

Community Resilience For Disaster Risk Management In Rural Tourism In Yogyakarta: Challenges And Opportunities

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ABSTRACT

This study investigates the integration of community resilience into disaster risk management strategies for rural tourism villages in Yogyakarta, Indonesia, a region vulnerable to various natural disasters. Through qualitative analysis, this study identified the key challenges and opportunities in implementing community-based approaches. The findings emphasize the critical role of community resilience, the need to address scale discrepancies and resource limitations, and the potential for incorporating indigenous knowledge and fostering stakeholder collaboration. This study recommends comprehensive risk mapping, tailored programs, integration of local expertise, capacity building, and balancing adaptive community approaches with structured systems to enhance disaster resilience in vulnerable tourism areas.

INTRODUCTION

As the second-most visited tourism destination, Yogyakarta has emerged as a key player in tourism development. Rural tourism, dominated by emerging tourism villages, is a significant sector for local economic development and cultural preservation. According to the Tourism Village Network, the Special Region of Yogyakarta currently has around 199 tourism villages, ranging from pioneer to independent criteria, and spread across four regencies and the capital city (Jaringan Desa Wisata & Kementrian Pariwisata, 2024). These villages mostly offer cultural attractions such as traditional Javanese arts, crafts, and performances that are central to Yogyakarta and contribute to heritage and cultural conservation. Unique and beautiful landscapes that highlight the region's volcanic terrain, rice paddies, lush forests, and diverse seashores. Community involvement is also prominent in tourism village management, where the local community participates in tourism activities and development, offering products and services such as homestays, souvenirs, local culinary experiences, guided tours, and cultural workshops. This indicates that the local community played a crucial role in the development of rural tourism in Yogyakarta.

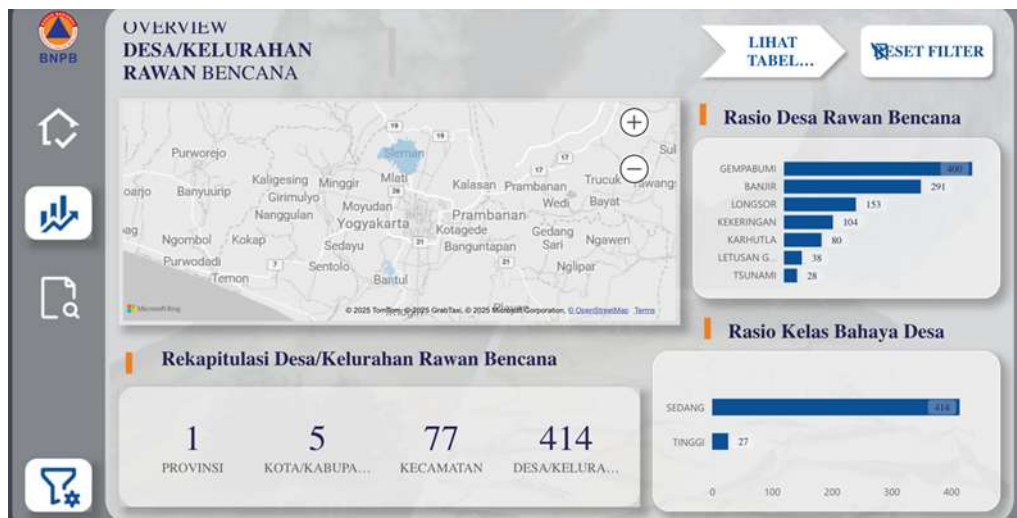


(Source: Tourism Village Network & Ministry of Tourism, 2024)

Figure 1. Map of the Distribution and Quantity of Tourism Villages In the Special Region of Yogyakarta

Although the Special Region of Yogyakarta has significant potential for rural tourism, it is geographically located in a zone that is susceptible to natural disasters. In 2006, a major earthquake designated Yogyakarta as a region with a high risk for natural disasters. To the north, Yogyakarta is contiguous with Mt. Merapi, which remains highly volcanically active. The southern boundary is adjacent to the coastal area, which is vulnerable to tsunamis and earthquakes. In the west, certain regions are encircled by the *Menoreh* Mountains, which are prone to landslides, whereas in the east, the karst mountains are susceptible to drought conditions. Among the 199 tourist villages, several were situated in regions susceptible to moderate and high disaster risks, which could result in both material damage and loss of life in the event of a disaster. Consequently, in the management of tourist villages in disaster-prone areas, it is imperative to prioritize disaster mitigation and disaster risk management. Disaster risk management is crucial for ensuring the sustainability of tourist villages as

destinations, minimizing the impact of disasters in terms of material damage and casualties, and expediting post-disaster recovery efforts.



(Source: katalogkesiapiagaan.bnpb.go.id)

Figure 2. Overview of Disaster-Prone Villages in the Special Region of Yogyakarta

In terms of disaster risk management, community resilience is often perceived as a key element of effective disaster risk management, as it emphasizes enhancing the community's capacity to withstand, adapt to, and recover from disasters (Graveline & Germain, 2022). Conversely, disaster risk management enhances community resilience by implementing strategies aimed at mitigating vulnerability and increasing preparedness in response to disaster threats. Recognizing the global relevance of integrating community resilience with disaster risk management strategies, examples from Greece and Pakistan highlight the diverse applications of this concept.

A case study in Greece found that incorporating disaster risk management into school curricula can substantially enhance overall disaster risk management and community resilience (Kalogiannidis et al., 2022). This means that disaster risk management can be a means of education and acknowledges the role of schools as important stakeholders in fostering resilience to prepare for disaster threats.

Similarly, a study in Pakistan emphasized the role of local government and community participation in building flood resilience (Munawar et al., 2021). This approach acknowledges that local stakeholders possess essential knowledge of their geographical, social, and economic contexts, which significantly contributes to the formulation of effective disaster management strategies. Building community resilience in the context of disaster risk management is difficult without stakeholder collaboration, community participation, and adaptive capacity (Pribudi & Supardal, 2024).

The United Nations Office for Disaster Risk Reduction emphasizes the need to adopt a more comprehensive and human-focused strategy for disaster risk prevention. To ensure both efficiency and effectiveness, disaster risk

reduction measures should be designed to address multiple hazards and sectors while being inclusive and accessible to all (UNISDR, 2015). Despite the relatively positive correlation between community resilience and disaster risk management, few studies have pointed out potential contradictions between the two terms. Rachunok & Nateghi (2021) stated that overemphasized recovery leads to a resilience trap, which inhibits positive transformation. This trap also translates into real conditions in several tourism villages in disaster-prone areas in Yogyakarta, which, despite their touristic potential, are still held back by poverty and a lack of resources. Because of inadequate resources and lack of awareness, the community cannot provide visitors with the necessary information regarding disaster risks in their area, which also increases the potential for losses if disasters occur.

Examining Governor Regulation No. 49 of 2011 and Regional Regulation No. 8 of 2010 revealed missed opportunities for embedding community resilience principles within disaster risk management strategies for rural tourism, suggesting a gap that future policies must address, specifically the necessity for more comprehensive and integrated approaches to disaster risk management in rural tourism areas emphasizing community resilience as a key component. The urgency of this research is underscored by the pivotal role of community resilience in shaping risk-reduction policies, enhancing disaster preparedness, and facilitating post-disaster recovery. Within the context of tourism villages, resilience encompasses the capacity to sustain and potentially augment the appeal of tourism in the aftermath of disasters. This study aimed to examine the key roles of community resilience in disaster risk management in disaster-prone tourism villages and explore the challenges and opportunities of community resilience as an integral part of disaster risk management strategies in rural tourism destinations. This study aims to provide policy recommendations for bolstering community resilience and improving disaster risk management at sustainable rural tourism destinations in Yogyakarta.

THEORETICAL REVIEW

Community resilience is frequently associated with disaster risk management and is a crucial factor in determining its efficacy. Community resilience refers to the ability of a community to withstand, adapt, and recover from disasters, underscoring local its capacity, resourcefulness, and social networks (HOWARD et al., 2017; Ma et al., 2021). Disaster risk management is a comprehensive strategy designed to mitigate the likelihood of harm and enhance preparedness, typically through the implementation of institutional frameworks, policies, and systematic planning (Agrawal, 2018). A potential contradiction emerges because of variations in scale and approach. Community resilience emphasizes local bottom-up initiatives, where communities may act independently to build their capacities. It often involves social capital and informal networks, which are critical in coping with immediate disaster impacts (HOWARD et al., 2017; Ma et al., 2021) On the opposite, DRM typically incorporates top-down approaches and can be distinct in its focus on formal planning and response mechanisms, which may not always integrate or

acknowledge local knowledge and community-driven efforts (Omar Chong & Kamarudin, 2018). Moreover, the conceptualization of the community within the DRM can affect how resilience is measured and evaluated. Multiple perspectives on what constitutes a community, such as place-based, interaction-based, or communities of practice, can influence disaster preparedness strategies (Räsänen et al., 2020). This signifies that a standardized top-down DRM approach may not align with the diverse needs and strengths of each community, potentially limiting its long-term effectiveness in the long run.

In diverse contexts, such as tourism villages in Indonesia, particularly Yogyakarta, this top-down approach might have similar limitations. In practice, DRM often involves structured protocols and depends heavily on infrastructure and technology to mitigate risks, community resilience strategies can downplay these elements due to inadequate resources or capacities, thus requiring external interventions (Van Niekerk et al., 2018). This reliance highlights a fundamental challenge: while Disaster Risk Management (DRM) endeavors to implement comprehensive solutions encompassing technical and infrastructural components, community resilience strategies often address these limitations by capitalizing on community bonds and adaptability. These strategies may be perceived as informal or insufficient in the context of formal DRM. The incorporation of resilience into disaster risk management (DRM) frameworks presents a challenge due to the potential conflict between maintaining adaptive flexibility within communities and ensuring structured, predictable responses through formal management systems (Huq et al., 2021).

While both Disaster Risk Management (DRM) and community resilience seek to mitigate the impacts of disasters, discrepancies often arise due to differing emphases on scale, conceptual definitions, and operational methodologies. However, this should not hinder the incorporation of community resilience into disaster risk management strategies. Within the context of rural tourism in Indonesia, the integration of resilience and disaster risk management often involves an interplay between local practices and institutional frameworks. Integrating broad-scale disaster risk management (DRM) strategies with local resilience initiatives in rural tourism requires a comprehensive approach. This integration involves establishing multi-level governance and coordination mechanisms, ensuring conceptual alignment through the clarification of definitions, and developing shared vocabularies among stakeholders. Operationally, it necessitates the adaptation of DRM methodologies to incorporate community-based approaches and the enhancement of local capacities. The process must consider local practices in rural tourism, leveraging traditional knowledge and social networks. Institutional frameworks require alignment between national policies and local tourism plans, supported by capacity-building initiatives and balanced resource allocation. Continuous monitoring, evaluation, and adaptive management are essential for effectiveness, while cultural sensitivity must be maintained to respect local values and preserve cultural heritage. This strategy effectively bridges top-down and bottom-up approaches, creating a more holistic and effective framework for disaster resilience in rural tourism contexts.

Fundamentally, tourism villages in Indonesia are community-based, and community resilience can significantly enhance disaster risk management (DRM) through the implementation of community-based disaster risk reduction (CBDRR) strategies. These strategies prioritize local engagement and expertise, ensuring that risk management measures are culturally sensitive and effectively adapted to the unique needs of specific communities (Lassa et al., 2018). Community-Based Disaster Risk Reduction (CBDRR) fosters a sense of ownership and enhances local capacities to manage disasters by engaging local communities in identifying vulnerabilities and implementing solutions (Phibbs et al., 2016). Local community-based initiatives supported by external agencies played a major role in the village's transformation and recovery following the 2010 volcanic eruption. This case study underscores the necessity of transformation across organizational, human, and community dimensions to enhance post-disaster resilience (Rindrasi, 2018).

Integrating indigenous knowledge using a scientific approach is crucial for enhancing community resilience. By acknowledging the significance of local insights and practices, disaster management strategies can be rendered more effective through the combination of traditional and contemporary techniques, thereby increasing resilience (Van Niekerk et al., 2018). Incorporating indigenous knowledge into disaster risk reduction strategies enables communities to make well-informed choices during all disaster stages, thereby improving their capacity to recover and rebuild more effectively using local resources (Rahman et al., 2017). Another example is the integration of local wisdom, such as the *Smong* tradition, which is utilized by communities on Simeulue Island in Aceh. This traditional knowledge has been distilled into an indigenous management model that facilitates community resilience to tsunamis. Spirituality and ritual as part of the local wisdom also serve as a fundamental guidance to strengthen resilience through hope, optimism, and maintaining psychological stress during crisis, such as implemented by villagers in Kuta, Bali, during the global pandemic (Praptika et al., 2024).

The role of social capital, as evidenced in the recovery process of Gili Trawangan following the 2018 earthquake, further illustrates the foundation of community resilience. Social capital facilitates collective action, enabling communities to address their resource needs, which is crucial when external assistance is inadequate. The iterative relationship between social capital and community resilience highlights how collective experiences inform and shape resilience frameworks (Partelow, 2021). Furthermore, the assessment of Indonesia's disaster management approach, driven by government-led efforts, highlights the necessity for enhanced people-centered collaboration among community members, government bodies, and industry participants. Educational institutions and communities impacted by disasters should function as intermediaries, bridging knowledge gaps and enhancing community resilience (Rahmafritria et al., 2021).

Finally, the role of community resilience is evident in the management of interdependent infrastructure systems that are vital for community functioning. Effective disaster risk management for infrastructure resilience includes defining

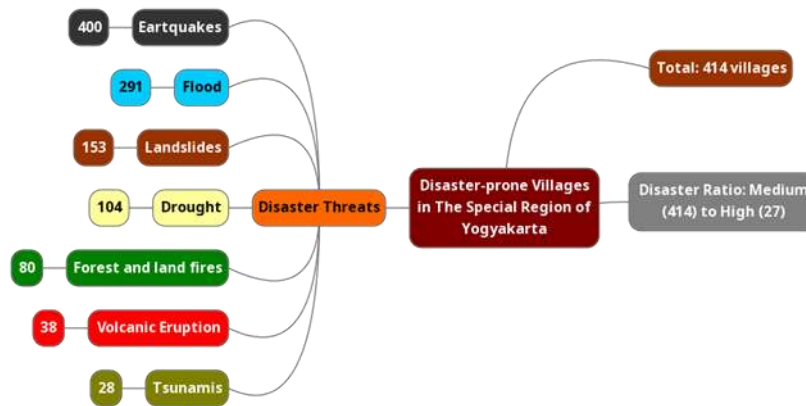
and assessing resilience quantitatively and understanding how various systems can recover post-disaster (He & Cha, 2022). By focusing on the infrastructure that supports community life, disaster risk management (DRM) initiatives can bolster community resilience by ensuring continuity and rapid recovery in the event of disasters. Furthermore, community resilience highlights the importance of social and institutional frameworks that influence risk management strategies.

The relationship between community resilience and disaster risk management (DRM) is intricate and multifaceted, with both approaches playing essential roles in mitigating the impacts of disasters. Community resilience emphasizes local bottom-up initiatives, whereas DRM often involves top-down approaches, leading to challenges in integration owing to differences in scale, conceptualization, and methodologies. In the context of rural tourism in Indonesia, community-based disaster risk reduction (CBDRR) strategies enhance DRM by prioritizing local engagement and expertise, with indigenous knowledge and local wisdom playing pivotal roles in improving community resilience and disaster management effectiveness. Social capital facilitates collective action and shapes resilience frameworks, as evidenced by the recovery processes within Indonesian communities. Effective integration of community resilience and DRM necessitates collaboration among community members, government bodies, and industry participants. For infrastructure resilience, DRM involves quantitative assessment and understanding of post-disaster system recovery. Ultimately, community resilience underscores the importance of social factors in disaster preparedness and response.

METHODOLOGY

This study employed a qualitative approach using a semi-systematic literature review. The analytical process utilizes thematic analysis from relevant literature, which involves multiple stages such as familiarization with data, coding, theme development, and revision (Morgan, 2022). This dynamic allows for an in-depth exploration and interpretation of the challenges and opportunities for community resilience within the disaster risk management context of rural tourism in Yogyakarta. Furthermore, the analysis process utilized the Miles and Huberman approach, which consists of data reduction, data display, and conclusion drawing/verification. This framework encourages researchers to actively engage with data, moving beyond simple descriptions to interpretation and theory building.

RESULTS



(Source: Katalog Kesiapsiagaan BNPB)

Figure 3. Village Disaster Risks Mapping in The Special Region of Yogyakarta

The Special Region of Yogyakarta comprises 414 villages that are susceptible to disasters, with risk levels ranging from medium to high, and is distributed throughout the city and its four regencies. In most areas, earthquakes remain the greatest threat, followed by floods and landslides. Tsunamis are the least common disaster risk and only affect villages that border shorelines in the southern parts of the province. Some villages often pose multiple disaster risks that require different risk-management strategies. For example, many villages situated along the coastlines in Bantul regency are exposed to multiple disaster risks, including floods, earthquakes, and tsunamis. On the mountainside such as Kulonprogo and Gunungkidul Regencies the risks of disasters typically include landslides, droughts, and land and forest fires. Based on the map above, building community resilience is key to effective disaster risk management, especially in villages at risk of multiple disasters. From the results of the analysis, several points should be noted on how to incorporate community resilience into disaster risk management strategies, as shown in the thematic map below.



Figure 4. Key themes of Community Resilience within the context of Disaster Risk Management

The thematic map delves deeper into the multifaceted nature of community resilience in disaster risk management. It emphasizes the critical role of local capabilities, recognizing that communities possess inherent strengths and resources that can be leveraged to enhance their resilience. Social networks and grassroots efforts are highlighted as essential components, acknowledging that strong interpersonal connections and bottom-up initiatives often form the backbone of effective disaster response and recovery. The incorporation of indigenous knowledge is particularly significant, as it taps into generations of local wisdom and practices that have evolved to cope with specific environmental challenges.

The map further explores the importance of cultural and social awareness in building resilience, recognizing that effective strategies must be tailored to the unique context of each community. It underscores the value of collective efforts and adaptability, suggesting that communities that can work together and flexibly respond to changing circumstances are better equipped to face disasters. The focus on resilient infrastructure points to the need for physical systems that can withstand and rapidly recover from shocks. Additionally, the map highlights the interconnectedness of various systems within a community, the role of education in preparedness, and the importance of knowledge exchange. Spiritual and psychological resilience are also recognized as crucial elements, acknowledging the emotional and mental toll of disasters. By focusing on these themes, the map provides a comprehensive framework for understanding and enhancing community resilience, emphasizing the need for holistic, community-driven approaches that balance formal and informal methods to effectively manage disaster risks.

DISCUSSION

Integrating community resilience and disaster risk management (DRM), particularly in rural tourism destinations such as tourism villages, presents both challenges and opportunities. Scale discrepancy is a significant issue, as community resilience typically focuses on local, bottom-up initiatives, whereas DRM often employs top-down approaches. This disparity can lead to conceptual differences, particularly in defining "community," which affects how resilience is measured and evaluated within DRM frameworks. Resource limitations further complicate this relationship, as community resilience strategies may lack adequate resources or capacities, necessitating external interventions.

In tourism villages in Yogyakarta, inadequate resources, especially human resources, present another key challenge in building resilience for disaster risk management. Furthermore, a comprehensive mapping of disaster-prone tourism villages and their associated risks are yet to be comprehensively mapped. Consequently, the integration of community resilience into disaster risk management at tourism destinations has not yet been effectively implemented. Another challenge is balancing adaptive flexibility within communities with the structured, predictable responses required by formal DRM systems, which poses an obstacle in integrating these approaches.

Standardization issues arise when top-down DRM approaches fail to align with the diverse community needs and strengths often found in tourism villages in Yogyakarta. A substantial disparity exists between pioneering and developing villages, and between those that are advanced and independent. Advanced and independent tourism villages typically exhibit higher resilience owing to their enhanced awareness and sufficient resources. Additionally, the informal methods commonly used in fostering community resilience, such as social capital and informal networks, might be seen as inadequate when integrated into formal Disaster Risk Management (DRM) practices.

Despite these challenges, community resilience offers numerous opportunities to enhance disaster risk management. Community-based disaster risk reduction (CBDRR) prioritizes local engagement and expertise, ensuring culturally sensitive and adapted risk management measures. Community-based disaster risk reduction (CBDRR) is an approach that actively involves local communities in identifying, analyzing, and addressing disaster risks by leveraging their invaluable knowledge of their environment, vulnerabilities, and capacities. This participatory process empowers community members to take ownership of disaster preparedness and response efforts through activities such as conducting risk assessments, developing early warning systems, and creating culturally appropriate evacuation plans. CBDRR programs focus on building local capacity through training and education, thus enabling communities to become more resilient and self-reliant. By prioritizing local engagement and cultural sensitivity, CBDRR initiatives can develop more effective and sustainable risk management strategies tailored to the specific needs and context of each community, ultimately leading to more successful disaster risk reduction outcomes.

Programs such as Disaster-Resilient Villages and the Disaster Risk Reduction Forum are examples of CBDRR implementation. When implemented effectively, these programs can significantly enhance community resilience in the DRM context of disaster risk management. One aspect inherent in rural communities is the local wisdom and indigenous knowledge. Incorporating indigenous knowledge, such as combining traditional practices with scientific approaches, can significantly improve the effectiveness of disaster management strategies. This integration can enhance disaster preparedness, response, and recovery efforts by leveraging traditional practices rooted in a deeper understanding of local ecosystems and natural phenomena. This synergy can further improve early warning systems, land management techniques, and overall resilience-building strategies, as well as promote community engagement and empowerment by valuing local knowledge and experiences in decision-making processes.

Another important opportunity is a collaborative approach that fosters people-centered cooperation among community members, government bodies, and industry participants, which enables bridging knowledge gaps and improves overall resilience. Community-focused DRM initiatives can ensure the continuity and rapid recovery of vital infrastructure systems after a disaster. A collaborative approach to disaster risk management (DRM) emphasizes inclusive participation from diverse stakeholders, creating a synergistic environment for sharing

knowledge and expertise. By incorporating local needs and cultural considerations, community-focused DRM initiatives can enhance the resilience of vital infrastructure systems and tap into valuable indigenous knowledge. This approach not only improves disaster preparedness but also empowers communities to actively participate in their safety and recovery. The robust support network that develops facilitates the rapid mobilization of resources and coordination of efforts in the aftermath of a disaster, thereby enhancing the effectiveness of the recovery and restoration of critical infrastructure.

CONCLUSIONS AND RECOMMENDATIONS

Community resilience in Yogyakarta's rural tourism villages plays a vital role in managing disaster risks, given the area's vulnerability to natural hazards like earthquakes, floods, and landslides. This resilience is built upon local capabilities, social networks, grassroots efforts, indigenous knowledge, and community-led disaster risk reduction initiatives. These elements enable communities to respond effectively to disasters and recover more quickly. However, integrating community resilience with formal disaster risk management approaches presents challenges, including scale discrepancies between local and regional efforts, resource limitations that may hinder comprehensive implementation, and the need to balance flexible community-based approaches with more structured official responses.

To address these challenges and enhance disaster preparedness in Yogyakarta's rural tourism villages, a multi-faceted approach is recommended. This includes comprehensive mapping of disaster-prone areas, developing tailored community-based disaster risk reduction programs, and integrating indigenous knowledge into formal strategies and policies. Fostering collaboration among various stakeholders, investing in capacity building for less-developed villages, and establishing mechanisms to balance adaptive community approaches with structured disaster management systems are also crucial. Furthermore, incorporating disaster risk management considerations into tourism development plans and promoting education and awareness programs can significantly contribute to building overall resilience in these rural tourism areas. These strategies aim to create a more robust and integrated approach to disaster risk management, leveraging the strengths of both community-based and formal systems.

FURTHER STUDY

This study predominantly employed a literature review and thematic analysis of extant research, which may constrain the depth of insights into the specific context of rural tourism villages in Yogyakarta. In the absence of primary data collection through fieldwork or direct engagement with local communities, the findings may not comprehensively capture the nuanced realities and challenges these villages encounter in implementing disaster risk management strategies. Furthermore, reliance on published literature may introduce a bias towards documented cases, potentially overlooking informal or undocumented community resilience practices. Future research could benefit from incorporating

on-the-ground observations, interviews with local stakeholders, and case studies of specific tourism villages to provide more contextualized and actionable recommendations.

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