Tourism Development Action Plan

Developing a Community-Centered Strategy for Sustainable Tourism: Focusing on Borobudur Temple and the Borobudur Trail of Civilization

----

INDONESIA

April, 2023

Prepared by

Author(s) Information		
Name	Agnes Kristi Damayanti	Raden Pamungkas Al Amin	Siti Aisyah Rosyada
Position	Junior Policy Analyst	Junior Policy Analyst	Cooperation Analyst
Affiliation	Ministry of Tourism and Creative Economy of the Republic Indonesia	Ministry of Tourism and Creative Economy of the Republic Indonesia	Ministry of Tourism and Creative Economy of the Republic Indonesia
Address	Jakarta, Indonesia	Jakarta, Indonesia	Jakarta, Indonesia

Table of Contents

List of Acronyms

BToC	Borobudur Trail of Civilization
CBT	Community Based Tourism
CHSE	Cleanliness, Health, Safety, and Environment Sustainability
GDP	Gross Domestic Product
MICE	Meetings, Incentives, Conferences, and Exhibitions
OUV	Outstanding Universal Value
SDGs	Sustainable Development Goals
SEO	Search Engine Optimization
TCF	Tourism Communication Forum
ToT	Training of Trainers
TTDI	Travel and Tourism Development Index
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNWTO	United Nations World Tourism Organization

SUMMARY

|	
Title	Developing a Community-Centered Strategy for Sustainable Tourism: Focusing on Borobudur Temple and the Borobudur Trail of Civilization
Location	Borobudur Area, Central Java Province, Indonesia
Background	Borobudur Temple as a testament to its cultural significance has become a highly sought-after tourist destination in Indonesia. In 2022, Borobudur Temple had a total of 1,443,286 local tourists and 53,936 foreign tourists (Magelang Central Bureau of Statistics, 2023). However, a study conducted by the Borobudur Conservation Agency convey the maximum capacity for visitors to ascend the Temple is limited to 1.259 people at a time. Presently, the number of tourists that ascend the Temple far exceeds its capacity (up to thousands per day). As of 2022, the amount of wear on the stonework has reached 5 cm. More importantly, the existence of Borobudur tourism has not had a direct impact on the welfare of the people around it, because tourists only visit Borobudur for sightseeing and then leave without understanding the story of Borobudur Temple. The average length of stay in the Borobudur area is only one day (the Central Bureau of Statistics, 2021). Ministry of Tourism and Creative Economy (MoTCE) has altered its approach from mass tourism to quality tourism. The focus of this approach is to enhance the welfare of the local community through tourism. Therefore, a proposed resolution to address the challenges faced by Borobudur entails the optimization of local community involvement in the vicinity of the temple. In 2021, the Ministry of Tourism and Creative Economy (MoTCE) introduced the Borobudur Trail of Civilization (BToC), a themed travel excursion that centers around the art of storytelling derived from the interpretation of Borobudur Temple's relief panels and the practical implementation of supporting activities in the surrounding villages. This excursion features nine sub-themes that are intended to encourage local community involvement.
Objective	Create economic opportunities for those living in the Borobudur area through the Borobudur Trail of Civilization as a contribution to achieving the Sustainable Development Goals (SDGs) in its Goal 5: Gender Equality, Goal 8: Decent Work and Economic Growth and Goal 17: Partnership for the Goals by 2030.
Strategy	1) Optimizing Online Booking System for Borobudur Temple Visits; 2) Economic Sustainability: Empowering Community Welfare through BToC; 3) Social Sustainability: Boosting Inclusive Capacity Building; 4) Environmental Sustainability: Managing Tourism Waste at Borobudur; 5) Enhancing Stakeholder Engagement for Sustainable Tourism Development; 6) Marketing and Promotion
Budget	**USD 1,938,486**
Duration	**4 years**
Implementing Organization	Ministry of Tourism and Creative Economy of Indonesia, State-owned Enterprises, Borobudur Village Economic Center, Borobudur Conservation Agency, Academics, Tourism Associations
Expected Outcomes	1) A booking system that is informative and encourages visitor management and the purchase of BToC packages; 2) Well trained and certified 1,649 local tourism workers, of which 102 of them can train other worker; 3) Average length of stay is 2 days; 4) Add BToC as the alternative to experience added-value tourism around Borobudur temple; 5) Reach 50,000 followers on BToC Instagram; 6) Reach > 15,000 visitors on BToC website per month.

1. INTRODUCTION
1.1. Background
1.1.1. Overview of the Tourism Industry in Indonesia

Indonesia, renowned as a breathtaking "heaven on earth" among tourists. Unfortunately like any other countries Indonesia also suffered significantly due to the ongoing global COVID-19 pandemic. The number of inbound tourists sharply declined from 16.1 million in 2019 to 4.05 million in 2020, further plummeting to a mere 1.56 million in 2021, before gradually recovering to 5.47 million in 2022[1]. This decline also impacted domestic tourism, which in turn had a direct effect on Indonesia's Gross Domestic Product (GDP).

Efforts to revive the tourism sector post-pandemic have yielded positive results, with the contribution of tourism to GDP showing improvement, rising from a meager 2.4% in 2021 to 3.6% in 2022[2], and targeting 4.1% in 2023[3]. Additionally, Indonesia's global ranking in the Travel and Tourism Development Index (TTDI) has also shown progress, moving up from the 44th position in 2021 to 32nd out of 117 countries, as reported by the World Economic Forum in May 2022.

Despite these achievements, there are still areas that require attention and improvement, as identified by the World Economic Forum. These include enhancing tourist service infrastructure, prioritizing health and hygiene measures, bolstering socioeconomic resilience and conditions, ensuring environmental sustainability, and enhancing Information and Communication Technologies (ICT) readiness in the tourism industry. To enhance the competitiveness of Indonesia's tourism sector, the government has devised various strategies, such as the development of Community Based Tourism (CBT).

Figure 1. The Travel & Tourism Development Report 2021
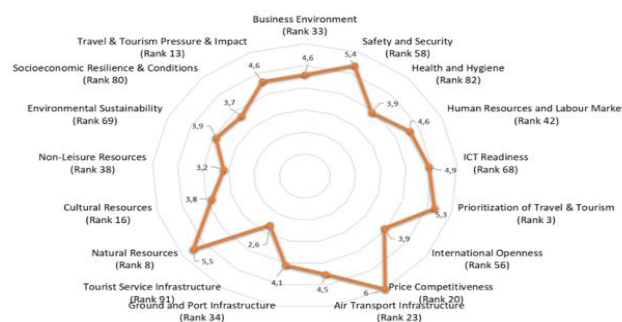
The tourism development paradigm in Indonesia has shifted from a Numbers-Oriented approach to a Quality Tourism Experience as outlined in the National Medium-Term Development Plan for the period for 2020-2024. This new approach targets not only the revenue generated from tourism but also the quantity and competencies of tourism workers and the added value to the tourism sector. However, the tourism sector in Indonesia still heavily relies on Bali, which contributes around 41% of the national tourism sector and is the biggest entry point for foreign tourists year after year.

To address this imbalance, in 2019, the central government of Indonesia designated Five Super Priority Tourism Destinations to ensure an equal distribution of tourism destinations. The Five Super

---

[1] https://www.bps.go.id/indicator/16/1821/1/jumlah-kunjungan-wisatawan-mancanegara-ke-indonesia-menurut-kebangsaan.html

[2] https://kemenparekraf.go.id/berita/siaran-pers-menparekraf-paparkan-penyerapan-pagu-anggaran-tahun-2022-di-hadapan-komisi-x-dpr-ri

[3] https://www.kemenparekraf.go.id/berita/siaran-pers-menparekraf-pencapaian-target-parekraf-2023-perlu-ditopang-dengan-deregulasi

Priority Tourism Destinations are (1) Lake Toba in North Sumatera, **(2) Borobudur in Central Java**, (3) Mandalika Lombok in West Nusa Tenggara, (4) Labuan Bajo in East Nusa Tenggara, and (5) Likupang in North Sulawesi. These destinations will be the focus of comprehensive development efforts, including the development of attractions, accessibility, and amenities.

1.1.2. Tourism in Borobudur

Borobudur is one of the designated Super Priority Tourism Destinations (DSPs) encompassing an area of 309 hectares in Central Java. The Borobudur Temple Compounds is the greatest Buddhist monument in the world with a total area reaching 2,520 m^2 and consisting of 72 stupas. It is one of the UNESCO World Heritage sites with outstanding universal values (OUV).

Cultural heritage is important for both domestic and international tourism because it promotes national pride and respect for other cultures. However, these attractions are fragile and require careful management to ensure their sustainability for future generations. This is particularly true for Borobudur, which is a cultural heritage site in Asia that must be protected and preserved while also being developed.

President Joko Widodo has emphasized six important points for the development of Borobudur and other Super Priority Destinations, including spatial planning, access and connectivity, facilities, human resources, local product marketing, and promotion. The government, through the Ministry of Tourism and Creative Economy and other relevant institutions, is committed to ensuring that Borobudur is developed sustainably and empowers local communities.

Figure 2. The Magnificent Borobudur Temple

1.1.2.1. Borobudur Trail of Civilization

Travelers are increasingly looking for personalized and sustainable tourism experiences that align with their values. In response to this global trend, MoTCE has launched a new tourism product called the Borobudur Trail of Civilization (BToC) in 2021. BToC incorporates cultural and heritage themes related to the ancient Mataram kingdom and includes nine sub-themes that provide unique experiences through activities inspired by Borobudur Temple's relief panels. The trails involve local communities from 16 villages in the Borobudur area. Through BToC, tourists not only visit Borobudur Temple but also experience what the ancient people did through the offered packages with the local community.

The nine sub-themes of BToC:

1. **Waluku: Cultivating Civilization** (Plowing Fields, Farming)
2. **Body and Soul** (Yoga, Massage, Herbal Drinks)
3. **Skilled Hands** (Pottery, Batik Class, Bamboo Craft)
4. **Sudhana Manohara: the Eternal Love Story** (Traditional Dance, Romantic Dinner)
5. **Jataka Fable Stories** (Wayang Fable Stories/Traditional Puppet Show)
6. **Walking with the Stars** (Camping, Campfire)
7. **Tropical Flora's Wonderland** (Hiking)
8. **Journey of the Stones** (Stone Carving)
9. **Music and Rhyme** (Traditional Music Instruments)

By BToC, the tourist is expected to not only visit Borobudur Temple but also experience what the ancient people do through the offered package with the local community.

Figure 3. The Map of BTOC

1.1.3. Problem Statement

1.1.3.1. The Urgent Need for Sustainable Tourism Practices at Borobudur Temple

The Borobudur temple is important not only as a cultural tourist attraction but also as the biggest worship place for the Buddhist worldwide. For its popularity, Borobudur had to deal with the issue of over-tourism. UNESCO has recommended implementing visitor rotation management and physical carrying capacity measures at Borobudur Temple. The Chair of the Borobudur Temple Maintenance Working Group/Borobudur Conservation Agency has stated that the maximum number of visitors should be limited to 1,259 people at any given time, in accordance with UNESCO's recommendation. However, in 2022, Borobudur Temple received a total of 1,443,286 local tourists and 53,936 foreign tourists, posing a threat to the temple's sustainability due to the lack of specific rules regarding visitor flow. By June 2022, the temple had already experienced wear and tear of up to 5 cm, which was attributed to overcapacity at one time.

Figure 4. Illustration of worn-out Borobudur stonestairs and over-tourism at Borobudur Temple

1.1.3.2. The Challenge of Attracting Longer Stays in Borobudur

Most tourists visiting Borobudur only focus on sightseeing and spend an average of 1 day in the area, according to data from the Central Bureau of Statistics. This suggests that there is still low tourism activity in the surrounding areas. Currently, tourists rely heavily on the experience of visiting the Borobudur temple, but the government is considering policies to limit visitors from going up the temple to preserve it. This has caused disappointment among some tourists and raised concerns about a potential decline in interest in the surrounding areas of Borobudur.

Figure 5. Disappointed tourists' comments at one of the online travel agent sites

Irwan T. - Thu, 7 Jul 2022

ancient Indonesian heritage. a worldclass unique budhis temple worth to visit, both for leisure and educational purpose. what a pity we can straight up to the top because they were closed the top for visitor for unknown periode. althought some persistent souvenirs sellers are quite annoying, but me and my families are eagerly go to this place again and again.

Christian M. - Mon, 17 Oct 2022

The ticket is extremely overpriced according to what is offered, since Covid, visitors are not allowed to visit and walk through the top of the temple, besides one of the side of the temple is closed due to construction, I am completely disappointed.

1.1.3.3. The Skills Gap in Borobudur's Tourism Industry

According to a study by MoTCE about Human Resources in Creative Economy & Tourism in 5 Super Priority Destinations which was published in June 2022, there is an adequate quantity of tourism workers in Borobudur. However, most of these workers are engaged in souvenir sales, resulting in relatively low value-added. Hence, there is a pressing need to enhance the quality and skills of these workers, particularly soft skills such as loyalty, hospitality, storytelling, waste management, and obtaining relevant skills certifications[4].

Figure 6. Illustrations of locals selling souvenirs

1.2. Objective

The overall goal of the program is to create economic opportunities for those living in the Borobudur area through the Borobudur Trail of Civilization as a contribution to achieving the Sustainable Development Goals (SDGs) in its Goal 5: Gender Equality, Goal 8: Decent Work and Economic Growth, and Goal 17: Partnership for the Goals by 2030. This goal will be achieved with the following objectives:

1. Upgraded online booking system within a year, with 1,259 visitors a day as the maximum capacity based on Borobudur Conservation Agency and BToC package bundle.
2. 1,649 well-trained local tourism workers in 16 villages of BToC by 2026.
3. 40% of women and 1% disabled residents participated as professional local tourism workers by 2027.
4. Established waste management initiatives in the Borobudur area by 2025.
5. Established an effective communication channel between tourism authorities, communities, and stakeholders to increase their participation and input in the decision-making process for Borobudur tourism development by 2027.
6. BToC as a well-known quality tourism destination in Borobudur area by 2027.

---

[4]https://tasranselparekraf.id/kesiapan-sumber-daya-manusia-sdm-pariwisata-ekonomi-kreatif-di-5-destinasi-super-prioritas/show

2. DEVELOPMENT STRATEGIES

Outcome	Output	Activity	Description
1. Improvement of Borobudur Preservation & Protection by Visitors Flow Management	1.1 Established Guidelines for Borobudur Visitors Management 1.2.1 Efficient Platform to Visitors 1.2.2 Increased BToC Bookings and Sales	1.1.1 Formulate Guidelines to Optimizing Online Booking System	Indonesia Heritage Management has created an Online Booking System on their website to manage the number of visitors to Borobudur Temple and prevent over-tourism. Starting in April 2023, a visit quota of 1,200 visitors per day will be implemented, divided into eight hourly sessions with a limit of 150 visitors per hour from 8:00 am to 4:00 pm. Guidelines for managing visitor flow will be developed with input from stakeholders, and additional features may be recommended, such as: • **Real-time Quota of Visitors:** Providing information on the number of tourists who have booked tickets for each day, as well as the remaining availability . • **Time Slot Options:** Allowing visitors to choose their preferred time for their visit. • **BToC Bundling Package:** Integrating BToC's tourism package into online booking website
2. Economic and Social, and Environmental Sustainability in Borobudur Area	2.1.1 Well Trained Local Tourism Workers 2.1.2 Inclusive Capacity Building 2.1.3 Good Waste Management System	2.1.1 Basic Training for Tourism Workers	Enhance the contribution of Borobudur's attraction to community welfare through BToC: • **Tourism awareness and sustainable tourism training:** basic training to enhance awareness about sustainable and environmentally friendly tourism to have a better understanding and be able to establish a better waste management system in the area, with up to 1,649 participants (estimated of 11% of total labor forces work in tourism industry in Borobudur area) • **Technical training:** education and training to sharpen hospitality and technical skills in based on the nine sub-themed BToC, with up to 1,553 participants (Cultivating sub-themes don't need specific Technical Training,) <u>Note:</u> Include at least **40% of women participation and 1% disabled residents** to have access to training and development.
	2.2.1 Certified, Skillful, and	2.2.1 Certification of the tourism workers	**Assessment** for trained participants to comply with **national standards** for each sub-sectors,with upp to 1,028 participants.

Outcome	Output	Activity	Description
	Knowledgeable Tourism Workers 2.2.2 Capable Trainers to Educate Other Residents		Note: Some sub-themes don't get certification, such as Cultivating, Skilled hands, and Jataka Fable Stories
		2.2.2 Training of Trainers (ToT)	**Advanced training for certified top tourism leaders** to share knowledge and experience with the tourism workers in their own community. The ToT program is expected to ensure that capacity-building efforts are sustainable and able to reach a larger number of tourism workers across the nine sub-themes BToC. Note: Up to 10% of total certified tourism workers will be selected to join (102 particiapnts)
3. Recognition of BToC as a Tourism Product and Better Stakeholders Engagement	3.1.1 Attracted Domestic Tourists to BToC 3.1.2 Attracted Foreign Tourists to BToC 3.1.3 Improved BToC Instagram Account and Website to Showcase Its Offerings and Engage Potential Visitors	3.1.1 Optimizing BToC's Digital Presence	Optimizing BToC's owned media through strategic social media and website management, which contents cover the following topics: • **The #DiIndonesiaAja Campaign** Existing campaign to attract local tourists to visit Borobudur Temple, especially to the BToC's package. • **The JogLoSemar Branding 'Java Cultural Wonders'** Strengthening branding to attract foreign tourists to visit JogLoSemar, as well as to experience the BToC's package. The optimization should begin with skill improvement of BToC social media officers. It will be carried out by holding Social Media Bootcamp and SEO Bootcamp every year.

2.1. Budget

To carry out the strategies above, the budget allocation is as follows:

No.	Strategy		Activity/Item	Budget	Person	Period		Total	Note
1	Visitor Flow Management		Formulate Guidelines to Optimizing Online Booking System Management	$13,306 /year	-	1	year		
2	Capacity Building		Tourism Awareness and Sustainable Tourism Training	$266 /person	1,649	-	-	$438,634	
3			Technical Training*)	$266 /person	1,553	-	-	$413,098	*) Cultivating sub-themes don't need specific Technical Training,
4			Certification*)	$100 /person	1,028	-	-	$102,800	**)Some sub-themes don't get certification, such as Cultivating, Skilled hands, and Jataka Fable Stories
5			Training of Trainers	$266 /person	102	-	-	$27,132	
6	Stakeholder Engagement		Tourism Communication Forum	$13,306 /meeting		8	times	$106,448	Will be held biannually (every six months)
7	Marketing and Promotion	Social Media Marketing	Social Media Bootcamp	$252 /meeting	5	4	times	$5,040	5 persons from the social media division, carried out per year
8			Content Marketing	$333 /month	-	48	months	$15,984	
9			Social Media Ads	$333 /month	-	48	months	$15,984	
10		Website Management	SEO Bootcamp	$317 /meeting	3	4	times	$3,804	3 persons who handle the web management, carried out per year
11			SEO Marketing	$333 /month	-	48	months	$15,984	
12		Influencer Marketing	Local Tourism Content Creator	$333 /month	-	48	months	$15,984	
13			Foreign Tourism Content Creator	$399 /month	-	48	months	$19,152	
14		Offline Ads	Public Ads Display	$13,306 /month	-	48	months	$638,688	
15	Monitoring and Evaluation		Collecting and analyzing data to track and evaluate the project	Rp13,306 /semester	-	8	semester	$106,448	Will be done by hiring a third party (an independent body)
							TOTAL	**$1,938,486**	

2.2. Challenges

Political Intervention. Building a roadmap through collaborative meetings can help overcome obstacles that arise from conflicting interests among various stakeholders, including the government, developers, and residents.

3. EXPECTED OUTCOMES

	As-Is	**To-Be**
Online Booking System	Less sufficient information in the system	A booking system that is informative and encourages visitor management and the purchase of BToC packages.
Local Tourism Workers	Inadequate skills related to tourism	Well trained and certified 1,649 local tourism workers, of which 102 of them can train other workers.
Visitors Length of Stay	Average Length of Stay is 1 day.	Average length of stay is 2 days.
Potential Tourists Perception	The perception of Borobudur Temple as the only destination	Add BToC as the alternative to experience added-value tourism around Borobudur temple.
BToC Digital Presence	443 Instagram followers	Reach 50,000 followers.
	<50 web visitors	Reach >15,000 visitors per month.

3.1. Stakeholders

The stakeholders of this programs are the Local Residents from 16 Villages, Borobudur Village Economic Center, Borobudur Conservation Agency, Academics, Tourism Associations, Local Government, PT Taman Wisata Candi Borobudur (State-owned Enterprise in Borobudur Area), Domestic and International Tourists, and Ministry of Tourism and Creative Economy of Indonesia.

3.2. Beneficiaries

3.2.1. Direct Beneficiaries

The direct beneficiaries of this project are 1,649 local tourism wokers from the 16 villages that are involved in the BToC, such as Wanurejo, Borobudur, and Wringin Putih Village. Special attention will be given to the selected tourism workers, which will receive extensive training and certification, with a minimum of 40% women participation (above the national average participation) and 1% disabled residents.

3.2.2. Indirect Beneficiaries

Hotels, restaurants, Travel Agents Travel Operators, at strategic locations in the Borobudur area will be indirect beneficiaries.

4. SUSTAINABILITY

To ensure the reliability of the outcomes, an external organization (third party) will be responsible for conducting the monitoring and evaluation of the project.

4.1. Monitoring

No.	Strategy	Monitoring
1	Capacity Building	Pre- and post-assessments
		Training evaluations
		Performance metrics
		Peer reviews and feedback
2	Stakeholder Engagement	Attendance and participation tracking
		Stakeholder mapping
		Surveys and feedback
3	Marketing and Promotion	Monthly social media analytics
		Monthly website analytics
		Surveys and feedback

4.2. Evaluation

Periodic reports should be generated to track its progress and determine whether this project has achieved its intended goals. These reports should include findings obtained through interviews conducted with local communities and government entities. It is important to involve stakeholders in the evaluation process to ensure that their perspectives and feedback are taken into account. Based on the evaluation results, necessary adjustments and improvements should be made to the program. Furthermore, the results should be shared with all stakeholders to provide transparency and accountability in the program's implementation. By regularly evaluating the program, its effectiveness can be maximized, and its impact on the community can be optimized.

Timeline

No	Activity	2024				2025				2026				2027			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1	Formulate Guidelines	■	■														
2	Tourism Awareness & Sustainable Tourism Training			■	■												
3	Technical Training					■	■	■	■								
4	Certification									■	■						
5	ToT											■	■				
6	TCF		■		■		■		■		■		■		■		■
7	Social Media Bootcamp	■				■				■				■			
8	Content Marketing	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
9	Social Media Ads	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
10	SEO Bootcamp	■				■				■				■			
11	SEO Marketing	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
12	Local Tourism Content Creator	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
13	Foreign Tourism Content Creator	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
14	Offline ads	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
15	Monitoring and Evaluation				■				■				■				■