BOROBUDUR SAFEGUARDING CAMPAIGN
IN UNESCO PERSPECTIVE AND
UNESCO WORLD HERITAGE CONVENTION
1972

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INTRODUCTION

Borobudur's unique architecture is considered one of mankind's highest achievements. The temple depicts the philosophy and the cosmology of the Buddhist religion. The temple's exceptional beauty, its abundance of sculptural art and fascinating architecture constitute a most invaluable asset for the whole of mankind. Built on several levels around a hill, which forms a natural centre, this temple complex and its design is in substantial harmony with the surrounding natural area.

Borobudur is known as one of the largest Buddhist monuments in the world and was inscribed on the UNESCO World Heritage List in 1991. The Government of Indonesia and its people are therefore obligated to protect, conserve and maintain Borobudur for future generations. UNESCO is mandated to assist the government of Indonesia in the protection of the site. Since the 1950's, UNESCO has been promoting inter-cultural and inter-religious dialogues and mutual understanding and appreciation among the international and national community concerning the site.

While attempting to preserve cultural resources for years to come, it is also necessary to develop the Borobudur Temple Compounds as a site that promotes national identity and fosters national pride. With such a national self-awareness in place, the temple will affirm its place as a national icon and therefore as a resource of major tourism and of local income for the country. The income generated by the growth of the tourism industry will be a major benefit to the country's economy. A portion of this revenue can be reinvested in heritage conservation for the long-term advantage of the local communities, in particular those who are
Abandoned around the year 930, the temple was gradually overgrown with vegetation and disappeared for nearly a thousand years. It was not rediscovered until 1814. The first restoration work was undertaken shortly after turn of the 20th century (from 1907 to 1911). The main work undertaken was to improve drainage and to restore parts of the monuments which had fallen into ruin.

In 1956 Prof. Coremans of Belgium made a study for UNESCO about the problems encountered at Borobudur and other sites. Since 1959 the Archaeological Institute of Indonesia started a systematic survey into the technical aspects of preserving the site, involved including soil mechanical studies. Between 1959 and 1967, while studies continued, small scale restoration works and protective measures were carried out by the Indonesian authorities. From the outset, the operation involved a very wide range of disciplines and scientific and technological activities.

In 1950's and 60's, upon receipt of a request from the Indonesian Government, UNESCO organized several expert missions to identify how to rescue the Borobudur temple. UNESCO identified during its survey the complexity of the problems, which needed to be overcome, to save Borobudur. The main issues were concerning its natural setting and architectural aspect. The monument was built on an unpropitious site; on sloping ground around and over the top of an artificial hill. This resulted in its instability and caused the stones to gradually slide downwards ever since its construction. The monument also is located in an earthquake-prone zone, therefore recurring shocks had dislodged numbers of stones, and caused cracks and fissures in others. Furthermore, the edifice had been subject to the damaging rigors of the tropical climate and fluctuations of temperature, ranging over 20 centigrade in any 24 hour period. In addition, the heavy rains had overwhelmed the inadequate drainage system, percolating down into the central core. Once in its central structure, the rain water would wash away the earth and weaken the foundations. As a result the floors sloped forwards and the terrace walls, particularly the lower tier, which sagged and tilted precariously threatening a total collapse of the entire monument. Moisture on the stones had also corroded many of the carved reliefs and cultivated damaging patches of moss and lichen.
It became clear that small-scale restoration measures were inadequate, and hence, it was eventually decided that the earth-core of the monument would have to be hierologically isolated from the stone masonry. For this purpose it was proposed to build new foundations within the temple. It was considered that adequate strengthening of these foundations could only be achieved by constructing concrete slabs which would spread the weights of the walls and the balustrades over a wide surface. However, it was imperative that the monument maintained a certain amount of flexibility, so it could withstand seismic activity. It was therefore decided to construct independent ring-like foundations under each of the galleries.

Preparatory work started in 1968, in close cooperation by the staff of the Archaeological Institute of Indonesia, the Body for the Restoration of the Candi Borobudur (BPCD), the Gajah Mada University, the Institute of Technology in Bandung, and various foreign experts and institutes from the Netherlands, France, Belgium and Italy. A considerable wide range of preliminary researches were also carried out before the final design was adopted. The disciplines involved in these preparatory activities included: aerial photo analysis, archaeology, architecture, chemistry, conservation techniques, engineering seismology, foundation engineering technology, landscape planning, meteorology, microbiology, petrography, physics, soil mechanics, surveying and terrestrial photogrammetry. A project of such complexity and magnitude required special measures for its organization and management.

**UNESCO INTERNATIONAL CAMPAIGN FOR THE SAFEGUARDING OF BOROBUDUR**

The Indonesian government appealed to UNESCO in 1967, asking for assistance in the technical studies and in raising necessary funds for the implementation of the safeguarding project campaign, which was starting to receive a great deal of attention from the international community.

In January 1971, a panel meeting of Indonesian and international experts (from Germany, Japan, USA, the Netherlands, France and Italy) was convened by the Indonesian government, with UNESCO’s support, in Yogyakarta in Indonesia. The meeting discussed the results of the research, the proposals for a restoration project and how the requirements of the works, in ways of systematic and scientific observation. On 6 December 1972, UNESCO launched a campaign to find international support for the restoration of the Temple of

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2 For the detailed actions, refer to the "Restoration of Borobudur" published in 2005 by UNESCO
Borobudur. It was known that such a large scale campaign of archaeological rescue operation was possible, following the successful international safeguarding operation of the threatened monuments of Abu Simbel in Nubia.

In 1973 Belgium, France and the Federal Republic of Germany became the first signatory States for UNESCO's international appeal for the safeguarding of Borobudur. They literally became the vanguards of a new movement of international cultural solidarity. The International Campaign for Borobudur therefore received a wide response throughout the world. And it was the combined efforts of Indonesia and the international community that made this vast and extremely complex work – hundreds of scientists, engineers, technicians, and local workers – possible.

**UNESCO’S APPEAL RECEIVED A WIDE RESPONSE**

UNESCO assisted Indonesia in its operations by appealing for international cooperation, thus mobilizing international assistance. In response to this emergency appeal, India, Malaysia and Singapore became members of the Executive Committee in 1973, after signing the Agreement concerning the Voluntary Contributions to the Safeguarding Project. The following countries also started to contribute in both cash and in kind: Australia, Belgium, Burma, Cyprus, France, Germany, Ghana, India, Iran, Iraq, Italy, Japan, Kuwait, Luxembourg, Malaysia, Mauritius, Netherlands, Nigeria, Pakistan, Philippines, Qatar, Singapore, Spain, Switzerland, Tanzania, Thailand, and United Kingdom of Great Britain and Northern Ireland. Each country pledged or contributed financial assistance, bilaterally or multi-laterally, to the Trust Fund established for the operation therefore becoming members of the Executive Committee. In addition, a number of private contributions were made to this campaign which includes American Committee for Borobudur, the Asian Cultural Centre for UNESCO in Tokyo (ACCU), the Borobudur Restoration Group in Nagoya, the Japanese Association for the Restoration of Borobudur, the Commemorative Association for the Japan World Exposition, the Netherlands National Committee for Borobudur, the Netherlands General Lottery, the J.R.R 3rd Fund of New York, and a number of other private contributions. The mobilization of international resources became for a representation of international solidarity.

Generous contributions were voluntarily given to the execution of the project to safeguard the Temple of Borobudur. Eventually the total budget of USD 7,750,000 was amassed from

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3 UNESCO's roles were to 1) gather funds and channel the various contributions transparently and channel the various contributions (funds, assistance in kind, technical contributions) that would enable Borobudur to be saved, 2) assist the Indonesian Government in providing the necessary equipment and materials needed for the project, and 3) ensure Indonesia cooperation of qualified technical experts and advisors. In this regard, UNESCO signed an agreement with the Indonesian Government in Paris in 1973 in order to designate the UNESCO coordinator and an International Consultative Committee.

4 Indonesian government letter (no. 18281/Sekdj/Dpk/72 dated 26 June 1972) to the Director-General of UNESCO and Indonesian government letter (no. 19647/G/1-une/72 dated 15 July 1972) to the Ambassador of the Netherlands to Indonesia.
the international community and USD 2,750,000 was raised by the Indonesian government.

Based on the conclusions and recommendations of the consecutive meetings, the government of Indonesia prepared a detailed project appraisal which accepted the offer of the Government of the Netherlands to appoint the engineering firm of NEDECO to the project. Four international experts were also appointed to supervise the project.

The restoration work included the building of a reinforced concrete substructure, the consolidation of the stones, and the delicate and complex work of dismantling and re-assembling the balustrades and terraces of the monument.

The second session of the Consultative Committee for safeguarding of Borobudur was organized at the Ambarrukmo Palace hotel in Yogyakarta, Indonesia on 3 July in 1974. The meeting, attended by some 30 participants of all Consultative Committee members, representatives of the Indonesian government and of UNESCO, international experts and consultants, was organized aimed to review bids submitted by contractors and of the technical and budgetary consequences of the results of tendering.

The committee unanimously recommended that

- The dismantling of the monument be started on the first or second lowest terrace of the northern side, taking all necessary precautions against sliding and after slope-meters should be installed, and that such dismantling be combined with reconstruction of these terraces, part by part, in accordance with the technique proposed in the present plan;
- That during such dismantling of the northern side and on the basis of the experience acquired as well as of the more precise data collected during this operation, studies be made of alternative solutions for preservation and restoration in situ of the parts of the monument which would seem not to require dismantling.

In addition, the committee discussed landscape planning of surroundings of Borobudur and promotional activities for the protection of the landscape and environment of the temple. It is worth emphasizing that the committee discussed a special attention not only to the preservation of the monument itself but also to the integrity of its historic and artistic context for the safeguarding of the cultural value of Borobudur, i.e., to prevent a scenery hindrance through improper modernization and improper tourist promotion, in view of the fact that landscaping is not only concerned with the provision of a explicit view towards the

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5 In December 1972, the Indonesian Minister of Education and Culture established a Consultative Committee under the chairmanship of Prof. Ir. R. Roosseno and appointed the following four international members as recommended by the Director-General of UNESCO: Mr. D. Chihara (Japan), Mr. J.E.N Jensen (USA), Mr. R. Lemaire (Belgium) and Mr. Karl G. Siegler (Germany)

6 Article 1, Agreement co-signed between Rene Maheu, the Director-General of UNESCO, and Soepojo Padmodipoetro of the Government of Indonesia on 29 January 1973 concerning the Preservation of the Temple of Borobudur

7 According to the Addendum to the Second Session of Executive Committee, the Government of Indonesia concluded that partial dismantling and reconstruction on concrete foundations cannot be started from the first or second terrace because of the difficulties of protection against sliding. Eventually the work continued for seven years to complete from the time of the dismantling.

8 The report of the second session of the Consultative Committee for the safeguarding of Borobudur, Paris, 24 July, 1973 (UNESCO/Borobudur/EC/II/4)
monuments, but also with the natural view from the monument towards the surrounding areas. The committee went on to stress that the surroundings of Borobudur should be in full harmony with monuments and maintain its high cultural values, with its serenity and tranquility of the surroundings, which is important to spiritual enhancement. Hence the committee concluded that the area should be strongly protected against the pollution which may result from mass tourism, and there should be a full integration of the present local population with the development of the surroundings of Borobudur. In this regard, special attention was paid to the full participation of the local Government in the execution of the project in particular with respect to the development of the Borobudur area. In addition, other intangible aspects of cultural development such as performing arts, handicrafts, etc were paid attention for a part of the planned development. Thus the safeguarding operation focused on not only the material existence of the cultural heritage but also the preservation of its environmental, social, cultural and spiritual value.

By 1983 the work on stone conservation was successfully carried out in particular on the main walls, balustrade stones and element stones on the west and east faces. And climatological data collection was executed since its commencement of the campaign in order to protect the monument against organic grow and any other ill-effects. In March 1983, the final operations were completed.

To achieve this, more than a million stone blocks had to be lifted by crane from the site, then numbered and catalogued by a computer to control the whole project and to help identify some ten thousand stones which had fallen from the structure, including heads of some of the Buddha statues⁹. Consequently, more than 600 people played an active part in its restoration. More than twenty million dollars were raised¹⁰. By July 1982, the total amount of the contributions received and other income was US $ 6,500,630 whereas the Government of Indonesia spent

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¹⁰ UNESCO Press Dossier of International Campaigns to Safeguard the Cultural Heritage dated 31 January 1983
more than US $13 million\textsuperscript{11}.

In 1991, eight years after the end of the campaign, the Borobudur Temple Compounds was inscribed on the World Heritage List. The three criteria for the inclusion were that it represented a unique artistic achievement, a masterpiece of human creative genius; that it has exerted great influence, over a span of time or within a cultural area of the world, on developments in architecture, monumental arts, or town planning and landscaping; and that it was directly or tangibly associated with events or with ideas or beliefs of outstanding universal significance\textsuperscript{12}. Borobudur was also regarded as a genuine international training centre for an interdisciplinary approach to restoration issues.

**THE WORLD HERITAGE CONVENTION AND BOROBUDUR**

The UNESCO World Heritage List today includes 936 properties forming part of the

\textit{Location of the inscription in Borobudur temple}

\textsuperscript{11} UNESCO Press Dossier of International Campaigns to Safeguard the Cultural Heritage dated 31 January 1983

\textsuperscript{12} The mentioned criteria was referred to the 1988 criteria of the Operational Guidelines.
cultural and natural heritage of humanity. Each heritage site on the list has 'Outstanding Universal Value'. These include 725 cultural, 183 natural and 28 mixed properties in 153 State Parties. As of June 2010, 18 State Parties have ratified the Convention Concerning the Protection of the World Cultural and Natural Heritage (the World Heritage Convention).

Heritage is a legacy from the past: it is what we live with today and what we pass on to the future. The cultural and natural heritage of humanity is both irreplaceable source of life and inspiration. The World Heritage Sites belong to all the peoples of the world, irrespective of the territory on which they are located.

UNESCO encourages the identification, protection and preservation of cultural and natural heritage around the world that is considered to be of outstanding value to humanity. This is embodied in an international treaty, known as the World Heritage Convention, which was adopted by the General Conference of UNESCO on 16 November in 1972.

The 'Outstanding Universal Value' of the World Heritage site of the Borobudur Temple Compounds depends on the extraordinary relationship between the monument, its natural setting and people's livelihood. The preservation of the cultural heritage property and its surrounding nature, are of extreme importance. Indeed the 1972 World Heritage Convention recognises the significance of this. Natural heritage – sites encompassing physical, biological, geological or physiographical formations – natural heritage was considered to be negatively impacted by man-made cultural heritage. For this reason, nature conservation and any form of culture, which is made on the premises of human actions, were dealt with separately before the birth of the World Heritage Convention. However, the Convention made it possible to preserve conflicting features of cultural and natural heritage within one international treaty.

Although the Borobudur site is renowned as a Buddhist Temple complex, its surrounding landscape is also considered as an indispensible natural environment of outstanding universal value. Hence, the need to preserve Borobudur's environmental setting as well.

THE CHALLENGES OF TOURISM AT BOROBUDUR AND THE REVITALIZATION OF LOCAL COMMUNITY

Although attracting large numbers of national and international tourists, Borobudur has been the subject of serious concern for the UNESCO World Heritage Committee and its
advisory bodies in recent years. This disquiet is based on continuing high levels of tourism at the site, combined with the poor state of the stone bas-reliefs and an inadequate site management mechanism.

In February 2006, a UNESCO/ICOMOS joint mission was carried out to the Borobudur Temple Compounds World Heritage Site, at the request of the World Heritage Committee (Decision 29 COM 7B.53). The mission assessed the state of conservation of the World Heritage property. Special attention was paid to issues relating to the overall heritage and local tourism management. The report points out:

The extent of the vendor stalls around the car park and site entry forecourt remains as the most significant issue. The current, visually chaotic situation is not compatible with the visitor’s expectation of a world class heritage site as it detracts significantly from the experience and is cause for frustration for visitors and local community alike. This problem is related to the question of the sustainable development of the area surrounding Borobudur, and to the fact that there is little attempt to develop tourism in the area of Borobudur and use the Temple as a platform to bring benefits to the wider context.

Unfortunately, visitors who come to Borobudur often return to Yogyakarta the same day without visiting any other place in the area, therefore not spending any money locally. Once they reach the Borobudur Archaeological Park which is equipped with an information centre, museums, a small-scale animal zoo, kiosks and stalls, cultural performance stages and car parking lot, they tend not to visit nearby local villages nor the other temples of Mendut and Pawon which are situated outside of the Borobudur Park. There are relatively few locally made products in some 3,700 kiosks and souvenir shops in the parking lot. As a result, members of the surrounding community are trying to get some income by selling low-quality souvenirs near the parking lot of the Borobudur Archaeological Park that creates congestion and an unpleasant and pressurised situation for the

Tourism activity in Borobudur Temple
The Borobudur area faces tremendous challenges in improving the welfare of its communities. Poverty is a complex problem because the livelihoods of people are very much influenced by tourism. There are different reasons behind the pervaded poverty in the area. One is the absence of or ineffective legal framework for tourism development; another is the lack of frequent interaction between the local community and tourists who visit the temple of Borobudur; the third is there is a very limited number of attractive local products and undeveloped markets.

It is the highest priority to make the national cultural property accessible once again to both the local community and a potential worldwide audience, while empowering the local community in the sectors of tourism and cultural industries. To this end, UNESCO continues its assistance to the Government of Indonesia in ensuring long-term sustainable tourism for the Borobudur Temple Compounds World Heritage property and their proper management that will contribute in a major way to the sustainable development of Borobudur region.

ISSUES WITH THE LEGAL FRAMEWORK FOR THE LOCAL COMMUNITY

It is clear that the local community in the area does not benefit enough from their proximity to the World Heritage site, due to the absence or ineffectiveness of tourism management legal regulation. There is no linkage between tourism and the local economy. Both should be closely synergized to mitigate the impacts heritage tourism has on the rural livelihoods of the communities in the Borobudur area. There are also a very limited number of attractive local products available in the area, which makes income generation sluggish for the local community. Consequently, tourists tend not to visit the neighbouring villages and sites after visiting the temple of Borobudur, and this trend makes the communities vulnerable to extreme poverty.

Many countries utilise World Heritage sites as resources to create social impact and economic development through heritage tourism. As seen in many countries, tourists visiting cultural heritage sites generate significant foreign exchange earnings and fuel local investment in tourism related services and infrastructure, creating jobs and providing ordinary citizens with an opportunity to interact with foreign visitors. In this sense, heritage
tourism, together with the empowerment of the local community in cultural industries, represents a potential to alleviate poverty and increase regional GDP.

Although Indonesia is not an exceptional case, this trend is not so evident at Borobudur because of insufficient plans and management to prevent tourism’s negative environmental and socio-cultural impacts. The current resources underpinning the national tourism industry are not having much of a positive impact on local communities.

Developing the area of Borobudur needs to be founded upon the outstanding significance of its historical and artistic heritage. Investment in this area should be focused on the maintenance of the highest possible conservation quality of the Temple, its associated temples and of their environments. The compound needs to maintain its specific and unique character and remain as an asset that contributes to the cultural and economic well-being of future generations of local people.

The Borobudur cultural heritage site, both its community and heritage area, holds a tremendous potential for regaining economic benefits in this particular region and beyond. Historic preservation and economic development could be achieved in a sustainable manner by revitalising the historical monument and increasing the economic benefits for the whole community. If such problems are not dealt with effectively, the local community will lose a clear opportunity for long-term regional development.

After Mt. Merapi eruption in October 2010, UNESCO coordinated an emergency intervention to not only restore the Borobudur temple but also to revive the local community. In the aftermath of the disaster, UNESCO began to promote both rural and regional sustainability, industry, trade, the private sector and manage natural resources and the environment.

There is no doubt that stone monuments
with cultural significance are among the most popular tourist attractions in the world. The World Heritage site is a great tourism advantage and also plays a salient role in social and economic development and even poverty eradication in the region.

Throughout the world, a number of community-based cultural tourism initiatives demonstrate that properly planned cultural tourism can be an effective tool for heritage conservation and rural development, involving local communities in tourism management and operations and raising substantial public sector revenue.

Indonesia has proclaimed tourism as a linchpin to its development strategy. The government has recognised that its natural and cultural assets underpin the country's tourism industry and has therefore actively set out to promote them in an effort to draw international visitors. The impressive number of international arrivals to the site is attributed to the government policies that actively encourage tourism development. However, the present lack of a national capacity to plan for, implement and manage quality cultural heritage tourism activities and the lack of community involvement in the tourism development in the region is putting its invaluable heritage – so vital to sustaining the tourism industry – at risk of being seriously damaged.

The Government has identified a sustainable nature and culture based tourism industry and community based cultural industries as prioritised sectors to assist economic growth and poverty alleviation. However these cultural and natural resources are under serious threat due to improper and poorly planned tourism. In addition, the social and environmental problems arising from the inadequate management of the tourism industry, especially natural and cultural tourism, is placing an increasing burden on the already strained government services and physical infrastructure.

**MANAGEMENT OF THE AREA FOR THE PROTECTION AND PROMOTION OF BOROBUDUR**

Prior to its inscription on the World Heritage list in 1991, the Borobudur area had a weak institutional framework regarding spatial and local tourism management. To strengthen the area's preservation management, control mechanisms and the management of commercial activities, the Government of Indonesia introduced new regulations by Presidential Decree. These regulations, adopted in 1992, divided the area surrounding Borobudur
into three zones (1, 2 and 3). Each zone was put under the respective responsibility of the Ministry of Cultural and Tourism, PT Taman Wisata (under auspicious of the Ministry State-owned Limited Liability Enterprise), and the local government of Magelang Regency. Zone one covers the three archaeological historical temples (Borobudur, Mendut and Pawon), which are protected and maintained by the MoCT. Zone two is the area that immediately surrounds each temple. These areas have been established as a tourism park, where tourism, research and conservation activities within the temple’s environment have to be ensured. And zone three is outside zone two and covers around 932 ha. This area is also monitored, and any planning, usage or development has to be kept in check.

Presidential Decree of the Republic of Indonesia Number 1 of the Year 1992

<table>
<thead>
<tr>
<th>Zone</th>
<th>premises</th>
<th>area extent</th>
<th>land use objectives</th>
<th>responsible authorities</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Borobudur Temple</td>
<td>44.8 Ha</td>
<td>Preservation and maintenance of physical state of the temple</td>
<td>Ministry of Culture and Tourism</td>
</tr>
<tr>
<td>2</td>
<td>Tourism park around Zone 1</td>
<td>42.3 Ha</td>
<td>Development for tourism, research, culture and conservation activities within the temple’s environment</td>
<td>PT Taman Wisata under auspicious of the Ministry of State-owned Liability Enterprises</td>
</tr>
<tr>
<td>3</td>
<td>Area outside of Zone 2</td>
<td>932 Ha</td>
<td>Areal control, usage and development for settlement, agricultural land, green zone,</td>
<td>Regional government</td>
</tr>
</tbody>
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One of the critical issues of the 1992 Presidential Regulation is that there are three separate responsible authorities with three different mandates and objectives managing three different zones\(^4\). Although these intuitions have to be well synergized to ensure the proper management of the site through pertinent coordination, they would often have to focus on their own delineated areas to fulfil their own obligations. Obviously, there is a lack of common vision and clear mechanism to coordinate these parties.

There was also a major issue with to the site demarcation, regarding the protection and management of the area. When the Government of Indonesia submitted a nomination dossier about the Borobudur Temple Compounds for the inscription onto the World Heritage site, the dossier included the 1972 JICA (Japan International Cooperation Agency) Master plan as a technical management instrument for the site. Although the government of Indonesia continues reporting its State of Conservation to the World Heritage Committee since its inscription on the World Heritage list, the zoning system described in the reports always refers to the areas demarcated by the JICA Master plan, which included five zones. However, these zones referred from the JICA Master Plan has never been officially adopted or formally recognised by any legislation in Indonesia. Even the delineated areas and their extent within the JICA Master Plan are different from the 1992 Presidential Regulation. In addition, the serious

\(^{14}\) These three zones correspond to the first three zones of the original JICA Master Plan. The Zones One and Two are protected by the National Law No. 5, 1992, which was renewed in 2010 as number 11. Zone three is under the local legislation for landscaping No. 24 in 1992 and Tourism Management and Safety No. 17 in 1992.
issue among these challenges is that there is no clear official inclusion of local community participation.

<table>
<thead>
<tr>
<th>Zone</th>
<th>1992 Indonesian Presidential Decree</th>
<th>World Heritage Nomination File submitted by Indonesia</th>
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</thead>
<tbody>
<tr>
<td>Zone 1</td>
<td>44.8 Ha</td>
<td>6.5 hectares</td>
</tr>
<tr>
<td>Zone 2</td>
<td>42.3 Ha</td>
<td>85 hectares</td>
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<tr>
<td>Zone 3</td>
<td>932 Ha</td>
<td>10.1 square kilometers</td>
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<tr>
<td>Zone 4</td>
<td>-</td>
<td>26 square kilometers</td>
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<tr>
<td>Zone 5</td>
<td>-</td>
<td>78.5 square kilometers</td>
</tr>
</tbody>
</table>

Since Land Use Regulations at the Borobudur World Heritage site have not been established nor implemented, the Spatial Management Law No.26/2007 and Government Regulation No.26/2008 was set to legalize the land use control of Borobudur area. Recognised as a pivotal milestone, these regulations will give a significant impetus to ensure proper management of the site. In tandem, a Spatial Planning Division of the Indonesian Ministry of Public Works currently prepares a Spatial Plan and Land Use Control Guidelines, together with Scenery Control Guidelines for the Borobudur National Strategic Area.

The Ministry of Public Works will complete a Spatial Plan and Land Use Control Guidelines with Scenery Control Guidelines for Borobudur National Strategic Area by the end of the year 2011. It is proposed that these guidelines are imbedded into a new Presidential Regulation that will be adopted legally in due course.

Meanwhile, the local government of the Central Java Province and Magelang Regency are currently preparing a Spatial Plan within the National Strategic Area for the preservation and promotion of the site. This locally made Spatial Plan should be well synergised with the Spatial Plan of the central government.

The Indonesian government has been making its considerable efforts to draw the New Management Plan and the Spatial Plan for a few years. There were a number of meetings and workshops to coordinate and share information among the stakeholders, in particular staff from the central and local government as well as representatives from the local community. It is hoped that the two plans are well correlated in the planning methodology, visions and goals.

As indicated in the 2006 UNESCO/ICOMOS Reactive Monitoring Mission, there is still an urgent need to strengthen the management system of the Borobudur World Heritage site and its buffer zones to ensure the protection of its wider setting and increase benefits for the local community.

Based on the comprehensive study regarding the Heritage Tourism in Magelang Regency, UNESCO is ready to assist the national
Government and, in particular, the local government, in advocating a legal framework that protects the cultural assets and promotes an improved livelihood for the local community. UNESCO is also prepared to provide/offer technical advice to the Government, both at central and district level, to develop a Strategic Planning and Management Plan for Heritage Tourism in Borobudur.

The conservation of cultural properties as well as the promotion of Heritage Tourism will go hand in hand with community skills training and the development of tourism resources to provide a basis for livelihood enhancement, which stems from the effective management system and clear regulations.

**DISASTER RISK MANAGEMENT AT BOROBUDUR**

Beside the scientific study of damage to the monuments and their proper preservation, the Indonesian authorities are to prepare a series of natural response mechanisms in the event of national and local disasters of all kinds. Due to its geographical condition and character, Indonesia is highly prone to natural disasters such as earthquakes, volcanic eruptions, tsunamis, landslides, floods and other catastrophes. Natural disasters are becoming increasingly frequent, particularly major earthquakes, causing salient loss and damage, leading to a serious negative impact on numerous outstanding properties and on local and national communities.

The Indonesian government have been organising a number of relevant complementary risk management activities for the cultural heritage of Indonesia, such as the Seminar on Reconstruction and Rehabilitation of the Cultural Heritage Properties in Earthquake-affected Areas in Padang, West Sumatra in December 2010; the Disaster Risk Management Workshop for Borobudur and Prambanan in October 2008; and the Training-workshop for disaster risk-management in Prambanan in Yogyakarta in July 2007. These workshops used a risk-based approach on the premises of the internal financial risk, control framework and the training module on cultural heritage risk management. However, the country is still in need to establish a more integrated risk management framework, including policy and operational guidance because the key elements, such as the establishment of an ownership of process, the assignment of responsibilities and accountability are still to be developed.

To this end, a radical improvement in this country concerning the management of risks to cultural heritage properties in the event of natural disaster should be pursued. It is essential,
therefore, to prevent, or at least seriously to mitigate, damage to Indonesian heritage properties from natural disasters. Such activity will ensure to preserve the cultural and natural values of these sites, and protect their role as a fundamental component for the social and economic well-being of their communities.

The disaster risk mitigation plan should be aimed to lay a basis for development of a long-term proactive management mechanism for the Borobudur site. This can be achieved through the physical rehabilitation of the premises, through capacity-building for their staff in a variety of cultural heritage preservation practices and through the establishment of mechanisms of natural disaster preparedness and response at all the cultural heritage sites of Indonesia.

The risk management process for cultural heritage sites recognises the increasing importance accorded to this subject in the heritage site management process. This procedure includes also the increasing commitment being made to preventive approaches in the wider conservation field. The plan shall be designed to contribute to the advancement of management practices for the world cultural heritage sites through its involvement in commissioning and publishing a statement of Standard Operating Procedures and a practical handbook for the Disaster Risk Management of the World Heritage Site of Borobudur. This practical document will constitute a valuable addition to these long-standing efforts and will be a major tool for managers to highlight the need for risk-preparedness for all sites of cultural heritage importance in this country.

CONCLUSION

UNESCO and the Ministry of Culture and Tourism as well as other partners have been working closely together towards the long term preservation of the Borobudur Temple Compounds. As stated above, many successes have been achieved through swift responses and hard work done by the local community, international and national experts and government authorities. These successes were only possible thanks to generous financial contributions from donors, who have saved the temple from a great deal of potential damage. However, there is still more work to be done, in order to ensure the long term preservation of the historical monument and its surroundings and also to help the local communities.

Our actions should aim to target these issues in a holistic manner, not only to restore the architectural aspects of the area to its original state, but also to improve the livelihoods, skills,
pride and knowledge of the local communities, making action a catalyst for change and improvement to all members of the surrounding community.

UNESCO’s programming for Borobudur is not only looking to achieve short term benefits, but aims to save the Temple and improve the local community's livelihood for generations to come, while assisting the country in pursuing its development objectives.

**REFERENCES**


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