

# Integrated tourism policy: The Buffer area development impact of Borobudur world heritage

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## Abstract

This article addresses the development policy practice by the Borobudur Authority Agency. The policy can synchronize different autonomous local government policies and avoid conflictual approaches to its neighborhoods. Even though a top-down policy may reduce the creativity of local governments to develop their tourism programs, this research shows the impact of the integrated tourism policy of the Borobudur National Tourism Strategic Area benefited accelerating tourism development. The economic impact on the surrounding community is creating job opportunities and increasing people's financial revenue. The effects on the social dimension show that tourism development activities under borderless policy sites increase interaction and bonds among communities and preserve the cultures and folklores within the research sites that are administratively separated regions. When viewed from the environmental aspect, tourism development activities have implemented a sustainable approach by applying nomadic tourism concepts and building construction that does not damage the soil structure. By informing those impacts,

this paper suggests newsworthiness as a guiding principle to communicate the successful implementation of a public policy.

**Keywords:** *Policy, Tourism, Impact, Heritage, Borobudur*

## **INTRODUCTION**

The government sees tourism as one of the potential sectors to increase Indonesia's competitiveness and economy. At the same time, the tourism sector may attract attention when the development of this sector is well-published in the media. The government's seriousness in improving both tourism potential and newsworthiness encourages the Ministry of Tourism and Creative Economy (Kemenparekraf) to develop various potential destinations throughout the archipelago (Grafström & Rehnberg, 2022). The development of the tourism sector is one of the alternatives to natural empowerment and cultural wealth that is more environmentally friendly and is expected to contribute more to the economy. Kagungan & Yulianti (2019: 113) mentioned that tourism has developed into a potential sector other than the mining sector. Tourism development is said to be more ecologically profitable because it is in line with the preservation of nature.

Efforts to increase tourism competitiveness in Indonesia have various approaches, from community-based development to direct development planned by the government in national strategic projects. The government directly implements tourism development with the top-down method is the establishment of 10 National Tourism Strategic Areas (KSPN) through Presidential Regulation No. 3 of 2016. Those KSPN scrutinized into five super-priority destinations to develop within the Integrated Tourism Master Plan (ITPM).

One government priority of the KSPN is developing Borobudur Temple in Central Java. Borobudur Temple can be a unique tourism destination globally, and UNESCO designated it as a world heritage site in 1991. The temple is one of the leading tourist destinations in Indonesia, located in Magelang district, Central Jawa province. The Borobudur Authority Agency (BOB) has coordinated the site through Presidential Decree No. 46 of 2017 concerning the National Tourism Strategic Area Management Authority Agency and the Regulation of the Minister of Tourism Number 10 of 2017 concerning the Organization and Work Procedure of the Borobudur Authority Implementation Agency.

The government carries out the strategy to increase the competitiveness

of KSPN Borobudur by carrying out the development of both physical and human resources around the region. Physical action applied to the infrastructure preparation started in 2017 by building various means to improve accessibility but has not focused on policies that directly touch the community. Guidelines issued by the government on the development of KSPN Borobudur in the early stages focused on the access improvement program, including the construction of Yogyakarta International Airport (YIA) in Kulon Progo and the YIA-Semarang Airport toll road construction program (Sofianto, 2018: 28).

The government applies another step to increase tourism that has more value for the popular economy by developing a buffer area in the Menoreh hills. The government has designated parts of Kulon Progo, Purworejo, and Magelang regencies as strategic areas of national tourism buffers. The government established this unique site through Presidential Regulation number 58 of 2014 concerning spatial planning of the Borobudur area and its surroundings. Then the agency brands the buffer area as Gelangprojo, an acronym for Magelang, Kulon Progo, and Purworejo (Wicaksono, 2014). The tourist area in Kulon Progo, one of the buffer destinations, is Nglinggo Tourism Village. Nglinggo Tourism Village is part of the Strategic Tourism Area of Kulon Progo Regency. In Sedayu Village Purworejo, the Borobudur Authority Agency (BOB) has developed pine forest areas under the management of *Perhutani* into eco-tourism destinations and branded it Borobudur Highland. The development concept carried by BOB is a tourist destination where the construction of various facilities such as lodging, resorts, restaurants, and supporting infrastructure should not reduce forest areas (Susanto, 2019). The projected development of buffer destinations in Magelang Regency is in Ngargoretno Village, Salaman, Magelang. The site developed is a hill built into a goal with a landscape presented is Borobudur Temple and mountain ranges located in Central Java and Yogyakarta Special Region. The potential for changes in the function of conservation forest land around the KSPN Borobudur buffer area occurs due to the cooperation between *Perhutani* and the Borobudur Authority Agency through a memorandum of understanding that regulates land concessions covering an area of 50 Ha and joint management surrounding an area of 259 Ha. The implementation board of the Borobudur Authority Agency plans to support the allocation and use of land for the development of KSPN Borobudur (Sofianto, 2018).

Various developments to improve tourism levels in the Gelangprojo area are not without obstacles. Emerging issues such as overlapping the function of conservation forests are the looming issues. Of the projected 309 agricultural

regions, only 1.5 hectares are well developed. This problem arises because the Menoreh hills are a conservation area, and rapid growth in forest areas is also feared to reduce forest area and affect the surrounding ecosystem.

Other problems such as the socialization of buffer destination development policies from both the Borobudur Authority agency and the government have not been conveyed to the community as managers of pre-existing tourist destinations, so confusion of policy information occurs. Sofianto (2018) found that Borobudur KSPN tourism and activities management is still far away, and each run alone to confuse. The confusion is feared to harm coordination and tourism services. The uncomfotably between the developer and the tourist community can directly impact the community's social and economic conditions and the region's environment. In Pajriah's (2018) opinion, the participation and involvement of local communities in tourism development need various stages because Indonesian tourism comes from the people, by the people, and for the people. The less community involvement and openness in the Borobudur tourist area occurs due to the absence of relevant local community empowerment concepts from the government and protection against the entry of external investment and the government's insufficient attention to local arts and lack of socialization about the idea of regional development.

Various potential negative impacts arising from the development will, of course, be contrary to the direction of development of the KSPN Borobudur buffer area, which protects the character of the rural regions, especially in the Menoreh area. The story of the buffer area also can affect people's economic life. Hermawan (2016) found that the increased capacity and frequency of interaction between the community and tourists jeopardize the potential for increased income for tourism development activities. Furthermore, the rise in tourism activities will also affect the socio-cultural life of local communities and the need for protection and community readiness for various potential social impacts that will arise in the future (Hermawan, 2016).

The government policy that stipulates tourism development in KSPN Borobudur and its surroundings which involves three district-level local governments, creates an integrated tourism development policy. As well as the result of tourism, the Borobudur Authority Agency has been in direct contact with tourism activities built by local communities first so that it has the potential to impact aspects of people's existing lives. This research focuses on analyzing the impact of the development policy of the Borobudur KSPN buffer area in the Gelangprojo region. The analysis focuses on the effect on the main aspects of

people's lives, including the economy, socio-culture, and environment (Pitana & Gayatri, 2005; Suwena & Widyatmaja, 2017) and the newsworthiness of policy tourism's impact to publish in the media (Grafström & Rehnberg, 2022).

## **LITERATURE REVIEW**

### **Tourism Development Policy Concept**

Development in all lines of state life certainly requires a policy basis, including in the tourism project. Tourism development must understand what can be seen, what can be done, and what can be purchased at the targeted tourist attraction (Yoeti & Pribadi, 2008: 2). Moreover, the improvement of facilities and infrastructure of a tourist attraction consists of three aspects in the form of basic facilities, complimentary facilities, and supporting facilities (Yoeti & Pribadi, 2008: 179).

The definition of tourism as a policy based on Law Number 10 of 2009 concerning Tourism states that tourism is a travel activity carried out by a person or group of people by visiting specific destinations with the aim of recreation, personal development, or learning about a uniqueness seen in a temporary period. The meaning of tourism in this era has changed according to the needs and demands of the tourists themselves. Suwena & Widyatmaja (2017: 194) stated that changes in the consumers-behavior pattern or consumption pattern of tourists at this time changed their orientation, not only focusing on passive tourism such as sun-sea and sand patterns but changing towards functional designs by enjoying and studying various creations and cultural attractions (culture), history (heritage), and nature (nature) from a country.

The demand for changes in tourism services from consumers, both local and international tourists, must be responded to the development and adjustment of tourism patterns in an area or tourist destination. Suwantoro (2004: 19) stated that supporting tourism products must carry out tourism development. The action improves the quality of the nation's culture and introduces historic relics and natural beauty. Law Number 10 of 2009 concerning Tourism defines tourism as a variety of tourist activities supported by various facilities and services provided by the community, entrepreneurs, the Government, and Local Governments. Paragraph 4 defines tourism as the entirety of tourism-related activities and is multidimensional and multidisciplinary. This law also explains that tourism development considers the diversity, uniqueness, peculiarities of

culture and nature, and human needs. Tourism has become an extensive system with various economic, ecological, political, social, and cultural impacts, and so on (Sudana, 2013). This concept utilizes more friendly resources for the regional and social environment and is well known as the concept of sustainable tourism.

According to the World Trade Organization/WTO (1993), the concept of sustainable tourism development must at least emphasize the following three principles those are ecological, social, cultural, and economic sustainability. In the opinion of Wall (1993), tourism activities can be said to apply the concept of sustainable tourism development by meeting various requirements as follows

1. Ecologically sustainable, this principle emphasizes that any tourism development does not harm the region's ecosystem and prioritizes conservation that pursues the need to protect natural resources and the environment.
2. Socially acceptable, this principle refers to local communities' ability to absorb businesses and the tourism industry without causing social conflicts.
3. Culturally acceptable, this principle emphasizes the ability of local people to adapt to the different cultures brought by tourists.
4. Economically profitable, that is, all forms of business and tourism sectors must have an impact on profits and improve people's welfare.

The Ministry of Tourism and Creative Economics, the agencies below it, and other stakeholders formulated tourism development through several local or regional program implementations. A tourism development program is a manifestation of utilization to maximize the economic potential to meet its standards. The standards in tourism development in Indonesia are divided into four main components. The *first* is that tourism development must carry out thoroughly, starting from the main destinations, accessibility, public infrastructure, and tourism facilities. Growth, in this case, must also touch on community empowerment both in practical and investment. *Second*, marketing and developing tourism image by creating marketing and promotional relationships. *Third*, increasing the competitiveness of tourism products hammers the strengthening of the industrial structure and the principle of responsibility to the environment. *Fourth*, strengthening tourism institutions and human resources and conducting research and development (Zaenuri, 2012: 6).

The various policies above are broadly the basis for tourism development,

which is carried out in stages and involves many parties, the community, the private sector, the central government, and local governments. Tourism development aims to increase foreign exchange and focus on the economic boom, especially in the creative economy or the multipliers effect. But the impacts that arise can be either positive or negative, and both occur as well as possible. Furthermore, Zaenuri (2012: 7) criticizes the implementation level of the tourism development policy, especially in regions, both provinces and regencies/cities. Those programs have not yet brought many positive influences due to budgeting policy problems and have lacked political will paid to the sector. From the various concepts of tourism development above, this article concluded that the tourism development policy is a series of identifications designed by government agencies/agencies to solve identified tourism problems so that they can bring goals or impacts to improve the tourism industry. This theory idealizes the falsification of underlying tourism policies, policy implementation, and what effects can arise because these development policies are appropriate in measuring the impact of the Gelangprojo buffer distillation development policy, which is the fruit of the capacity and quality improvement policy of the Borobudur world heritage.

### **Tourism Development Policy Impact**

According to the Big Dictionary of Indonesian, the impact is a collision, an influence that causes both positive and negative consequences. Influence can be interpreted as a force that exists and arises from something (people and things) and has a causal relationship with something that affects and influences. The impact measures the level of influence of activity to measure social, economic, environmental, or other public interests. The definition of impact, in general, is also proposed by Sofianto (2018), namely, everything that is caused by the existence of "something" the impact itself can also be interpreted, therefore before and after the presence of "something." Accordingly, due to human intervention, impact arises from the consequences of change activities, both accidental/natural and artificial.

Tourism is one of the economic sectors that directly contacts and involves the community both as service providers and consumers. This sector will automatically have an influence and impact on community activities. According to Pitana & Gayatri (2005: 142), the effect of tourism is one of the most studied and attention-grabbed aspects in literature, especially the impact on local communities. The result of tourism development on the community

and regional areas that have received many studies or reviews, in general, can be classified into three points: impact on the economy, socio-culture, and environment.

The selection of the concept of tourism impact from Pitana and Gayatri in this study is relevant to measuring tourism development's impact on the local scale. This theory emphasizes identifying the impact on the surrounding community as a party that feels changes in the development of tourism activities. Multidimensional tourism activities and development will influence various sectors of life, including economic, social, cultural, environmental to political. According to Pitana & Gayatri (2005: 108-176), the impact of tourism development that has the potential to affect several development sectors can be described as follows:

1. The impact of the tourism economy,  
Tourism development can have a positive impact, including increasing foreign exchange receipts, investment, regional revenues, and increasing community income. However, because this study's scope is limited to the local level, it only uses indicators of funds resources and the influence on the stimulation of investment, job creation, and income of local people (Pitana & Gayatri, 2005: 110).
2. The Impact of Tourism on Socio-Cultural  
Tourism development's social and cultural impacts are more likely to have potential social changes due to tourism activities. Thus, the potential for social and cultural change in a small scope originated from the life quality indicators, social interaction, and local culture and art preservation(Pitana & Gayatri, 2005: 116).
3. The Impact of Tourism on the Environment  
Many forms of tourism activities have a role in reducing environmental conditions due to commercial interests, impacting various aspects of the sociological, political, and physical or ecological environment. In this study, environmental impacts will only focus on parts of the environmental or physical environment, which come from the indicators of the environment's physical condition and the domain's support (Pitana & Gayatri, 2005: 142).

### **Policy Communication Theory**

Research on the impact of policies needs to be communicated with a publication to provide information to the public. Public communication is



the exchange of messages with several people in an organization or outside the organization, face-to-face or through the media. When the material communicated is related to a policy, it becomes a form of policy communication. Policy communication is a process of information transfer that occurs within the government body to convey government messages, programs, and ideas to the community to achieve state goals (Solichin, 2005).

Based on the policy communication report of Sustainable Governance Indicators (Schraad-Tischler & Kroll, 2015), three indicators can be used in measuring the success of this aspect of communication, namely: a. the effectiveness of communication between stakeholders, b. the alignment of communication with the strategy carried out, and c. coherence between the information submitted and the government plan. These indicators measure the coherence of policy communication to the public.

Based on the definitions and opinions of experts above, it can be concluded that the positive impact of tourism development policies is worth publishing to the community. When the concept and implications of tourism development help answer the research problem, the researcher wants to know the various effects that arise on the policy of developing the buffer tourist destination of the Borobudur KSPN in Gelangprojo. The impact of tourism development, especially on the economy, socio-cultural and environmental aspects, is most common in the closest communities' local economic, socio-cultural, and ecological factors and may become a lesson learned to other communities.

## **METHODS**

This study explores central government policy's impact on the Borobudur area's surrounding community. This research uses a descriptive qualitative approach to examine and analyze the effects of the development of tourist destinations for the Borobudur national tourism strategic area in the Gelangprojo area, precisely in Ngargoretno, Pagerharjo, and Sedayu Village (Creswell, 2010: 4). To provide comprehensive information about the policy impact, the researcher attempted to reach as many competent stakeholders to be interviewed, especially the community around the Borobudur temple.

Applying the criterion-based selection (Muhadjir, 2022: 132), the researcher interviewed the Head of the Tourism Amenity Division of the Borobudur Authority Agency, the Head of Promotion and Cooperation of

the Purworejo Regency Tourism and Culture Office, the Head of regional development of the Magelang Regency Youth and Sports Tourism Office, the Head of the Capacity Development and Creative Economy Section of the Kulon Progo Regency Tourism Office, the Head of the Development and Empowerment Section of Sedayu Village, Head of Pagerharjo Village Development and Empowerment Section, Head of Ngargoretno Village Development and Empowerment Section, Chairman of Tourism Awareness Community Kerto Manunggal Ngargoretno Village, Head of Nglingso Tourism Village Management, Pagerharjo Village. This study conducted the interview using face-to-face and online communication because of the Covid-19 protocol.

The data collection process carried out observation, interviews, and documentation, and the researcher plays the main instrument. As the main instrument, the researcher equips himself with observation and interview guidelines, including recording devices and cameras. During the interview, the researcher may deepen the process to gain in-depth information on the impact on the individual and observe the informant's behavior. This study used source triangulation techniques to check data validity for the participants. This technique assesses and contains the correctness of data and information about the impact of the KSPN Borobudur policy in the Gelangprojo region. Source triangulation observed data credibility by comparing and checking the correctness of information obtained from various sources and data retrieval techniques.

Research analysis was carried out in a qualitative descriptive manner where researchers presented data obtained from the field in the form of responses and statements about the impact of policies using an interactive model (Miles & Huberman, 1992). This model places data collection and analysis as a cyclical and interactive process guided by three main activities: data reduction, data presentation, and conclusion drawing/verification. The Researcher analyzes the interview and compares the informant's statement data during and after the fieldwork. The recurring processes allow the researcher to ensure the statement's reliability about the policy impact.

## **RESULTS AND DISCUSSION**

Tourism development policy, according to Pitana & Gayatri (2005: 39), is an effort that focuses attention on increasing the social, economic, cultural, and psychological benefits of a tourist activity both for the community and tourists

and evaluation of tourism development through planned action. Following this, the Government of the Republic of Indonesia has issued a policy on ten National Tourism Strategic Areas (KSPN) through the Cabinet Secretariat Letter Number B-652/Seskab/Maritim/2015. The policy was strengthened by Presidential Regulation Number 3 of 2016 concerning National Strategic Projects. One of the goals was a policy of accelerating infrastructure development for 10 National Tourism Strategic Areas (KSPN), one of which was Borobudur and its surroundings. The administration of KSPN Borobudur and its environs is under the Borobudur Authority Agency, established through the Presidential Regulation of the Republic of Indonesia number 46 of 2017 and strengthened by the Regulation of the Minister of Tourism the Republic of Indonesia number 10 of 2017. The Borobudur Authority Agency (BOB) then holds a mandate to carry out authoritative and coordinative tasks. In developing KSPN Borobudur buffer destinations

Authoritative duties included authority in the planning, development, management, and control of tourism areas in the authority zone of 309 Ha above limited production forests and owned by the state under the direction of the State Forestry General Company (*Perhutani*). A memorandum of understanding (MoU) between *Perhutani*-BOB concerns using natural tourism environmental services in the authority zone of Borobudur Tourism Area to state the area's development into a buffer area.

The environmental services utilize two land tenure patterns. The first pattern is granting full rights to land concessions covering an area of 50 ha with double the replacement of a site. The second pattern is the joint management between the State Forestry General Company and the Borobudur Authority Agency (BOB) of an area of 259 ha as cooperation in environmental services. The reference for granting concessions and permits for the benefit of forest land can be seen through the Law of the Republic of Indonesia number 19 of 2004 concerning Forestry, precisely in article 26 (1)-(2) it is possible to grant permits for the use of protected forest land as an area for the benefit of environmental services. The granting of licenses for ecological services contributed to the Borobudur Authority Agency (BOB) and coincided with the obligations carried out in the management of its authoritative zone (Scott & Marzano, 2015). According to the Law of the Republic of Indonesia, number 19 of 2004, article 30, the Borobudur Authority Agency (BOB), as a permit holder, must cooperate with local community cooperatives to empower the economy.

## The Economic Impacts

The policy of developing KSPN Borobudur buffer destinations in the Gelangprojo area, which includes three villages, namely Ngargoretno, Pagerharjo, and Sedayu, is an influence on the income of local communities, especially managers/tourists, and the effect on investment stimulation, job creation, and income-generating

### a. *Investment Stimulation*

The development of tourist destinations in three villages part of Gelangprojo has increased the allocation of tourism investment funds. This condition relates to the Borobudur Authority Agency (BOB) status, which became a public service agency (BLU) based on the Decree of the Minister of Finance No.259 / KMK.05 / 2021. The agency may receive investments from third parties through the approval of the Minister of Finance and the Board of Directors. The existence of Borobudur Highland as one part of the National Strategic Project for the development of KSPN Borobudur will also increase the absorption of the development budget for its supporting facilities.

The potential of Gelangprojo tourism development also opens investment opportunities for the private sector. The investment may improve the facilities of tourist destinations in Ngargoretno Village, namely Tumpeng Menoreh. It came from a consortium of local investors collaborating with village enterprise Argo Inten Ngargoretno. Similar things have also happened in Nglinggo Tourism Village, Pagerharjo Village, part of Gelangprojo buffer destination under the administrative area of Kulon Progo Regency, where the investment in tourism improves amenities and facilities independently.

The existence of incoming investment from both the surrounding community and the private sector can increase its capacity, facilities, and services for tourist destinations. The investment improved the homestay, glamping, camping ground, and other tourism supporting facilities to enhance the quality of service. This condition follows Adriani et al. (2020) explanation that a policy can positively benefit the investment climate in Indonesian tourism by increasing the number of investment projects.

### b. *Job Creation*

Another impact of the emergence of investment and budgets to expand the Buffer Destination of Gelangprojo is the opening of new jobs

for the surrounding community, especially in the communities of the three villages that are in direct contact with the area. These job opportunities arise due to increased amenities and tourist attractions directly proportional to the labor needed. The work required to support tourism services in the Gelangprojo area includes tourist attraction managers, homestay managers, glamping and camping ground managers, restaurant employees, café employees, offroad and shuttle car drivers, parking attendants, and tour guides, and tour guides tour, photographers.

The absorption of labor in the tourism sector in the Gelangprojo tourist destination proves that policies regarding tourism development can be an alternative solution to reduce unemployment. This condition demonstrates the theory proposed by Suwena & Widyatmaja (2017: 166) that the tourism sector contributes significantly to creating job opportunities and related businesses in the tourism sub-sector.

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c. Income Generating

The absorption of the surrounding community into tourism professions in Gelangprojo has implications for increasing income. Income in the tourism sector is a benchmark for economic value for people in a tourist area (Pitana & Gayatri, 2005: 110). The emergence of accommodation and transportation service businesses in the Gelangprojo has provided opportunities for increasing income for local communities. Other benefits also apply to people who work as farmers, ranchers, and artisans due to the collaboration between tourism managers and the surrounding community, both of which have the potential to be developed into educational tourism. These conditions show that the development of Borobudur Highland as an authoritative tourist destination by the Borobudur Authority Agency acts

as a growth catalyst. This situation draws that tourism becomes the catalyst for economic development (Yoeti & Pribadi, 2008: 145).

The development of the Gelangprojo buffer destination has trickled economic opportunities for the surrounding community, especially in the three nearby villages of the BOB authority zone. These tourist activities prove that tourism development can have a multiplier economic impact (multiplier effect) on the financial turnover of the Gelangprojo buffer area, which has reached the tourism sub-sector, namely people who work indirectly as farmers, traders, and artisans.

### **The Socio-Cultural Impacts**

Suwena & Widyatmaja (2017: 170) said that most experts combine social impact and cultural impact in tourism into the title of socio-cultural implications. The tourism impact on socio-cultural changes in the community can be seen from the following indicators:

a. *Social Readiness*

According to Hermawan (2016), social readiness is essential because good community readiness will have a domino effect on socio-cultural life. The government and independently have prepared social willingness to face the challenges of increasing tourism activities in Gelangprojo. Although implementing policies to increase competitiveness and social readiness in each administrative region has a different strategy.

The policies of the three relevant district governments aim to improve the community's quality of life through tourism empowerment. If you look at it, more strategies and programs of each administrative region are different. Those differences come because each area must prepare plans and programs tailored to the background of community conditions, the economy, and existing infrastructure.

Each regency government in the Gelangprojo area has strategies and programs to maximize the influence of tourism development on the quality of life of its people. The Magelang Regency Government plans to improve community skills through a forum for village-owned enterprises (*BUMdes*) because the budgeting of regional expenditure for tourism development is less financed for the strategic tourism area in Ngargoretno Village. The Kulon Progo Regency Government has a strategy of holistically improving

the quality of tourism resources by prioritizing the principle of quality improvement without leaving local values. The Tourism Office only acts as a facilitator in improving the quality of human resources because the tourism activities carried out by the people of Pagerharjo Village have been running independently. The Purworejo Regency Government is also the same in improving its human resources by emphasizing strengthening identity and potential. The analysis concluded that the strategy of each local government in improving social readiness is determined mainly by the background and conditions of the people in each region that have their characteristics.

b. *Infrastructure Upgrades*

In addition to being in terms of welfare and economic improvement, the development of the Borobudur KSPN buffer destination also directly impacts the increased accessibility of residents, both in the form of physical and digital access. The construction of highways evidence this condition to support tourism activities that prioritize quality, safety, signs, and street lighting. The physical program supports the construction of a road for the Borobudur Authority Agency (BOB) from Plono-Nglinggo zone and the acceleration of the structure of the Borobudur Highland gate road access in Sedayu Village.

The second form of realization is the increasing community accessibility by the shuttle bus that serves the *Jogja Kembali* Monument (Monjali) route to Plono Market. Provision of intermodal transportation route services on these routes to support industrial development at KSPN Borobudur. The third accessibility improvement is the improvement of internet/digital infrastructure capacity. BOB carries out the progress of internet access in collaboration with the Minister of Communication and Information through developing telecommunications infrastructure in bob's authoritative zone. Still, the benefits can reach the surrounding areas.

Suwena & Widyatmaja (2017: 116) said that tourism capacity development encourages the government to provide better infrastructure. The improvement of facilities and infrastructure in the form of roads, public transportation, and internet network access is part of the progress of tourism infrastructure that the surrounding community and tourists can enjoy. So that the benefits are more than the existence of tourism activities so that it can support the increase in the welfare index.

c. *Social Interactions*

Tourism is an industrial sector that demands interaction. Pitana & Gayatri (2005: 124) explain that the presence of tourists in a destination can positively impact if there is a complementary interaction process. These interactions can occur between tourists and managers and managers with other processors/communities.

The development of buffer destinations in Gelangprojo integrates three different administrative regions, opens space for destination managers to interact with each other, and enacts the borderless tourism system. The interaction coordinated policy among the central government and three local governments on tourism. The exchange also exists between tourist destination managers in the Gelangprojo area and the community under a participative relation among the managing communities. Then, with the Borobudur Authority Agency, one of whose functions is the coordinative task, integration, and coordination of tourism in the Gelangprojo area, it becomes increasingly coordinated.

Another interaction that arises from tourism activities is between the managing community and tourists. The readiness of local communities in the face of interaction with tourists is a must. Moreover, with the existence of tour packages where tourists join the daily life and activities of the local community and increase the interaction intensity. So basic skills are needed, such as communication, digital marketing, product quality improvement, and hospitality.

d. *Preservation of Culture and Arts*

The culture surrounding Gelangprojo is a resource or potential to promote in the world of tourism. This condition is happening in the development of tourism in the Borobudur area. Tourist destination managers and government agencies have initiated the utilization of cultural and artistic potential as an attraction in Borobudur. The form of creative potential is displaying various local arts attractions and banquets to tourists so that a symbiotic relationship of mutualism arises between managers and cultural actors. Pitana & Gayatri (2005: 131) expressed their appreciation that local culture will stimulate residents to explore the cultural arts and cause pride.

Another form of appreciation by the Tourism Office of Kulon Progo Regency is making a sculpture installation to depict the original culture of the



area into a landmark. The program empowers local artists and encourages them to work creatively. The Borobudur Authority Agency (BOB) also contributes to preserving culture in the Gelangprojo area. Preservation efforts currently being carried out are the traditional dance competition of Gelangprojo and the appointment of Menoreh folklore storytelling. The study results from the above program can be used as additional knowledge material by tour guides to be more interactive.

## **The Environmental Impacts**

In principle, the development policy of each tourism destination that is part of the Borobudur KSPN buffer area in Gelangprojo has implemented a sustainable development approach. The concept is written in law number 10 of 2009, article 2(h) concerning Tourism, which mandated the development policy of the three regency's members of the Gelangprojo area.

The results of research in the field show that efforts in developing amenity and tourism infrastructure in the buffer destinations of the Borobudur KSPN in Gelangprojo have applied this principle. The principle of sustainable development applies in the pilot development of Borobudur Highland, namely the De Loano Glamping tourism laboratory, with nomadic tourism. The result of tourist amenities could meet tourist comfort, safety, and luxury without leaving a natural and environmentally friendly impression.

A similar development concept is also found in tourist destinations under independent management by local communities. The construction of buildings applies less wood waste in manufacturing glamping sites and minimizes changes in soil structure. The indirect implementation of environmentally friendly development methods also shows that public understanding and awareness of environmental conservation is very high.

The sustainability of the tourism industry is also very much determined by how far the physical carrying capacity of the destination is and whether the burden of tourism activities has exceeded or not (Suwena & Widyatmaja, 2017:128). Measure the environment's carrying capacity in tourism development can be seen through the number of arrivals, timeframes, and patterns of tourist behavior. The number of tourist arrivals in the buffer tourist destinations of Gelangprojo from 2017 to 2021 has fluctuated and decreased because of the Covid-19 pandemic, as shown in table 1.

**Table 1. Distributed Tourism Record**

Year	Amount	Occupation
2017	59.061	-
2018	47.756	19,14 %
2019	69.060	44,61 %
2020	30.551*	55,76 %

\*Impacted by Covid-19 Pandemy

The availability of facilities and infrastructure services for tourist amenities has affected the period of stay of tourists (Suwena & Widyatmaja, 2017: 129). This condition occurs in tourist destinations in Gelangprojo. The increase in the number of service providers and amenity services in homestays, glamping, and camping grounds shifts the characteristics and period of stay to be longer. The length of time tourists stay has implications for income-generating. The provision of extreme tourist attraction services in Gelangprojo also affects the behavior patterns of tourists. Where currently, the characteristics of tourists are more likely to be exploratory toward nature so that it impacts awareness to maintain and improve environmental conservation.

**Coherence in Policy Communication**

The successful impact of the Borobudur buffer area development policy has newsworthiness to be published. It is expected to be an example that top-down approaches do not permanently harm local governments (Grafström & Rehnberg, 2022). The government and society need to disseminate essential values that contain information about the successful implementation of policies. This study explains that the central government’s policy has successfully synchronized regional tourism policies and succeeded in improving the lives of the surrounding community. In addition, top-down approaches can be appropriately implemented if they can align regional policies and still provide space for local governments to develop local-based tourism.

*a. Effective communication among stakeholders*

The central government’s policy of coordinating tourism development in the Borobudur area involves many stakeholders, namely the central government through the Borobudur Authority Agency, the Magelang

Regency Government, Kulon Progo, and Purworejo, the Government in villages, as well as community organizations that manage tourism activities. The communication carried out focuses on activities under the umbrella of central government policies, while local governments are given the flexibility to develop tourism according to local potential. It turns out that local policies based on the development of economic, social, and environmental potential are running effectively. Tourism programs organized at the local government and community levels can directly benefit the community. This can be seen in the increase in community income, the development of local cultural attractions, and the preservation of the environment in the Borobudur area.

b. *Alignment of communication and strategy*

The involvement of participants in the research represents most of the stakeholders related to the development policy of the Borobudur buffer area. Good communication between stakeholders can be translated into tourism development activities. Regional development strategies based on the development of local potential can be appropriately implemented. This is evidenced by economic, socio-culturally, and environmentally sustainable programs. In the regional aspect, the borderless tourism program facilitates policy synchronization. Meanwhile, in the environmental part, nomadic tourism activities support the development of environmentally friendly tourist building construction.

c. *Coherence between the information presented and the government's plan*

The Borobudur buffer area development policy aims to create a unified step in tourism development. In this case, the central government becomes a policy planner, including making policy adjustments at the regional level. Local Governments develop local policies based on guidance from the central government and make good use of them to bring out the potential of local culture. Intensive coordination produces good coherence so that it impacts the surrounding community (Schraad-Tischler & Kroll, 2015).

## **CONCLUSION**

The development of buffer destinations in Gelangprojo has been carried out based on tourism laws and regulations at national and regional levels. Because Gelangprojo is an integration of tourism between different

administrative regions, borderless tourism rules are applicable to coordinate its development. The development of buffer tourist destinations in Gelangprojo positively impacts economic aspects, where development activities on a national scale stimulate investment in tourism. The policy implementation is the good news for policy publication. It may encourage investment in developing tourism infrastructure that requires labor from the surrounding community, which has implications for increasing income. The increase in revenue has even reached the tourism sub-sector so that it has a double impact (multiplier effect) on the economic activity of the surrounding community. In the culture of tourism development in Gelangprojo, borderless tourism increases the interaction and bond between the communities of tourism managers who are administratively separated regions. Tourism development is also directly proportional to improving the quality of human resources as a tourism player. It has a positive impact on preserving culture and folklore in Gelangprojo. Environmentally, tourism development has implemented a sustainable approach using nomadic tourism concepts that are friendly to the surrounding physical environment. The carrying capacity of the environment also still supports tourism activities in Gelangprojo. Moreover, nature-based activities and attractions increase awareness of environmental conservation and provide an example of positive achievement to publish as the principle of tourism policy development.

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