1. Introduction

1.1. Research Background and Objective

Borobudur Temple, the world’s largest Buddhist Temple built by the Syailendra Dynasty, was officially opened for public in 1983. After its inscription into the World Heritage List in 1991, Borobudur Temple has become a major tourist destination in Indonesia with annual visits of about 2.5 millions, which include both domestic and foreign visitors.

Owing to this popularity, the area surrounding the temple is named after the temple i.e. Kecamatan Borobudur (Borobudur Sub-district). The temple is situated in the capital of the sub-district, surrounded by the vast rural landscapes of Kedu Plain. In 1979, JICA compiled a master plan dividing this area into 5 management zones (1). The Indonesian government strengthens this plan and elevated its status by issuing Keputusan Presiden (Presidential Decree, hereafter PD) no. 1/1992. PT. TWCBPRB (2), a state owned company that currently manage Zone 2 (the Borobudur Tourism Park), was also set up under this legislation. But in reality only Zone 1 and 2 were clearly regulated and managed, while Zone 3, 4 and 5 are still untouched. Neither JICA master plan nor the zoning system under PD no. 1/1992 provides clear rules and regulations on how to manage the cultural landscape of the surrounding rural areas.

Despite of this lack of legal backing, several villages in Borobudur have been active in exploring and promoting their potentials. Desa Candirejo (Candirejo Village), for example has been successful with its Community-Based Ecotourism program (3). We also heard that the citizens’ organizations in the Borobudur Sub-district level have also been increasingly active. It might be important to consider the activities in sub-district level in order to design an effective conservation system of the whole cultural landscape around Borobudur Temple. If citizens’ activities and initiatives in conserving the landscape are significant, then it will be possible for them to directly manage Zone 3-5 even where there are no clear rules or regulations on how to do so. It is necessary to investigate the existence as well as transformation of any network between these initiatives.

This paper thus aims to explain the conditions of citizens’ organizations relationship in Borobudur Sub-district level and how the relationship changes time by time from the citizen activities’ point of view. It will also explain the role of each organization in the direct management of Zone 3-5 even where there are no clear rules or regulations on how to do so. It is necessary to investigate the existence of citizens’ activities; therefore we use timeline analysis to know the relationship transformation and its progress during certain periods.

1.2. Literature Review and this research’s characteristics

Researchers have addressed the concerns on organization relationship (4)(5). The role of relationships and networks between actors in a conservation and development process is important (6). It is also mentioned that local participation has evolved as a strategy in the cultural landscapes conservation (7). In the case study in Japan, to know the factors that contribute in the process of community making in Nagahama Central District, Nojima (8) divided into three terms based on time series characteristics.

This research focuses on the condition of citizens’ organization relationship in ‘sub-district level’ (not in a single village), because this is important for large-scale cultural landscape conservation. Since the instability of social-economic condition caused the dynamic flow of citizens’ activities; therefore we use timeline analysis to know the relationship transformation and its progress during certain periods.

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1.3. Research Methodology

This research has been conducted in the following steps as shown in Figure-1. We used in-depth interview (9) to 12 persons (4) in order to dig information of citizens’ organizations in Borobudur Sub-district. From preliminary interview to local people and searching the related documents, finally we found 17 citizens’ organizations have existed, so we decided that interview should cover 17 organizations. We selected the key persons who are recommended by organization’s members or other leader to be interviewed. There are 3 organizations that we did not found their key persons, but we gained information from other key persons who know about. The interview contents were about organization’s history, establishment process, activities, connection with other organizations, etc. We also compiled various types of supporting materials such as statistical data, newspaper articles, minutes of meeting, etc. to describe the conditions and recent history of Borobudur Sub-district (Section 2). We then compile a complete list of citizens’ organizations. This is presented in a form of timeline in order to analyze their progress (Section 3). We made classification based on organizations activities that is utilized with the timeline analysis to make relationship mapping. This mapping is aimed to analyze the connections amongst the organizations to understand the relationship transformation (Section 4). Finally, we explain their roles in the cultural landscape conservation initiatives in Borobudur Sub-district area (Section 5).

2. Borobudur Sub-district and the Current Condition

2.1. Site Context and the Current Tourism Development

Borobudur is located in the southern region of Magelang Regency, Central Java, about 40 kilometers northwest of Yogyakarta City. Borobudur Sub-district consists of 20 villages with total population of 54,625 residents scattered across 5455 hectare area. Situated in the centre of Kedu Plain, Borobudur Temple is surrounded by mountains such as Merbabu and Merapi to the northeast, Sindoro and Sumbing to the northwest, Menoreh Hills to the south. This area has high agricultural fertility, therefore the landscape around Borobudur is called as “the garden of Java” (10).

After its public opening in 1983, Borobudur Temple has become a famous tourist destination in Indonesia that attracts many visitors. Unfortunately, the economic crisis and political instability that started in late-1997 has had detrimental effects on tourist visits to the temple. The number of visitors decreased during 1997-1998, although domestic tourist number increased again gradually after 1998 (Figure-3). Unsurprisingly, the crisis has also had serious impacts on life of the villagers around Borobudur Temple. Economic difficulty had forced these villagers to come to Borobudur Tourism Park and become vendor (5), causing difficulties to PT TWCBPRB on managing them who became crowded and more competitive.

2.2. The Beginning of the Community Activities in Borobudur Sub-district Level

The problem of vendors in Borobudur has become a serious that it forced PT TWCBPRB and local government to take actions. The government of Central Java Province, for example, had once asked a consultant to design a vendor management system in Borobudur Tourism Park. This plan was called ‘Pasar Seni Jagad Java’ (PSIJ or Jagad Java Art Market). PSIJ was aimed to gather the vendors in an art/souvenir market integrated with the parking area (11). The market is similar to a huge shopping mall and located very near to the temple. The model and location of PSIJ thus may cause problems in terms of landscape conservation. PSIJ plan raised polemics and invited reactions from both local community and several organizations who have concerns on heritage issues. A number of protests and demonstrations took place to refuse the proposal. Following this opposition, another team drawn up a new proposal (7), but in the end both proposals were rejected after the evaluation from the government (12). On the other hand, a local community declaration pointing out the uselessness of the PT. TWCBPRB was announced to celebrate the 20th anniversary post restoration Borobudur Temple. They also asked the government to revise PD no 1/1992 about the management of PT TWCBPRB. This meeting was held by FLMB (8) and facilitated by PATRA-PALA Foundation (8). The event was attended by village chiefs within Borobudur Sub-district, the youths, representatives of tourism industry and heritage activists. During the meeting, they decided to establish an organization which can represent the community called Jaringan Kerja Keparivisataam Rakyat Borobudur (JAKER or Borobudur Tourism Network). Unfortunately, the government ignored this local initiative. This situation forced some citizen to take action by establishing some organizations in order to accommodate their aspirations.
3. The Citizen’s Organizations in Borobudur Sub-district

According to the interviews during the field survey and supported by secondary materials, we tried to make a list of citizens’ organizations in Borobudur Sub-district since 80s until the recent time as shown in Table-1 below. This data consists of basic information such as organization name, establishment year, the reason or purpose of establishment, main activities, organization scope, key person or leader involved in, funding resources and the current condition of each citizen’s organization that is important for analysis. Based on this data, we make a compilation and analysis about the growing process of each organization using timeline method, so that it is easy to analyze the condition of citizens’ organizations during certain periods (Figure-4).

<table>
<thead>
<tr>
<th>No</th>
<th>Name of Organization in Borobudur Sub-district</th>
<th>Est. Year</th>
<th>Form of Organization</th>
<th>The Reason/Purpose of Establishment</th>
<th>Main Activities</th>
<th>Scope</th>
<th>Key person / Leader</th>
<th>Funding Resource</th>
<th>Current Condition</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>I/B Rempuan Probatehdwina (Indonesian Tourism Guide Association)</td>
<td>1998</td>
<td>Professional association</td>
<td>A nation wide organization for supporting guides in every tourism spot as the smallest level.</td>
<td>Coordinating the guides, workshop, training, etc. (member: ~50 persons)</td>
<td>Guide in Magelang Regency</td>
<td>• Nutroen (guide), • Hatta (guide)</td>
<td>Self-help, incentive from government</td>
<td>●</td>
</tr>
<tr>
<td>2.</td>
<td>PKKPB (Pengadilan Kepatuhan Daerah ke Kementerian Pariwisata = Village Chiefs Association in Borobudur Sub-district)</td>
<td>1999</td>
<td>Professional association</td>
<td>To provide a media to communicate among village chiefs in Borobudur problem. (member: 20 persons)</td>
<td>Meeting, sharing information and solving the ongoing problems. (member: ~500 persons)</td>
<td>Borobudur Sub-district</td>
<td>• Slamet Rustyan (village chief)</td>
<td>Contribution from each village</td>
<td>★</td>
</tr>
<tr>
<td>3.</td>
<td>KOPMB (Koperasi Pemilik Unit Bumiputera = Tourism Cooperation)</td>
<td>1999</td>
<td>Tourism services coop.</td>
<td>Firstly it was supported to support the special needs of photographers, then open for guide vendors, etc.</td>
<td>Support the member needs, training, micro credits, etc. (member: ~500 persons)</td>
<td>Borobudur Sub-district</td>
<td>• Suherman (ex-police officer, businessman) •/1</td>
<td>Member dues, incentive from government</td>
<td>★</td>
</tr>
<tr>
<td>4.</td>
<td>PTZ (Pengadilan Terusan Jogor = Home Carriage / Andong Driver Association)</td>
<td>1998</td>
<td>Professional association</td>
<td>To avoid conflict among the ongong drivers in Borobudur Sub-district. (participant: &lt;40 persons)</td>
<td>Managing and coordinating the ongong drivers. (member: ~80 persons)</td>
<td>Andong driver in Borobudur</td>
<td>Aan (andong driver)</td>
<td>Member dues, incentive from government</td>
<td>★</td>
</tr>
<tr>
<td>5.</td>
<td>MAPUN (Masyarakat Peduli Lingkungan = Community for Environmental Awareness)</td>
<td>1997</td>
<td>NPO</td>
<td>To keep and conserve the environment in Borobudur, especially the pollution from tourism activities. (participant: &lt;5 persons)</td>
<td>Advocacy, training, workshops, assisting small business groups, etc. (member: ~10 persons)</td>
<td>Borobudur Sub-district</td>
<td>• Aprili (entrepreneur)</td>
<td>Self-help, incentive from government</td>
<td>☐</td>
</tr>
<tr>
<td>6.</td>
<td>TSBB (Pengadilan Sabhha Wabang Borobudur = Association of Retailers/Vendor in Borobudur)</td>
<td>1999</td>
<td>Professional association</td>
<td>To avoid conflict among the retailers and vendors. (participant: &lt;4 persons)</td>
<td>Coordinating and managing the vendors, making consensus, etc. (member: ~700 persons)</td>
<td>Vender in Borobudur Park</td>
<td>Maladi (entrepreneur, now village chief) •/3</td>
<td>Incentive from TWCBPRB</td>
<td>★</td>
</tr>
<tr>
<td>7.</td>
<td>FPD (Forum Pelajari Jasa Wisata = Borobudur Tourism Services Association)</td>
<td>2006</td>
<td>Professional association</td>
<td>To accommodate people working on tourism (not only vendors) in Borobudur Park. (participant: &lt;5 persons)</td>
<td>Coordinating the members, negotiating with PT TWCBPRB and government. (member: ~1000 persons)</td>
<td>Vender in Borobudur Tourm Park</td>
<td>Tri Banu (vendor) •/1</td>
<td>Self-help / Member dues</td>
<td>☐</td>
</tr>
</tbody>
</table>

Legend: ●: active but not so active – insufficient information, ★: unclear, △: interview not held or not possible, ▶/ Shay: interview held, ▶/2: interview held, ▶/3: interview held.

Table-1 List of the citizen’s organization in Borobudur Sub-district

- 207 -
According to the organization’s purpose and activities as shown in Table-1 and timeline on Figure-4, the establishment period of citizens’ organizations in Borobudur Sub-district could be determined as follows: PHASE I: the start of tourism period (1970-1996), PHASE II: the economic crisis period (1997-2002), PHASE III: the peak of problems period (2003-2005), PHASE IV: the recovery period (2006-...). PATRA-PALA took part in the process, especially during PHASE III. As an experienced NPO, it has enough capability and competence to assist and supervise the local communities.

4. The Relationship of Citizens’ Organizations

4.1. The entities structure in Borobudur Sub-district

There are some entities take parts in the Borobudur Sub-district development process as shown in Figure-5. The Borobudur Temple is currently managed by the Central Government through the Department of Culture and Tourism, while the park surrounding the temple is under the management of PT. TWCBPRB. The area outside of the park should be managed by Regional Government, but the realization is not as supposed to be. Local communities in collaboration with citizens’ organization are still active doing some activities. Sometimes there are some supports from external parties such as UNESCO, universities, NPOs, etc. From some entities mentioned above, this paper focuses citizens’ organization relationship within Borobudur Sub-district (mentioned as ‘LOCAL INITIATIVES’ in Figure-5).

4.2. The relationship of citizens’ organizations

According to the activities contents as shown in Table-1, the citizens’ organizations within Borobudur Sub-district can be classified into three categories as shown in Table-2: 1) tourism services actor i.e. association of vendors, guide, etc. 2) thinker i.e. local NPO, discussion forums, etc. 3) forum i.e. PKDKB, FRKPB. (FRKPB is a forum initiated by JAKER and local government to accommodate organizations in Borobudur Sub-district).

Every organization has relationship to others depends on how they hold the activities. Based on the phase I-IV, organizations’ activities change as well as their relationship. So, here we tried to make a mapping of their connection. This mapping placed each organization based on its existing during Phase I-IV (Figure-4) and the classification group (Table-2). Afterwards, we draw lines to indicate the connection amongst those organizations according to the interview results and documents study (see Figure-6).
From Figure-6 we recognized that the relationship in each period is different. During phase I there was no relation between villages and tourism sector. They started to be connected in phase II when Thinkers and Outsider NPO entered the network. Phase III is the peak of problems, therefore many citizens’ organizations established as the manifestation of local initiatives. That is the reason why the connections amongst all sectors were quite complex during phase III. Entering phase IV, PSJJ Plan was stopped, and then the problems had been calm down. Several initiatives that appeared during the problems’ peak in phase III had also dispersed, such as GG, BCA, FASHI, and FPD, while other organizations still exist. The reason of being dispersed is that their establishment was just the reaction of local initiatives. That is the reason why the connections amongst all sectors were quite complex during phase III. Entering phase IV, PSJJ Plan was stopped, and then the problems had been calm down. Several initiatives that appeared during the problems’ peak in phase III had also dispersed, such as GG, BCA, FASHI, and FPD, while other organizations still exist. The reason of being dispersed is that their establishment was just the reaction of local initiatives.

### Figure-6 The relationship of organizations in Borobudur

#### 5. The Role of citizens’ organizations in cultural landscape conservation activities

In this part we tried to analyze the role of citizens’ organizations through the list of activities as shown below.

<table>
<thead>
<tr>
<th>Phase</th>
<th>Activities</th>
<th>Coordinator</th>
</tr>
</thead>
<tbody>
<tr>
<td>PHASE I</td>
<td>Reviewing the management zones setup by JICA</td>
<td>Citizen</td>
</tr>
<tr>
<td>PHASE II</td>
<td>Making archives of publications related to Borobudur</td>
<td>Citizen</td>
</tr>
<tr>
<td>PHASE III</td>
<td>Dividing vendors into groups</td>
<td>Citizen</td>
</tr>
<tr>
<td>PHASE IV</td>
<td>Making rule for HPI members</td>
<td>Citizen</td>
</tr>
</tbody>
</table>

#### Table-3 The role of citizens’ organization in the activities related to cultural landscape conservation

<table>
<thead>
<tr>
<th>Issue</th>
<th>Topic</th>
<th>Activities contents</th>
<th>Coordinator</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Regulation and global issues</td>
<td>Reviewing the management zones setup by JICA</td>
<td>Citizen</td>
<td></td>
</tr>
<tr>
<td>A. Regulation and global issues</td>
<td>Making archives of publications related to Borobudur</td>
<td>Citizen</td>
<td></td>
</tr>
<tr>
<td>B. Tourism services improvement</td>
<td>Making rule for HPI members</td>
<td>Citizen</td>
<td></td>
</tr>
<tr>
<td>C. Village potential exploration</td>
<td>Dividing vendors into groups</td>
<td>Citizen</td>
<td></td>
</tr>
<tr>
<td>D. Environmental Improvement</td>
<td>Making rule for HPI members</td>
<td>Citizen</td>
<td></td>
</tr>
<tr>
<td>E. Community empowerment</td>
<td>Making rule for HPI members</td>
<td>Citizen</td>
<td></td>
</tr>
</tbody>
</table>

#### Legend:
- **main actor**
- **support**
- **sub actor**
- **not participating**
From the data shown in Table-3, it can be seen that some citizens’ organizations actively took part in the cultural landscape conservation initiatives, especially on regulation and global issues (1 in Table-3). But the organizations that established later more focus on village potential exploration, environmental improvement as well as community empowerment (2 in Table-3) rather than tourism matter (3 in Table-3). It is also shown that mostly citizens’ activities were initiated by local community. It is an important evidence for cultural landscape conservation by local community participation. Moreover, during the transformation process of the organizations relationship, there is an outsider NPO called PATRA-PALA that had supported the citizens’ activities as facilitator (see Figure-6). Within the entire network, citizens’ organizations play some important roles such as a criticizing regulation and global issues, improving tourism services, exploring village potential, carrying out environmental improvement and community empowerment.

6. Conclusion

From analysis of this study, we conclude that: ① According to the timeline analysis and organizations relationship mapping, the citizens’ organizations relationship in Borobudur Sub-district have different characteristics in each period. Especially during phase III, the organizations relationship became complex, and connected amongst each sector. In phase IV, the number of citizens’ organizations decreased, and the organizations relationship became simpler, but the connections still remain. ② Citizens’ organizations in sub-district level took some important roles in the cultural landscape conservation initiatives. The citizen’s organizations established after phase III mostly did not play on tourism roles, but more into village potential exploration, environmental improvement as well as community empowerment.

References:
8) 稲村慎一, 佐藤 LayoutInflater (2001), ‘まちづくり市民組織の発足と展開のプロセスに関する研究—長崎市中心市街地の事例—’, 日本都市計画学会論文集 第36回 2001年 pp 7-12, 日本都市計画学会
9) 四谷裕子, (2007) ‘ライフ講義資料的研究用のSCQRM ベースシック：研究の取引からデータ収集、分析、モデル構築まで’，新潮社

Notes:
(1) Zone 1 is in the monument/sanctuary area (200 m radius, 44.8 ha), Zone 2 is the archaeological park with facilities for visitors, officers, parking, exhibition halls, etc. buffer zone (500 m radius, 42.3 ha), Zone 3 is supposed to be controlled to protect the setting of the temple (2 km radius, 932 ha), Zone 4 is the Historical Scenery Preservation Zone (500 m radius, 42.3 ha), Zone 5 is the protected historical district, and there are 21 archaeological sites inside this zone.
(2) PT TWCBPR (taken from PT Taman Wisata Candi Borobudur, Prambanan dan Ratu Boko, means the Tourism Park of Borobudur, Prambanan, and Ratu Boko Co. Ltd)
(3) Candirejo Village is now known as one of tourism villages in Central Java Provinces as well as in Indonesia. In Central Java, there are 7 villages which are acknowledged for tourism activities, including Candirejo, Dieng, Dowet, Karangmendir, Karumagajawa, Selo Wonolelo, and Ketengger. In Indonesia, there are 3 villages that are listed as tourism villages by Indonesian Ecotourism Center, Borobudur.
(4) Authors have been conducting research on Borobudur cultural landscape since 2003. Several field surveys have been conducted on August 2004, August 2005, August 2006, May 2007, March & September 2008, and the last one was conducted during February 16th – March 1st 2009. The last field survey focused on the citizens’ organization in Borobudur Sub-district. Some interviews were taken place with several key persons of citizens’ organizations in Borobudur Sub-district such as Aji Luhur – MAPAN (February 23rd), Ruswido and Lasmito – GG (February 24th), Jack Priyono – JAKER (March 1st), Kimo – TANKER, FRKPB (March 1st), Noroomchard and Hatta – HPI (March 2nd), Candra – PRL (March 3rd), Sucoono – WL FMLB (March 7th), Sutan Nadjmanto – PKPB (March 13th), Sarman – BCA, PJKRB (March 15th), Wiko – LEPEK, PAW, FPD (March 16th), a staff of KOPARI (March 16th), and Arisworo Satomo – a local charismatic figure who actively assist the local communities in Borobudur (March 15th). An interview to PATRA-PALA Foundation had been carried out in the previous field survey in 2004.
(5) The followings are the kind of vendors’ activities: selling souvenirs, selling clothes, selling postcard, renting out umbrella, food stall, souvenir kiosk, etc. There are also vendors who offer service such as photographer, tourist guide, massage, renting out toilet, cleaning the cars, etc. (Aharina, 2003).
(6) Based on statistic data, there are about 793 vendors in 1997, but in 2003 turns into + 2500 vendors (2800 during peak season), and become + 3500 vendors in 2008.
(7) The ‘Grand Strategy’ is a new proposal offers the undertaking PRA analysis of the wants of the community of informal vendors around Borobudur and then re-zoning the area to meet those wants. (Engelhardt, et al, 2003).
(8) FLMB (Forum Lintas Masyarakat Borobudur or Borobudur Cross Society Forum) is a community forum to accommodate various organizations in Borobudur.
(9) PATRA-PALA Foundation is an outsider NPO based in Yogyakarta which focusing on social ecology and ecotourism. PATRA-PALA conducted a project named NRM-LCE (Natural Resources Management for Local Community Empowerment) in Borobudur supported by JICA (2001-2004).