



## FORMAT FOR THE SUBMISSION OF STATE OF CONSERVATION REPORTS BY THE STATE PARTIES

(In compliance with paragraph 169 of the *Operational Guidelines*)

Ombilin Coal Mining Heritage of Sawahlunto (Indonesia) (C 1610)

### 1. Executive Summary of the Report

*This report, addressed to the World Heritage Centre, is in response to the request made in Paragraph 5 of the Decision 43COM 8B.17 - Ombilin Coal Mining Heritage of Sawahlunto (Indonesia) of the World Heritage Committee at the 43th session (2019) of a report on the implementation of the above-mentioned recommendations.*

*The report consists of a narrative explaining the progress made in the implementation of the measures taken by the Republic of Indonesia (the State Party) to address each of 15 recommendations enumerated in Decision 43COM 8B.17. For ease of reference the Committee Decision 43COM 8B.17 is reproduced as Annex A, attached to this report.*

*The narrative report on progress made in the responses to each of 15 recommendations arising from Decision 43COM 8B.17 is supported and supplemented by a variety of supporting documents.*

*The national cultural property designation and protection for the entire property is in the process of determining (a), carried out jointly and in an integrated manner between the Ministry of Education, Culture, Research, and Technology, the Cultural Office of West Sumatra Province, the Cultural Offices of the 7 Regencies and Cities, Mining Company, and Railway Company. Between year 2020 and 2021, the National Cultural Heritage Expert Team has convened several coordination meetings to discuss potential railroad heritage along the Railway to be designated as national cultural properties, based on the results of the 2020-2021 Railway Track inventory and mapping (e) prepared by the Regional Office for Cultural Properties Preservation in West Sumatra Province and Cultural Office of the City of Sawahlunto. The Railroad Inventory and Mapping activity has also updated the list and maps of the OCMHS attribute (f).*

*The Streamlining of all level designation to ensure the protection of the buffer zone and prioritizing of the Outstanding Universal Value of the property (b). The Regional Development Planning Agency of the West Sumatra Province plans to integrate the Ombilin Coal Mining Heritage of Sawahlunto's buffer zone into the West Sumatra Province Spatial Plan. This plan will also allow certainty to exclude future mining operations from the property and buffer zone (c) (m) (g) (h) (j) and (o). The integration of Ombilin Coal Mining Heritage of Sawahlunto Protection in the West Sumatra Provincial Spatial Planning also allows for the effective and efficient implementation of various regulations related to protective zoning established for the Sawahlunto Company Town (d).*

*The collaboration between the City of Sawahlunto and University of Indonesia includes archaeological research and documentation (k) development of an interpretive strategy and plan for the entire Ombilin Coal Mining Heritage of Sawahlunto as well as the social history of the mining community (n).*

*With regard to disaster risk reduction strategies (i), West Sumatra Province has had a special agency to handle, identify, and organize dedicated program dealing with disasters, especially tsunami. The Regional Disaster Management Agency (BPBD) is in the process of identifying disaster mitigation in property and buffer zone areas. The BPBD already has a disaster risk mitigation plan for the 2016—2021 West Sumatra Province, a West Sumatra contingency plan for flash floods and landslides, a disaster risk reduction forum consisting of universities, NGOs and government, disaster-resilient villages (districts/cities), disaster preparedness group (districts/cities). The Ministry of Education, Culture, Research, and Technology has established Guidelines for Disaster Resilient Cultural Conservation in 2020 in coordination with the National Disaster Management Agency.*

2. Response to the Decision of the World Heritage Committee

*Referring to decisions 43 COM 8B.17 adopted by World Heritage Committee in 2019 for Ombilin Coal Mining Heritage of Sawahlunto (Indonesia) (C 1610), the Government of Indonesia would like to address the Decision paragraph by paragraph as follows:*

*The World Heritage Committee,*

1. Having examined Documents WHC/19/43.COM/8B and WHC/19/43.COM/INF.8B1,
2. Inscribes **Ombilin Coal Mining Heritage of Sawahlunto, Indonesia**, on the World Heritage List on the basis of **criteria (ii) and (iv)**;
3. Adopts the following Statement of Outstanding Universal Value:

***Brief Synthesis***

*Ombilin Coal Mining Heritage of Sawahlunto is an outstanding example of a pioneering technological ensemble planned and built by European engineers in their colonies designed to extract strategic coal resources. The technological developments demonstrate both European engineering knowledge and the contribution of local environmental wisdom and traditional practices in the organisation of labour. It also exemplifies the profound and lasting impact of the changes in social relations of production imposed by the European colonial powers in their colonies, which provided both the material and labour inputs that underpinned the world-wide industrialisation of the second half of the 19th century and early 20th century. The many skilled and unskilled workers included local Minangkabau people, Javanese and Chinese contract workers, and convict labourers called 'chained people' or orang rantai from Dutch-controlled areas within present-day Indonesia.*

*Built to exploit the exceedingly rich Ombilin coal deposits, located in the inaccessible mountains of West Sumatra, the Ombilin Coal Mining Heritage of Sawahlunto is an extensive technological ensemble consisting of twelve components located in three functionally-related areas: Area A, consisting of open pit mines and labyrinthine underground mining tunnels together with on-site coal processing facilities, supported by a full-facility purpose-built mining town nearby at Sawahlunto; Area B, an ingeniously engineered rack mountain railway together with numerous rail bridges and tunnels, linking the mines to the coastal seaport, across 155 kilometres of rugged mountain terrain; and Area C, a dredged harbour and newly-constructed seaport at Emmahaven on Sumatra's Indian Ocean coast from where the coal was shipped throughout the Netherlands East Indies and to Europe.*

***Criterion (ii):*** *Ombilin Coal Mining Heritage of Sawahlunto exhibits a significant interchange of mining technology between Europe and its colonies during the second half of the 19th century and early 20th century. This complex technological ensemble was planned and built as a fully-integrated system designed to enable efficient deep-*

*bore extraction, processing, transport and shipment of industrial-quality coal. Its overall design and staged execution show a systematic and prolonged transfer of engineering knowledge and mining practices intended to develop the mining industry in the Netherlands East Indies. This was further shaped by local knowledge concerning geological formations in the tropical environment, and by local traditional practices.*

**Criterion (iv):** *Ombilin Coal Mining Heritage of Sawahlunto is an outstanding example of a technological ensemble designed for maximum efficiency in the extraction of a key, strategic natural resource – in this case industrial grade coal. It illustrates characteristics of the later stage of global industrialisation in the second half of the 19th century and early 20th century, when engineering technologies and complex systems of production gave rise to the globalised economy of industry and commerce. The engineering technologies included deep bore vertical tunneling of mine shafts, mechanical ore washing and sorting, steam locomotion and rack railway, inclined and reverse-arc rail bridge construction, rock-blast railroad tunnels, deep-dredge harbours, and coal storage in climate-controlled silos. These were complemented by the construction of a purpose-built, planned modern mining town of more than 7000 inhabitants complete with all facilities – housing, food service, health, education, spiritual, and recreational – designed to cater to a strictly hierarchical structure of industrialisation and division of labour.*

### ***Integrity***

*Each of the three areas includes the necessary attributes to understand the integrated system of coal exploitation and transportation – with its systemic linkage of shaft and tunnel mines, a 155 km long mountain railway system, and seaport. The components that comprise the company town and railway line continue to function; whereas the mining components are no longer in use. The overall integrity of the serial property is currently good/satisfactory, including the visual integrity; although the tropical conditions and fast rate of growth of vegetation create significant challenges for conservation, and ad hoc small-scale development is an issue for many elements and components. Some components have been adapted for new uses.*

### ***Authenticity***

*Ombilin Coal Mining Heritage of Sawahlunto is a technological ensemble consisting of twelve components. Despite the deterioration of many disused elements, the technological ensemble of mines, mining town, railway, and port facilities meet the*

*requirements of authenticity in relation to their original form and design, materials and substance, location and setting.*

### ***Management and protection requirements***

*Located in three regencies and four municipalities of the West Sumatra Province, the property is protected through two main legal instruments, the National Law No.11 of 2010 for the protection, development and utilisation of cultural property in Indonesia at the national, provincial, and regency and municipal levels and the National Law Number 26 of 2007 for the arrangement of special plans and spatial plans at national, provincial, regency and municipal levels. As of February 2019, all components have protective designations at the provincial and/or national levels, and the national level protection for all components is expected to be in place shortly. The process for establishing the World Heritage property as a National Strategic Area (Kawasan Strategis Nasional) will be initiated by the State Party following its inscription in the World Heritage List.*

*The property's state of conservation and the condition of the material attributes contained within the property's boundaries are monitored through conservation frameworks. A governance and consultation framework has been established for the management of property from the policy and planning levels, to the operational level. The overall coordination for the management of property is undertaken by the Board of the Directors for the Ombilin Coal Mining Heritage of Sawahlunto which consists of relevant ministries and members from the relevant municipalities.*

*Once fully established, the Site Management Office for the Conservation of the Ombilin Coal Mining Heritage of Sawahlunto will implement the management plan and maintenance plan; evaluate development proposals; provide guidance and support for owners; and coordinate the activities of all stakeholders and experts of the Advisory Board. A Management Plan is in place and provides a useful framework that could be further improved by incorporating conservation measures and principles for decision making on conservation projects (especially for adaptive reuse of historic structures). In light of the decline in coal mining, Sawahlunto is developing heritage tourism as its main economic activity, and visitor numbers are expected to increase. West Sumatra Provincial Regulation No. 3 of 2014 includes a regional tourism development master plan 2014-2025. The management plan outlines objectives and actions to develop visitor and tourism facilities and experiences; and a Sustainable Tourism Strategy with the objectives of ensuring that sustainable tourism will assist with the conservation of*

*the property, enhance the experience of visitors, and empower and benefit local communities. The Sawahlunto mining sites and company town currently provide visitor and tourism experiences including seven local museums and a visitor centre. The Indonesia Railway Company has commenced work to revitalise the railway to provide a tourism experience along the historic rail route. There is a proposal to develop the silo at the Emmahaven Port coal storage facilities as a staging point for the presentation of the property and as an entry point for visitors from outside West Sumatra.*

4. Recommends that the State Party give consideration to the following:

- a. *Completing the processes to provide national cultural property designation and protection for the entire property,*

Response:

All components and attributes especially in area B and C of the Ombilin Coal Mining Heritage of Sawahlunto are in the process to be designated as National Cultural Property. At this stage, six properties have been designated as Cultural Properties at the provincial level by the Governor of West Sumatera. The designation process at the provincial level was conducted throughout year 2020, as a mandatory practice for national cultural property designation. These properties: B1 (the railway system), B2 (Batu Tabal Station), B3 (Padang Panjang Station), B4 (Jembatan Tinggi), B5 (Kayu Tanam Station), and C (Silo Gunung Coal Storage), are thus protected by legal provisions and closely maintained at the provincial level under the national conservation framework.

Data completion on train lines and station supporting buildings is also an ongoing process.

The whole process is a collaboration effort between the West Sumatera Provincial Government and the Ministry of Education, Culture, Research, and Technology.

- b. *Considering the possibilities for streamlining the various local, provincial and national legal designations that have been used to provide protection to the buffer zone, and ensuring that these arrangements can prioritise the protection of the Outstanding Universal Value of the property,*

Response:

The buffer zone area has been safeguarded by the Regional Regulation on Spatial Planning of the Province of West Sumatera. By this regulation, the buffer zone is a protected area, in the form of natural reservation, natural conservation, and conservation area, taken into account the preservation of natural resources and cultural heritage in an integrated manner.

At the national level, the Central Government has “One Map Policy” which aims to synchronize all national spatial planning policy into one document. In line with this national effort, the Regional Development Planning Agency of the West Sumatra Province is in the course of incorporating the buffer zone of the Ombilin Coal Mining Heritage of Sawahlunto into the West Sumatra Province Spatial Plan.

- c. *Continuing to exclude future mining operations from the property and buffer zone,*

Response:

PT. Bukit Asam (Coal Mining Company) as the owner of most of significant objects in Area A, B, and C, has been committed that there would be no coal mining activities within the area of Ombilin Coal Mining Heritage of Sawahlunto and its buffer zone. Currently, PT. Bukit Asam is conducting a feasibility study on optimizing land use to procure new and renewable energy to protect the buffer zone.

- d. *Implementing the protective zoning established for the Sawahlunto Company Town, ensuring that all attributes are protected,*

Response:

The Government of the City of Sawahlunto has promulgated specific utilization rules and guideline for asset owners and managers of Cultural Properties. This guideline has been implemented in the Sawahlunto Company Town area, under supervision of the Government of the City of Sawahlunto and the Regional Office for Cultural Properties Preservation in West Sumatra Province.

Recommendation from the Cultural Conservation Office is a requisite before the Government of the City of Sawahlunto issues permit for the establishment of new facilities in area A of the Property.

- e. Broadening and deepening the identification and protection of attributes within the 12 property components, including all attributes at railway stations (e.g., signalling equipment and other infrastructure), and along the railway corridor prior to the approval of future works on the Trans-Sumatra Railway Project and projects to refurbish the operations of the railway,*

Response:

The Ministry of Education, Culture, Research, and Technology has conducted studies to follow up the WHC Decision 43 COM 8B.17 point (e), including setting up an inventory of attributes of the 12 components of the Property until February 2021, which was later used by the National Cultural Heritage Expert Team to answer (a) above.

In line with the identification activities, PT. Kereta Api Indonesia/Indonesian Railways Company) has completed a study in train station maintenance. Maintenance on its assets at B2 (Batu Tabal station), B3 (Padang Panjang station), and B5 (Kayu Tanam station) also has been carried out. Previously in 2019, PT. Bukit Asam has made spatial land use planning for public use on component C1 (coal storage).

- f. Developing and providing an updated inventory and maps of all attributes and associated elements, including areas of archaeological importance,*

Response:

From 2018 to 2019, the Government of Indonesia has simultaneously updated and mapped attributes of the Property. As of 2019, Attributes in area A and B have been identified and mapped with better accuracy and higher map image quality.

This activity is complemented by archaeological excavations at several points, including component A1 (Soengai Doerian Mining Site) and A3 (Coal Processing Plant Compound).



- g. Preparing a detailed program of conservation measures as part of the implementation of the Management Plan, including the maintenance requirements for each component and group of attributes,*

Response:

Several conservation measures conducted are as follows:

1. The Government of the City of Sawahlunto has promulgated specific rules and guidelines for utilization for asset owners and managers of Cultural Property in area A.
2. Both PT Bukit Asam and PT. Kereta Api Indonesia carry out routine maintenance to manage and monitor building assets operated by the Government and the community, and coordinates plans in utilizing building assets in area A and C.
3. The Government of the City of Sawahlunto, PT. Bukit Asam, PT. Kereta Api Indonesia (Persero), and the Ministry of Transportation are in collaboration to maintain and conserve the attributes of A4.1 (Kereta Api Sawahlunto Museum), the A5 components including attributes of A5.2.c (Goedang Ransoem Museum), A5.2.b (Mbah Soero Mining Site located in Tangsi Baru), A5.1.b, A5.1.d, A5.1.e (Cultural Museum), and A5.1.f (Mining Museum).

- h. Developing explicit conservation principles for adaptive reuse of identified attributes, particularly in the Company Town,*

Response:

The Ministry of Education, Culture, Research, and Technology is currently developing Guidelines for the Utilization of Cultural Property which includes adaptive reuse as one of the conservation strategies, which includes several parameters that can be used as monitoring variables. The Ministry also established Guidelines for Restoration of Cultural Property (2009) and Guidelines for Conservation of Cultural Property (2021).

Correspondingly, the Government of the City of Sawahlunto has conducted a study of adaptive utilization in 2020 – 2021.

With regard to maintenance and utilization of attributes, PT Bukit Asam collaborates with the Regional Office for Cultural Properties Preservation in West Sumatra Province at the technical level.

- i. *Developing and implementing disaster risk reduction strategies that are applicable across the different areas and terrains that are traversed by the property,*

Response:

The Government of West Sumatra Province has already had one integrated document incorporating strategies for sustainable tourism, disaster mitigation, and buffer zone preservation.

West Sumatra Province already has one specific agency to identify, handle, and cope with disasters, namely the Regional Disaster Management Agency (BPBD) of West Sumatra Province. The Agency identifies disaster mitigation in the property area and its buffer zone; and has already had a disaster risk assessment document for the West Sumatra Province (2016 – 2021); a West Sumatra contingency plan for floods, flash floods, and landslides; as well as a tsunami contingency plan.

Several other activities that the Agency carries out including among others: (a) established and facilitated a disaster risk reduction forum by involving universities, NGOs, and Government; (b) established disaster-resilient villages in five districts/cities part of the Ombilin Coal Mining Heritage of Sawahlunto; (c) established disaster preparedness groups in all districts/cities; and (d) set up a disaster emergency alert status.

The Ministry of Education, Culture, Research, and Technology established Guidelines for Disaster Resilient on Cultural Property in 2020 in collaboration with the National Disaster Management Agency (BNPB).

- j. *Developing and implementing Heritage Impact Assessment for all development proposals that could have an impact on the property (such as the World Maritime Axis Plan),*

Response:

The Ministry of Education, Culture, Research, and Technology is currently developing guidelines for the Heritage Impact Assessment (HIA) for all cultural heritages.

The Regional Office for Cultural Properties Preservation in West Sumatra Province in this regard, has pioneered the implementation of HIA concept in four locations: (1) A5.5.c (Ombilin Heritage Hotel), (2) Part of the A4 (Saringan Bridge, which connects Coal Storage and Sawahlunto Station), (3) management plan for flood

control of the Batang Lunto River watershed area, in cooperation with the Ministry of Public Works and Housing located in area A, and (4) Orang Rantai Prison located on attribute A1.3 (Soengai Doerian Mining Pit Compound). Development of this guideline refers to the HIA guidelines issued by ICOMOS.

- k. *Conducting further archaeological research and documentation including: tunnel entrances and airshafts (A1.1, A1.2., A1.4); functional links between the coal processing plan (A3) and Loento Mining Pit Compound (A1.4); original Padang Panjang Station (B3); connections between the Emmahaven coal storage and old wharf (Area C),*

Response:

1. The Government of the City of Sawahlunto, in collaboration with Department of Archaeology, University of Indonesia, conducted a study on the A1.4 (Loento Mining Pit Compound) and A3 (Coal Processing Plant). Under the MoU signed on the second semester of 2018, the archaeological survey is aimed to be conducted within five years' time, but it was delayed due to the pandemic.

The first two years research has discovered new archaeological evidence which shows the existence of structured coal supporting buildings, lorry rail lines (which connected A1.4 and A3), railway lines from A3 (which was connected to coal distribution line B1), water pipelines, and other mining objects and tools.

In 2021, the Sawahlunto City Government has identified, tracked, documented, and archived the line of distribution from Silo Mountain to Teluk Bayur Old Port (Emmahaven) C.

2. The Regional Office for Cultural Properties Preservation in West Sumatra Province has collected data on B3 (Padang Panjang Station) and A1.1 (Doerian Mining Pit Compound).
3. The Government of the City of Padang Panjang has conducted an open-air museum study on B3 (Padang Panjang station).

- l. Developing and implementing capacity building programs for staff and stakeholders in order to ensure a consistent approach to conservation, management and presentation of each area and/or component,*

*Response:*

Programmes for capacity building, such as trainings on brick and wood conservation on property buildings for construction services in Sawahlunto City, webinars on cultural heritage management in area A, historical tour training for museum guides, and community outreach on Ombilin Coal Mining Heritage of Sawahlunto, are held annually by the Government of the City of Sawahlunto.

Officials of the Government of the City of Sawahlunto participate in capacity building programs, such as Urban Heritage Strategies workshop organized by the Government of the Kingdom of Netherlands, and Heritage Impact Assessment workshop organized by the Ministry of Education, Culture, Research, and Technology.

The Ministry of Education, Culture, Research, and Technology allocates a specific fund for museums in the Company Town area related to collection preservation, building maintenance, and public programs. It was designated to two museums 2019 – 2021 and will be continued to 2022.

The Government of West Sumatra Province also held Technical Guidance for Caretakers of Cultural Property and tour guides training in the Ombilin Coal Mining Heritage of Sawahlunto Area.

- m. Completing and implementing the Sustainable Tourism Strategy,*

*Response:*

Guidelines for Sustainable Tourism Destination has been completed and updated by the Ministry of Tourism and Creative Economy in 2021, as part of the overall Sustainable Tourism Strategy.

A Sustainable Tourism Strategy for the World Heritage Area (which includes disaster mitigation as part of utilization and development) is scheduled to be completed on December 2021 and will be published as a bilingual reference by the Tourism Office of West Sumatera, in collaboration with the Cultural Office of the West Sumatera and the Regional Disaster Management Agency of West Sumatera.

- n. *Developing an overall interpretive strategy and plan to clearly define the overarching interpretive themes and how all the components contribute, and ensuring that the rich social histories of local people and workers from Europe, and other parts of Indonesia and Asia are recognised,*

Response:

The Government of the City of Sawahlunto has several programs facilitated by the Ministry of Education, Culture, Research, and Technology through the Specific Allocation Fund for Museums for the interpretive strategy of the museums in the property area.

Main interpretive strategy includes producing educational and interpretive materials (books, flyers, leaflets and information boards), updating the website periodically, upgrading and improve facilities in the visitor's information centre (including videos), and adding more signage around the Company Town.

In addition to these main interpretive activities, the City Government of Sawahlunto conducts outreach/dissemination programs and educational activities for wider communities, to increase public understanding of the significant value of the Ombilin World Heritage. The City Government of Sawahlunto work in partnership with elementary, intermediary and high schools, to allow periodic visits of students to the Ombilin sites, including to the museum and organize historical and cultural competition.

The World Heritage component can also be used by the community as public space to conduct regular educational activities, such as the so called adventurous and explorative activities by the City Scout (every year); a place for training and performing arts and cultural performances (every month), including Kuda Kepang and Songket Carnival performances (every month), and regional cultural week (every year).

- o. *Improving the monitoring arrangements by orienting indicators more explicitly at the condition of the attributes;*

Response:

The Ministry of Education, Culture, Research, and Technology is currently preparing Guidelines for the Utilization of Cultural Property to monitor the conservation of attributes of the Ombilin Coal Mining Heritage of Sawahlunto. The

Ministry is also preparing a Guidelines for the Conservation of Cultural Property, in which several parameters could be used as examples of monitoring variables. A detailed architectural documentation on A5.2.c (Goedang Ransoem Museum) and A5.1.a (office of PT. Bukit Asam) has been conducted by the Government of the City of Sawahlunto. The Government of the City of Sawahlunto has also promulgated rules and guidelines for the protection of Cultural Property for owners and managers of Cultural Property in area A.

5. *Requests the State Party to submit to the World Heritage Centre by 1 December 2021 a report on the implementation of the above-mentioned recommendations.*
  
3. Other current conservation issues identified by the State(s) Party(ies) which may have an impact on the property's Outstanding Universal Value  
*There are no current conservation issues identified.*
  
4. In conformity with Paragraph 172 of the Operational Guidelines, describe any potential major restorations, alterations and/or new construction(s) intended within the property, the buffer zone(s) and/or corridors or other areas, where such developments may affect the Outstanding Universal Value of the property, including authenticity and integrity.

PT. Bukit Asam is conducting a study on optimizing land use with new and renewable energy and a solar power plant to protect the buffer zone.

There are two development plans within and around the Ombilin Coal Mining Heritage of Sawahlunto area which are still at a pre-design state and need further consultation with relevant stakeholders, including World Heritage Center and its Advisory Body: (1) The Batang Lunto River Flood Control Program to control and mitigate seasonal flood in the surrounding area which can potentially damage the attributes of Company Town.; and (2) a flyover construction designated to protect the Company Town from heavy vehicular traffic. Prior to the development, the Ministry of Education, Culture, Research, and Technology will coordinate the drafting of Heritage Impact Assessment to ensure these development plan will not have negative impact to the OUV.

5. Public access to the state of conservation report

*Uploading this report for public access on the World Heritage Centre's State of Conservation Information System (<http://whc.unesco.org/en/soc>) is accepted without reservation.*

6. Signature of the Authority



Hilmar Farid  
Directorate General for Culture