

**Report on the ICOMOS/ICCROM Advisory Mission
Cultural Landscape of Bali Province: the *Subak* System as a Manifestation of
the *Tri Hita Karana* Philosophy (Indonesia) (C 1194rev)**



12-16 January 2015

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We are especially grateful for the support of the members of the Indonesian and Balinese representatives that accompanied the mission: Yunus Arbi (Directorate of Archaeological Heritage, State Party representative), Wiwik Dharmiasih (University of Udayana, Bali Province representative) and Professor Wayan Windia (University of Udayana). We are also indebted to Adhi Pratama who provided translations for us at the meetings; and to Kaori Kawakami (UNESCO Jakarta Office) for many useful contributions to the discussions. We also wish to acknowledge the staff at the World Heritage Centre led by Dr Feng Jing for facilitating this mission. This report has been peer reviewed by ICOMOS, adding weight to the final outcomes and recommendations. We are grateful to the Director of the World Heritage Unit, Regina Durighello and Tara Bushe of the ICOMOS International Secretariat for their support for this process, and for the ICOMOS experts that participated in the peer review.

As well as sincerely acknowledging the support provided by colleagues in Jakarta, Bali and Paris, the Mission team benefitted from the emerging practices and usefulness of the Advisory Mission format, and considers that it was productive in the context of the long-term protection and management of this World Heritage cultural landscape.

It was clear to the Mission team that while Indonesia has previously welcomed a number of evaluation and reactive monitoring missions, the Advisory Mission format, with its strong focus on collaboration and shared learning was a new and welcome way to work with the Advisory Bodies. This view was mirrored by the Mission team, and we took the opportunity during many discussions to emphasise the cooperative orientation of our purposes and shared terms of reference.

In providing this report, we were therefore assisted not only by the generous time and kind hospitality of our hosts and colleagues, but also by the openness and spirit of cooperation shown by many people. For this especially, we are very thankful; and we sincerely hope that the report will be of genuine assistance to the national, province and regency governments, and to the people of the *subaks* and temples who are the caretakers of this World Heritage cultural landscape.

Kristal Buckley, ICOMOS
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March 2015

Executive Summary and List of Recommendations

The findings and Recommendations of the Advisory Mission are grouped in twelve key points below. Because of their inter-linked characteristics, the Actions proposed in all points other than 11 and 12 are considered to be high and urgent priorities, even though many of them will be ongoing and/or long-term in duration once established. Based on decision 38 COM 7B.14 of the World Heritage Committee, points 1-3 are the most urgent to address in the immediate timeframe.

1: Management System Structures – Governing Assembly and Forum Coordination [related to TOR point 3]

Given the concern by the World Heritage Committee to ensure that *subak* communities are directly involved in the governance arrangements for the World Heritage property, the Advisory Mission *recommends* that the State Party, together with the Bali Province continue to develop the structures that support the management system in ways that ensure effective direct involvement of *subak* members, including in the Governing Assembly.

The Forum Coordination process started by the State Party and by the local authorities and communities can be considered as a potential contribution to the improvement of the management system, but it is too early to evaluate the effectiveness of this mechanism. It will therefore be necessary for the State Party to continue to regularly report on this to the World Heritage Committee.

The Advisory Mission also *recommends* that the revised structure of the management system (incorporating the Forum Coordination) be recognised formally by the Governments of Indonesia and Bali Province.

In order to ensure that the current structure for the management system for the property functions effectively, the Advisory Mission *suggests* that the following considerations by the State Party will be necessary:

- Regular and well-supported engagement by Province and Regency Governments with the ‘Forum Coordination’ will be essential.
- Additional resources will be needed to ensure that the ‘Forum Coordination’ participants are well informed about emerging issues and opportunities, and are able to communicate their priorities, issues and proposals to the Governing Assembly and the many government agencies responsible for issues affecting the state of conservation of the cultural landscape.
- The articulation between the ‘Forum Coordination’ and the Governing Assembly should be formally established.
- Due to the centrality of communities and their traditional structures in the Outstanding Universal Value of the Cultural Landscape of Bali Province, monitoring of the effectiveness of these arrangements should form part of the monitoring systems for the World Heritage property.

2: Land Tax Relief and other Financial Mechanisms [related to TOR points 1, 3, 4]

The Advisory Mission considers that the establishment of financial mechanisms to support the traditional and continuing uses of the *subaks* is a continuing priority, and welcomes the announcements made by the Gianyar and Tabanan Regency governments to provide all or part land tax relief to *subak* farmers.

Accordingly, the Advisory Mission *recommends* that the State Party, together with Province and Regency governments continue to collaborate to provide effective and longer-term financial mechanisms to *subak* communities so that the local pressure for land conversion is reduced.

The Advisory Mission also *recommends* that the Governing Assembly consider the potential for financial and other incentives that can support the livelihoods of *subak* communities in a broad way, i.e. starting with the issues of the land taxes, but looking also at other forms of income, tourism planning, support for organic farming and local farm products, branding and marketing of agricultural

products, and so on. A mechanism for proposals to be formulated by the 'Forum Coordination' on behalf of the *subak* communities is considered an essential element of the operation of the management system for this reason (as per TOR points 3 and 4).

3: Regulation of Land Conversion and Development Planning [related to TOR points 1, 3, 4]

While the Advisory Mission was not able to fully investigate the instances of land conversion that have occurred, it appears that the current nesting of national, Province and Regency legislation and policy is sometimes insufficient to regulate the conversion of land within the property; and that the traditional management systems – led by the *pekaseh* – have considerable autonomy to make land conversion and/or development decisions. While the healthy operation of the traditional management systems is considered a particular strength of the World Heritage property, the Advisory Mission is nevertheless concerned about the potential lack of coordination, and considers that this represents a significant weak point in the system of protection that has been established.

Accordingly, the Advisory Mission recommends as a priority that the State Party, together with Province and Regency governments, the Governing Assembly and the 'Forum Coordination' collaborate further to develop more effective coordination in relation to land conversion processes, and changes in land use (including new developments to support tourism activities) across all areas.

4: Progress on the Actions Plans [related to TOR points 2, 4]

The Advisory Mission considers that the State Party together with many stakeholders, has begun to work further to comprehend the ways in which the management system will need to coordinate a wide range of issues with a view to sustaining the Outstanding Universal Value of the cultural landscape. The process of developing the Action Plans seems to be a useful evolution of the management system, although the progress made in the development of the Action Plans is not yet well advanced and the outcomes are not yet able to be assessed.

Accordingly, the Advisory Mission recommends that the State Party, together with the Governing Assembly and Forum Coordination continue to develop the Action Plans along the lines of those provided to ICOMOS, augmenting them to include local initiatives and priorities in addition to the overarching ones. The Action Plans should be 'living' documents, based on the framework provided by the Management Plan, and regularly updated as actions are completed, and new ones are identified through engagement with a broad spectrum of stakeholders, particularly the *subak* communities.

5: Tourism Planning [related to TOR point 1]

The Advisory Mission considers that there is a growing need for strategic planning for community-centred cultural and eco-tourism for the Cultural Landscape of Bali Province. This is especially pressing for Jatiluwih and the area near Mount Batur, although the entire World Heritage property is considered to be vulnerable to tourism pressure due to the lack of effective strategic planning.

Accordingly, the Advisory Mission recommends that detailed and strategic tourism planning is needed to ensure that enhanced tourism activity can support the communities and values of the *subaks*, and contribute to the long-term sustainability of the values of the World Heritage property. This could take the form of a separate Tourism Strategy, although it will be essential to coordinate the implementation through the further development of the Actions Plans.

Major infrastructure projects related to tourism development should be planned and considered in light of their potential impacts and benefits on the Outstanding Universal Value of the cultural landscape.

Furthermore, the Advisory Mission suggests that the following more specific points be included in the further dialogue about the future of tourism in the World Heritage property and its wider landscape settings.

- The Subak Museum in Tabanan Regency could be utilised more fully and incorporated into tourism routes, as a means of orienting visitors to the complex cultural and ecological systems established by the *subaks*.
- Because the tourism pressure is particularly notable for Jatiluwih, land values are very high. This area therefore seems a priority for considering land tax relief.
- The visitor experience of the Jatiluwih walking trail could be improved through the provision of some further well-designed on-site information.
- As noted above, urgent attention to development controls and traffic management is needed for Jatiluwih. The possibility discussed during the Advisory Mission for converting some rice fields for bus and car parking raises concerns about the impact of this change on the Outstanding Universal Value of the property. Before any decision is made about this or other proposals for tourism facilities, Heritage Impact Assessments should be undertaken in accordance with the *ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*; and all such proposals should be referred to the World Heritage Centre for comment by the Advisory Bodies (see par. 172 of the Operational Guidelines).
- The need for the development of visitor accommodation, particularly in Tabanan Regency was briefly raised. The Advisory Mission questions the desirability and economic impacts of substantial hotel buildings in this part of Bali, and suggests that more economic analysis is needed that can take into account data about the visitors to central Bali, and the impacts on the Outstanding Universal Value of the property. It might be that day-trip tourism (if coordinated with tourism to and within Bali) will work more profitably in this part of Bali, and support the economic and cultural needs of local communities, possibly accompanied by some homestay accommodation. If new hotel development is desired, this should occur outside the boundaries of the World Heritage property and should be linked to eco-tourism design and development approaches. These possibilities should be addressed by the Tourism Strategy recommended above.
- There was interest and support for agro-tourism initiatives that can involve the *subak* communities. So far, these are modest and include homestay proposals, provision of local guides, sales of red rice tea, etc. These initiatives are supported by the Ministry of Research and Higher Education.

As noted in several parts of this report, the Advisory Mission recalls that the State Party should inform the World Heritage Centre of development proposals, according to par. 172 of the Operational Guidelines. While the State Party representatives were well aware of this requirement, awareness was not always evident amongst other stakeholders.

6: Development Approval Processes [related to TOR point 1]

The Advisory Mission considers that, in general, current development approval processes lack coordination and sufficient formal attention to the potential impacts on the Outstanding Universal Value of the World Heritage serial property, through the use of Heritage Impact Assessments.

Accordingly, the Advisory Mission *recommends* that the State Party, in cooperation with the Governing Assembly, Forum Coordination, communities and agencies from the Regency governments and Bali Province develop improvements to the processes for approving new developments that can identify the impacts on the Outstanding Universal Value of the World Heritage property.

As part of this process, the Advisory Mission recommends that the State Party provide direction and leadership, and continues to work on improved coordination between the various agencies at the local and Province levels, including the local tourism boards. Because of the inter-connectedness between the components of the landscape and the broader physical and social environments, these processes will need to consider development in the broader 'catchments' of the cultural landscape.

7: Catchment Management for Water and Environmental Quality [related to TOR point 4]

Recognising the inter-dependence of the *subak* system on the water catchments of Bali, the Advisory Mission recommends that a catchment management approach to water quality, forest management and environmental services be adopted as part of the strategic planning needed for the cultural landscape.

Because of the inextricable relationship between the cultural and natural components of the landscape, the Advisory Mission suggests that studies and further strategic planning work for the management of natural resources be initiated by the State Party involving local expertise on catchment management as well as the international advice and support from IUCN (as required).

8: Engaging with Communities-Participatory Planning

Recognising that the perspectives of local people – and their questions, worries and aspirations – are an essential component to the long-term and sustainable management of the World Heritage property, the Advisory Mission recommends that the State Party continue the established dialogue and current mechanisms for engagement (such as the Forum coordination, regular meetings with the *pekaseh* and the temples) as an urgent priority. In making this recommendation, the Mission Team acknowledges that much useful work was done during the development of the World Heritage nomination and after the inscription, but also considers that this needs to continue and be strengthened.

The Advisory Mission commends the State Party for the work that has begun in collaboration with the Stockholm Environment Centre to apply participatory planning or cultural mapping methods to understanding local needs and priorities; and suggests that once the work is further advanced, the State Party share these approaches and their outcomes with the World Heritage Committee and other State Parties working with the management and safeguarding of ‘living’ cultural landscapes.

9: Conservation of the Temples

Although relevant to the questions of management and conservation of the World Heritage property, the Advisory Mission does not consider that it has enough information or dialogue with the priests and other relevant stakeholders about the conservation of the temples to propose any specific recommendations beyond those already made in relation to community engagement and governance in general. The Advisory Mission therefore recommends that conservation works, maintenance or other changes to the temples be included in the Action Plans; and suggests that the revival of traditional systems, festivals and practices that maintain these temples through the collective efforts by the community themselves and their traditional management systems is recognised.

10: Strategic Planning and ‘National Strategic Areas’

The Advisory Mission recommends that the State Party develop effective mechanisms for strategic planning for the World Heritage property; and suggests that use of the existing mechanism for ‘National Strategic Areas’ be considered for application to the Cultural Landscape of Bali Province.

11: Cooperation between World Heritage Cultural Landscapes in Asia

The Advisory Mission suggests that the State Party in its continuing dialogue with the World Heritage Committee consider possibilities for exchanges and shared learning the between the Cultural Landscape of the Bali Province and other similar ‘living’ cultural landscapes in the Asia-Pacific region. These could be beneficial in developing more effective approaches to the management and sustainable development of these precious places. In particular, this could be of mutual benefit in relation to governance models that support and empower local communities, and in the conceptualisation of financial and other policy tools to support traditional food and land management approaches while allowing the peoples of these landscapes to determine their own futures.

12: Continued Reporting and Advice

The Advisory Mission concludes that while there are many challenges – some of them requiring urgent attention – the State Party has begun to work on a number of fronts to address the complexities of sustaining the communities of the *subak* and the Outstanding Universal Value of the inscribed World Heritage property.

Because the work is in progress, and the challenges will require short, medium and long-term actions, the Advisory Mission recommends that the World Heritage Committee should request a further regular reports on progress from the State Party. The State Party should also be encouraged to liaise further with all three of the Advisory Bodies as needed.

Background to the Mission

The 'Cultural Landscape of Bali Province: the *Subak* System as a Manifestation of the *Tri Hita Karana* Philosophy (Indonesia)' was inscribed on the World Heritage List at the 36th session of the World Heritage Committee (St Petersburg, 2012), based on criteria (ii), (iii), (v), (vi). The Statement of Outstanding Universal Value is attached at Annex 5.

In 2014, the World Heritage Committee considered the State of Conservation of the property, and decision 38 COM 7B.14 is attached at Annex 2. One of the components of the decision taken by the World Heritage Committee was an encouragement to the State Party to invite an ICOMOS/ICCROM Advisory Mission to the property.

The World Heritage Committee's decision 38 COM 7B.14 formed the basis for the Advisory Mission's Terms of Reference. These were developed and finalized through dialogue between the State Party, ICOMOS and ICCROM and are attached at Annex 1. Experts representing ICOMOS, ICCROM and UNESCO's Office in Jakarta visited Bali in January 2015. The itinerary for the mission is outlined in Annex 3, and the composition of the mission team is briefly described in Annex 4.

Mission Procedure

As noted above, the Advisory Mission was guided by the Terms of Reference (TOR) prepared on the basis on the decision of the World Heritage Committee (38 COM 7B.14), and discussions that occurred between the Advisory Bodies and State Party representatives. The Mission team was also mindful to adopt approaches appropriate to the advisory context, and notes that this differs to the approaches used for reactive monitoring missions, which are usually focussed on specific issues.

During the Advisory Mission, the national and local authorities were able to initiate discussions and raise issues, allowing it to be a collaborative and shared learning exercise, and a relatively new and welcome way for the State Party to work with the Advisory Bodies. We took the opportunity during many discussions to emphasise the cooperative orientation of our purposes and shared terms of reference. The aim of developing a collaborative understanding of the issues that could benefit from deeper cooperation was openly discussed at the beginning of the mission at the meeting hosted by the Bali Province.

The State Party representatives guided the Mission Team through a series of meetings (see Annex 3) that included many stakeholders, in temples, in communities and with officials. Some of the meetings were attended by relevant agencies for local administration, forestry, irrigation, agriculture, tourism, environmental management, culture, archaeological conservation and so on. The management of the *subaks* involves a very wide range of stakeholders due to the complexity of governing systems at the national, province and local levels, as well as the temples and traditional organisational structures within the *subak* communities. The Advisory Mission was exposed to many of these elements, allowing a number of the issues discussed in this report to be raised by the participants.

As a result, all of the recommendations to follow are the result of the shared dialogue that occurred during the Advisory Mission.

Conservation and Management Frameworks for the World Heritage Property

The management and protection of the World Heritage property is based on an interaction of legislative frameworks that operate at national, province and regency levels. These are summarised in the Statement of OUV for the World Heritage property (see Annex 5).

In addition to these institutional structures, the Mission observed that the traditional structures for land management and decision-making, including those based on the Balinese *subak* system that is a key attribute of Outstanding Universal Value, continue to function as a crucial part of the current and future management system. The *subak* system involves collaboration amongst farmers to regulate water and other agricultural processes for common benefit and includes the *pekaseh subak* (made up of the heads of each *subak*), the *kepala desa dinas* (head of the administrative village), the *kepala desa adat* (head of customary village) and the priests of the water temples. These structures are considered essential to the sustainability of the *subak* system and to the long-term sustainability of the Outstanding Universal Value of the World Heritage property. The *subak* system is related to the Balinese philosophy of *Tri Hita Karana*. In particular, the Advisory Mission was impressed by the functioning of the *pekaseh* (heads of each *subak*) and the organisations of priests in each of the water temples visited, and consider that these must continue to be at the heart of the World Heritage management system.

The Advisory Mission team observed that the State Party representatives and the local communities have begun to revisit and improve many aspects of the management system following the inscription of the World Heritage property. They can be commended for continuing this process.

The Advisory Mission Terms of Reference did not particularly focus on the recognition of values under other treaties and programmes. However, the Mount Batur Geopark was established in 2012 in an area which encompasses some components of the World Heritage property. The Geopark is well-promoted and prominently signposted throughout Bali and there is a geopark museum located on the road to Mount Batur.

Identification and Discussion of Issues

The Terms of Reference for the Advisory Mission reflect the complex and inter-related nature of the management issues and other factors affecting the World Heritage property. For this reason, this part of the report is structured around the key issues considered by the Advisory Mission.

1. Membership and Operation of the Governing Assembly
2. Land Conversion and Financial Mechanisms
3. Progress in Implementation of the Management Plans and first phase of the Action Plans Progress
4. Development Approvals Processes and Tourism Planning
5. Catchment Management and Environmental Quality Issues
6. Community Issues
7. Conservation of the Temples
8. Strategic Planning proposals

1. Membership and Operation of the Governing Assembly [related to TOR point 3]

The Terms of Reference requested the Advisory Mission to consider *ways to operationalise the Governing Assembly, as envisaged in the Decree of 2010, so as to include in its membership representatives of the subak communities* (TOR point 3).

The Governing Assembly is established by Decree of the Governor of the Bali Province, and at the time of the World Heritage inscription of the property, was proposed as a key element of the protection and management system for sustaining the Outstanding Universal Value of the cultural landscape. In its report to the World Heritage Committee on the evaluation of the nomination, ICOMOS was strongly supportive of the management system in the form it was proposed, concluding that:

... the overall management system is admirable in providing a framework that links traditional practice with national priorities.... The Management Plan if successful could be used as a model for other similarly complex cultural landscapes.

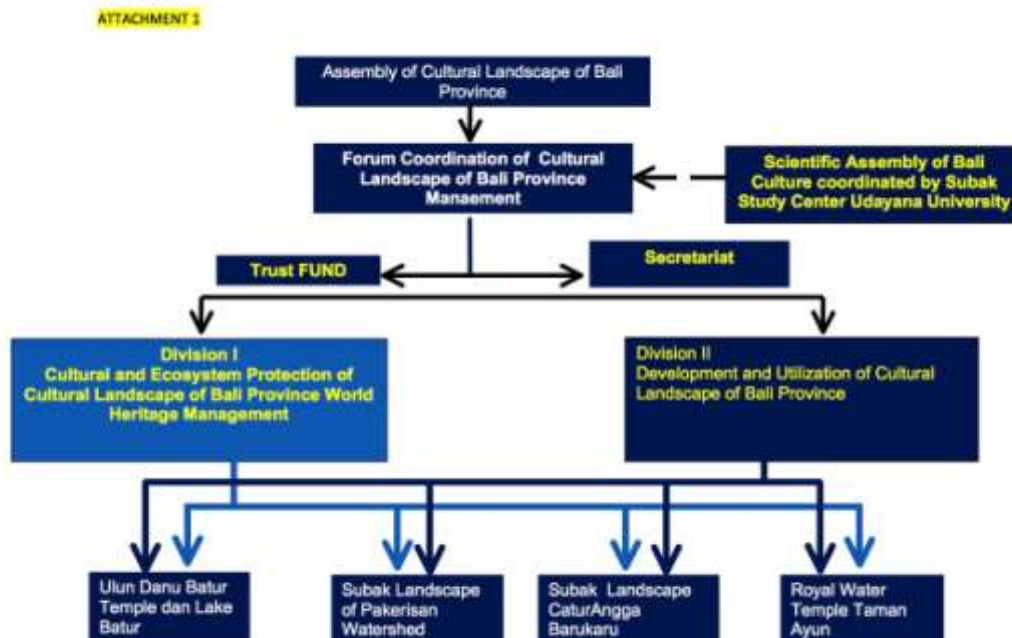
The membership of the Governing Assembly is renewed each year by the Governor of the Bali Province. However, in the period since the inscription of the property the membership has not included direct representation of the *subak* communities, a situation that has raised concerns for the World Heritage Committee (as outlined in Decision 38 COM 7B.14).

The State Party representatives explained to the Advisory Mission that the membership of the Governing Assembly is not based on 'representation', but rather on the relevant expertise of appointed individuals. For that reason, there have been no *subak* 'representatives' appointed. It has been recognised however, that an 'interim authority' is needed, one that enables the current configuration of the Governing Assembly to be complemented by representation of the *subaks*.

As a result of the experience of working with the Governing Assembly, the State Party has established a new mechanism to provide this representation – termed 'Forum Coordination' – and that this in turn is supported by the several community-based bodies in place for each *subak* and each of the major temples. The Forum Coordination is supported by the University of Udayana and the Cultural Office of Bali, and the Advisory Mission was informed that it is intended that there will be 2-3 meetings per year of the Forum. The State Party informed the mission that the nomination document and management plans have been translated from English to Bahasa as basic tools for participants – this is considered a useful first step (although it might also be necessary to work in the Balinese language as these mechanisms develop further).

Discussions during the Advisory Mission focused in part on the mechanisms for ensuring that *subak* farmers have a sufficient 'voice' in the management of the World Heritage property, including the establishment of land use and natural resource management policies, systems for development approvals, and financial and other mechanisms to support the retention of the traditional practices that

are a key attribute of the Outstanding Universal Value of the property. As per the Advisory Mission Terms of Reference, there was some discussion about whether there are mechanisms that enable local communities to bring specific proposals to the Governing Assembly. The Advisory Mission considers that this could be strengthened and made more consistent across the different areas within the World Heritage property.



Based on the discussions held on the final day of the Advisory Mission, the Mission team understands that this mechanism is still emerging; it seems that there are active discussions about how many of these Forums will be established, and how they will interact.

The point was made in the discussions during the mission that it is not ultimately desirable for the Governing Assembly to be too 'strong' in relation to the planning and decision making as this could constitute a form of 'top-down' management which is not desirable for the cultural landscape. There is an expectation that the Forum Coordination mechanism could grow to be the stronger part of the management system, but it will need more time before this can be realised.

The Forum Coordination process started by the State Party and by the local authorities and communities can be considered as a potential contribution to the improvement of the management system. This demonstrates that the local stakeholders have been actively working to begin to apply the management system and have taken action to address an identified gap.

Because the structures that comprise the management system have been recently amended in this way, the Advisory Mission was unable to evaluate the effectiveness of the revised management structure. The Advisory Mission therefore *concluded* that while this further elaboration of the structure of the management system could be effective in providing for effective community representation, it has not yet been in operation for a sufficient period of time to confidently assess this. It will therefore

be necessary for the State Party to continue to regularly report on this to the World Heritage Committee.

Recommendation 1: Management System Structures – Governing Assembly and Forum Coordination

Given the concern by the World Heritage Committee to ensure that *subak* communities are directly involved in the governance arrangements for the World Heritage property, the Advisory Mission recommends that the State Party, together with the Bali Province continue to develop the structures that support the management system in ways that ensure effective direct involvement of *subak* members, including in the Governing Assembly.

The Advisory Mission also recommends that the revised structure of the management system (incorporating the Forum Coordination) be recognised formally by the Governments of Indonesia and Bali Province.

In order to ensure that the current structure for the management system for the property functions effectively, the Advisory Mission suggests that the following considerations by the State Party will be necessary:

- Regular and well-supported engagement by Province and Regency Governments with the ‘Forum Coordination’ will be essential.
- Additional resources will be needed to ensure that the ‘Forum Coordination’ participants are well informed about emerging issues and opportunities, and are able to communicate their priorities, issues and proposals to the Governing Assembly and the many government agencies responsible for issues affecting the state of conservation of the cultural landscape.
- The articulation between the ‘Forum Coordination’ and the Governing Assembly should be formally established.
- Due to the centrality of communities and their traditional structures in the Outstanding Universal Value of the Cultural Landscape of Bali Province, monitoring of the effectiveness of these arrangements should form part of the monitoring systems for the World Heritage property.

2. Land Conversion and Financial Mechanisms [related to TOR points 1, 3, 4]

The Terms of Reference requested the Advisory Mission to *verify the State Party’s commitment to deliver incentives and subsidies to support prosperous rural livelihoods* [TOR 1]; and identify whether the resourcing and operations of the Governing Assembly is able to *provide technical assistance and financial aid to subak farmers through submitted proposals* [TOR 3 and 4].

Given the pace and scale of tourism and other development processes elsewhere in Bali Province, the potential development pressures on the landscape and the associated pressures on *subak* communities to sell and/or develop land has been recognised by the State Party as a significant challenge to the sustainable management of the component areas of the World Heritage property.

The Advisory Mission was well briefed by the State Party and others throughout the itinerary and has understood that these pressures remain significant, creating a considerable vulnerability for the long-term ability of the Outstanding Universal Value of the property to be sustained.

It seems that regulations to discourage land conversion are now in place, but the Regency governments consider that these will need to be accompanied by other incentives and/or mechanisms, and more efforts to improve the awareness of the regulations in local communities.

The ways in which pressures for land conversion manifest themselves – and the mechanisms put in place to address them – are complex, and involve many different agencies of government, particularly at the Province and Regency levels. Given that the two major *subak* areas included in the inscribed cultural landscape occur within two different Regency areas – Gianyar and Tabanan – it seems

especially challenging to establish a consistent response unless the Province and National governments provide clear direction, leadership and support.

On several occasions, the Advisory Mission was informed that relieving the financial pressures experienced by farmers is a critical issue for the sustainability of the *subak* system. One element of the financial pressure is the land tax levied by the Regencies. These taxes are understood to be established according to the assessed value of the land, which is high and increasing. This poses significant difficulties for the farmers, and can make the conversion (sale) or development of land more likely to be considered. Some experts that accompanied the Advisory Mission (such as Professor Wayan Windia of the Udayana University) suggested that providing relief to farmers from the land tax was the *most* important and urgent short-term action needed.

The Governor of the Gianyar Regency informed the Advisory Mission that the land tax will be waived for land within the World Heritage property for 2015; and the representatives of the Tabanan Regency said that it is currently working to relieve some of these pressures on *subak* farmers, including through revisions to legislation that will give some tax benefits for rice fields within a 'Green Zone' designated by the national government. It should be noted that Tabanan Regency has a higher number of *subak* included in the World Heritage property, so the impacts of waiving the taxes entirely might be more challenging for it than for the other Regencies, but this was not explored in detail during the Advisory Mission.. A more considered financial and public policy analysis is needed, including consideration of the relative contributions to this mechanism by the Provincial and National authorities in addition to the local level of government.

While these initiatives by the Gianyar and Tabanan Regencies are to be commended, and will provide welcome relief to some of the short-term pressures on farmers, the Advisory Mission considers that continued and additional work is needed to find financial mechanisms that can be sustained in the long-term. The Regency governments will possibly require support and direction from the national and Province governments in order to establish these. The Advisory Mission also considers that analysis and monitoring of the economic and social impacts of these financial mechanisms are required.

The Advisory Mission was informed that the State Party has provided funding to each *subak* of IDR 100 million (or approximately USD\$8000 to each) that can be used for various purchases and priorities identified within the *subak*. There are also many funded initiatives to support the continued agricultural uses of the *subak*, including initiatives to continue to farm traditional crops, and to support organic farming methods.

Following the completion of the Advisory Mission, the State Party forwarded a document titled 'Program Recapitulation on World Heritage 'Cultural Heritage of Bali Province (Subak), Year 2012-2014' outlining the expenditure of national, Province and Regency authorities to support the prosperity of the farmers and rural communities. This document illustrates the range of stakeholders and programs that can contribute to the achievement of the management objectives for the World Heritage property; and also underscores the need for coordination.

Recommendation 2: Land Tax Relief and other Financial Mechanisms

The Advisory Mission considers that the establishment of financial mechanisms to support the traditional and continuing uses of the *subaks* is a continuing priority, and welcomes the announcements made by the Gianyar and Tabanan Regency governments to provide all or part land tax relief to *subak* farmers.

Accordingly, the Advisory Mission *recommends* that the State Party, together with Province and Regency governments continue to collaborate to provide effective and longer-term financial mechanisms to *subak* communities so that the local pressure for land conversion is reduced.

The Advisory Mission also *recommends* that the Governing Assembly consider the potential for financial and other incentives that can support the livelihoods of *subak* communities in a broad way, i.e. starting with the issues of the land taxes, but looking also at other forms of income, tourism

planning (see point 4 below), support for organic farming and local farm products, branding and marketing of agricultural products, and so on. A mechanism for proposals to be formulated by the 'Forum Coordination' on behalf of the *subak* communities is considered an essential element of the operation of the management system for this reason (as per TOR 3 points and 4).

Recommendation 3: Regulation of Land Conversion and Development Planning

While the Advisory Mission was not able to fully investigate the instances of land conversion that have occurred, it appears that the current nesting of national, Province and Regency legislation and policy is sometimes insufficient to regulate the conversion of land within the property, and that the traditional management systems – led by the *pekaseh* – have considerable autonomy to make land conversion and/or development decisions. While the healthy operation of the traditional management systems is considered a particular strength of the World Heritage property, the Advisory Mission is nevertheless concerned about the potential lack of coordination, and considers that this represents a significant weak point in the system of protection that has been established.

Accordingly, the Advisory Mission recommends as a priority that the State Party, together with Province and Regency governments, the Governing Assembly and the 'Forum Coordination' collaborate further to develop more effective coordination in relation to land conversion processes, and changes in land use (including new developments to support tourism activities – see point 4 below) across all areas.

3. Progress in Implementation of the Management Plans and first phase of the Action Plans Progress [related to TOR points 2, 4]

The Terms of Reference requested the Advisory Mission to *consider progress with the implementation of the Management Plan...* [TOR 2], and to *assess progress made with the first phase of the Actions Plans based on Strategic priorities...* [TOR 4]. Some issues and areas of progress in relation to these aspects are reported in other sections of this report.

At the time of inscription, ICOMOS particularly complemented the State Party for the approaches adopted by the Management Plan, stating that the *management system for the property as set out in the Management Plan is a very satisfactory response to the challenges of a complex multi-disciplinary cultural landscape...* In the period since the World Heritage inscription, the State Party has focused on the development of specific Action Plans that identify actions in more detail, guided by a number of identified Strategic Priorities.

Since the World Heritage inscription, relevant stakeholders have begun to revisit the management system more closely, and engaging more intensively with questions about how it will work in practice throughout the diverse areas of the World Heritage Property. The Action Plans were still being worked on during the mission program, and were not available to the Advisory Mission while in Bali. One document titled 'Action Plan Development 2014' that summarises the responsibilities undertaken by a wide array of national, province and Regency agencies was provided in response to requests from ICOMOS International Secretariat, and was received on 2 February 2015; although the more localised Action Plans are still under development. As a consequence, the specific contents of the Action Plans were not able to be discussed during the mission.

In general, the Advisory Mission considers that the approach taken by the State Party – of developing more detailed plans to articulate the implementation of the over-arching Management Plan – is sound, especially as it is understood that the State Party intends to engage the 'Forum Coordination' groups to develop them. However, the progress made in the development of the Action Plans is not yet well advanced.

Recommendation 4: Progress on the Actions Plans

The Advisory Mission considers that the State Party together with many stakeholders, has begun to work further to comprehend the ways in which the management system will need to coordinate a wide range of issues with a view to sustaining the Outstanding Universal Value of the cultural landscape. The process of developing the Action Plans seems to be a useful evolution of the management system, although its outcomes are not able to be assessed yet.

Accordingly, the Advisory Mission *recommends* that the State Party, together with the Governing Assembly and Forum Coordination continue to develop the Action Plans along the lines of those provided to ICOMOS, augmenting them to include local initiatives and priorities in addition to the overarching ones. The Action Plans should be 'living' documents, based on the framework provided by the Management Plan, and regularly updated as actions are completed, and new ones are identified through engagement with a broad spectrum of stakeholders, particularly the *subak* communities.

4. Development Approvals Processes and Tourism Planning [related to TOR point 1]

The Terms of Reference requested the Advisory Mission to consider progress in relation to ... *statutory authority and enforcement of land use regulations to prohibit inappropriate development within the components of the property.* [TOR 1]

Most of the points in this section of the report relate to tourism development and planning, but as noted in point 2 (above), the Advisory Mission considers that in general, the system for development approvals needs further strengthening.

Tourism development is an inextricable part of this issue, and appears to be cautiously seen as a desired opportunity for local communities. Planned well, tourism can bring much-needed additional income to the farming communities, but without strong processes for planning and local control tourism could easily become a significant pressure, threatening the sustainability of the *subak* system and the Outstanding Universal Value of the property.

Each component of the inscribed property has some existing tourism activity, but this is not coordinated or linked, and in most cases does not communicate the World Heritage values. There is no evidence of efforts to coordinate tourism development with the rest of Bali, which is a major tourist destination and may offer many lessons, as well as pressures. There are different tourism management issues at each of the areas visited, but several examples of the issues are briefly discussed below:

- Tirtha Empul (located within the Pakerisan watershed) is easily visited from Ubud and is a well-known destination for tourists. While this site is well-organised in terms of tourism infrastructure, and some interpretation is provided to visitors, our brief visit raised questions about the ability of visitors to appreciate the spiritual and cultural importance of this place, and to understand how to visit the site in a culturally appropriate manner.
- The village and area surrounding Jatiluwih is highly attractive to visitors wishing to see the rice terraces and to understand Balinese village life and traditions. This is the emphasis of tourism strategies for Tabanan Regency, and Jatiluwih is the focal point for these visitors. Some new developments have occurred since the World Heritage inscription, including a small ticket booth on the roadway and a walking route through a small section of the rice fields that have been installed by the local tourism board. There are several restaurants on the fringes of the rice terraces/roadway. It is possible that some new buildings have been established at Jatiluwih, although this was not confirmed during the Advisory Mission. Some local products are offered for sale to visitors – such as small packages of red rice and red rice tea. This is a small example of the ways in which the World Heritage designation could possibly bring additional value to local farming products.

Although tourism access is currently provided for in a relatively low-key format at Jatiluwih, it is clear that there are growing pressures to provide more and larger facilities for visitors, and that bus parking and traffic on the narrow roadway is already a problem during peak visitor periods. Some discussions during the mission mentioned concerns about increased tourism and an influx of traders from outside the area. Local people are concerned about losing the 'calm spirit' of this place, and there appeared to be some tensions between these people and the local tourism board.

- Like Tirtha Empul, Lake Batur and Mount Batur are well-established visitor destinations within Bali, and there is a range of tours and other visitor experiences offered that take advantage of the scenic qualities of this part of Bali. However, development for both tourism and local community purposes does not seem well coordinated, particularly along the narrow roadway that provides access to the mountain and the lake. The priests at Pura Ulun Danu Batur (Supreme Water Temple) reported that visitation to the temple had increased since the World Heritage inscription of the area. As discussed below (see point 6), the priests are looking for greater resources so that they can continue to expand the essential cultural services they provide to Balinese communities, but this was not an issue related especially to tourism.
- Pura Taman Ayun (Royal Water Temple) is easily visited from Ubud as well as the coastal tourism zones. It appears to be in a good state of conservation, with some important measures taken to welcome visitors while maintaining the cultural purposes of the temple. For example, the Mission team was informed about new traffic and parking arrangements that have improved the flow of vehicle traffic to and around the temple area.
- Although outside the World Heritage property, the Subak Museum in Tabanan Regency could be better linked into the presentation of the Outstanding Universal Value of the inscribed areas; and possibly also the museum and interpretation developed for the Mount Batur Geopark (although this was not visited or discussed during the mission). The Mission team was informed of proposals for a new museum (or eco-museum) in the Gianyar Regency, although the specific intentions for this were not discussed.

In brief, it is clear that some components of the cultural landscape are experiencing increased tourism development and visitor numbers. Associated communities seem interested to develop additional local businesses in response (although this was not able to be examined in much depth during the Advisory Mission). In some of these areas, development seems to occur through poorly articulated systems that involve Regency Government agencies and community leaders, with insufficient oversight by the State Party, Bali Province, or the governance structures established for the World Heritage property. It is the view of the Advisory Mission that good strategic planning for community-centred cultural and eco-tourism is a key element of the long-term sustainability of the Outstanding Universal Value of the cultural landscape and the future prosperity of local communities.

Recommendation 5: Tourism Planning

The Advisory Mission considers that there is a growing need for strategic planning for community-centred cultural and eco-tourism for the Cultural Landscape of Bali Province. This is especially pressing for Jatiluwih and the area near Mount Batur, although the entire World Heritage property is considered to be vulnerable to tourism pressure due to the lack of effective strategic planning.

Accordingly, the Advisory Mission *recommends* that more detailed and strategic tourism planning is needed to ensure that enhanced tourism activity can support the communities and values of the *subaks*, and contribute to the long-term sustainability of the values of the World Heritage property. This could take the form of a separate Tourism Strategy, although it will be essential to coordinate the implementation through the further development of the Actions Plans.

Major infrastructure projects related to tourism development should be planned and considered in light of their potential impacts and benefits on the Outstanding Universal Value of the cultural landscape (see Recommendation 6).

Furthermore, the Advisory Mission *suggests* that the following more specific points be included in the further dialogue about the future of tourism in the World Heritage property and its wider landscape settings.

- The Subak Museum in Tabanan Regency could be utilised more fully and incorporated into tourism routes, as a means of orienting visitors to the complex cultural and ecological systems established by the *subaks*.
- Because the tourism pressure is particularly notable for Jatiluwih, land values are very high. This area therefore seems a priority for considering land tax relief (see point 2 above).
- The visitor experience of the Jatiluwih walking trail could be improved through the provision of some further well-designed on-site information.
- As noted above, urgent attention to development controls and traffic management is needed for Jatiluwih. The possibility discussed during the Advisory Mission for converting some rice fields for bus and car parking raises concerns about the impact of this change on the Outstanding Universal Value of the property. Before any decision is made about this or other proposals for tourism facilities, Heritage Impact Assessments should be undertaken in accordance with the *ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*; and all such proposals should be referred to the World Heritage Centre for comment by the Advisory Bodies (see par. 172 of the Operational Guidelines).
- The need for the development of visitor accommodation, particularly in Tabanan Regency was briefly raised. The Advisory Mission questions the desirability and economic impacts of substantial hotel buildings in this part of Bali, and suggests that more economic analysis is needed that can take into account data about the visitors to central Bali, and the impacts on the Outstanding Universal Value of the property. It might be that day-trip tourism (if coordinated with tourism to and within Bali) will work more profitably in this part of Bali, and support the economic and cultural needs of local communities, possibly accompanied by some homestay accommodation. If new hotel development is desired, this should occur outside the boundaries of the World Heritage property and should be linked to eco-tourism design and development approaches. These possibilities should be addressed by the Tourism Strategy plans recommended above (and as already noted, should be referred to the World Heritage Centre before any plans are finalised).
- There was interest and support for agro-tourism initiatives that can involve the *subak* communities. So far, these are modest and include homestay proposals, provision of local guides, sales of red rice tea, etc. These initiatives are supported by the Ministry of Research and Higher Education.

As noted in several parts of this report, the Advisory Mission recalls that the State Party should inform the World Heritage Centre of development proposals, according to par. 172 of the Operational Guidelines. While the State Party representatives were well aware of this requirement, awareness was not always evident amongst other stakeholders.

Recommendation 6: Development Approvals Processes

The Advisory Mission considers that, in general, current development approval processes lack coordination and sufficient formal attention to the potential impacts on the Outstanding Universal Value of the World Heritage serial property, through the use of Heritage Impact Assessments.

Accordingly, the Advisory Mission *recommends* that the State Party, in cooperation with the Governing Assembly, Forum Coordination, communities and agencies from the Regency governments and Bali

Province develop improvements to the processes for approving new developments that can identify the impacts on the Outstanding Universal Value of the World Heritage property.

As part of this process, the Advisory Mission recommends that the State Party provide direction and leadership, and continues to work on improved coordination between the various agencies at the local and Province levels, including the local tourism boards. Because of the inter-connectedness between the components of the landscape and the broader physical and social environments, these processes will need to consider development in the broader 'catchments' of the cultural landscape (see point 7 below).

5. Catchment Management and Environmental Quality Issues [related to TOR point 4]

The Terms of Reference requested the Advisory Mission to *consider progress with the Action Plans...* [Including] *conservation and promotion of ecosystem services to ensure sustainable use of natural resources.* [TOR 4].

While inscribed on the basis of cultural criteria, the *subak* system spectacularly demonstrates the inextricable relationships between human life, culture and nature that comprise the cultural landscape. The healthy functioning of the *subak* system therefore relies on the forests and water catchments in central Bali (i.e. well beyond the boundaries of the components of the World Heritage property) and is therefore vulnerable due to climate change and alterations to the hydrology of the island caused by development, infrastructure projects, deforestation and other land use changes. In addition to the ecosystem services that underpin the *subak* system, the traditional knowledge, land use and diversity of farmed plants and animals are attributes of the Outstanding Universal Value of the property.

Some of the community discussions mentioned serious concerns about the protection of water resources in Bali, noting that the water flows have been less than in the past during some periods.

The skill sets of the Advisory Mission did not include expertise in ecological sciences, natural resource management or nature conservation, although the importance of this aspect to the long-term sustainability of the World Heritage property is considered by the Mission team to be profound. This was also strongly highlighted by the head of the Gianyar Regency.

Recommendation 7: Catchment Management for Water and Environmental Quality

Recognising the inter-dependence of the *subak* system on the water catchments of Bali, the Advisory Mission *recommends* that a catchment management approach to water quality, forest management and environmental services be adopted as part of the strategic planning needed for the cultural landscape (see point 7 below).

Because of the inextricable relationship between the cultural and natural components of the landscape, the Advisory Mission *suggests* that studies and further strategic planning work for the management of natural resources be initiated by the State Party involving local expertise on catchment management as well as the international advice and support from IUCN (as required).

6. Community Issues

The Advisory Mission was pleased to have the opportunity of attending several sessions with community representatives where a range of specific local issues was discussed (see Annex 3 for the mission itinerary). It was apparent that while many questions and issues need to be addressed, there is an awareness and pride in the World Heritage recognition of the water temples and *subaks* (and the Balinese philosophies and ways of life that link them together in the dramatic physical landscape).

It is clear that the communities that live in these areas have a range of specific questions about what World Heritage designation will mean for them that need more discussion. For example, at Subak

Pulagan (Gianyar Regency), the Advisory Mission team was asked whether it is possible for farming families to build additional houses on their land for their growing families.

In other discussions, concerns were expressed about the maintenance of the irrigation infrastructure (including the canals and water distribution points) - the 'backbone' of the system. Currently, this infrastructure is well maintained within the current community-led agricultural activities, but this could be an important topic to be included in the work of the Forum Coordination and the local Actions Plans.

Clearly, the communities that live and work within the World Heritage property need to more precisely understand what World Heritage management means for them.

These issues demonstrate the very fine-grained planning and communications needed, along with the larger-scale coordinated policies and plans that can be organised through mechanisms such as the Governing Assembly. Linking these levels of planning, actions and resourcing is a complex task, and the structures of the management system are not yet fully functioning in this respect (see points 1 and 7).

The Management Plan has been produced in Bahasa and given to all stakeholders, but the State Party representatives acknowledge that this is just the beginning of the engagement. Taking its directions into the Actions Plans is just beginning to effectively bridge policies and government programmes with local needs and priorities (see point 3 above).

The State Party informed the Advisory Mission of some cultural mapping/participatory planning work that has been initiated in partnership with the 'Forum Coordination' and the Subak Study Centre of Udayana University and the Stockholm Environment Centre. The Advisory Mission considers that this seems a promising approach that could assist the State Party and other levels of government to better understand the issues from the 'bottom-up' perspective and to craft workable responses in collaboration with local community members.

The Advisory Mission also experienced several meetings led by temples, conducted in the traditional manner, part of the cultural and social processes that comprise the *subak* system.

The State Party representatives appear to recognise well that there is a long process ahead with the local communities, to ensure that people not only feel pride in the World Heritage designation, but also understand its implications and their roles as the stewards of the landscape, with adequate and coordinated support from Regency, Province and national authorities.

Recommendation 8: Engaging with Communities-Participatory Planning

Recognising that the perspectives of local people – and their questions, worries and aspirations – are an essential component to the long-term and sustainable management of the World Heritage property, the Advisory Mission recommends that the State Party continue the established dialogue and current mechanisms for engagement (such as the Forum coordination, regular meetings with the *pekaseh* and the temples) as an urgent priority (see also points 1-4 above). In making this recommendation, the Mission Team acknowledges that much useful work was done during the development of the World Heritage nomination and after the inscription, but also considers that this needs to continue and be strengthened.

The Advisory Mission commends the State Party for the work that has begun in collaboration with the Stockholm Environment Centre to apply participatory planning or cultural mapping methods to understanding local needs and priorities; and suggests that once the work is further advanced, the State Party share these approaches and their outcomes with the World Heritage Committee and other State Parties working with the management and safeguarding of 'living' cultural landscapes.

7. Conservation of the Temples [related to TOR point 5]

Closely related to point 6 (above) are issues raised during the Advisory Mission that concern the specific issues of conservation of the temples within the World Heritage property. The Advisory Mission visited several temples and discussed the issues briefly with priests at some of these, but it is acknowledged that there are many more temples throughout the landscape, and that the discussions were not detailed.

The State Party advised that four temples within the World Heritage property are protected at the national level, and the remaining temples are protected via the Regency offices of Conservation.

In general, the temples visited appear to have a good state of conservation, although all the priests and temple caretakers we met commented that more resources are needed (and the expectation that World Heritage listing might result in more resources for them).

The Supreme Water Temple (Pura Ulun Danu Batur) has some specific issues raised by the priests. This temple moved to its current location following a volcanic explosion in 1926 that destroyed the former temple that was located lower, at the edge of Lake Batur. Not all elements from the former temple have been reconstructed on the current site, but priests very much wish to 'complete' these building works, and would like funds associated with the conservation of the World Heritage property to be directed to those purposes. For example, the priests would like to have a replica made of a ritual gong for ceremonies located outside the temple. Currently there are no funds available for these proposals, and they raise complex questions concerning the impacts on the Outstanding Universal Value of the property (including the requirements for authenticity) should such plans be entertained. The State Party representatives advised that such developments are the responsibility of the Hindu Religious Office.

This example is included in the report because it illustrates the complexity of issues that require consideration in relation to the conservation of the temples within the cultural landscape. The cultural and religious functions of the temples are not separate from the operation of the irrigation systems, terraces and fields as they are connected through continuing cultural practices.

In addition to tangible aspects of the temples, issues were also raised about the need to maintain and revive traditional festivals related to agriculture and water which bring communities together. Questions of funding to support these activities on a long-term basis were raised.

Recommendation 9: Conservation of the Temples

Although relevant to the questions of management and conservation of the World Heritage property, the Advisory Mission does not consider that it has enough information or dialogue with the priests and other relevant stakeholders about the conservation of the temples to propose any specific recommendations beyond those already made in relation to community engagement and governance in general (see points 1 and 6 above). The Advisory Mission therefore *recommends* that conservation works, maintenance or other changes to the temples be included in the Action Plans; and *suggests* that the revival of traditional systems, festivals and practices that maintain these temples through the collective efforts by the community themselves and their traditional management systems is recognised.

8. Strategic Planning [related to TOR point 5]

The Terms of Reference requested the Advisory Mission to *develop guidance and recommendation to the Government of Indonesia and the World Heritage Committee on how the management and conservation of the property might be put on a firm basis...* [TOR 5]

All parts of this report aim to address this final, and important aspect of the Terms of Reference for the Advisory Mission. In addition to the points already made, the Advisory Mission found that the full range of management activities and involved agencies of the three levels of Government is complex. This is

not unexpected given the Outstanding Universal Value and attributes of the World Heritage property, but does pose very challenging issues for everyone involved.

For this reason, many discussions that occurred during the Advisory Mission concerned the possible approaches to the implementation of the Management Plan (such as the Action Plans discussed above in point 3), as well as the other types and 'levels' of planning processes that might be useful. For example, detailed plans are needed for each of the inscribed components of the World Heritage property so that the locations of any new elements can be directed, along with tailored guidance for their design (and so on).

There are planning activities needed at more detailed and local levels, such as the 'Masterplans' that are envisaged for Jatiluwih and other villages; and also larger coordinating planning mechanisms to ensure that the components of the property (together with the physical setting) are managed as an integrated whole, rather than so many separate parts (as is required by the Operational Guidelines, par. 112 and 114).

One mechanism that was discussed was the designation and planning for 'National Strategic Areas' within Indonesia. Apparently this has been usefully applied to the World Heritage property of Borobudur, and while this was not examined in detail, some representatives considered that this could work well for the Bali Cultural Landscape. This mechanism has the advantage of being already established within Indonesian national laws and policies, and is useful in situations requiring consideration of nature and culture, the work of various government agencies, and wider planning contexts (beyond the designation boundaries) in order to encompass off-site impacts and issues.

The State Party advised that mapping of the irrigation systems of the *subak* has been completed, based on aerial photography. This will be a very useful tool in this strategic planning context, and also with the long-term monitoring of change and state of conservation.

Recommendation 10: Strategic Planning and 'National Strategic Areas'

The Advisory Mission *recommends* that the State Party develop effective mechanisms for strategic planning for the World Heritage property; and *suggests* that use of the existing mechanism for 'National Strategic Areas' be considered for application to the Cultural Landscape of Bali Province.

Conclusions

The Advisory Mission notes that the management, protection and sustainable development of the *Cultural Landscape of Bali Province* – like a number of other complex and ‘living’ cultural landscapes that have been included in the World Heritage List – presents continuing and complex challenges for the State Party and associated communities. These World Heritage properties illuminate the relationship between the possibilities of international cooperation and sustainable development. The most common messages received by the Advisory Mission were those seeking ongoing encouragement and support to find the most appropriate and effective means of sustaining the Outstanding Universal Value of the World Heritage property, and supporting the prosperity of the people of the *subak* communities.

One of the key issues that such living landscapes bring to light is the impact of changes within the society on traditional communities. With such changes, fewer community members may be willing to engage in the agricultural activities, and the long-term sustainability of these places will be possible only if sufficient attention is paid to improving the quality of life of the community members who are wishing to continue with traditional activities.

In this context, the work of conservation management is continuing, never ‘completed’, and the measurement of progress is a dynamic process. The orientation of the Advisory Mission was to develop a deeper understanding of these processes, and to offer cooperation and advice.

The general observations of the Advisory Mission team concluded that the State of Conservation of the property is adequate but varied, and that most components are considered to be very vulnerable due to the issues discussed above. The Recommendations have been developed with this purpose in mind, and with the intention of ICOMOS and ICCROM to offer their longer-term partnership where requested.

A full list of recommendations is compiled and presented in the Executive Summary [see page 4].

To conclude, the Advisory Mission proposes two final recommendations:

Recommendation 11: Cooperation between World Heritage Cultural Landscapes in Asia

The Advisory Mission suggests that the State Party in its continuing dialogue with the World Heritage Committee consider possibilities for exchanges and shared learning between the Cultural Landscape of the Bali Province and other similar ‘living’ cultural landscapes in the Asia-Pacific region. These could be beneficial in developing more effective approaches to the management and sustainable development of these precious places. In particular, this could be of mutual benefit in relation to governance models that support and empower local communities, and in the conceptualisation of financial and other policy tools to support traditional food and land management approaches while allowing the peoples of these landscapes to determine their own futures.

Recommendation 12: Continued Reporting and Advice

The Advisory Mission concludes that while there are many challenges – some of them requiring urgent attention – the State Party has begun to work on a number of fronts to address the complexities of sustaining the communities of the *subak* and the Outstanding Universal Value of the inscribed World Heritage property.

Because the work is in progress, and the challenges will require short, medium and long-term actions, the Advisory Mission recommends that the World Heritage Committee should request further regular reports on progress from the State Party. The State Party should also be encouraged to liaise further with all three of the Advisory Bodies as needed.

Materials Consulted

ICOMOS 2012, 'Advisory Body Evaluation: Cultural Landscape of the Bali Province, (Indonesia) No. 1194rev'. Report to the 36th session of the World Heritage Committee (St Petersburg), WHC-12/36.COM/INF.8B1.

Indonesia 2011, *Nomination for Inscription on the UNESCO World Heritage List: Cultural Landscape of Bali Province*. The Ministry of Culture and Tourism of the Republic of Indonesia and The Government of Bali Province.

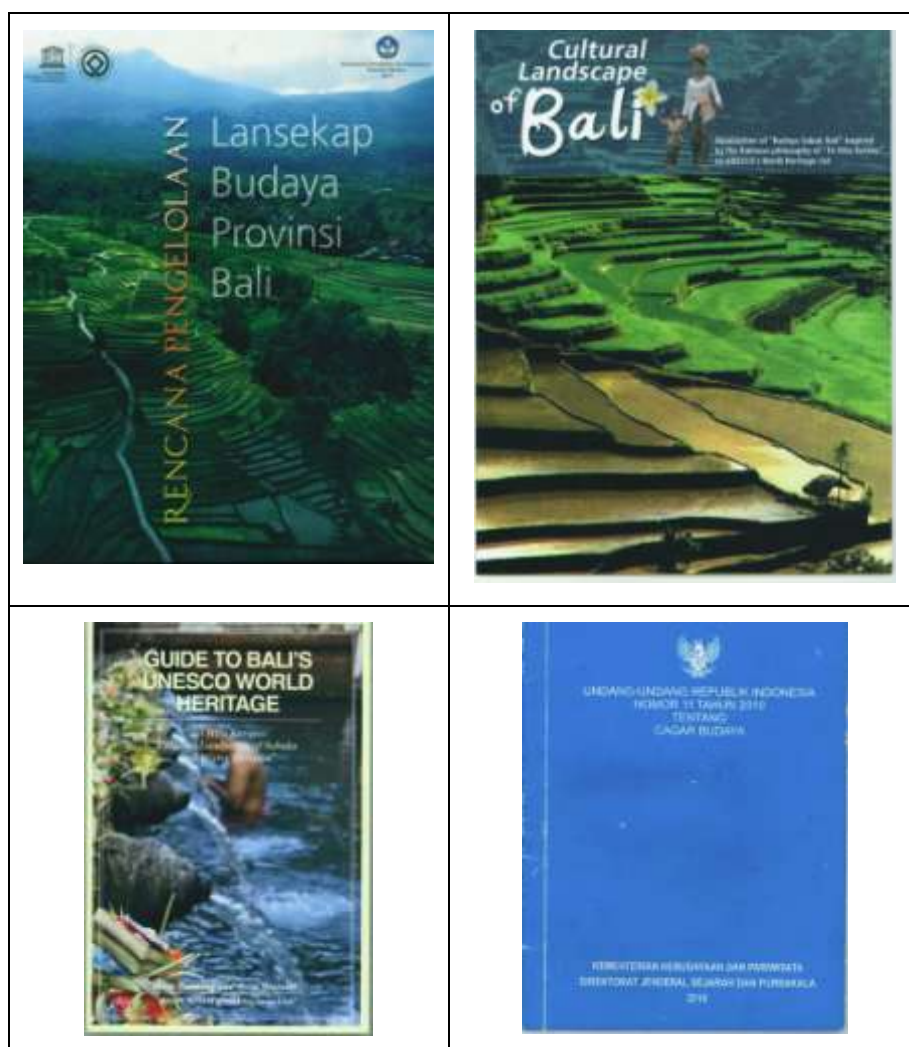
UNESCO [website] 'Cultural Landscape of Bali Province: the Subak system as a manifestation of the Tri Hita Karana Philosophy'. <http://whc.unesco.org/en/list/1194>

Materials Provided to the Advisory Mission by the State Party:

Guide to Bali's UNESCO World Heritage: Tri Hita Karana: Cultural Landscape of Subaks and Water Temples, by Steve Lansing and Julia Watson, 2012.

Undang-Undang Republik Indonesia Nomor 11 Tahun 2010, Tentang Cagar Budaya. Kementerian Kebudayaan Dan Pariwisata, Direktorat Jenderal Sejarah Dan Purbakala, 2010. [Law No. 11, 2010 concerning heritage, in Indonesian language]

Rencana Pengelolaan: Lansekap Budaya Provinsi Bali. Kementerian Pendidikan dan Kebudayaan, Republik Indonesi, 2013. [Management Plan, in Indonesian language, with several sections presented in English]



Materials Provided to ICOMOS by the State Party following the Advisory Mission:

'Action Plan Development (Cultural Landscape of Bali Province), 2014.

'Program Recapitulation on World Heritage: 'Cultural Heritage of Bali Province (Subak)'. Year 2012-2014.

'The Cultural Landscape of Bali Province' World Heritage Site Indonesia – slides from powerpoint presentation made to the Advisory Mission by Professor I. Wayan Windia, January 2015.

Annexes

1. Advisory Mission Terms of Reference
2. Extract of the Decisions Adopted by the World Heritage Committee at its 38th session (Doha, 2014)
3. Itinerary and Programme
4. Composition of Mission Team
5. Statement of Outstanding Universal Value adopted by the World Heritage Committee for the Cultural Landscape of Bali Province: the Subak System as a Manifestation of the Tri Hita Karana Philosophy (Indonesia) (Decision 36 COM 8B.26)
6. Maps
7. Photographs

Annex 1: Terms of Reference

Terms of Reference

ICOMOS/ICCROM Advisory Mission to the World Heritage property of Cultural Landscape of Bali Province: the *Subak* System as a Manifestation of the *Tri Hita Karana* Philosophy (Indonesia) (C 1194rev)

12 - 16 January 2015

The World Heritage Committee at its 38th session (Doha, 2014) encouraged the State Party of Indonesia to invite an ICOMOS/ICCROM advisory mission to the World Heritage property of the Cultural Landscape of Bali Province: the *Subak* System as a Manifestation of the *Tri Hita Karana* Philosophy (See Decision **38 COM 7B.14** in Annex).

In accordance with the decision, the objective of the mission is to consider how progress can be made in putting the management of the property on firm basis that will allow a sustainable future for the *subak* system in accordance with the recommendation of 2012 ICOMOS evaluation report.

The mission will be undertaken by Ms Kristal Buckley, representing ICOMOS, and Mr Gamini Wijesuriya, representing ICCROM.

In particular, the mission should address the following key issues:

1. In view of the fact that the cultural landscape is highly vulnerable to fast paced irreversible change that could be brought about by farmers leaving the land or selling property to developers, examine progress on various commitments made by the State Party for protection and management of the property, and, in particular, verify the State Party's commitment to deliver incentives and subsidies to support prosperous rural livelihoods and strong *subak* institutions, coupled with statutory authority and enforcement of land use regulations to prohibit inappropriate development within the components of the property,
2. Consider progress with the implementation of the Management Plan and the activation of the participatory management system agreed at the time of inscription;
3. Based on discussions with the State Party, identify appropriate ways forward for the above including effective implementation of the Management Plan and ways to operationalise the Governing Assembly, as envisaged in the Decree of 2010, so as to include in its membership representatives of the *subak* communities, and to allow it to provide technical assistance and financial aid to *subak* farmers through submitted proposals, as envisaged at the time of inscription;
4. Assess progress made with the first phase of the Action Plans based on Strategic Priorities such as livelihood protection and enhancement for *subak* institutions and their members; conservation and promotion of ecosystem services to ensure sustainable use of natural resources; conservation of material culture and long-standing traditional practices, appropriate tourism development, and infrastructure and facility development. In particular the State Party confirmed at the time of inscription that the Governing Assembly would provide technical assistance and financial aid to the *subak* farmers through proposals that were to be submitted to the Governing Assembly;
5. Based on the results of the above-mentioned assessments and discussions with the State Party's representatives and stakeholders, the advisory mission will develop guidance and recommendations to the Government of Indonesia and the World Heritage Committee on how the management and conservation of the property might be put on a firm basis, in order to sustain the property's OUV through allowing a sustainable future for the *subak* communities.

The mission will prepare a concise report on the findings and recommendations within 6 weeks of the site visit, on a format agreed by ICOMOS and ICCROM.

Annex 2 : Extract of the Decisions Adopted by the World Heritage Committee at its 38th session (Doha, 2014)

Decision: 38 COM 7B.14

The World Heritage Committee,

1. Having examined Document WHC-14/38.COM/7B,
2. Recalling Decision **36 COM 8B.26**, adopted at its 36th session (Saint-Petersburg, 2012),
3. Acknowledges the information provided by the State Party on actions taken for the management of the property since June 2012;
4. Notes with concern that the vulnerabilities of the cultural landscape that were acknowledged at the time of inscription, and the need to support the traditional practices of the subak communities through their engagement in the management of the property, have not been addressed clearly;
5. Regrets that the laudable governance structures and Management Plan developed with the nomination have not been fully put in place and implemented, and that incentives and subsidies to support prosperous rural livelihoods and strong subak institutions, and land use regulations to prohibit inappropriate development within the property, have so far not been delivered as envisaged;
6. Urges the State Party to operationalise the Governing Assembly which incorporates the traditional practices underpinning the property as envisaged in the Decree of 2010, as soon as possible, and include in its membership representatives of the subak communities;
7. Also urges the State Party to allow the Governing Assembly to implement the approved Management Plan, as set out at the time of inscription, in order that the various multi-disciplinary Action Plans based on agreed Strategic Priorities can be delivered;
8. Requests the State Party to consider how the various commitments for protection and management made at the time of inscription and approved by the Committee in the Statement of Outstanding Universal Value might be put into practice as soon as possible;
9. In the light of the high potential vulnerability of the subak landscape, encourages the State Party to invite an ICOMOS/ICCROM advisory mission to the property, to be financed by the State Party, in order to consider how progress can be made in putting the management of the property on firm basis that will allow a sustainable future for the subak communities;
10. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2015**, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 39th session in 2015.

Annex 3 : Itinerary and Programme***ITINERARY***

Bali , 11 - 16 January 2015

Time	Agenda	PIC/transportation	Remarks
<i>Sunday, 11 January 2015</i>			
10.25	Arrival GA 402 Cengkareng - Denpasar Yunus Arbi	Airport-hotel	Check in Sankara Ubud Resort [+62361 8493515]
12.05	Arrival SQ 942 Singapore - Denpasar Mr. Gamini Wijesurya	Airport-hotel Yunus Arbi [+628128657654]	Check in Sankara Ubud Resort
<i>Monday, 12 January 2015</i>			
12.55	Arrival GA 719 Melbourne - Denpasar Ms. Kristal Buckley [+61439361793]	Airport-hotel Yunus Arbi [+628128657654]	Check in Sankara Ubud Resort
16.55	Arrival GA 410 Cengkareng - Denpasar Ms. Kaori Kawakami	Airport-hotel Yunus Arbi [+628128657654]	Check in Sankara Ubud Resort (Ubud)
.....	Arrival GA ... - Ms. Diah Harianti - Ms. Roseri Rosdy Putri - Ms. Prima Ardiani	Airport-hotel	Check in Sanur Paradise Plaza Hotel: - Diah Harianti - Roseri Rosdy Check in Sankara Ubud Resort: - Prima
<i>Tuesday, 13 January 2015</i>			
07.00	Breakfast provided at the hotel		
08.00	Proceed to Cultural Office of Bali Prov.: - Ms. Diah Harianti - Ms. Roseri Rosdy Putri	Sanur Paradise – Cultural Office of Bali Prov.	Checkout Sanur Paradise Plaza Hotel: Diah Harianti
	Proceed to Cultural Office of Bali Prov.: - Mr. Gamini Wijesurya - Ms. Kristal Buckley - Ms. Kaori Kawakami - Mr. Yunus Arbi - Ms. Prima Ardiani - Ms. D.A. Dharmiasih	Sankara - Cultural Office of Bali Province	
09.00 – 11.00	Welcome and Introduction . Coordination of the Cultural Landscape of Bali Province” Ministry of Education and Culture		Hosted by Cultural Office of Bali Province
11.00	Proceed to Ngurah Rai Airport: Ms. Diah Harianti Departure GA ... Denpasar – Cengkareng	Cultural Office of Bali Prov- airport	
11.00 – 13.00	Proceed and Lunch in Gianyar	Cultural Office of Bali Prov - Ubud	
13.00- 14.30	Site Visit to Lake Batur and Pura (Temple) Ulun Danu (Bangli Regency)		
	Meeting with the Priest of Pura Ulun Danu Batur		

14.30-15.00	Proceed to Subak and Water Temple in Pakerisan Watershed – Gianyar Regency		Hosted by Gianyar Regency
15.00-17.30	Meeting with Subak Leader and Temple Management in Subak Pulagan (Tampaksiring – Gianyar Regency) Site Visit Pura Mengening		Village Meeting Hall Kulub Atas
19.30-21.00	Dinner meeting with Head of Gianyar Regency		Puri Gianyar
21.00	Return to Hotel	Tampaksiring – Sanur Paradise: Ms.Rosery Rosdy Tampaksiring – Sankara Team	
Wednesday, 14 January 2015			
07.00	Breakfast provided at the hotel		
08.00-10.30	Visit Subak Museum – Tabanan Regency	Sankara – Subak Museum	
10.30-11.30	Site Visit to Lake Buyan and Tamblingan		
11.30-13.00	Lunch at Batukaru Restaurant		Batukaru Restaurant
13.00-15.00	Meeting with Forum Pekaseh Caturangga Batukaru		Wantilan Pura Luhur Batukaru
15.00-17.00	Site Visit to Caturangga Batukaru Subak Landscape (Jatiluwh Race Terraces)		
17.00-19.00	Return to hotel Dinner and Free Programme	- Sankara	
Thursday, 15 January 2015			
07.00	Breakfast provided at the hotel		
09.00-11.00	Overall discussion (Experts, Subak Research Center of Udayana Univ., Cultural Office of Bali Province, Ministry of Education & Culture)		Hotel Sankara
10.00-13.00	Proceed to Ngurah Rai Airport: Mr. Gamini Wijesurya Departure SQ 943 Denpasar - Singapore	Sankara – airport	Check out Sankara: Mr. Gamini Wijesurya
11.00-12.00	Proceed to Taman Ayun		
12.00	Lunch		
13.30-17.00	Site Visit to Taman Ayun Temple		
	Site Visit to Tirta Empul		
17.00	Return to hotel Dinner and Free Programme		
Friday, 16 January 2015			
11.25	Proceed to Ngurah Rai Airport: Ms. Kaori Kawakami Departure GA 407 Denpasar – Cengkareng	Sankara-airport	Chekout Sankara: Ms. Kaori Kawakami
22.50	Proceed to Ngurah Rai Airport: Ms. Kristal Buckley Departure GA Denpasar – Melbourne	Sankara-airport	Chekout Sankara: Ms. Kristal Buckley

Annex 4: Composition of Mission Team

Ms Kristal Buckley, representing ICOMOS
Cultural Heritage Centre for Asia and the Pacific
Deakin University
Burwood, Victoria 3125
Australia

Dr Gamini Wijesuriya, representing ICCROM
ICCROM
Via di San Michele 13
Rome, Italy

Ms Kaori Kawakami, representing UNESCO's Jakarta Office
Culture Unit
Galuh II no. 5, Kebayoran Baru
Jakarta, Indonesia
DKI Jakarta 12110

Annex 5: Statement of Outstanding Universal Value adopted by the World Heritage Committee for the Cultural Landscape of Bali Province: the Subak System as a Manifestation of the Tri Hita Karana Philosophy (Indonesia) (Decision 36 COM 8B.26)

Brief synthesis

A line of volcanoes dominate the landscape of Bali and have provided it with fertile soil which, combined with a wet tropical climate, make it an ideal place for crop cultivation. Water from the rivers has been channelled into canals to irrigate the land, allowing the cultivation of rice on both flat land and mountain terraces.

Rice, the water that sustains it, and *subak*, the cooperative social system that controls the water, have together shaped the landscape over the past thousand years and are an integral part of religious life. Rice is seen as the gift of god, and the *subak* system is part of temple culture. Water from springs and canals flows through the temples and out onto the rice paddy fields. Water temples are the focus of a cooperative management of water resource by a group of *subaks*. Since the 11th century the water temple networks have managed the ecology of rice terraces at the scale of whole watersheds. They provide a unique response to the challenge of supporting a dense population on a rugged volcanic island.

The overall *subak* system exemplifies the Balinese philosophical principle of *Tri Hita Karana* that draws together the realms of the spirit, the human world and nature. Water temple rituals promote a harmonious relationship between people and their environment through the active engagement of people with ritual concepts that emphasise dependence on the life-sustaining forces of the natural world.

In total Bali has about 1,200 water collectives and between 50 and 400 farmers manage the water supply from one source of water. The property consists of five sites that exemplify the interconnected natural, religious, and cultural components of the traditional *subak* system, where the *subak* system is still fully functioning, where farmers still grow traditional Balinese rice without the aid of fertilisers or pesticides, and where the landscapes overall are seen to have sacred connotations.

The sites are the Supreme Water Temple of Pura Ulun Danu Batur on the edge of Lake Batur whose crater lake is regarded as the ultimate origin of every spring and river, the *Subak* Landscape of the Pakerisan Watershed the oldest known irrigation system in Bali, the *Subak* Landscape of Catur Angga Batukaru with terraces mentioned in a 10th century inscription making them amongst the oldest in Bali and prime examples of Classical Balinese temple architecture, and the Royal Water temple of Pura Taman Ayun, the largest and most architecturally distinguished regional water temple, exemplifying the fullest expansion of the *subak* system under the largest Balinese kingdom of the 19th century.

Subak components are the forests that protect the water supply, terraced paddy landscape, rice fields connected by a system of canals, tunnels and weirs, villages, and temples of varying size and importance that mark either the source of water or its passage through the temple on its way downhill to irrigate *subak* land.

Criterion (iii): The cultural tradition that shaped the landscape of Bali, since at least the 12th century, is the ancient philosophical concept of *Tri Hita Karana*. The congregations of water temples, that underpin the water management of the *subak* landscape, aim to sustain an harmonious relationship with natural and spiritual world, through an intricate series of rituals, offerings and artistic performances.

Criterion (v): The five landscapes within Bali are an exceptional testimony to the *subak* system, a democratic and egalitarian system focused on water temples and the control of irrigation that has shaped the landscape over the past thousand years. Since the 11th century the water temple networks have managed the ecology of rice terraces at the scale of whole watersheds. They provide a unique response to the challenge of supporting a dense population on a rugged volcanic island that is only extant in Bali.

Criterion (vi): Balinese water temples are unique institutions, which for more than a thousand years have drawn inspiration from several ancient religious traditions, including Saivasiddhanta and Samkhyā Hinduism, Vajrayana Buddhism and Austronesian cosmology. The ceremonies associated with the temples and their role in the practical management of water together crystallise the ideas of the *Tri Hita Karana* philosophy that promotes the harmonious relationship between the realms of the spirit, the human world and nature. This conjunction of ideas can be said to be of outstanding

significance and directly manifest in the way the landscape has developed and is managed by local communities within the subak system.

Integrity

The property fully encompasses the key attributes of the *subak* system and the profound impact that it has had on the landscape of Bali. The processes that shaped the landscape, in the form of irrigated, terraced agriculture organised by the *subak* system, are still vibrant and resilient. The agricultural areas are all still farmed in a sustainable way by local communities and their water supplies are democratically managed by the water temples.

None of the component parts is under threat but the terraced landscape is highly vulnerable to a range of social and economic changes, such as changes in agricultural practices and increasing tourism pressures. The management system will need to provide support to sustain the traditional systems and to provide benefits that will allow farmers to stay on the land.

Furthermore the setting of the various sites is fragile and under pressure from development particularly associated with tourism. The visual setting for the five sites extends beyond the boundaries and in many instances beyond the buffer zones. In a few cases some adverse development has already occurred. It will be essential to protect the wider context of the sites to avoid further loss of visual integrity. The management of water is also a critical element in maintaining the visual quality of the property.

Authenticity

The authenticity of the terraced landscapes, forests, water management structures, temples and shrines in terms of the way they convey Outstanding Universal Value and reflect the *subak* system is clear.

The overall interaction between people and the landscape is however highly vulnerable and, if the sites are still to reflect the harmonious relationship with the spiritual world and the ancient philosophical concept of *Tri Hita Karana*, it will be essential for the management system to offer positive support.

The village buildings have to a degree lost some of their authenticity in terms of materials and construction, although they are still functionally linked to the landscape.

Protection and management requirements

The broad legal framework for the protection of the property was established by Provincial Decree of 2008 for conservation and spatial planning for the proposed sites. A specific legal framework for the areas has been established by a Memorandum of Understanding between the Government of Bali and Regencies of Bali for the Establishment of the Strategic Area of Bali. This agreement legally codifies conservation and spatial planning for the five sites, including tangible and intangible heritage and agricultural and forest ecosystems within the site boundaries. The Provincial Decree is based on National Law No. 26/2007, and National Government Decree No. 26/2008, concerning spatial planning and the establishment of National Strategic Areas for conservation of critical cultural landscapes.

Most *subaks* possess written legal codes, called *awig-awig*, which detail the rights and responsibilities of *subak* membership. *Awig-awig*, or traditional customary laws and regulations, including *subak* management and the traditional protection and conservation of cultural properties are covered by regulations of Bali Province Number 5 (2005) Section 19, that clarify zoning for protected sacred sites such as temples, based on local *awig-awig*. Rice terraces within the sites are also protected against large-scale tourism development by Tabanan Regency Decree No 9/2005. The temples and archaeological sites are currently protected under National Law No.5/1992 concerning Items of Cultural Heritage. The component sites are designed as Strategic Areas which may receive unusual levels of support from the Provincial Government.

A Management Plan has been adopted by the Provincial Government of Bali. This Plan puts in place a management system that aims to sustain traditional practices and deflect inappropriate development. The uses established management principles of 'adaptive co-management by diverse stakeholders' and modifies these to suit the Balinese context. It connects individuals, organisations, agencies, and institutions at multiple organizational levels by means of a democratic Governing Assembly.

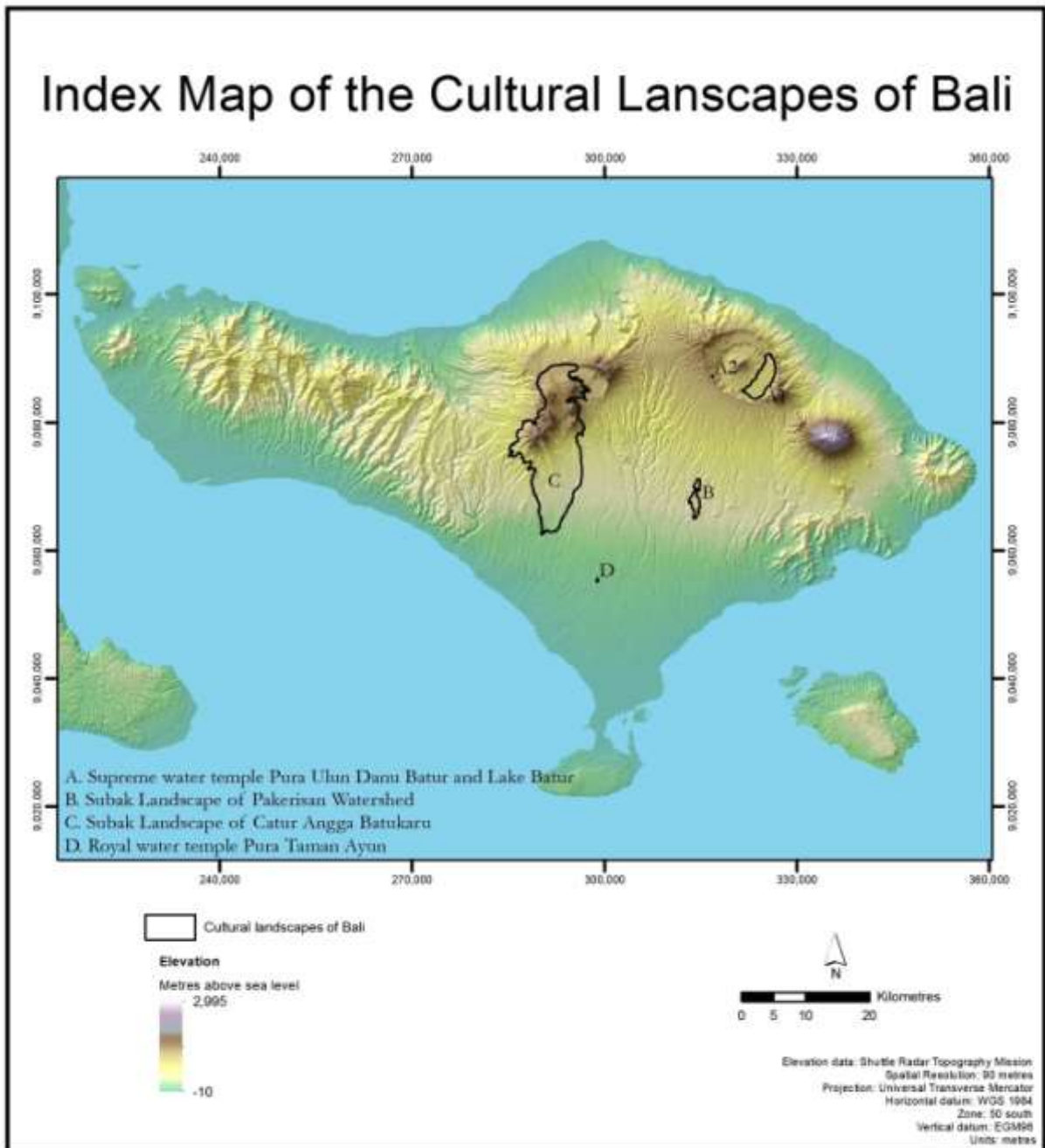
Regulation of the Government of Bali No. 17, 2010 approved the creation of the Governing Assembly of Bali Cultural Heritage. This Decree sets out the composition of the Governing Assembly that includes representatives from different government departments and empowers *subak* community

members to jointly undertake a major role in the management of the sites. To foster links between Ministries with an interest in the property, two inter-Ministerial Committees have been put in place, under the Coordination of the Ministry for People's Welfare.

All of the properties and their component parts are living sites still in heavy and continuous use by the local community. These sites are communally maintained by the *subak* system in the traditional manner. Temple maintenance is in the hands of the community who traditionally contribute funds and materials, and also volunteer labour for routine conservation measures that are carried out in cooperation with the local government and the Archaeological Office for Bali-NTB-NTT Province who provide the necessary expertise.

To sustain the living landscape ways will need to be found to provide more support to support the traditional systems and to provide benefits that will allow farmers to stay on the land. The protection of the setting of the landscapes will also be essential in order to protect the source of water that underpins the *subak* system.

Annex 6 : Map Showing Components of the Cultural Landscape of Bali Province (taken from nomination file)



Annex 7 : Photos

13 January 2015

- Meeting - Bali Province Officials (no photos)
- Lake Batur (Bangli Regency) (no photos)
- Meeting - Temple Pura Ulun Danu Batur (Bangli Regency) pp. 37-43
- Roadside businesses, Lake Batur (Bangli Regency) p. 44
- Meeting Kulub Atas (Gianyar Regency) p. 45
- Subak Pulagan (Tampaksiring – Gianyar Regency) pp. 46-47
- Pura Mengening (Gianyar Regency) p. 48
- Dinner Meeting – Gianyar Regency (no photos)

14 January 2015

- Subak Museum (Tabanan Regency), pp. 49-51
- Lake Buyan and Tamblingan (Tabanan Regency), p. 52
- Caturangga Batukaru Subak Landscape (Tabanan Regency) pp. 53-55
- Meeting Forum Pekaseh, Caturangga Batukaru, pp. 56
- Jatiluwih Village, pp. 57-64

15 January 2015-

- Meeting with national, Province, Regency officials, Ubud (no photos)
- Taman Ayun Temple, pp. 65-67
- Visit to Gianyar Archaeological Museum and offices, p. 68
- Tirta Empul, pp. 69-73

















Roadside businesses, Lake Batur (Bangli Regency)



Meeting Kulub Atas (Gianyar Regency)

Subak Pulagan







Pura Mengening (Gianyar Regency)

Subak Museum (Tabanan Regency)







Lake Buyan and Tamblingan (Tabanan Regency)



Caturangga Batukaru – subak, temple and *pekaseh* meeting















Jatiluwh Village – walking track







Jatiluwih Village – showing development





65
Pura Taman Ayun







Gianyar Archaeological Museum and offices



Pura Tirtha Empul









