps in institutional capacity through informal coordination. Constraining interactions hinder broad participation and long-term goals and outcomes by limiting other participants' access to informal relationships and public accountability. The Wonokitri case shows that both formal and informal governance efforts can be adaptive, depending on the nature of their interactions and the extent to which informal knowledge can be integrated into more formal collective governance efforts.

These findings have implications for practice and administration. Recommendations for

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Wonokitri Village Government include holding and recording regular meetings with community members to help include more community members in village decision making, including those who are not members of the Hulun Hyang Farmers Group or BUMDes. Recommendations for BUMDes include distributing regular updates about tourism and other activities to the community using other village communication methods to involve more community members as monitors of BUMDes activities. Community members monitor BUMDes more closely than they do other village entities. Recommendations for the Hulun Hyang Farmers Group and other tourism operators include documenting lessons from regular monitoring and revising standard operating procedures to reduce dependence on particular individuals. Ways to involve more community members as monitors and advisers, in addition to their involvement in cultural and tourism activities, should be explored. Recommendations for the Pasuruan Regency Tourism Office include providing training and other assistance to Wonokitri Village and helping to build linkages between Wonokitri Village and other entities to strengthen basic information systems for tourism in the village. These measures can help formalize ongoing adaptive processes in Wonokitri Village.

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