

**Inhabitants' awareness toward conservation of urban heritage area
Case study of Darmo heritage area, Surabaya, Indonesia**

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ABSTRACT

Studies in built heritage conservation have examined urban heritage areas, though there has not been much research on residential areas. The analytic focus on inhabitants enables additional contributions to conservation policy. On the one hand, architects' and urban planners' ideas of urban heritage conservation, supported by their standpoints, are based on theory linked to architectural values. The heritage areas are often appreciated for those qualities. On the other hand, it is important to investigate inhabitants' opinions, which have often been seen as a part of the conservation issue. This different point of view can be a path to integrating urban planners' concepts with what inhabitants need to sustain the development of the city.

This work investigates inhabitants' perspectives on architectural values of built heritage, along with their challenges in managing the heritage objects. In order to do this, a case-study approach is used to gain a detailed understanding of the built heritage in the city, because of its ability to capture the complexities of the phenomenon. To understand the accumulation of inhabitants' opinions and attitudes toward heritage areas, a Likert scale was used in the research questionnaires. In addition, supplementary expert interviews were conducted to obtain insight into the complexities of the study.

This research demonstrates the intertwined architectural aspects and socio-cultural values of the inhabitants. The significance of the work lies in putting empirical evidence to the test – confirming the theories related to urban heritage conservation with its primary users, the inhabitants. This is because urban heritage research mostly focuses on the ideas of conserving the object at the governance level, from the perspective of the architects and urban planners. There are limited studies on people's influence on the conservation process. Hence, the research put the criteria used in the management of urban heritage conservation to the public. The problem being addressed is the sustainability of heritage conservation. The findings of this work are important for the growing research in heritage studies. It addresses the issues of engaging people in value-relations, to maintain not only the significance of the place, but the integrity of the place, which is the main purpose of conservation itself. This dissertation also demonstrates, in Indonesia's case, urban conservation where the heritage area has been transformed from an unpleasant memory of the colonial era into a part of the identity of society. This becomes a significant part of the motivation for urban heritage conservation.

KURZFASSUNG

In der Forschung gibt es viele Studien zum Umgang mit dem kulturellen Erbe und dem Denkmalschutz, aber es gibt bisher wenige Untersuchungen, die sich auf Wohngebiete beziehen. Der analytische Fokus auf die Bewohnerinnen und Bewohner eröffnet einen ergänzenden Beitrag zum Erhalt des kulturellen Erbes. Die architektonischen Konzepte für Denkmalschutz werden in der Theorie häufig mit architektonischen Werten verknüpft. In der Folge werden auch Siedlungsgebiete, in denen viele denkmalgeschützte Gebäude anzutreffen sind, oft wegen ihrer baulichen Qualität wertgeschätzt. Es ist aber wichtig, die Einschätzung der Bewohnerinnen und Bewohner kennenzulernen, die in vielen Fällen die Sanierung der Gebäude und die Weiterentwicklung des Wohngebiets tragen. Die Auseinandersetzung mit ihrer Sichtweise kann ein Weg sein, integrative Konzepte im Umgang mit dem kulturellen Erbe in der Planung gemeinsam mit den Bewohnerinnen und Bewohnern zu entwickeln, die eine nachhaltige Stadtentwicklung stärken können.

Die vorliegende Dissertation untersucht die Perspektive der Bewohnerinnen und Bewohner einer denkmalgeschützten Siedlung in Indonesien und hinterfragt den architektonischen Wert der denkmalgeschützten Gebäude und die Herausforderungen bei ihrem Erhalt. Es ist das Forschungsziel, im Rahmen einer Fallstudie ein detailliertes Verständnis von der Komplexität der Aufgabe im Kontext zu gewinnen. Um die Meinung der Bewohnerinnen und Bewohner ihre Einstellung zum kulturelle Erbe zu verstehen, wird in einer quantitativen Studie die Likert-Skala in den Forschungsfragebögen verwendet. Ergänzend geben Experteninterviews Einblicke in die Komplexität der Aufgabe .

Diese Studie legt die Verknüpfung von architektonischen Aspekten und soziokulturellen Werten der Bewohnerinnen und Bewohner dar. Der Stellenwert dieser Arbeit liegt im empirischen Beweis und im Nachweis der Theorien im Zusammenhang mit städtischen Denkmalpflege und mit seinen primären Nutzern, den Bewohnerinnen und Bewohnern. Die Forschung konzentriert sich bisher vor allem auf Konzepte zur Erhaltung baulicher Objekte aus der Perspektive der Architektur und Stadtplanung. Es gibt bisher nur wenig Studien über die Rolle der Nutzerinnen und Nutzer im Erhaltungsprozess. Daher hat die vorliegende Forschung die Organisation und das Management in der Erhaltung des städtischen Erbes in den Fokus gerückt. Gerade die Gestaltung nachhaltiger Prozesse kann nur unter der Einbeziehung der Nutzerinnen und Nutzer gelingen. Die Ergebnisse dieser Arbeit möchten einen Betrag zum dem wachsenden Forschungsfeld der Kulturerbe-Studien leisten. Es geht um Fragen der Wertschöpfung, nicht nur um die Bedeutung des Ortes zu bewahren, sondern insbesondere um die Integrität des Ortes zu sichern, um die es bei der Erhaltung des kulturellen Erbes geht. Diese Dissertation zeigt darüber hinaus die Besonderheit einer indonesischen Siedlung, die von der zwiespältigen Erinnerung an die Kolonialzeit zu einem Teil der Identität der Gesellschaft wurde. Gerade diese Bedeutung ist wichtige Motivation für den städtischen Denkmalschutz.

CHAPTER 1. INTRODUCTION

This research was conducted to strengthen sustainable development of cultural heritage areas in rapidly developing cities in Indonesia, where people – as primary users of heritage buildings – are key actors, influenced by heritage regulations. The research on inhabitants' awareness in Darmo heritage area in Surabaya contributes to different disciplines in urban heritage conservation. The management of a residential heritage area is complex and challenging. The area's function has been transformed into mixed residential and commercial use, due to the rapidly growing investment in the city. The conservation of built heritage needs to preserve the original function and fulfil the architectural preservation criteria. Thus, the transformation has an influence on preservation efforts. Recently, there have been debates in residential heritage research, particularly pertaining to factors that need to be considered in the process. The basic concern of the research on cultural heritage was investigated by John Pendlebury and Tim Townshend (1999), who focused on people's perception of residential heritage areas. I would like to stress that the area of Darmo settlement in Surabaya – the location of the case study – is still inhabited by long-term residents. The neighbourhood faces the same problems and transformation processes as do other residential areas in the city. Firstly, the location in the centre of a rapidly growing city means that economic investments and land use are highly competitive within its city centre. Secondly, the buildings are part of ex-colonial housing built in the 1920s during the period of Dutch occupation. The postcolonial heritage also comes into consideration. Following the current heritage debates, the research explains the growing disciplines of built heritage conservation, a development concern of each heritage charter, and the transformation and adaptation to other important issues. As it transformed and adapted into the context of heritage consensus in Indonesia, this dissertation also discusses how the idea is transferred into different ways of seeing heritage.

The study builds on and contributes to work on built heritage conservation. Although studies in built heritage conservation have examined urban heritage, there has been little research undertaken on residential areas. As such, this study provides insight into the conservation of residential heritage areas. The analytical focuses on inhabitants provide additional contributions. The study analyses inhabitants' attitudes toward the residential heritage area. On the one hand, architects' and urban planners' ideas in conservation, supported by their standpoint, are based on theories linked to aesthetics, rarity, authenticity and some other parameters. Urban heritage areas reflecting a part of cultural values have often been appreciated for those qualities.¹ On the other hand, it is also

¹ Walczak, B.M. (2015), Image of industrial heritage. In Kepczynska-Walczak, A. (ed.) *Envisioning Architecture: Image, perception and communication of heritage*. Lodz: Lodz University of Technology, pp. 17–18.

important to investigate the inhabitants' opinions, which are not considered important and who have often been seen as an object of the conservation approach. These different points of views can be a path toward integrating urban planners' concepts with what inhabitants need to sustain the development of the city.

A residential heritage area consists mostly of private buildings. As a result, the management of those heritage areas depends on private owners. Due to its large scale, urban heritage conservation requires huge resources in terms of funding for technical support in infrastructure and building maintenance.² Indonesian cities experience a large and expanding population growth that influences the urban development of the city and has a strong impact on the private sector. This research was conducted in Surabaya, the second largest city in Indonesia. Investors are competing for land, aiming to improve economic activities. This research describes the development for a better understanding of the conservation of residential areas in Indonesian cities.

This research explores inhabitants' main interest in conservation, investigates their motivation to preserve these buildings (or not), and aims to get a better understanding of their opinions. It is assumed that inhabitants have an interest in architectural aspects; for example, aesthetics, uniqueness and the thermal insulation system of their old buildings. The inhabitants' awareness is shown in this research by their willingness to keep their buildings. In the context of Indonesian cities, heritage projects require a specific approach because owners can make their own decisions about their buildings. Conservation of a large area of a settlement is only possible through the acceptance and support from its inhabitants. This research integrates the concept of conservation in urban heritage areas by taking into account the participation of inhabitants.

1.1 OLD CITY AND INHABITANTS' MEMORIES

The concept of the basic memory of the city relates to conservation engagement; this is a direct factor of valuing the heritage objects. Urban memory implies an attachment to a place and identification by the inhabitants. The process of identification constructs an added value. Preserving memory in the oldest part of an historical area concerns not only planners but also inhabitants. The decay of a place affects not only the residential population, but also has an impact on land value and land use. A comfortable environment means a pleasant place to stay. Based on the liveability city theory by Belinda Yuen (2011), the city

² 'Conservation area' is a specific term in the terminology of the urban heritage discipline (Pendlebury, 2013, pp. 709–710), conservation values, the authorised heritage discourse and the conservation–planning assemblage. *International Journal of Heritage Studies*, 19(7), pp. 709–727, DOI: 10.1080/13527258.2012.700282

should offer a better future for its citizens.³ The historic part of an old town is an important distinguishing and unique feature of cities.

Therefore, an area is kept as cultural built heritage when it has a meaning for its residents; it is associated with the inhabitants' urban memory and serves as a remembrance of the urban history.⁴ The old city maintains the inhabitants' memories and functions as amenities for the city. The historical characteristics become more important within the contexts of the globalised competition between cities and marketing of the city. Hence, it is important to conserve this historical area (Larkham, 1996; Hague and Jenkins, 2005). A residential settlement is one example of an urban heritage area. It is challenging to manage the large number of buildings within the whole area, especially when not all private owners agree with the concept of conservation. Thus, it is essential to involve the inhabitants in the urban heritage conservation objectives and programme.

*'The city keeps the memory of the people and it is a container for the inhabitant's memory.'*⁵ Public space, such as streets, squares and places, is a 'container' of *collective memory* according to Maurice Halbwachs (Michael Hebbert, 2005). Hebbert furthermore concludes that 'human memory is spatial', as it shows in 'physical form like architectural order, monuments, street names and civic spaces'. The old area and its attributes are a shared memory of all the people living in the city (Hebbert, 2005, p. 592). This concept is a basis for this research, how inhabitants in Darmo see the historic area and perceive their neighbourhood. Since this heritage is important, it should be essential to keep the qualities of public space, streets and places. Preserving inhabitants' memory means keeping the city alive, and from the city planner's point of view this is a valuable plan.⁶ The implication of the concept keeps the Darmo area as part of the collective memory of the inhabitants, and as part of Surabaya's urban memory.

1.2 DEVELOPMENT OF CONSERVATION CONCEPT FROM INDIVIDUAL BUILDINGS TO AN AREA

In the period 1900–1940, conservation concepts mainly focused on the maintenance of individual buildings (Larkham, 1996).⁷ Nowadays, the concept has been expanded to the scale of neighbourhoods and urban areas. Three important factors must be taken into

³ Yuen, B. (2011), Urban planning in Southeast Asia: Perspective from Singapore. *Town Planning Review*, 82(2), pp. 145–163, DOI: 10.3828/tpr.2011.12

⁴ Worthing, D. and Bond, S. (2008, p. 25), *Managing Built Heritage: The Role of Cultural Significance*. Oxford: Blackwell.

⁵ Maurice Halbwachs wrote in 1930 about memory embedded in the city, that memory is attached to the city and to the citizen (Michael Hebbert, 2005, p. 586). The metaphor mentioned here is removing memories from the people as if taking away a part of their body.

⁶ Dolores Hayden (1995), in her book *The Power of Place: Urban landscapes as public history*; every inhabitant is an active participant in the making of the city, not just one hero-designer.

⁷ Larkham, P.J. (2005), *Conservation and the City*, Routledge.

account in the maintenance of heritage areas: social aspects, economic costs and underlying psychological ideas. The conservation concept has been further developed in terms of conservation and sustainability (Rodwell, 2007).⁸ The next step has been developed by Derek Worthing and Stephen Bond in their book *Managing Built Heritage* (2008). Their research serves as a cornerstone for the dissertation, due to their perspective of managing heritage areas by taking into account people who live in that area. It describes social aspects and shows that it is very important to enhance the inhabitants' opinions about the heritage buildings they live in.

The inhabitants' awareness of their heritage area responds to the heritage regulations, socio-economic values and social values. In the context of Indonesian cities, the regulations play a significant role, even though the implications of the law may be weak in some cases. Infrastructure and services, i.e. the streets and the urban open space, are owned by the government, but the buildings are privately owned. So, in order to preserve the area, it is necessary that both sides work together.

1.3 INTRODUCING THE CONCEPTS

There are four main issues that are the areas of focus within the frame of this dissertation: postcolonialism, people bonding to a place, management of conservation areas and architectural conservation. Firstly, with a background of postcolonial history, the conservation of built heritage objects requires a different approach compared to vernacular architectures. This issue also relates to inhabitants' socio-economic and social values, which are further explained in Chapter 2. Secondly, place attachment plays an important role because it influences people's involvement and motivation in the heritage area; this will be elaborated upon further in Chapter 6. Thirdly, management of the heritage area is highly influenced by the regulations, and people's socio-economic and social values, and will be further explained in Chapters 4 and 5. Lastly, architectural conservation as a basic principle needs to be considered, because this indicates the inhabitants' abilities and motivation for architectural preservation. The four main issues and their interrelation are illustrated in the following scheme (see Figure 1.1). The interplay of the three factors 'social aspects', 'economic costs' and 'psychological ideas' relates to those four aspects.

1.3.1 Postcolonialism in Cities in South-East Asia

The first focus of this dissertation is on postcolonialism in South-East Asia. The subject has been widely explored in academic research since the 1980s; the concept and terminology is of growing importance. The research focuses on the advantages and disadvantages of

⁸Rodwell, D. (2007), *Conservation and Sustainability in Historic Cities*. London: Blackwell.

colonialism and on the contradictory perception of planning in that era. Earlier research mostly claimed evidence of extraordinary planning in the colonial period and provided examples of successful case studies. Recent research has, however, depicted an opposing opinion of poor planning during the colonial era.

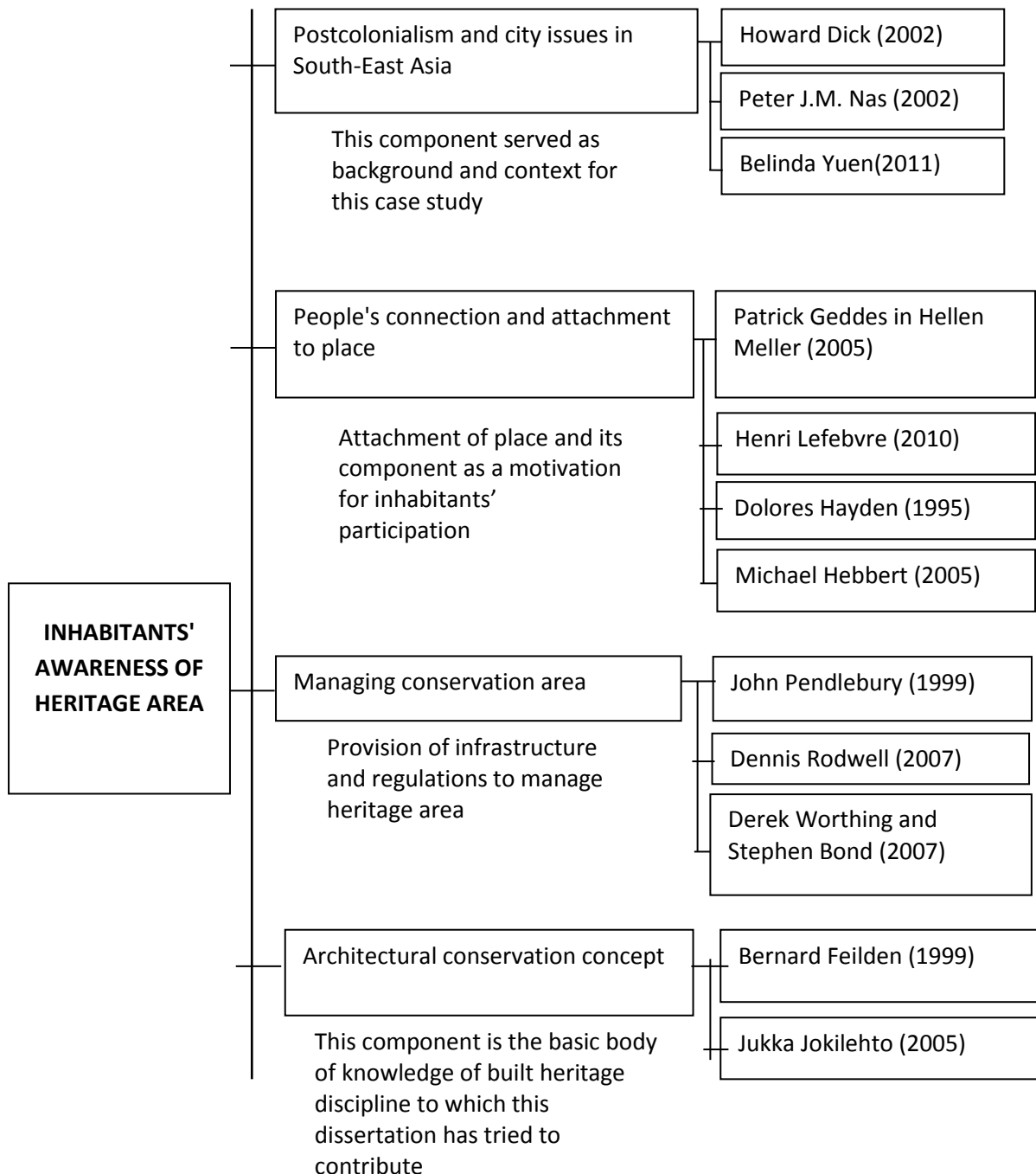


Figure 1.1 Scheme of grouping of aspects and authors in this research

Source: Author (2013)

Three authors were selected in this dissertation to answer specific questions on the impact of postcolonialism on the inhabitants' opinions on built heritage areas (Dick, 2002; Nas,

2002; Yuen, 2011). Their works bring insight into the complex situation of ex-colonial cities. The process of conserving the postcolonial heritage is slightly different compared with vernacular heritage for three reasons: firstly, there are underlying planning goals. The planning and building of the city aimed to serve the colonial government and its business model, easily transplanted from its home country. The second reason is an implication of the first: the colonial buildings also became identified with those who maintained power over the city. The third reason proves that the associated meaning of the built environment was different for the local citizen. Earlier research shows that what is in common from the postcolonial context is that the city was designed to be segregated into different areas, in favour of the colonial residents (Yuen, 2011; Dick, 2003).

The first author, Howard Dick, is an economic historian with a research focus on Southeast Asia. This dissertation is devoted to his research *Surabaya City of Work*, which explained the socio-economic setting in Surabaya city between 1900 and 2000.⁹ His work describes the context in which the Darmo area was developed as the result of the economic boom in 1940. The recurring phenomenon of investing money into real estate arose because it results in the greatest revenue compared with other businesses. An investor first buys land in a new area on the outskirts of the city and promotes a new way of life. This lifestyle is influenced by the American dream promoted on television at that time, the same style of spacious houses with large setbacks, a private garden in the back yard and parking space. Housing prices rise, giving investors their returns. The city then experiences economic recession, which also occurs all over the world; the recession bursts the housing bubble, and the recovery from this restarts the entire investment phenomenon, which repeats itself approximately every 50 years. To sum up, his works explain the independent setting of Surabaya's economic history, which is different from earlier historical research on Surabaya that tended to focus on the built heritage and planning from the perspective of the colonial government. Earlier research focused on the architectural qualities and the spatial planning applied in Indonesia. Hence, those scholars mainly described the glorious elements of the colonial era. Academic research in Indonesia instead showed interest in the transformation of colonial buildings. The scholars observed the process of changing land ownership and land speculation in Surabaya during the period from 1900 to 2000. Several families own large portions of land in the city. This topic is further explained in Chapter 5. Moreover, the work of Dick (2003) allows a better understanding of the dynamic economic development of the Darmo area, which is due to city growth; this viewpoint is different compared with postcolonial research on Surabaya that mainly tends to portray the Dutch hegemony over the city. It is obvious that Surabaya was prosperous in those years, visible through the growth of the city and the necessity of a new settlement in Darmo.

⁹ Dick, H.W. (2003), *Surabaya City of Work: A Socioeconomic History, 1900-2000*, Singapore: Singapore University Press.

Furthermore, the research conducted by Peter J.M. Nas¹⁰ explains that the Indonesian urban problem is a result of previous planning. Early models of cities were mentioned similar to those in Europe. Settlements fell within a 15 km radius from the city centre, which housed most administrative and commercial services. However, these cities have now expanded in terms of size and density, creating the urban problems that many parts of Indonesia face today. Moreover, the spatial effect is a product of the socio-economic system. Nas mentions the work of Marcussen, who states that stratification in society is a result of the colonial period, with a specific spatial expression within the city. The economic and political aspects are the main factors contributing to the urban form and the preference of urban open space in European settlements compared with Indonesian housing areas at this time. In his work, illegal land occupation, for example, is an unsolved problem in the city centre as a result of urban planning in the colonial period. In the case of the Darmo area, empty plots are frequently used by street food vendors and other merchants. The lack of control causes problems with security and cleanliness.

South-East Asian cities as living research laboratories within a cross-cultural perspective have been the main research area for many years of Belinda Yuen. She observes the consequences of colonialism on the current city situation. In accordance with other scholars (Yuen, 2011; Nas, 2002; Dick, 2002), in the field of postcolonialism in Asia, she states that the urban planning in that era preferred European quarters: spacious street profiles, urban open space equipped with city amenities. These facilities were given to the upper class of this society supporting the leaders and of course the colonisers. The same phenomena can be observed in the Darmo area. The segregation process has a long history since the colonial era, in line with economic development and political interests. This phenomenon still has an effect in recent times: only the elite class or at the very least the upper-class people of Surabaya are able to live in the Darmo area. This is a partial explanation for the potential of participation. The research reveals that this aspect developed into the social networking among the inhabitants of the heritage area. Yuen (2001) compares the impact on different South-East Asian cities of colonial urban planning and planning and design unfit for the new country.¹¹ Furthermore, her work is a critical perspective on urban planning in colonial cities, compared with previous scholars who focused mainly on the advantages of the colonial planning system.

To summarise the critical review, it is obvious that postcolonialism integrates both advantageous and disadvantageous aspects in the colonial cities. On one hand, it is a benefit to have a distinctive planned area, with its gridiron street system and a rare building typology from the period 1900–1950 as a trend to show the symbolic ego of the city. In the

¹⁰Nas, P.J.M (2002), *The Indonesian Town Revisited*. Nas is a cultural anthropologist of many years concerned with the postcolonialism phenomena in the Indonesian cities of Jakarta and Denpasar, teaching urban and applied sociology and anthropology and researching into the urban theory of Indonesian cities.

¹¹Yuen, B. (2011), Urban planning in Southeast Asia: Perspective from Singapore. *Town Planning Review*, 82(2), pp. 145–163, DOI: 10.3828/tpr.2011.12

context of the Darmo area, the Surabaya cultural heritage expert team argues that Darmo needs to be preserved due to this aspect, as an example of a good residential settlement planned in Surabaya. On the other hand, this colonial planning also contributes to current city problems, mainly in the open areas of the city.

1.3.2 People Bonding with the Area: Inhabitants' awareness toward their settlement

The role of the inhabitants in conservation and their willingness as private owners to engage themselves is crucial in cultural heritage preservation and requires a better understanding of participation within the process. It is important to understand the basic concept of people's awareness of their settlement, because earlier research shows that there is an emotional value of place, a memory of place by its citizens, and unseen space due to the social relations between the people. The research on this subject is selected on the basis of the cultural context of people and their attachment to place. As already mentioned in the previous section, because of the purposes of colonialism, the components of the city were designed by the colonial power and its meaning at that particular time. Built heritage – and a residential area as the focus of this discussion – was a way for the colonial elite to express their hegemony over colonised cities. Currently, a transformative process started and transformed the meaning for the current inhabitants. Following the war, the area served as a place of memory; it was a bitter remembrance but, nowadays, the current citizens perceive the place as the old part of the city. As people identify themselves with the city, they also identify themselves with specific places in this heritage area. The heritage settlement today is a place of the citizens; for example, a proud senior telling the stories of their life to the next generation. This transformation occurred, and is still partially maintained, due to the impact of the colonial process. The social strata that are part of the colonial legacy still exist today; most people who live in those places are considered to be the native elite of the city. Along with this adaptation process, citizens also feel themselves to be owners of the place. The scholars in this critical review have been selected according to the concept and the potential of bonding to an urban place, taking into account that the attachment grows along with social networking. As inhabitants in the Darmo area belong mostly to the second generation and are bonded to their place, this concept is used for the analysis in the framework of this dissertation.

Dolores Hayden is an architect and also an urban sociologist; one of her works, *The Power of Place: Urban landscapes as public history* (1995) has been cited for many years after publication, due to its relevance to the phenomenon of 'place potential'. This dissertation refers to her research to understand the bonding between the inhabitants and their particular places that tends to foster a strong connection. Historical places, according to Hayden, also have the potential to build a social network, which consequently benefits the

conservation programme.¹² The potential of the place depends on the people and their awareness; i.e. whether the place has an important meaning for them. In line with this concept, the Darmo area has the potential and image as a place of cultural heritage in Surabaya that makes its citizens proud. In contrast to the research of Hayden (1995, p. 77) where the research object is the minority of an ethnic community, the residential buildings in the Darmo area are mostly owned by middle-class Surabaya citizens,¹³ but her theory still explains people's affection for a place. Another important aspect is to underline the different points of view between architects and urban sociologists on the importance of cultural heritage, and what needs to be preserved in a city. The architects tend to preserve landmarks or monumental objects in the city and the sociologists focus on the historical and socio-cultural value of these objects to the people. This is an important point and reference in my research. Hayden's work (1995) can be considered an early piece of writing from an architect's perspective to bring up the issue of citizen heritage; she stressed the point of everyone, including the common people, building a heritage object in the city (p. 8).

The heritage area is also considered as representational space of the city. The dissertation refers to Michael Hebbert's work, which brings the classic concept of space and people from Henri Lefebvre and Maurice Halbwachs closer to the urban heritage issue. Hebbert (2005) stated that streets carry the memory of their users and inhabitants.¹⁴ He refers to Lefebvre in his famous work, *The Social Production of Space*, which is widely mentioned both by urban planners and sociologists. This work explains the unseen space between people, a space that is slightly different from the architectural space, which shows the social relations and networks within the people. Regarding the Darmo area, it has some similarities with the concept in terms of people having a shared space, which should be impossible with the appearance of social barricades; despite this, people still know and communicate with each other. This is a space produced by people who have lived in Darmo for more than two generations.

Halbwachs is a sociologist and philosopher. His famous notion of collective memory explains that a city is an accumulation of the memory of its citizens. One of the main points in Halbwachs's idea of a city is that old places become a *locus of memory*. Furthermore, he explains that a removable component of the city lies in the names of streets, statues and so on (Hebbert, 2005).¹⁵ In line with his research, elements in the Darmo area since the area was created in 1945 that need to be preserved can be identified. In contrast to Halbwachs's notions and context, some of the memories in Darmo may be unwelcome recollections of

¹²Hayden, D. (1995, p. 77), 'every inhabitant is an active participant in the making of the city, not just one hero-designer'.

¹³Dick, H. (2003), *Surabaya: City of work* and research fieldwork (2004).

¹⁴Hebbert, M. (2005), The street as locus of collective memory, *Environment and Planning D: Society and Space*, 23(4), 581–596. doi:10.1068/d55j

¹⁵Maurice Halbwachs wrote in 1930 about memory embedded in the city, that memory is attached to the city and to the citizen (Hebbert, 2005). The metaphor mentioned here is 'removing memories from the people like taking away a part of their body'.

the colonial era. There is still a generation of veterans who may be reluctant to conserve the postcolonial legacy.¹⁶

In line with the ideas of people's relation to place, the contribution of the early work of Patrick Geddes needs to be mentioned. Since he was not only an architect and planner but also a biologist and sociologist within the city planning movement, his work is based on integrated aspects due to his interest in people and nature. His research shows that it is important to include people in designing cities: the people's needs are an important factor to be considered. His work arose in the early period of city planning around 1850.¹⁷ Patrick Geddes's prominent work on garden cities has been translated all over the world. His idea has been applied in new settings and inspires architects long after his era.¹⁸ In the case of the Darmo area, the architect Maclaine Pont designed the area with the concept of a garden city (Jessup, 1985)¹⁹ in mind. However, he also made some slight modifications to the initial concept design due to the different demographic situation and climate of the Darmo area.

The third scholar, Cliff Hague, has been teaching planning and spatial development with Paul Jenkins as a colleague in the same school. Hague has a long research and teaching experience in European spatial planning and theory. Their hypothesis is the following: if there is a sense of identity toward a place, then it becomes an attachment as soon as there is a willingness to participate. This thought can be applied in several settings in the city, with good results in historical places, since both the attributes and the inhabitants have a strong connection to these old places.²⁰ In this dissertation, I also wish to explore if the same result can be found in different contextual settings, and whether the different contexts will generate additional factors or components. In relation to the aim of the dissertation to find aspects that may strengthen the people's involvement of people in the conservation programme, the concepts of the people's emotional values, memories and attachments are components that can be a benefit for this programme. The more people are connected emotionally to their place, the higher is the willingness to conserve it. A discussion of the derived parameters of place attachment will be shown in the following chapters.

1.3.3 Architectural conservation concept

The third focus of the dissertation is on architectural conservation, since the research concentrates on a residential heritage area. The buildings in the area form part of the

¹⁶Interview with Prof. Johan Silas, senior architect in Surabaya, September 2015.

¹⁷Meller, H. (1990), *Patrick Geddes: Social evolutionist and city planner*, London: Routledge (Geography, Environment and Planning Series).

¹⁸In the period around 1900, the profession of urban planner was carried out by architects (Meller, 1990).

¹⁹Jessup, H. (1985), Dutch architectural visions of the Indonesian traditions, *Muqarnas*, 3, pp. 138–161, <http://www.jstor.org/stable/1523090> (accessed: 09/09/2008).

²⁰Cliff Hague and Paul Jenkins, in their book *Place Identity, Participation and Planning* (2005), put forward new ideas to conduct communicative and collaborative planning.

objects that need to be conserved. In order to investigate the people's concern about architectural values in the heritage area, an explanation of basic architectural conservation is necessary. The experts mentioned below have been selected due to their work in the conservation and preservation of built heritage. These scholars argue that architectural conservation needs to be flexible in the terms of adaptability in the city. Sir Bernard M. Feilden is a 'father' of conservation of historic buildings. His book, *Conservation of Historic Buildings* (1982) describes detailed principles of architectural conservation. The work is also considered as a first guidance of managing architectural objects.²¹ It is important to state the differences between other disciplines and broader principles of conservation, such as archaeological conservation. Archaeological conservation objects are artefacts, mostly those thousands of years old. Therefore, the aim of conservation is to conserve the objects as found. Architectural conservation has its own tradition; the objects' form may be modified or transferred to other purposes and urban settings as long as they follow the conservation consensus of the city. Conservation principles need to take into account the different values of the objects: emotional, cultural and use values. This dissertation refers to these principles in the analysis of the Darmo area. The 'Seven Lamps of Architecture' concept by John Ruskin is a basic approach to conservation. This concept demonstrates that the different conservation values leads to different understandings (Feilden, 1982). A professor in architectural criticism, Andrew Ballantyne (2015), also explains that John Ruskin's work emphasises ethical values.²² Ruskin's concept of conservation is to see a heritage object within its own era and purpose, so it is close to the conservation of an architectural object as it is. This approach makes sense because the heritage has its origin in the UK context, so there are no processes of transferring and adopting technology. Taking into account the audience in this case emphasises the values of people, in relation to their understanding of a heritage place. That leads to architectural attributes that need to be conserved. In conclusion, the concept of managing built heritage is based on the context of place, people and their values. People's values relating to the heritage area are a key for successful conservation. Moreover, the ethic of conservation is also contextual and based on the setting of place.

Jukka Jokilehto has taught the subjects of conservation and planning management of the built heritage. His work *A History of Architectural Conservation* (1990) is one of the important references for this research field. One of his conservation principles are values that are significant in the historic urban fabric of the city. The appearance of the historic area is important for conservation, even without outstanding architectural qualities such as the previous indicator of conservation heritage; the old urban fabric deserves to be conserved due to its importance for the inhabitants. *Value* in this context refers to intrinsic value, memorial value or age value as a virtue inside built heritage objects. Jokilehto stated that regarding the origin of the term *value*, '*in Greece it has been called arete, which means*

²¹Feilden, B.M. (1994), *Conservation of Historic Buildings*, 3rd edn, UK, Elsevier.

²²Ballantyne, A. (2015), *Ruskin's Critical Pathos*.

goodness; in contrast, in Latin this is called aestimatio, meaning estimated worth'. Furthermore, he mentioned that since the initial priority of the value of heritage objects is different,²³ the problem of conservation started hundreds of years ago, which shows the contestation of values. This explanation depicts a basic understanding of the conflict of interest in the heritage's value. Moreover, he added that the expression *urban fabric* is a citizen's way of appreciating the history of the city. In the context of the Darmo area, this *urban fabric* is rated as having good values by the local authority and its cultural heritage expert. The perspective may be not the same from guests or visitors or foreign experts, since the area may look like a non-outstanding architectural heritage object. However, regardless of physical character qualities, this conservation area concept can be seen as a way for the people to understand the history of Surabaya city. As an old place, the Darmo area serves the citizens' memory, a place of commemoration where they spent their childhood. This even creates a nostalgia for the time when citizens used the old tram through the area, which is still mentioned often by the people. The tram has not been in operation since the 1970s due to its lack of economic efficiency; this mode of transportation was replaced by other transport modes in the automobile era.

In conclusion, architectural conservation aspects need to be considered not only because of the material components themselves that have values such as aesthetics, rarity, association with an era, but also because of the inhabitants' interpretation of and association with these objects. In the end, the effort of protecting architectural aspects is an indicator of successful conservation. Thus, the objects need to be preserved along with the ability of the people to preserve them. In order to do so, introducing architectural elements as basic components to support the conservation programme is a form of inhabitants' participation. The question, therefore, is how far people will participate and/or have an interest in conserving these architectural elements. Furthermore, this research aims to investigate the people's methods of conserving these elements.

1.3.4 Management of the conservation area

In order to conserve a heritage area, an important focus is the management of the conservation area; the emphasis is on a concept of sustainable conservation in the city. The term *sustainable* is firstly defined as a conservation programme that is accepted by its inhabitants. Awareness is the starting point for people to identify themselves with their place; this process then generates an attempt to conserve the built heritage area. In this idea, people play the most important role in urban heritage conservation, since the most sustainable heritage management needs to draw resources from them. The next explanation demonstrates that the bonding of people with their places influences the

²³Jokilehto, J. (2016, 2010), Heritage values and valuation. In Quagliuolo, M. (ed.), Measuring the value of material cultural heritage, Quality in cultural heritage management-Results of the HERITY international conferences-Dossier number 2 (2008), DRI-Fondazione Enotria ONLUS, Rome.

conservation process. It states that people who participate in and contribute to conserving historical places do so due to their sense of identity. It is also relevant in Indonesia, even if the setting of historical objects is not part of the people's own culture and such objects are a result of the Dutch occupation of Indonesia. Scholars have been selected according to their relevance to the subject of conservation management of historical places and their research focus on the basic value of conservation principles. All of them are architects and planners with research interests in the field of cultural heritage. An interesting finding of this research is that people in the Darmo area have a feeling of identity and want to participate in the conservation programme. Derek Worthing is a researcher and a consultant in built heritage, management and conservation plan, and Stephen Bond is a lecturer and expert in conservation planning. Their work as scholars is the latest research that points out the direct context, examples and principles of important aspects in conservation in heritage areas.

Secondly, the community approach in a conservation programme works as a factor contributing to the sustainability of the programme. The participation of inhabitants is considered a key factor of successful conservation management. The idea is highly relevant in this dissertation, but a community-based approach in conservation is hardly ever observed in this field. Dennis Rodwell's work (2006) rethinks ideas of conservation by engaging the local people, as he considers the importance of conserving heritage based on people's interests. However, his research has been carried out in the context of the UK, where democracy has a long tradition; this differs slightly from the context of my case study, where democracy is still considered to be quite young. In addition, research on owners' and occupiers' opinions of their heritage buildings and what they perceive as an advantage or disadvantage was undertaken by John Pendlebury and Tim Townshend (1998). They conducted a study which focused on inhabitants of listed conservation areas. Their work gathered the opinions of inhabitants who were directly affected by conservation planning policy, and examined which elements of residential heritage were considered to be important for the inhabitants. The work is relevant for the case of the Darmo area, where the old buildings are listed by Surabaya municipality, even if the case has slightly different aspects. In the case of Surabaya, the city regulations can be seen as something that must be accepted and applied by the citizens. Inhabitants' opinions on the regulations correlate to their responses to the heritage area (Pendlebury and Townshend, 1998; Pendlebury, 2005). The different aspects here are the values regarding ownership by local people in Darmo, the context of the residential area and also the growing population in the UK compared with the exploding growth of Surabaya city. In conclusion, people play an important role in the sustainability of the management of a conservation area. Therefore, sustainability relies on people's acceptance. How they perceive the area will determine the conservation process.

Thirdly, the heritage area can be promoted as a sustainable part of the city development because of its potential in greening and cooling the city: the old plantation results in lower temperatures and provides shade during daylight. In the new parts of the city, the new glass façades contribute to the increase in heat islands within the city. Hence, the residential

heritage area in the city could be seen as part of lowering the effect of heat islands on the rising temperature of the city, due to its attribute as a buffer zone in the hot and humid climate since the creation of the area. This urban open space may also catch the wind because of the difference in air pressure. In order to manage the heritage area based on community engagement, the government needs to provide regulations that are not only strictly connected to the appearance of the area, but also give more support to the inhabitants. The government also needs to provide the basic physical infrastructure for the designated heritage area.

1.4 RESEARCH FRAMEWORK

The framework in this dissertation aims to put the focus of research into the *body knowledge* of the built heritage conservation discipline. Since this theme is an interrelated issue engaging many disciplines, it is necessary to obtain a better understanding of the macro-dynamics of this work. Emphasis is placed on people in this dissertation because the key to conserve heritage cities ultimately depends on its residents. As I started to observe heritage conservation from the perspective of the inhabitants, the consideration of their needs and motivations has become more important, instead of merely considering the conservation policy that mostly focuses on the physical aspect of built heritage conservation.

From the explanation above, this dissertation illustrates how historical space in the old city adapted to the city dynamic and became a reflection of the citizens' attitude to conservation. This dissertation starts by explaining the historic environment in Surabaya city. A key point to note is the notion of a shared mutual heritage: a place which has both local and colonial character. This is a distinct pattern of an ex-colonial heritage area in Indonesian cities. The context of the heritage area is essential in the interpretation in this research. The second part looks at the transformation of this historic area due to the rapidly growing city. The area was located on the outskirts of Surabaya city when it was first built. Today, it is a part of the city centre. Furthermore, the ongoing process reflects the increasing pressure on the area. The adaptation process in the heritage area follows dynamic development and can be seen in the change of function and activities of residential buildings. This changing dynamic has resulted in the loss of significant heritage buildings. The next part explains the response of the inhabitant to dynamic development and, as the main point of this research, the inhabitants' awareness of built heritage conservation. This highlights that the contributing factors to people's attitude toward conservation lie in the social aspects: the social network, place attachment and image identity of the place. The next chapter is an explanation of the management of the heritage area. It brings all the factors together as an assembly for a heritage conservation strategy.

In response to the discussion, therefore, the main question of the research is:

How does inhabitants' awareness influence urban heritage conservation?

In order to answer the central question, the relevant sub-questions are:

- What kind of influence does the transformation of the place have on the inhabitants' awareness?
- What are the factors of the inhabitants' awareness and what is the underlying background that will contribute to the process?
- What other aspects may also have an influence on the process?
- With a specific focus on the residential area, what are the other factors influencing the conservation process?

Structure of the Thesis

The challenge in heritage area conservation can be categorised into two aspects from the inhabitants' perspective. The first is an external aspect – the city's issues are outside the control of the inhabitant. The second is the management of the heritage buildings as their internal problem. Due to the fact that inhabitants' response to heritage conservation is influenced by the external aspect, this research starts by explaining conservation policy and regulations, and the shifting function of the heritage area due to the city dynamic.

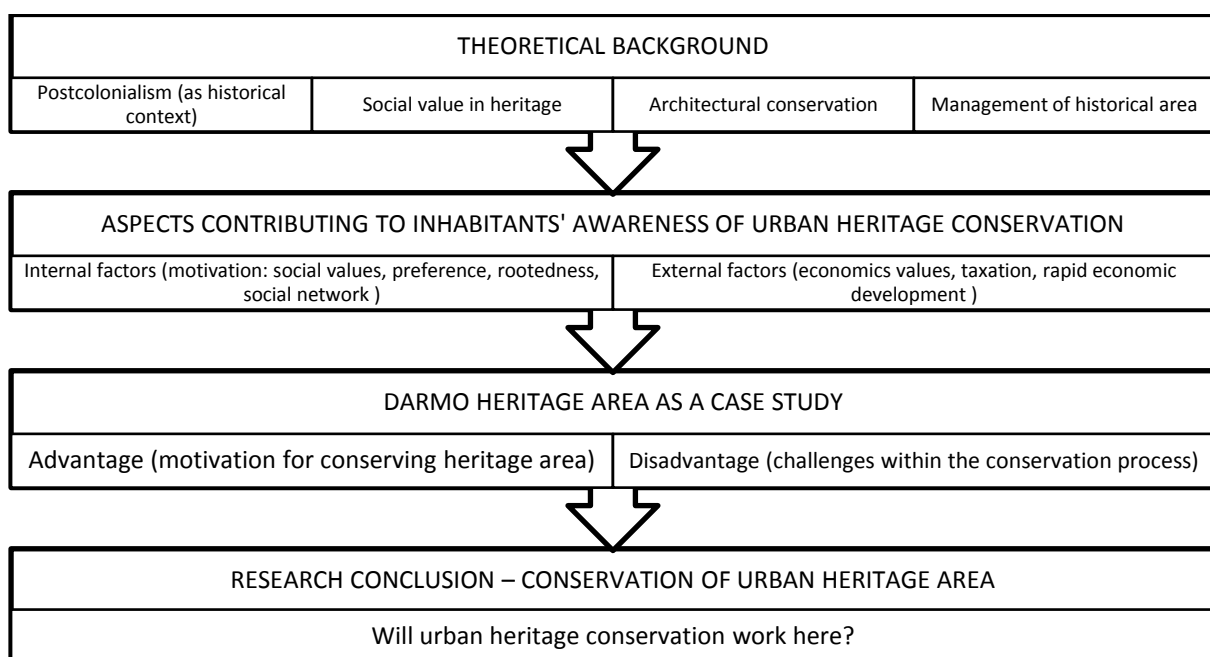


Figure 1.2 Research strategy and chapter organisation

Source: Author (2014)

The escalating land price in the heritage area implies the raising of land taxation. This is, consequently, a reason for the inhabitants to move to another more affordable place within the city. The term *inhabitants' awareness* that has been chosen for this dissertation refers to the responses of the people in the current heritage studies, which also implies an earlier step of engagement in built heritage conservation.

In accordance with the research question and research objectives, the chapters are organised as follows:

- Chapter 1 introduces the research and frames its background section; it describes the context of the research and the disciplines of heritage studies. The context mentioned here is a historical background of the case study that has an implication for the selection of relevant references.
- Chapter 2 explains the theoretical framework, the practices and theories of conserving the old parts of the city and community participation in the heritage area.
- Chapter 3 is a method chapter describing the methodological design of the dissertation.
- Chapters 4, 5 and 6 aim to set out a relationship between successful urban heritage conservation practices and the inhabitants of Surabaya: inhabitants' attitude to the conservation policy; managing the heritage area; and inhabitants' values as a motivation for conserving the area.
- Chapter 7 is, finally, the discussion of the results and the conclusion.

Research Methods

The research investigates the aspect of awareness of built heritage objects by using semi-structured questionnaires in interviews with the inhabitants to explore their viewpoints about the protection and conservation of their buildings. The dissertation uses the buildings that are listed as cultural heritage as a framework for sampling: 600 objects in 24 streets. In order to obtain a better understanding of the significant issues in the area, strata sampling was used. A case-study approach was used to gain a detailed understanding of the built heritage in the city through its ability to capture the complexities of the phenomenon of Surabaya. The Darmo area was selected as the case study because the area is an interesting example of residential heritage that is complex due to the regulations and the economy. The research captured inhabitants' attitude to the regulations; therefore, a Likert scale was used in the research questionnaires. In order to obtain insight into the complexities of the case study, complementary expert interviews were conducted.

Chapter 2. URBAN HERITAGE: THEORETICAL FRAMEWORK

2.1 STUDIES IN CONSERVATION OF URBAN HERITAGE AREA

This chapter gives an illustrative idea of where this dissertation stands in the field of conservation research. The study of urban heritage has a long history, changing over time and growing with different issues and focuses. Historically, an interest in the antique works of art (statues, lamps, and other architectural elements) of old buildings grew into developing methodologies for the conservation of architecture; then, the focus shifted to an aspect of physical building maintenance (Larkham, 2005). Conservation of cultural heritage and city development should work in harmony with each other, since cities always face the problem of balancing the preservation of their older parts and integrating their newer parts.¹ Moreover, Larkham also mentioned that a *relatively young historical urban area is a new field of conservation research*. An example of this movement is the conservation process of areas developed in the 1940s. Since each city is unique, it is formed by the qualities of places and the people living in them.² This explains a relationship between places and inhabitants producing a cultural diversity and identity. The ideas of formulated interdisciplinary concepts in urban planning have been brought forth by Sir Patrick Geddes (Meller, 2005) affirming that the focus should not be on the physical aspects in spatial form only, but also on social processes and cultural traditions. Therefore, the practice in architecture and urban planning relevant to urban heritage area conservation requires a broader scope to understand the inhabitants' context better.

The heritage values and cultural significance are essential points in the process of managing an urban heritage area.³ The conservation tradition started through a physical approach, but it is essential to understand the non-physical aspect in this field. In the case of Indonesian cities, to manage an urban heritage area, it is crucial to take into consideration the values of inhabitants and the historical context. Further details of its complexities will be explained in the next chapters. To conserve a heritage area, one of the strategies is to give voice to community views in identifying a sense of place and locality.⁴ To find the benefits of

¹Peter Larkham, in his book *Conservation and the City* (1996), shows an example of several old parts of cities in Britain and the Netherlands which have demonstrated central, controlled, practical or other criteria in listing a building.

²In *Conservation and Sustainability in Historic Cities* (Rodwell, 2007), a primary concept in urban design is introduced by Sir Patrick Geddes (p. 30).

³The Western models of conservation require an adjustment to be implemented in a community with very different cultural traditions (Worthing and Bond, 2008, p. 57).

⁴Yuen, B. (2006, pp. 840-841), Reclaiming cultural heritage in Singapore, *Urban Affairs Review* 41, pp. 830–854, mentioned that Singapore kept the old neighbourhoods, which are still used by the inhabitants. The Urban Redevelopment Authority (URA) in Singapore set guidelines to preserve the old historical area by taking the

adopting representation and participation of local interest in heritage conservation, this allows more players, including inhabitants, to become actors. From these studies, it can be stated that the role of cultural significance and value and the meaning of integrating the local community are very important considerations for an urban heritage conservation concept. Nonetheless, it is necessary to take differences into account, because Surabaya city, with its specific characteristics, requires further considerations.

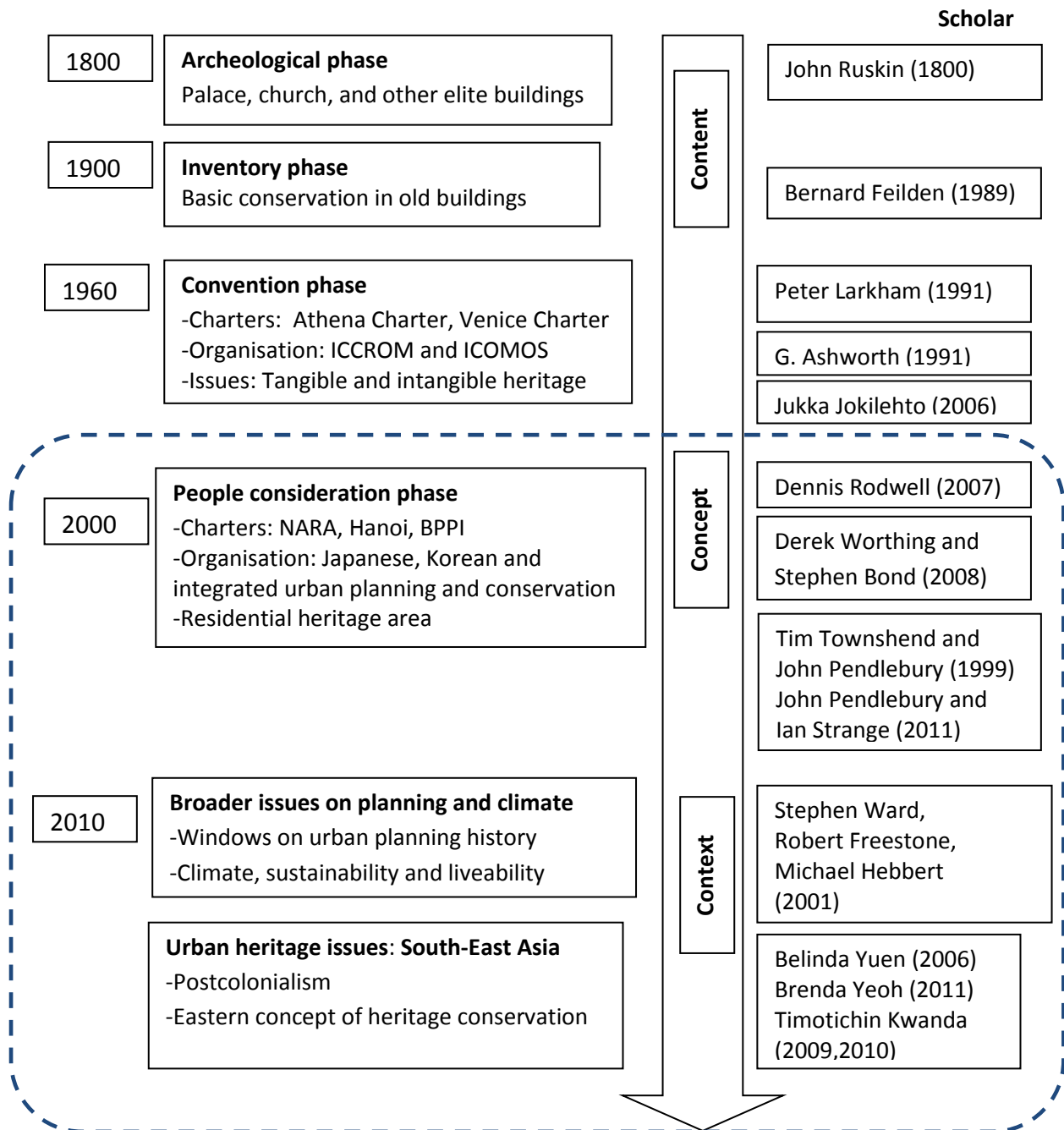


Figure 2.1 Scheme of research on urban heritage conservation: Relevance to built environment issues in dissertation’s research objective
Source: Author (2013)

community into account during the process. URA has been collecting views, opinions and ideas to refine the plan of the heritage areas.

Figure 2.1 is the scheme of the growing number of disciplines involved in the subject of conservation based on different periods.⁵ There is an expanding idea of urban heritage conservation that started from current ideas of preserving monuments, sites, buildings and all objects that have been seen as having special value, mostly by the authorities. Recently, conservation studies have become wider and the research focuses moved to people's heritage. The growing research focuses on the questions *which heritage* and *whose heritage*,⁶ which leads into the expanding notion of a differing perspective of heritage and who feels the benefit of the conservation.⁷ These concepts focus on categorising heritage. The heritage that favours various entities differently will also produce different considerations; vernacular heritage compared with postcolonial heritage, for example, is seen differently by the inhabitants.

The idea of conservation by engaging people is not new and in accordance with the research questions to find factors that motivate people to participate; identification with a heritage object and a sense of belonging is a necessity. Whenever people consider the heritage objects as theirs, engagement and willingness will be higher. Inclusion of inhabitants' values in city planning has a long history; also in Geddes's conception, the city for people has had a reputable influence until the present day.⁸ The Darmo area in this case study was also designed following the garden city concept (Jessup, 1985). In line with this idea, the Darmo area nowadays serves as an urban open space for Surabaya citizens. It can be stated that the aim of the town planning movement, the idea of the garden city,⁹ which put emphasis on people (Meller, 2005), is still relevant. Moving to another concern of urban heritage conservation, the economic aspect is key for sustainability in managing heritage. This is a fundamental aspect that should always be considered when it comes to preserving the built heritage objects that must be kept at all costs. Within this concept, it is necessary to consider the various values of the inhabitants, of the site, and the value of the built heritage object itself for the management of an urban heritage area.

In relevance with this dissertation objective, further consideration of values will be used to assess the conservation of heritage areas within the city (Ashworth, 1991; Rodwell, 2007; Worthing and Bond, 2008). Furthermore, Donovan Rypkema also stated that the area is part of energy preservation at the city scale; the area is not only of worth as a city amenity but,

⁵A conference in 2013 held by the University of Kassel, Germany with the theme 'A Window on Urban Planning History' discussed this trend, a growing issue in the field: 100 years of planning studies.

⁶Gibson, L. and Pendlebury, J. (2009), *Valuing Historic Environments*. UK: Ashgate; and Smith, L. (2006) *Uses of Heritage*. Oxford: Routledge.

⁷Malpass, P. (2009), 'The heritage of housing' in the third chapter of *Valuing Historic Environments*.

⁸This was an era of a *town-planning movement* with an idea of *redistributing resources for the benefit of the community as a whole* (Meller, 2005, p. 112).

⁹Ebenezer Howard is the architect of the garden city concept; he tried to *relate beneficial social changes to changes in the urban environment*. However, this concept was not applicable, hence Patrick Geddes helped by doing the *bridging work* within this idea. Geddes has connected *social reform* and *urban environment* (Meller, 2005, p. 122).

in his concept, historic preservation should also be seen as an attempt to save the environment.

With its current context and setting, in a rapidly urbanising city, the focus of this dissertation is in Asia, home to the current issues and debates. To answer the research question and approach the aim of the research, this scheme gives a background explanation of how heritage consideration evolved, both the tangible and intangible aspects, and which of these aspects is important to conduct sustainable urban heritage conservation. In this research, particularly the observation of a living urban heritage site, a former residential area, which is currently adapting into mixed-use planning due to city expansion, has been carried out. In order to assess inhabitants' perception of the heritage area values, the dissertation refers to the works of Tim Townshend and John Pendlebury (1999) and Pendlebury (2003, 2009).

The expanding research in planning history shows that the previous planning approach has had an influential impact to the present day.¹⁰ This can serve as a basic answer and a deeper layer of what happened in the complexity of circumstances that the city is currently facing (Ward, Hebbert and Freestone, 2013). Colonial planning did not foresee the possibility of the high demographic population of Asian cities. Postcolonial studies show that planning and the aspect of colonialism, which has relevance to conservation issues, became contextualised in the setting of South-East Asia. There is also a conflicting idea in the East to reconsider which parts of the urban heritage are significant for conservation (Yuen, 2006; Yeoh, 2011; Kwanda, 2009). Further explanation of how those values play an essential role in this research is discussed in section 2.5. As shown in the section marked in Figure 2.1, this dissertation covers factors relevant in dense cities – a similar problem faced by many other cities in South-East Asia, particularly those in Indonesia.

2.2 REVISITING COMMUNITY PARTICIPATION IN URBAN PLANNING THEORIES IN THE CONTEXT OF HERITAGE CONSERVATION

This section provides insight into the concept of participation in urban planning theory with a focus on heritage conservation. Inhabitants' attitude to conservation, including their perception of its purpose and the advantages and disadvantages of urban heritage areas, has not yet been widely studied (Pendlebury, 2009, p. 139). The process of conservation planning by engaging the people is introduced by John Pendlebury and Tim Townshend (1999), Peter Malpass (2009) and Cliff Hague and Paul Jenkins (2005). The participation of local people is considered important to urban heritage conservation. Planning based on a place's character will result in greater participation (Townshend and Pendlebury, 1999; Malpass, 2009; Hague and Jenkins, 2005):

¹⁰Ward, S., Freestone, R. and Silver, C. (2011), Centenary paper: The 'new' planning history reflections, issues and directions. *Town Planning Review*, 82(3). DOI:10.3828/tpr.2011.16

- Successful management of urban heritage conservation is determined by the owners and residents.
- The urban heritage area is a part of the identity of the city. The rapid changes to the heritage buildings and areas imply the disappearance of urban heritage objects. These objects are owned privately, and there is not yet a scheme to manage a large heritage area. A strategy to involve owners and residents is needed.

There are similarities between the opportunities and challenges in preserving the heritage areas that appeared in the different contexts of residential heritage in the United Kingdom and Indonesia. Both countries are facing the same problem of competitive land use within cities due to economic growth. In addition, in the UK, the research shows that citizen involvement within urban heritage conservation is rare.¹¹

Structurally, this chapter consists of three parts: the overview of periods of community participation, an analysis on community participation within the case studies of urban heritage areas, and the historical background of the Darmo area, including the influences of growing charters of heritage preservation in Asia.

The concept of community participation is still considered as key to ensure a successful programme. The idea started in the 1960s, as part of the emerging planning theory. This theory serves as the base concept to describe possible levels of participation in which inhabitants may contribute to urban heritage conservation.¹² In theory, city development needs to be easily adaptable by the user, and the city should secure its people. Cliff Maughtin adapted Sherry Arnstein's ladder of participation: on the first level, people can do anything in their own room and inside their house, but when they move into the street, the area is regulated by the city government; therefore, everything they can do and how they participate is determined by regulations. His period in Nairobi in Kenya opened his perspective to different cultural needs and different approaches to participation. The theoretical approach of Sherry Arnstein is based on Western democracy, but it needs to be augmented to be practical in the global South.

Ideally, urban heritage conservation needs to be integrated within city planning; however, in the global South – in this case study – some consideration follows (further discussion on this topic is in Chapters 4 and 5). To ensure the success of the conservation programme, it is important to engage people, and in order to do so, a socio-cultural aspect of place in relation to the economic aspect of place needs to be considered. Collaborative and communicative planning concepts are described in social sciences; theoretically, the

¹¹Pendlebury, J. (2009, p. 125): *Mostly the residential heritage area is a middle/upper class settlement; the buildings have special architecture character.* He explained that research in this area derived a question: *Why is inhabitant opinion important? What is the basic purpose? Why also is the opinion of the community within the old area important?*

¹²Arnstein, S. (1969), A ladder of citizen participation. There are eight steps in participation from lowest to highest: Manipulation, Therapy, Informing, Consultation, Placation, Partnership, Delegated and Citizen Control.

concepts should be easily applied within city planning and urban design. Planning based on place character raises even more issues about participation.¹³ Since the city is a unique entity, Amundsen in Hague and Jenkins (2005, p.10) identifies factors which determine the differences from one place to another. The identified factors are, firstly, spatial qualities: *infrastructure, communication and architecture*. The second set of factors characterises the inhabitants embedded in their *values, customs and physical appearances*. The third set of factors are *social conditions and social relations between the inhabitants*, and the final aspect is *culture and history*. The more people identify with their place, the higher their willingness to participate.

In the case of conserving the Darmo heritage area, Surabaya citizens mostly demonstrate the characteristics of an open society (Peters, 2013; Dick, 2003), thus are willing to communicate (further explanation of this will be elaborated upon in Chapter 6). The government also has a transparent bureaucratic scheme, whereby planning regulations can be accessed on their website; most processes are open. Surabaya won an award for the best managed city in Indonesia and is still in the top position in the context of Indonesian cities. In the Darmo area in Surabaya, the physical infrastructure, the arterial and vernacular streets of Darmo, Diponegoro and Dr. Soetomo play an important role in the urban structure and urban scale of the residential area. Cars have interfered with the current residential design; some parts of the Darmo area – in the local streets – were initially (in 1916) used only for carriages, bicycles or walking; only the main street was part of the automobile transport system (Dick, 2002, pp. 349, 358, 384–385). Given the business expansion in that area, it can be seen that the transport system became dominated by cars and changed the aspect of the old settlement.¹⁴ Conserving the Darmo area is a chance to honour an example of formal residential heritage in Surabaya and, within this settlement, significant components: the street patterns, old trees and signature buildings.

Figure 2.2 below introduces a basis for community participation in heritage conservation. As explained before, a participative approach in an urban heritage area does not result in a typical participation concept in urban development. The heritage character needs supplementary expertise from experts in cultural heritage preservation. Therefore, to draw resources from the people participating in urban heritage conservation, it needs to follow the context and potential of its place, as discussed earlier by Cliff Hague and Paul Jenkins (2005). It is essential to emphasise identity and attachment of place within the community. Hague and Jenkins (2005) argue that there is a strong connection between i) how people associate themselves to a place, ii) how one place functions in building identity, and iii) how these two aspects contribute to participation in heritage conservation. As this research aims

¹³Cliff Hague and Paul Jenkins in their book *Place Identity, Participation and Planning* (2005) set new ideas to conduct communicative and collaborative planning.

¹⁴Within the era of real estate development around the 1920s, the structure of the city also changed; the newly built streets did not consider the traditional transport system and pedestrians. Planning mostly focused on developing the residential area, which could be accessed via car (Dick, 2002).

to explore a way of engaging people in heritage preservation, the selection of authors in the scheme below serves as a basic reference on the subject of community participation in the case of urban heritage.

Concept of people’s participation

			Author
1960	Basic concept of participation	The ladder of citizen participation	Sherry Arnstein (1969)
2000	Factors participation	Citizen participation range in the city	Cliff Maughtin (2003)
	People’s identification with a place generate participation	Place Identity, Participation and Planning	Cliff Hague and Paul Jenkin (2005)
2010	Culture and values regarding heritage participation	Community Participation and the Tangible and Intangible Values of Urban Heritage	Michael Turner and Tal Tomer (2013)

Figure 2.2 Community participation in urban heritage conservation: Knowledge embodied in the dissertation

Source: Author (2013)

Basically, the arguments for engaging people in urban heritage conservation are connected with its identity. Firstly, heritage forms part of the identity of the city and secondly, the city is part of the identity of its people. The third aspect is a connection between these two aspects, which are interrelated. In other words, as long as inhabitants associate themselves with the city, and/or people are proud of the place – and/or the case concerns a heritage area of the city, a conservation programme would be easier to be implemented; compared with the preservation of an urban heritage area without its people having attachment to the place. In short, this scheme aims to demonstrate related aspects in association and identification of heritage and the city to draw on inhabitants’ involvement.

2.3 PREVIOUS STUDIES ON INHABITANTS IN THE SUBJECT RESEARCH OF URBAN HERITAGE AREAS

In the earlier phase of heritage conservation, there was a higher tendency to preserve individual buildings owned by important people. This was initially driven by the idea to preserve the buildings of noble families.¹⁵ As such, heritage is frequently seen in context with political interventions that provoke many questions: Whose heritage? Why should we preserve it? And whom does it address?¹⁶ Moving from the ideas of the early concept of heritage conservation of buildings to an integrative approach for the whole district, this urban area conservation concept starts to fix the problem using a holistic approach. The owner and end users begin to be the main research subject.¹⁷

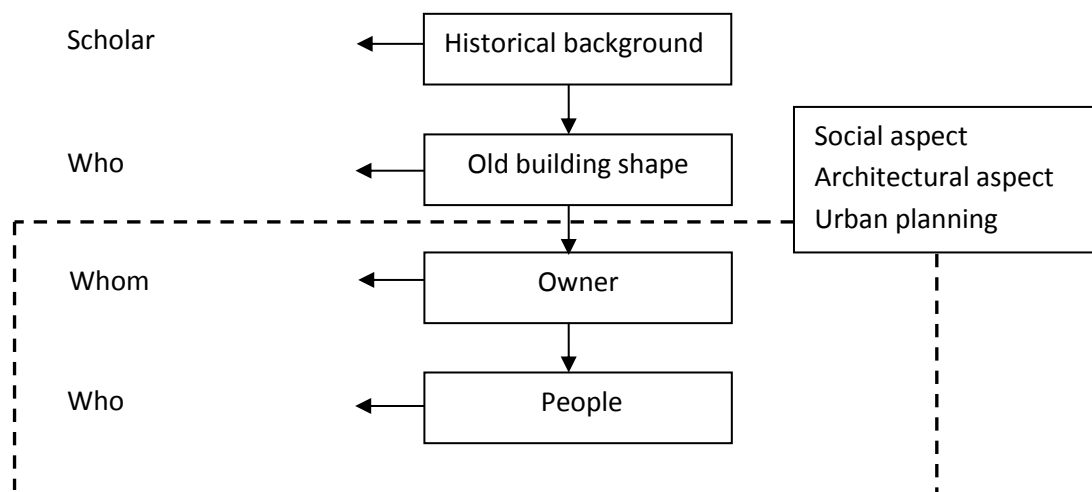


Figure 2.3 Scheme of residential heritage: Actors and aspects
Source: Author (2013)

The scheme above shows multiple aspects that need to be taken into account in built heritage conservation. The first layer is the historical perspective that this particular building was built in the years 1920–1950 – in the transition period to Indonesian independence. This process of searching for identity began after the postcolonial era (King, 2010; Kusno, 2000).

¹⁵In France this conservation movement started with the palace of Louis XVI (Larkham, 2005).

¹⁶Malpass, P. (2009), Whose housing heritage in the book *Valuing Historic Environments*.

¹⁷Tim Townshend and John Pendlebury's (1999) research on residential heritage built around the 1940s.

Heritage areas: four case studies

The four case studies presented below have been selected according to their relevant context as residential heritage areas. All of them are cases of residential heritage, built after the 1940s, almost in the same year as the Darmo settlement in Surabaya, the focus of the dissertation's case study. These scholars have studied the inhabitants' awareness of their place. They have found similar aspects that indicate the approaches of engaging people and community-driven development within urban heritage conservation. Indicators of a successful heritage programme can be seen in the conservation of façades, cleanliness, improvements in the area, satisfactory living and working conditions, understanding of how heritage conservation works through the process of community participation and the type of participation.¹⁸ The cases also indicate several aspects that contribute to a process of participatory planning in urban heritage conservation.

The first case is a study of two residential areas in North-East England conducted by Tim Townshend and John Pendlebury in 1999. Within the setting of the residential area, built in the 1950s, it seeks to find out residents' opinion on the impact of the listing programme. The research findings reveal aspects about the interest of the inhabitants, namely: architectural appearance, natural environment, social factors, historical characters, general environment quality and morphology.

The second case, Queen's Pier Heritage on the northern waterfront in Hong Kong, shows that it is important to identify the different stakeholders involved in the conservation attempt to integrate public participation in conservation and to offer a planning policy that is beneficial to all parties. This research by Esther H.K. Yung and Edwin H.W. Chan in 2011 examines the different interests and conflicts. The heritage site served as a landing point for British colonial governors, royalty and other national guests during the colonial period. There is a different point of view from the stakeholders, in this case; some of the opinions mentioned that the site is an *unwanted relic from colonial days*, but others see that the site is full of childhood memories that need to be conserved. The most important lesson learned from this case is that the public consultation and community-based workshop during the conservation project needed to be transparent and followed by visible results, in order to influence the conservation case. In 2007, the site was finally demolished to make room for a four-lane highway.

In the third case, in Egypt, a case study of Rosetta city conservation was conducted by Dalia A. Elsorady in 2011. She put the research focus on the needs of inhabitants in the heritage area, and found four indicators of community involvement: the maintenance of urban fabric, economic revival and development, the quality of life and social well-being, and community satisfaction within the heritage transformation process.

¹⁸Elsorady, D.A. (2011), Heritage conservation in Rosetta. The research focused on integrating the needs of the inhabitants' living environment in the urban heritage area.

As the fourth case in this section, the work of Wannasilpa Peerapun (2012) in Amphawa community, Thailand, was selected. This is an example of an *action research approach*. Peerapun uses this approach to discover the factors considered by the inhabitants in their problematic heritage conservation. Then, the results were integrated into the planning system. In spite of the fact that the research setting was in a traditional settlement, remarkably, the factors for building participation and the issues of heritage areas remain the same. This means that for conserving urban heritage areas, the different type of settlements, such as traditional–vernacular settlements, modern estates (1950s), and postcolonial settlements may have the same aspects that should be considered, namely socio-cultural aspects, sense of place and socio-economic aspects.

Table 2.1 Indicators for conserving heritage areas according to four case studies

Case-study aspect	UK – North-East England residential area	Hong Kong – Queen’s Pier heritage	Egypt – Rosetta city conservation	Thailand – Amphawa community
Context of case study	Listed residential heritage by the government	Served as a landing point for British colonial governors, royalty, and other state visitors during the colonial period	Focus on integrating the needs of the inhabitants living environment in the urban heritage area	Traditional settlement as heritage
Methods and data collection	Survey of the inhabitants about their perception of the advantages and disadvantages of living in the heritage area	Interview with experts and stakeholders	Survey was given to the inhabitants	Stakeholders analysis and questionnaires to inhabitants
Sense of place aspect	–	Some inhabitants (landlords) wanted to preserve the area because it has childhood memories	Quality of life and social well-being	Shows the process of constructing a sense of place based on the traditional settlement
Socio-economic aspect	Inhabitants perceived the heritage area as having an economic advantage	Economic aspect plays an important factor. The recession in 1998 affected people’s perception that urban heritage is not a priority	Economic revival and development. This is measured by considering investment in new and existing development. The usage of the	Economic aspect plays an important role

Case-study aspect	UK – North-East England residential area	Hong Kong – Queen’s Pier heritage	Egypt – Rosetta city conservation	Thailand – Amphawa community
			buildings, local business activity and the role and involvement of the local groups	
Socio-cultural aspect	There is a <i>social factor</i> that shows in the <i>existence of the social network</i>	There is a different view from the inhabitants about conserving the Queen’s Pier. Some of them said that the site was <i>an ugly and unwanted relic from colonial days</i> , but others’ opinion was that the site was full of childhood memories, which needed to be conserved	–	–
Remarks	Results reveal that the aspects the inhabitants liked about their area were: architectural appearance, natural environment, social factors, historical characters, general environment quality and morphology	This research reveals that public consultation and workshops to inhabitants during the conservation project were not transparent and were ineffective. In 2007 the Queen’s Pier was finally demolished to make way for a four-lane highway	–	Amphawa floating market is a UNESCO cultural site

Source: elaborated by the author, 2013

This empirical research demonstrates intermediate conjecture (what is apparently important) about urban heritage. The concepts of sense of place and socio-cultural and socio-economic aspects are the contributory elements to urban heritage conservation. It demonstrates also that economic problems occurred in the four case studies with four different contextual settings, even though these were in different circumstances. It reveals the dynamic tensions in urban heritage, mainly between the socio-cultural versus socio-economic development. This results in common problems managing heritage areas, namely:

the problem of maintenance, drawing resources from the city, and policy. Therefore, those considerations will serve as a basic principle of sustainable conservation. In addition, the indicators of conserving a historical urban area can be measured with several physical indicators: i) maintenance of urban fabric or physical improvement; ii) economic revival and development; iii) the quality of life and social well-being; and iv) the transformation process within heritage conservation.

Furthermore, it can be concluded from Table 2.1 that there are three important aspects in engaging people to conserve a heritage area: i) information and willingness of people to access information on heritage; ii) meaningful support from the authorities for these activities; (iii) in addition to raising people's awareness, socio-economic incentives also play an important role. Although it seems to be different from case to case, there are similarities in the challenges and chances of the old heritage area. I argue that socio-cultural factors matter more than economic factors within the conservation process.

2.4 PEOPLE'S INTEREST IN THEIR OLD PLACES: IN THE CONTEXT OF URBAN HERITAGE

In this section, *place attachment* as a component of motivational support for engagement with heritage conservation is further explained. To develop a conservation concept which is sustainable without generous support from the authorities, it is necessary to suppose a self-financed programme for the heritage area. Therefore, attracting people's interest in built heritage is a persuasive way to engage them. Consequently, it is necessary to learn more about their opinions and obstacles of living in the old part of the city.

2.4.1 People's awareness toward place-settlement

Do people in heritage areas want to conserve the area because of its intangible factors? For example, is it because of their memories of this place? Are they also concerned about its historical aspects? Is this old place associated with something that is important to them? The previous research mentioned that there is an attachment of the people to an old area and/or the area in which they have been living.¹⁹ It has been found that people in varied places mentioned that there is *a sense of place* of the inhabitants. Stedman (2006), Altman and Low (2002), Hayden (1996), Sorensen (2009) and Soini et al. (2012) highlight this *sense of place*. In the current debate on heritage conservation, engaging the people and the sense of place becomes essential to understand the motivation of people living in the heritage

¹⁹Stedman (2006), Altman and Low (2002), Hayden (1996). On the other hand, this factor does not really have a strong influence in preserving the area according to recent research by Soini et al. (2012). Furthermore Sorensen (2009) also found a sense of place in Japan's neighbourhoods.

area.²⁰ This concept is relevant to the case of the Darmo residential heritage area, because inhabitants who live in the area are second-generation families that have been living there since the 1940s. This period was at the end of Indonesia's war of independence, when all Dutch assets were transferred to the Indonesian government (Dick, 2002). Therefore, Darmo inhabitants are potentially rooted and have a strong sense of place.

Old neighbourhood areas in the city also bring memories to their inhabitants; the places where people grew up and spent their time. This old area contains the memories of its inhabitants (Rossi, 1982; Sorensen, 2009; Hebbert, 2005; Kostoff in Worthing and Bond, 2008). Another concept related to inhabitants' attachment to their city is presented by Marco Lalli (1992, p. 294).²¹ His work establishes empirical studies in this research area, by observing details of inhabitants' bonds to the city from a psychological environment aspect. The indicators are the length of residence and rootedness. Furthermore, even though the aspect of place identity of the inhabitants is sometimes not given much consideration, it will still have an influence on the people. Therefore, the willingness to participate in conservation is also determined by the inhabitants' definition of the place.

2.4.2 People's interest in urban heritage and managing conservation areas

Furthermore, in the Indonesian context, with a hot and humid area, the system of thermal insulation becomes important. The fact is that people in such a tropical country prefer to live in thermal comfort. Research conducted by Mas Santosa (2009) in Surabaya proves that the colonial residences have better thermal qualities than traditional buildings; this offer of lower temperatures is preferable to the user. In addition to the old area's features, the vegetation improves the urban microclimate by cooling and shading the old environment. Built heritage objects have often been evaluated by aesthetic qualities since the early concepts of building conservation (Ruskin, 1970; Feilden, 1999;²² Jokilehto, 2005²³) and built cultural heritage is appreciated by qualities such as proportion, aesthetics, style, etc. Additionally, research conducted in Sweden by Ulf Nordwall and Thomas Olofsson (2013, pp. 13–14) focuses on architectural qualities of residential areas. This states that people prefer residential areas due to their characteristic of old buildings and the old environment of the place.²⁴ People's preference for an old area compared with a new one is influenced

²⁰Soini, K., Vaarala, H., Pouta, E. (2012), Residents' sense of place and landscape perceptions at the rural-urban interface. *Landscape and Urban Planning*, 104, pp. 124–134. DOI: 10.1016/j.landurbplan.2011.10.002

²¹Lalli, M. (1992, p. 294), Urban-related identity: Theory, measurement and empirical findings. *Journal of Environmental Psychology*, 12, pp. 285–303.

²²Feilden, B. (1999), *Conservation and Management of Historical Building*. This book not only gives the reader all necessary detail for conservation practice in its technical aspects, but also the built history of heritage conservation and its management.

²³Jokilehto, J. (2005), *A History of Architectural Conservation*, Elsevier Butterworth-Heinemann, ICCROM.

²⁴Nordwall, U. and Olofsson, T. (2013), Architectural caring. Architectural qualities from a residential properties perspective. *Architectural Engineering and Design Management*, 9(1), pp. 1–20, <http://dx.doi.org/10.1080/17452007.2012.664325>

by aspects of rootedness. Nordwall and Olofsson's research suggests that people prefer old areas because it reminds them of the area of their childhood – an ambience of an old town in Sweden: a *horseshoe-shaped* street, brick material and other architectural qualities of old houses. One aspect showing the potential of conserving a heritage area is the good maintenance of the buildings and the environment. In the context of the Darmo heritage area, this indication is not always relevant; some households are aware of and would like to engage in the conservation programme, but their budget is limited.

2.5 PEOPLE'S INVOLVEMENT IN INTERNATIONAL CHARTERS AND LEGAL INSTRUMENTS

The idea of community-driven development in order to enhance community participation in a heritage area started in 1972. There is a long history of the policy in order to drive community participation within a sustainable process. The World Heritage Convention aims, in the long term, at self-driven participation. Therefore, the continuity of this programme requires additional support from the city planning programme. In these charters, the inhabitants and the local community are mentioned intentionally:

- Lausanne Charter (1990)
- Budapest Declaration (2002)
- Intangible Heritage Convention (2003)
- Faro Convention (2005)

Involvement of the local community in the conservation process is stated in the Lausanne Charter (1990)²⁵ and also in the Budapest Declaration (2002). The charter aims to develop participation within local communities in terms of identification, protection and management of heritage properties. A synergy between all public stakeholders in managing heritage is also an issue in the Faro Convention (2005). Furthermore, the importance of community-driven conservation has been defined by ICOMOS²⁶ as follows:

- Understanding local knowledge for the enhancement of value perception of community cultural resources
- Advocating a bottom-up approach through the active participation of local communities
- Ensuring the role for the community in governance and the decision-making process

²⁵ICOMOS Conference 2013: it has been recognised in subsequent international charters and legal instruments, including the Lausanne Charter (1990) that encouraged local community involvement in the development process. The Budapest Declaration(2002) places greater emphasis on the active involvement of local communities at all levels in the identification, protection, and management of World Heritage properties. The Intangible Heritage Convention (2003) called for community participation in identification and safeguarding.

²⁶Proceedings of ICOMOS Conference, *Heritage and Landscape as Human Values*, Florence 2014, published by ICOMOS.

- Articulating the role of cultural heritage as a driver for community-based socio-economic development
- Community participation in self-funded conservation

Table 2.2 shows the development of heritage values in Asian charters. Authenticity within heritage is one of the heritage conservation aspects that has been valued as important in the previous concept of conservation: it should be original. Back in the context of the built heritage in Asian countries, valuing the process of rebuilding is seen as a rebirth and a way of training the future generation, in terms of skills of craftsmanship, that heritage objects can be sustained. The Nara Charter was a document in response to the authenticity concepts of the Venice Charter.²⁷ The principles and protocols in Asia by chronological year show that values or aspects in conservation are changing, adapting to the context in order to achieve a harmonious and sustainable conservation process. This ongoing process of heritage values shows that the possibility of participating in a conservation programme becomes easier as a modification from the conventional heritage concept. The following table on heritage values in Asian charters shows the aspects that are important and need to be considered in the conservation process.

Table 2.2 Heritage values in Asian charters

Important aspect to be considered	Nara (1990)	Chinese Principles (2000)	Hoi An Protocols (2009)	Indonesian Charter (2003)
Authenticity criteria	Can be renewed	Can be renewed	Not to be changed	Not to be changed
Uniqueness criteria	Preserve the form as its origin	Principle of antiques	Preserve the form as its origin	Preserve the form as its origin
Age criteria	Can be redeveloped	Not known	Based on the value	Based on the value
Local people's involvement	Informed	Not known	As prerequisite	Should participate

Source: elaborated by the author, 2013

Developing ideas in a heritage charter (the Indonesian Charter for Heritage Conservation) is considered to be relatively new in Indonesia and in other South-East Asian countries (Kwanda, 2009, p. 2). The issue of cultural heritage was first raised in 2003, initiated by BPPI, and had a focus mainly on archaeological artefacts. The consensus on architectural objects was initiated by Indonesian architects and heritage experts based in Yogyakarta. Basically, the charter focuses on both tangible and intangible heritage, and aims to preserve Indonesian cultural heritage, which consists of hundreds of ethnicities and languages. The

²⁷Michael Turner and Ole Tomer (2013). This article is a part of preparation of the ICOMOS conference 2014 – Harmonious living in heritage areas.

Eastern way of seeing built heritage and its conservation is unique compared with Western approaches.²⁸ Several examples are considered to be components of authenticity. The concept is different; for example, Shinto shrines in Japan are regularly rebuilt after several phases: they will be reconstructed and rebuilt in the same way as the original. The context of authenticity here is based on the method of crafting, simply valuing the traditional way in which to construct the temples. In the 1990s, Asian countries started to produce heritage guidelines; for example, the Nara document was formulated based on Japanese values. Rebirth as one of the valued phases in life forms the basis of this philosophy.²⁹ Furthermore, heritage in Asia is moving from conservation theory to contemporary theory. While the Western concept emphasises tangible objects, the Eastern concept puts an emphasis on cultural meaning (Kwanda, 2009, 2010). This implies a possibility of designing an approach to conservation policy based on its cultural context. Such an approach aims to smooth the process of implementing urban conservation policy. In this way, conservation does not rigidly conserve the area or build it as it was, but is open to the possibility to adapt to the current needs of the area.

The Asian concept and protocols focus on the intangible aspect of cultural heritage. The protocols prioritise safeguarding the intangible aspect. One of their points highlights the spatial structure in Asia that is directly linked to the people, which has a spiritual meaning for the inhabitants. After the Nara document, the Chinese Principles of heritage were launched in 2000, followed by the Hoi An Protocols in 2009. The Hoi An Protocols are concerned with the lifestyle and traditional characteristics that should be preserved. In addition, the elements that determinate an urban area like streets, squares, blocks and buildings should also be preserved.

²⁸Kwanda, T. (2009), Western conservation theory and the Asian context: The different roots of conservation, *International Conference on Heritage in Asia: Converging Forces and Conflicting Values*, 8–10 January 2009. Conference organised by the Asia Research Institute (ARI) – National University of Singapore (NUS), Singapore.

²⁹Kwanda, T. (2010), Tradition of conservation: Redefining authenticity in Javanese architectural conservation, Conference NUS Singapore.

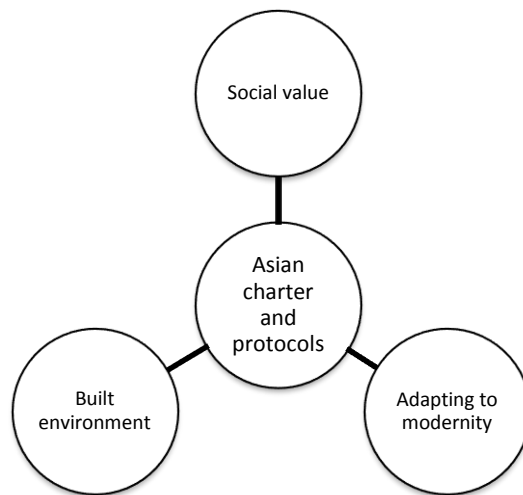


Figure 2.4 Contributing factors to the Asian heritage charter

Source: Author, 2013

An intermediation between Eurocentric concepts (Western) and Eastern concepts is the main topic in the Hoi An Protocols. The conference was held in Vietnam in 2009, attended by the representatives of heritage associations from many Asian countries: China (Archaeological Assessment), India, Indonesia (Lestari Foundation), Japan, Korea, Malaysia (Badan Warisan Malaysia, Department of Museums and Antiquities), Myanmar (Department of Archaeology), Philippines, Sri Lanka, Thailand (Prospace), Vietnam (Hoi An Centre for Monuments and Protocols) and UNESCO representatives in these countries. The most valuable outcome of this conference was the formulation of an authenticity concept within an Asian framework.³⁰

As already mentioned, conservation is relatively new in Asian countries; therefore, redefining the concept to suit the region's perspective is important. The conference produced a mapping of authenticity based on location and setting, form and design, use and function, and lastly non-material qualities. Given these issues, engaging people within the heritage area is carried out by considering the location and setting, with an attempt to reveal the aspect of a sense of place. In conclusion, this phenomenon shows that there has been a trend in Asia to accept postcolonial heritage. The recent notion of 'shared mutual heritage' can be argued to be just a euphemistic way of referring to postcolonial heritage.

³⁰UNESCO Bangkok (2009), *Hoi An Protocols for Best Conservation Practice in Asia: Professional guidelines for assuring and preserving the authenticity of heritage sites in the context of the cultures of Asia*. UNESCO: Thailand.

2.6 DARMO RESIDENTIAL AREA: SURABAYA, INDONESIA

This section discusses a brief history of Surabaya city, its current socio-economic condition and how this affects the present situation in the Darmo area. Darmo was built on the periphery of the city but today it is close to the city centre. This chapter illustrates the historical development of the area along with the growth of Surabaya city and its citizens. It describes the process, explaining the characteristics of the inhabitants determined by their attitude to conservation planning. This section is indebted to the work of Howard Dick (2003), whose work was the latest research on the socio-economic history of Surabaya.

2.6.1 Historical background of Surabaya city in the period 1900–1960

Surabaya is a port city, and during the period 1915–1949 its function expanded (FAS Tjiptoatmodjo, 1983; KTOMM Asia Maior).³¹ Due to the end of the Dutch occupation, sugar export activity increased, creating the need to build a transportation system to support this growing activity.³² The availability of new infrastructure in Surabaya city created the opening up of land for new housing areas. During the period 1930–1950, two trams operated in the Darmo area, one along the Darmo corridor and another in the Diponegoro.³³ It was obvious from the beginning that these two transport corridors served an important function in Surabaya city. This explains why people who experienced these two trams think that nostalgia matters in heritage conservation. By the nature of harbour cities, Surabaya became a melting pot of cultures, not only due to Surabaya citizens, but also traders who brought intercultural exchange. Right from the start, the area had different ethnicities, and the direct effect can be seen in the open-minded character of people in Surabaya. This success story, of feeling safe while living within Surabaya city, has been illustrated in the book *Surabaya City of Work* (Dick, 2003).

³¹Tjiptoatmodjo, F.A.S. (1983), *Kota–kota Pantai di Selat Madura (Abad XVII sampai Medio Abad XIX)* (Coastal Cities on the Madurese Sea in the period XVII to XIX Centuries), GadjahMada University (UGM), Yogyakarta, Indonesia. Dissertation in Indonesian.

³²Dick, H.W. (2003), *Surabaya City of Work: A socioeconomic history, 1900–2000*. Singapore: Singapore University Press.

³³KTOMM 'Bronbeek' (2004), 'Soerabaja 1900–1950 Havens, Marine, Stadsbeeld, Port, Navy, Townscape', Uitgeverij Asia Maior, Zierikzee, Netherlands.



Figure 2.5 Surabaya Harbour, 1915–1949

Source: KTOMM 'Bronbeek' (2004)

The history of this harbour city reflects the growth process of Surabaya, from the small centre in the northern part of the city to the southern expansion (Figure 2.5). In the 1950s, the Darmo residential area was still located on the periphery of the city (Figure 2.6) and categorised as a suburban area. Currently, Surabaya is the second largest city in Indonesia. Based on the municipality's official website,³⁴ the city has approximately three million inhabitants in a 326 km² land and 226 km² coastal area, with a density of 7,996 people/km²; it consists of 31 districts and 163 sub-districts. The city serves the eastern part of Indonesia, while Jakarta, as capital city, serves the western part of Indonesia. Surabaya is known as a commercial city with a historic port and a long history of trade.

2.6.2 Sugar commodity and emerging residential area in Surabaya (1900–1950)

The expansion of sugar as a commodity in 1900–1950 contributed to the growth of Surabaya city. The real estate companies changed from investing in the outskirts of Surabaya to financing development in its southern part (Dick, 2003). It is also claimed by many Indonesian scholars that Darmo was the first planned residential area in comparison with the other traditional residential areas. It was a prosperous time, with the end of the Dutch colonial period in Indonesia.³⁵ In this period, the European community living in Java was mainly concentrated in four cities in Indonesia: Jakarta, Surabaya, Semarang and Bandung. Also, a concept of urban planning emerged to integrate the cultural, social and economic aspects of the local community.³⁶ Figure 2.6 shows Surabaya city expanding from north to south; the urban growth follows the railway. This route served as a transport route

³⁴ Surabaya municipality official website, www.surabaya.go.id accessed on 20.07.2015.

³⁵ Basundoro, P. (2013), *Surabaya urban historical in colonial era*. This research focuses on Indonesian ex-colonial cities mainly located on Java, which in that period produced and exported sugar and other agrarian products to the international market. The cities have expanded due to these export activities.

³⁶ Cote, J. (2002), in Nas P.J.M., *The Indonesian Town Revisited*. Urban planning policy in the 1900s involved indigenous people because it was a process of mixing Western culture and technology in Indonesian cities, especially on Java.

for the sugar industry and other natural products that were exported from the outer city through Surabaya harbour. In that era, architects were in charge of urban planning. One of the most famous names in architecture and urban planning in that period is Henri Maclaine Pont. He was a Dutch architect who was born in Indonesia, then later educated at Technical University Delft. He integrated the traditional–vernacular architecture into his design, by modifying the building structure. This integration was also furthered by adjusting the orientation of the buildings from east to west to minimise sun exposure, adding ventilation spaces to adapt to the warm, humid climate, and roof extensions due to heavy rainfall. It was a process of an acculturation of an office building in the city influenced by architect Hendrik Petrus Berlage (Jessup, 1985, p. 160).³⁷ Earlier research shows that the critical issue of the design is the extension of the roof, which did not solve the issue of heavy rainfall in the Indonesian context. Without a long roof extension,³⁸ water splashed into the building, leading to the dampness of the walls. This problem of dampness then generates fungus that causes the decay of the buildings. Aside from that technical aspect, there is also a socio-cultural aspect: residents and guests entering the building also need this roof extension above the verandah. The verandah is a traditional transition space from the outside to the inside of the building.

³⁷Jessup, H. (1985), Dutch Architectural Visions of the Indonesian Traditions, *Muqarnas*, 3, pp. 138-161, <http://www.jstor.org/stable/1523090> (accessed: 09/09/2008).

³⁸The transformation of the colonial buildings transformation has drawn much attention and has been highly researched by many Indonesian architects and researchers. Many details of the building elements, including this roof extension (*overstek*), are mostly well known to Indonesian architects.

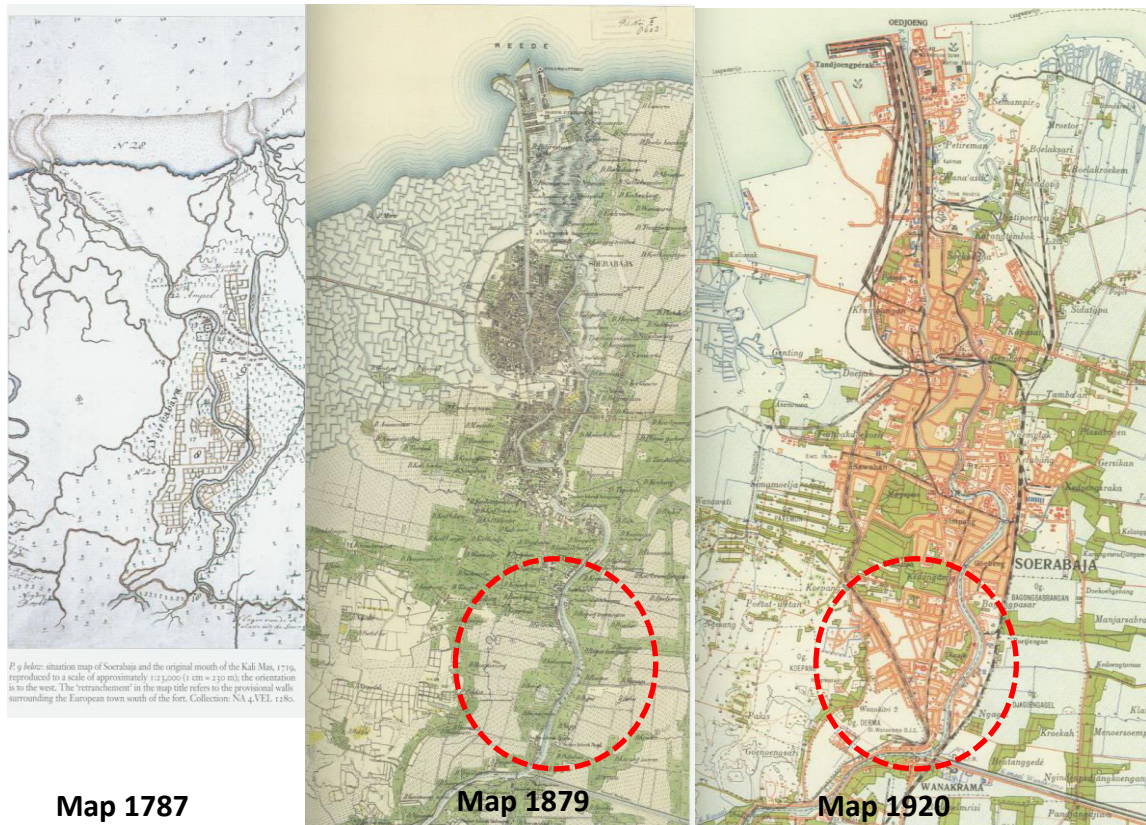


Figure 2.6 Historical map of Surabaya, city growth from north to south: the red circle is the Darmo area.

Source: KTOMM 'Bronbeek' (2004)

The residential area of Darmo also showed evidence of ethnic segregation as part of the political system. The colonial period started with trading in Indonesia. The main actors were the Tionghoa – ethnic Chinese in Indonesia. Arabs, Indians and other nationalities migrated earlier looking for economic opportunities. In the period 1900–1950 in Surabaya, the Chinese, Arabs and local inhabitants had already their own newspapers. This activity of sharing views and opinion between multiple ethnicities in Surabaya shows that the inhabitants of this city had a long tradition of cooperating without raising boundaries. Further, it has been found that the owners of old houses in the Darmo residential area are Surabaya citizens of multi-ethnic descent.

2.6.3 The old residential area of Surabaya

In the 1950s, Dutch architects promoted new ideas in the design of residential areas in several parts of Surabaya city as a different case compared with the Netherlands (Jessup, 1985). It can be seen that there was a plan to learn from a new case in a different context

with a huge area in a different climate; the plan was viewed as a distinct achievement.³⁹ Other residential areas were built in the same period in seven different places: Keputran North, Embong Malang, Sawahan, Bagong, Gubeng, Ketabang and Ngagel were constructed by different companies and owners. The Darmo area was the largest land development owned by the East Java Steam Tram Company (OJS, Oost Java Stoomtram Maatschappij). Howard Dick (2002) describes that the *Darmo area was designed with double tram tracks, as a residential area with gardens in a suburban design suitable for the automobile, with large parcels and shady streets backed by fire access lanes.*⁴⁰ Due to the economic recession, the entire plan of the Darmo area was not realised. Some unbuilt areas were redesigned into urban open space that later became the area of Surabaya city zoo. In the context of the city, the area functions as the green heart of the city and a source of recreation. This function is also a suitable reason for conservation, because the heritage area can be conserved without losing its previous function.

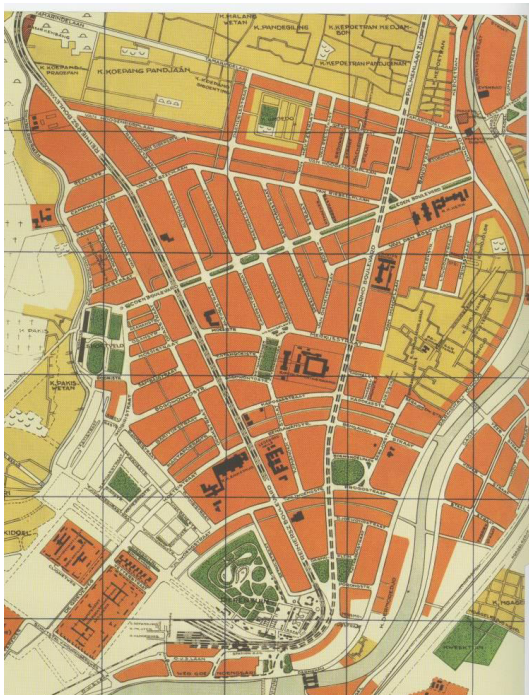


Figure 2.7 Darmo area in 1940 **Figure 2.8** Diponegoro Street in 1950

Source: Surabaya Townscape - KTOMM 'Bronbeek' (2004)

In 2005, the Surabaya government designated a list of heritage buildings and sites. The Darmo area was included, due to its significance as an example of a planned residential

³⁹Jessup, H. (1985). The plan of the Darmo area was shown in an article in 1921 in a Netherlands bulletin.

⁴⁰Dick, H. (2002), Urban Development and Land Rights, in *The Indonesian Town Revisited* by Nas, P.J.M. Singapore: Institute of Southeast Asian Studies.

area. The whole site consists of 24 streets. The definition of ‘designed residential area’ in this context is based on a grid pattern that rarely compares to other surrounding settlements with tendencies toward organic or linear patterns. The old houses have rare criteria in the shape of the roof, door, window and other ventilation systems. In the 1950s, Surabaya’s Chinese elite migrated from the north part of Surabaya to this new southern part. They bought these new houses as a reflection of their lifestyle during that time, when the current houses in north Surabaya were used as storage. Nowadays, several buildings change from a residential function to a mixed-use function.

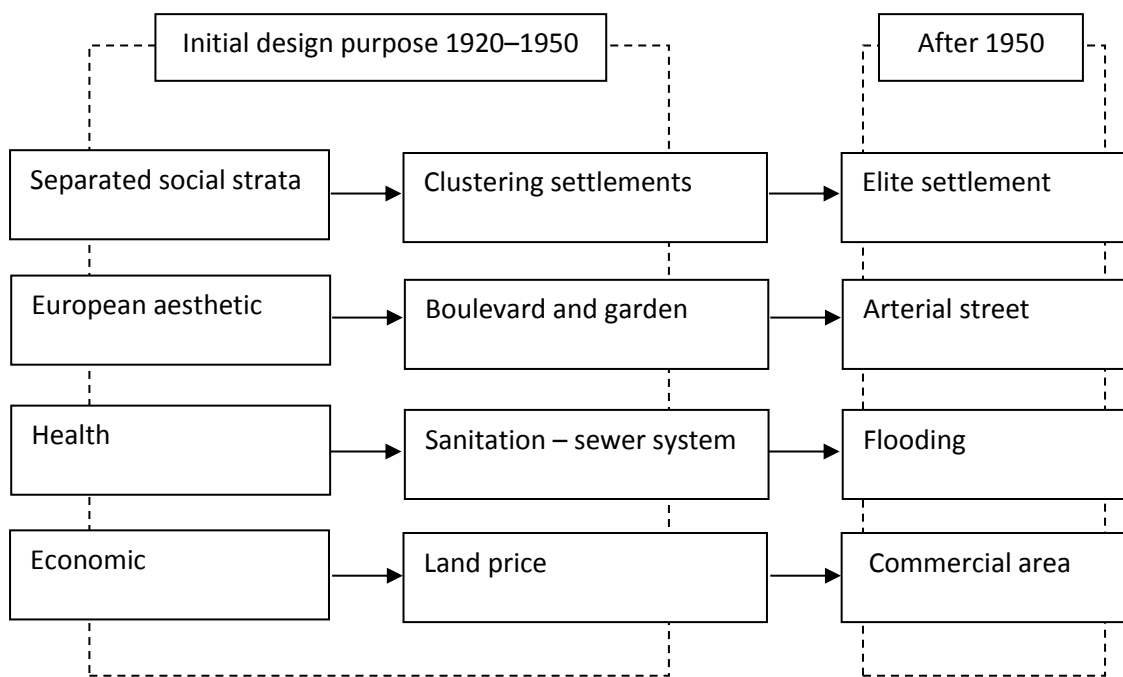


Figure 2.9 Transformation process in Darmo area
Source: Author (2013)

Currently, Darmo functions as an entry corridor to Surabaya city, with Diponegoro Street on the west side and Darmo Street on the east side.

2.7 SOCIO-CULTURAL VALUES AND THE INFLUENCE OF CLIMATE ON HERITAGE PERSPECTIVE

This section aims to show that the Asian Charter influences heritage regulations in Indonesia in a new way. By analysing the cultural perspective in the Asian Cultural Heritage Charter, this section examines the attributes of and factors for a sustainable conservation of residential areas. It also serves to illustrate the context of the heritage regulations in Surabaya.

2.7.1 Intangible aspects: Socio-cultural values and spirit

The intangible aspects, such as the socio-cultural values and spirit, represent a subtle aspect of conservation; as discussed earlier, those aspects also mostly count within the old area and can be activated for community-driven conservation. Since the old area may not sustain itself due to the rapid development and expansion of the city, therefore, another approach to conserving this area is to identify and promote the non-economic potential. This represents another motivation to conserve the area beside economic reasons. On this line of argument, the term *intangible* is used to refer to non-built qualities. The intangible aspects are values, spirit, emotional impact and historical associations, which are all significant for the conservation of built heritage. In the context of the residential areas, the appearance of the built environment reflects the values of its inhabitants. Aldo Rossi (1982) mentioned that a city records the biography of its inhabitants.⁴¹ In Asian culture, where people respect the value of ancestors highly, this may apply to cases of historic family houses that are not sold, even if they are not in use anymore. A family house is seen as a symbol of family status;⁴² it has a function for cultural and family gatherings.

The second intangible aspect is spirit. This unique quality makes cities different from one another. As discussed earlier, a city can also be seen as an accumulation of spirit from the inhabitants living in the place (Rossi, 1982; Hague and Jenkins, 2005). This aspect of the openness of the inhabitants is influential; for example, instead of people being one-time visitors to a place, as tourists or business people, they may consider revisiting the city. This genuine aspect of the city is generated by the inhabitants. In the case of Surabaya city, it has a characteristic that differs from other cities in Indonesia; according to Robbie Peters it is called the *Arek* spirit.⁴³ This term can be translated as bravery, independence and honesty. Geertz's research gives an interpretation of the Javanese peoples with several identifications of their manner (Peters, 2013). The Surabaya people, located in the east of Java, have specific characteristics. They tend to be open-minded, and communicate literally what they want compared with the people from mid-Java. In accordance with the context of residential heritage conservation, this spirit is open to participation in the city development process. In recent times, Surabaya city was adjudged one of the best cities in Indonesia. Several scholars draw a relation between this achievement and the spirit of its people.

The third aspect, emotional impact, within the heritage conservation perspective is a powerful tool to generate inhabitants' engagement in built heritage conservation. Building in the heritage area is not profitable from an economic perspective, since maintaining the

⁴¹Rossi, A. (1982), *The Architecture of The City*. USA: MIT Press: 'one can say that the city itself is the collective memory of its people, and like the memory it is associated with objects and places. The city is the locus of the collective memory.'

⁴²Rapoport, A. (1969, pp. 46-47) *House Form and Culture* (Foundations of Cultural Geography Series).

⁴³Peters, R. (2013), *Surabaya, 1945–2010: Neighbourhood, State and Economy in Indonesia's City of Struggle*. Singapore: NUS Press.

utility and old material in the roof system, windows and ventilation system bears a high overall cost. The emotional impact is tied to an inhabitant's attachment to the area, a feeling of ownership. This attachment is also shared with other Surabaya citizens; they have a strong attachment to the city. The last aspect of the non-built qualities is historical association. Heritage areas tend to be associated with historical momentum; this connects the aim of conservation easily with the inhabitants' associations. This approach tends to trigger inhabitants' memories, as mentioned by many scholars in urban studies such as Maurice Halbwachs, Patrick Geddes and Aldo Rossi.⁴⁴

2.7.2 Culture: Climate adaptive planning

The qualities to be preserved in the conservation area consist of the historic character of the urban area. This includes all materials and spiritual elements that express this character, and the urban patterns that demonstrate the relationship between the buildings and green or urban open spaces; in addition, the formal appearance, interior and exterior of buildings as defined by scale, size, construction, materials, colour and decoration. Furthermore, it also includes the various functions that the city and urban area have acquired over time.

The connection between built heritage, climate and value is analysed in the next section. The climate influences the shape of built heritage objects, which then affects their value.⁴⁵ In this case, Indonesian society and culture is agrarian; people's living concept is influenced by these origins. From an architectural perspective, the orientation of the houses is north to south, to reduce direct sunlight penetration. During their daily activities, people are exposed to the sun for prolonged periods of time, working all day and arriving home after sunset. This adds up to approximately 12 hours a day over the whole year, and these activities only change during the transition from the dry to the rainy season. With many cultural festivals due to various events in life, people in the society are frequently communicating with each other. They have a strong bond within their society, exemplified by communal actions such as collecting money and donating when there is a marriage ceremony, funeral or other religious occasion. People have a strong sense of community; therefore, this is a beneficial value with which to engage inhabitants in heritage conservation. Many scholars assume that Maclaine Pont fully understood the context and the custom of local buildings that have a specific orientation toward the sun, mountains and sea. The researchers in sharing built heritage mostly capture the compatibility of design and city planning in the colonial era. These scholars, such as Helen Jessup⁴⁶ (1995) and Pauline K.M. van Rossmalen⁴⁷ (2005,

⁴⁴Hebbert, M. (2005), The Street as Locus of Collective Memory, *Journal of Environment and Planning*, 23, pp. 581–596. <http://www.envplan.com/epd/fulltext/d23/d55j.pdf> (accessed 13 Feb 2013).

⁴⁵Wiryoartono, B. (2014), *Perspectives on Traditional Settlements and Communities: Home form and culture in Indonesia*. Springer. DOI: 10.1007/978-981-4585-05-7

⁴⁶Aside from her journal in 1995 – Dutch architectural visions of the Indonesian tradition, her PhD thesis in 1988, *Netherlands Architecture in Indonesia 1900–1942*, is highly referred to by scholars within the theme of shared cultural heritage in Indonesia.

2008), tend to focus only on exploring an outstanding adaptive climate design and, additionally, a design inventory within the structural element of the roof. Later, this design was used as a symbol of success of the Dutch colonial architectural design and town planning in the colonial era.

In accordance with Donovan Rypkema's (2008)⁴⁸ statement that conservation is also a way of adapting to climate change because this is a process of *adaptive reuse* of the old building, the old buildings in Darmo also have potential for adaptive reuse. Even though this fact is relevant, climate adaptation is not the main focus of this dissertation. The explanation in this section portrays the competitive advantage of the heritage buildings; hence, this fact shows that there are further possibilities of benefits of the Darmo area. The consideration to reduce glazing, and the orientation to the sun, in some part also honouring the axis of northern and southern orientation, follows the concept of traditional Javanese houses.⁴⁹ This shows that the Darmo area also serves as a climate buffer for the city. This improves the microclimate of the city, by lowering the temperature due to its shady environment and hindering the flow of wind. Along with the ideas of conservation planning and climate adaptation, application to the advantages of conservation became a necessity for the city (Pendlebury, Hamza and Sharr, 2014, pp. 43, 46). Pendlebury et al.'s research highlights that conservation not only deals with the classic issues of architectural values such as authenticity, but moves quickly to *reducing carbon consumption*. It has been found that historic environments consume less energy. The challenge of future conservation planning is to move this agenda forward along with other urban policy objectives.⁵⁰ The model of planning green space improves the microclimate and the quality of life for its inhabitants (Hebbert and Mackillop, 2013). This research shows that German city planning puts emphasis on *air supply* and *wind pattern*, which inspired British planners as a solution of the health crisis after the post-war era. Ideas about urban planning travel and are transferred.⁵¹ Their research shows that even though the research was placed in a different context – and focused on climate in Frankfurt am Main in Germany – it can be stated that it has relevance to this study. Further discussion on common phenomena in conservation planning is explained in the next chapters.

⁴⁷ Her dissertation in 2008, *Ontwerpen aan de stad Stedenbouw in Nederlands-Indië en Indonesië (1905–1950)*, and an earlier publication in 2005: 'Positioning Colonial Built Heritage: The Dutch East Indies, a Case-Study' (http://www.pkmvr.nl/documents/Pabois_Toulier_2006_Positioning_Colonial_Built_Heritage.pdf).

⁴⁸ Rypkema, D. (2008), *Preservation as sustainable development*, (<http://www.nj.gov/dep/hpo/4sustain/Conference2008/Rypkema.pdf>); (2004), *The Economics of Historic Preservation: A Community Leader's Guide*.

⁴⁹ Earlier research on colonial buildings shows that there has been an absorption of traditional-cultural knowledge by the Dutch architects.

⁵⁰ Pendlebury, J., Hamza, N. and Sharr, A. (2014), *Conservation values, conservation-planning and climate change*, *disP – The Planning Review*. DOI: 10.1080/02513625.2014.979042

⁵¹ Hebbert, M. and Mackillop, F. (2013) *Urban Climatology Applied to Urban Planning: A Postwar Knowledge Circulation Failure*, *International Journal of Urban and Regional Research*. DOI: 10.1111/1468-2427.12046

CHAPTER 3. RESEARCH METHOD

After gaining the basic concepts of people's awareness of the heritage area from the previous chapter, resulting in the criteria and its indicators for assessment, the next step is to explain the research method. The methodological design consists of two steps: the first step is to examine the awareness of the inhabitants, including the contributing factors, of the conservation process. The approach is described in the following sub-chapters: i) the research question and analysis overview, ii) the research context, iii) a case-study approach and mixed method, iv) approach to data analysis and v) data collection. The second step is to conduct in-depth interviews with the Surabaya heritage team and Indonesian scholars in order to enhance the formulation of goals in managing the urban heritage area.

3.1 RESEARCH QUESTIONS AND ANALYSIS OVERVIEW

The main research question is to understand inhabitants' awareness of heritage areas in order to support conservation programmes announced by the local authority. Their needs, challenges and opinions on heritage, within the struggle of the city's growth, may direct and indirectly influence their responses. The disciplines involved in this subject have recently been growing within the discourse of built heritage conservation. As such, the developed theories and research in residential heritage areas will be explained in the dissertation.

Due to the dissertation's focus – the inhabitants of the heritage area – the selected literature in this dissertation comes from related disciplines: 1) urban planning to study community participation; 2) environmental psychology to find indicators for people's response to their place; and 3) conservation of built heritage as a basic concept of this research. From urban planning, this research adopted the mechanism of engaging people: an integration policy that directly includes people as an active part of the regulations. This includes the tendency to draw on citizen resources for the success of the heritage program. From environmental psychology, this research draws on indicators that motivate people; those factors derived linking people's attachment to the heritage area. Conservation of built heritage is the discipline to which this dissertation will contribute. Urban planning and environmental psychology references established the research. The topic of community participation started long ago in the 1970s and research on people and their place has been extensively developed in built environment research.

The innovation in this dissertation is the multidisciplinary approach to establish the research framework.¹ The goal of this approach is to understand the inhabitants' perception: how they value their home at a micro-scale, and how they value their area on the micro level. The rationale behind this motivation can be a trigger for the preservation of an urban heritage area. The selection of the case study was decided upon due to its specific context as a heritage area in an Indonesian city. Therefore, this research contributes to the few urban heritage studies in Indonesian cities.

In this research, inhabitants are considered as important subjects in order to study how heritage objects are conserved. The methodology of the case study has proven its worth in the field of applied sciences, including urban planning and public policy.² This approach can be used to research a smaller unit of the city, on a neighbourhood scale, to investigate how and why the behaviours of the inhabitants are alike. Later, this approach is used for an in-depth research on inhabitants' participation in a heritage area.

3.2 RESEARCH CONTEXT

The challenge of this research is to contextualise the different concepts in the case study in Surabaya city. The research tries to contribute to the growing urban heritage theory. In order to do so, the dissertation uses a case-study approach, as Robert K. Yin (1994) suggested that this approach is useful for the extraction of a valuable concept from the case. While most research in conservation is based on Western theories which were designed to fit with its context problem,³ this dissertation explains the urban heritage approach in South-East Asia to address this issue. This approach is grounded in culture, and the current debate by ICOMOS shows the trend in conservation that is moving concepts from the West to the East by discussing the Nara charter and Venice charter. The discussion tries to find similarities between them, and common values in the urban heritage approach. In the end, the panel commented that the two charters could be seen as comparable.⁴ The broad basic philosophy and concepts in Asian charters – the Hoi Ann protocols and Chinese protocols – all advocate for the integration of Asian – Eastern – values into the heritage approach. At the same time, it is difficult to translate this integrative approach into practical solutions. Most heritage charters are far from the reality of heritage conservation in action,⁵

¹Cassinary, D. and Molaert, F. (2015, p. 416) *Interdisciplinary research originally used to describe research which interactively used methodologies from several established disciplines with a transfer of methodology and methods between them*. The Routledge handbook of planning research methods.

²Yin, Robert K. (1994, pp. xiii-preface and 3,5) *Case Study Research: Design and methods*, 2nd edn, Volume 5. Sage Publications.

³By the chronologies the built heritage conservation disciplines started in Western Conception (Worthing and Bond, 2007)

⁴ICOMOS Conference November 2014, Nara charter revisited, the discussion was attended by scholars in the heritage value disciplines. ICOMOS was the institution that facilitated to produce Venice Charter.

⁵Rojas, E. (2007), The conservation and development of the urban heritage: a task for all social actors. *City & Time*, 3(1), p. 4. [online] URL: <http://www.ct.ceci-br.org>

and also from an approach to an urban heritage conservation programme. The shifting functions within a heritage area due to rapidly growing economies have not yet been considered. Hence, to address the complexities, the research question in this dissertation is based on this fact, to produce a set of research questions that find a balance between theory in planning and what happens on the field.

In line with the '*whose heritage*' discourse, the debates in which people are the actors in the built heritage conservation become the basis of my research. Due to these different interests of focus in built heritage conservation, this also results in a slightly different conservation approach; hence, the dissertation tries to put together those concerns to understand the complex problem of conservation in the urban heritage area. As already discussed in the previous chapter, the Darmo area is one of the five planned residential areas in Surabaya built in the colonial era. The area was selected because of its value – its significance during the Indonesian fight for independence – even though the buildings of other residential areas seem to have the same qualities. Furthermore, the case study may open up an approach to apply to other cases with similar settings.⁶

3.3 CASE-STUDY APPROACH AND MIXED METHOD

This research focuses on a single case study, because it is sufficient to represent the critical case in order to be contextualised toward other cases and assess multiple theories.⁷ The Darmo heritage area was selected as the case study to verify and to contribute to urban heritage theory. In addition, Yin (1994) mentions that there is a single case that meets all of the conditions to prove the claims for a theory. The second reason for selecting a single case is the fact that this example represents a unique case. Darmo is a unique case among heritage areas in Indonesian cities. So, there can be one example of investigating the concept of place attachment and participation in conservation, which is relatively new in this discourse. This case study may then be used to test those theories' alternative set of explanations, which might be more relevant due to the context of their location. Furthermore, according to Yin (1994), *the theory has specified a clear set of propositions as well as the circumstances within which the propositions are believed to be true*. Patsy Healey (2015) mentions that urban research is not an experimental research;⁸ the object of observation in the city as a unit is not rigid, because what happens in the city is an interrelated process. She states that a qualitative approach is also useful for research on

⁶Evans, D. et al. (2014), Study or case study. In *How to Write a Better Thesis*, p. 87. Springer International Switzerland.

⁷Yin, R.K. (1994), *Case Study Research: Design and methods*, 2nd edn, Sage Publications. *The case study has an ability to deal with a full variety of evidence, document, artifacts, interview and observation. Case studies are generalizable to theoretical propositions and not to population or universes.*

⁸Silva, E.A. et al. (2015), *The Routledge Handbook of Planning Research Methods*. Routledge.

participation.⁹ This research, which has adopted procedures in environmental psychology research that tend to be quantitative, used mixed methods as part of its process. Despite using an environmental psychology research approach, which tends to be quantitative,¹⁰ this research employs a qualitative approach to handle the complexity of urban research. As suggested by Creswell, *mixed methods*¹¹ combine the approach to *strengthen* the study rather than the solely quantitative or qualitative (du Toit, 2015, p. 66). A Likert scale is used to capture inhabitants' response to and opinions about the heritage area and then for the attitude questions, so inhabitants could easily express their opinions. The Likert scale usually starts at the high point of 5, going from strongly agree, agree, neutral, disagree to strongly disagree at the end, but in this research, the scale was modified by starting with strongly agree, agree, disagree and strongly disagree and moving the neutral option or no opinion to the end, in order to make sure that respondents did not feel forced to answer the questions. The questionnaires were used as semi-structured interviews, whereby open-ended questions were fielded so that respondents could write their opinions. This is advantageous for deeper analysis, which considers qualitative perspectives. For the detailed questionnaires used in the research, refer to Appendix E.

3.4 APPROACH TO DATA ANALYSIS

The analysis of the interview with the residents is based on the research work of Marco Lalli (1992)¹² and Katriina Soini, Hanne Vaarala and Eija Puota (2012).¹³ Their work focuses on people's perceptions in urban and urban-rural areas. Both papers introduce indicators for the responses of the inhabitants of their area. Soini et al. (2012) work with small elements and details, which show that the inhabitants identify themselves with their surroundings. Their work serves as indicators for place attachment in behavioural environmental research. Lalli's work focuses on people attachment and the identity of some cities. The paper examines citizens' bonding to a place in relation with its urban identity. However, the scale of his work, which is at city scale, is different to my research; hence, only the relevant components are chosen due to the cultural context of this dissertation. This research assumes that participation is successful because of the inhabitants' bonding to neighbourhood and place, even though there is a possibility of significant change between

⁹Silverman, R.M. (2015), Working with qualitative tradition: Analysing qualitative data. In *The Routledge Handbook of Planning Research Methods*, pp. 140–155. Routledge.

¹⁰du Toit, J. (2015), *The Routledge Handbook of Planning Research Methods*. Routledge, pp. 64–65. 'Early environment-behavior studies tend to use quantitative design; Socio-spatial analyses, urban-history studies and more recent behaviour-studies prefer qualitative design'.

¹¹Creswell, J.W. (1994, p.81), *Research Design Qualitative and Quantitative Approaches*. Sage Publications.

¹²Lalli, M. (1992, p. 294), Urban-related identity: Theory, measurement and empirical findings. *Journal of Environmental Psychology*, 12, pp. 285–303.

¹³Soini, K., Vaarala, H. and Pouta, E. (2012), Residents' sense of place and landscape perceptions at the rural-urban interface. *Landscape and Urban Planning* 104, pp. 124–134. DOI:10.1016/j.landurbplan.2011.10.002

the people and the place because of the cultural changes through the years, and also the urban transformation of the place.

In order to examine the inhabitants' levels of participation, this research adapted criteria from other case studies¹⁴ that used people's engagement as a strategy in the conservation of urban heritage. By recognising the selected indicators for my research, which are intertwined with a sense of place, historic environment and participation, the dissertation also follows the growing research in urban heritage conservation.¹⁵ The components are architectural value, place value and social value criteria, which can be basic motivations for conserving the area. These components are drawn from scholars on built heritage; in particular, on the theme of *housing as heritage*. Firstly, *architectural values: aesthetic and rarity* aspects are based on Alois Riegl (Jokilehto, 1999) and Peter Malpass.¹⁶ Secondly, *value of place and sentimental attachment* are derived from Malpass (2009). Lastly, the *utility* aspect, including asset worth, was drawn from John Turner (Malpass, 2009, p. 202) and Malpass (2009, p. 213).¹⁷ Recently, considerations of the utility values and people-related values have been receiving more attention from the authorities.¹⁸

Aside from those internal aspects of residents' society in conservation areas, described in the theoretical framework in the previous chapter, the problem of urban heritage conservation is also caused by external aspects that cannot be controlled; for example, the land market, economic pressure and government policy. The case-study approach is used to capture the complexities of these sources, references and concepts in the research; the goal is to explain the phenomenon in the city, then to contextualise the problem and to obtain further insight into the case study and its specifics. This process is also used to iterate the findings. The term *awareness* refers to the response of people in heritage studies, which also implies the earlier step of engagement in built heritage conservation.

This research investigates the aspect of awareness of *built heritage* objects by interviewing the inhabitants to explore their points of view on historical significance and architectural distinction as a justified reason for their protection. Because of those concerns, inhabitants' views on the area were a particular concern for the management of the heritage area. To

¹⁴As already discussed in Chapter 2, indicator for conserving heritage area and people participation: Amphawa community, Thailand (Peerapun 2012), Rosetta city conservation (Elsorady, 2011), North-East England residential area (Townshend and Pendlebury, 1999) and Queen Pier Heritage, Hong Kong (Yung and Chan, 2011).

¹⁵Graham, H., Mason, R. and Newman, A. (2009), *Literature Review on Historic Environment, Sense of Place and Social Capital*. Available at: https://eprints.soton.ac.uk/182155/1/Historic_Environment%252C_Sense_of_Place_and_Social_Capital_Lit_Review.pdf

¹⁶Malpass, P. (2009), 'Whose Housing Heritage?' In the third chapter entitled 'The Heritage of Housing' in Gibson, L. and Pendlebury, J., *Valuing Historic Environments*. Farnham u.a.

¹⁷For further details on this grouping theme see Appendix C: Theoretical Framework for the Questionnaires.

¹⁸Pendlebury (2015) mentioned 'now even one chapter written on Conservation Planning is really needed to be inserted in the book *Town and Planning Research in the UK* because of concerns raised about people's value by the authorities' in the chapter on 'Conservation Planning' in the book *Town and Planning Research in the UK*.

gather their opinions, this research uses descriptive statistics to show the opinion trends. It is not the aim to measure opinions, but to find an aggregated opinion. In addition, assessing the heritage regulations is used as a part of building a strategy to manage an urban heritage area.

3.5 DATA COLLECTION

This dissertation research used the listed buildings as a framework for sampling. There are 600 building objects in 24 streets in the Darmo area, and in order to obtain a better understanding of the significant issues in the area, strata sampling was used. For the details of the sampling, please see Appendix C. Because this research was focused on a residential area, a major problem was getting in contact with the owners of the buildings; this can also be seen in some careful expressions and refutations in the answers to the questions, particularly when it came to the heritage policy. The field research was facilitated by the help of the stakeholders of the area; for example, one of the oldest inhabitants, after a successful interview, provided contact details of another owner for additional interviews. There is an internal trust between the inhabitants. Such a social system may be only generated by an established community.¹⁹ Their internal communication was very helpful for my research: once they experienced the credibility of the ongoing research project, one respondent did the favour of making a phone call to another house and facilitating access to the next respondent. There was a chain of trust among the people and community within residential Darmo; finding a respondent in one street was key to finding other participants in the same street. The contact might not always have been a direct relative or family member, but might have been a close friend instead. This shows a duality: the residents are becoming more private by their careful selection of visitors, but at the same time they still maintain the traditional culture of Indonesia, which tends to be open and very welcoming to strangers. The Darmo residential area is influenced by this fatherly behaviour. Snowball sampling is a way to facilitate this process. In addition, since the Darmo area still has the character and function of a residential neighbourhood, observation is an approved research method to learn more about the case.

The next step is to introduce the objectives of this research. The interviews with the residents in Darmo explain the difficulties of announcing the listing programme. In Chapter 4, the research focuses on inhabitants' opinions of the conservation policy. A discussion of this process communicating the heritage programme will be more comprehensive.

By observing this process, it is found that some inhabitants have relatives in the same street. Some of them have managed to buy some buildings from other owners, so they tend to live

¹⁹Further explanation of the character of the Darmo area community can be found in Chapter 6.

close to each other. This pattern is interesting since, in recent times, it is more common for family members to move away from each other, to another city, in search for better jobs and opportunities. There is further discussion on socio-cultural influences on this phenomenon in Chapter 6 on residents' values as a motivation to conserve the heritage area.

The respondents were distributed over 24 streets, which were also selected to represent each street in the Darmo area.²⁰ At the beginning of each interview session, the respondent received an explanation of the research aims and the academic purpose of the dissertation. Even though this seems like a common procedure when conducting research, this step played an important role to assure the participants that the collected information would not be used for other purposes. Some of the questions in the questionnaire relate directly to their attitude to government policy. During the fieldwork, a worry about the possible mishandling of this research data was clearly expressed by the participants, particularly the private house owners. This might have had an impact on other issues, such as the owners' worries about investors purchasing their houses with the sole aim of land possession.

At the end of the fieldwork, 64 sets of responses were collected.²¹ Because of the research objectives, most of the respondents are private owners of listed buildings – for households, male and female respondents are not selected separately, because their responsibility for the house is equal – and for commercial buildings, a representative, most often the manager of the building, gave their comments. Samples were selected in each street in Darmo. In most cases, these samplings included both residential and commercial buildings. For streets with a greater number of listed buildings, there were more samples collected compared with smaller streets.

The gathering of secondary data was carried out with the help of the Municipality Department of the Planning Board (*BAPPEKO Surabaya*). This institution has a primary duty to manage general spatial planning. It has initiated and planned heritage conservation since 2002 and is also responsible for the preparation of plans for the Darmo heritage area.²² Recently, the city plan was also made available to the public, which means that the public may discover which areas are intended to be preserved. This provides an example of a transparent governance process.

3.6 INTERVIEW OF SURABAYA HERITAGE TEAM AND INDONESIAN HERITAGE EXPERTS

In order to answer the goals of the research in managing the heritage area, and also to strengthen the research findings, interviews with scholars in Indonesia and the city heritage

²⁰Details of the framework sampling can be found in Appendix D: Framework Sampling for Questionnaires.

²¹A snowball sampling purpose was a useful tool to gather data in the case where a respondent might not be chosen in the same sample due to the uniqueness of the case (Yin, Strauss, Creswell, 1994).

²²BAPPEKO (Badan Perencanaan Kota Surabaya), <http://bappeko.surabaya.go.id/>

team were conducted (for details, please refer to Appendix G: List of Interviews). There was also an opportunity to attend one of Surabaya's Cultural Heritage Team meetings where experts gave advice on the process of obtaining a formal permit for a heritage building.²³ Observing this process revealed the internal practices within the heritage conservation procedure. The entire process includes more than one department that handles the procedure. Expert interviews with urban planners in Indonesia also increased understanding of the urban heritage conservation process. Furthermore, the interviews offered an insight into basic problems of urban heritage conservation, and into legal, formal and practical considerations and the context of rapid urban development. This is important in order to analyse the policy as well as the practice.

The expert interviews were held to examine the management of a heritage area that, ideally, does not rely solely on government financing. It should be more innovative. A common method in the conservation of heritage buildings is their transformation into commercial buildings, but in the case of residential heritage, this cannot be the best method. Ideally, in the long term, benefits within the fiscal system and other advantages of living within the heritage area need to be developed. For inhabitants, a scheme of support in terms of taxation of households and other financial grants would be helpful. For the commercial owners, benefits for developing their businesses in the heritage area may be obtained, for example, by transfer of development rights.

Furthermore, a process of gathering opinions from the inhabitants is essential, because the social capital of the inhabitants may generate participation. Inhabitants may have an interest in participating in the urban heritage conservation programme as long they feel emotionally engaged in activities that have personal relevance to them; in this case, attachment both to the old buildings and to the Darmo area. In other words, it is impossible to ask people to join or to engage in conservation activities if the objects have nothing to do with the people.²⁴ The emotional bond is a basic motivation for people to engage in heritage conservation. Fundamentally, the dissertation aims to find solutions based on people's motivation. In this research, by using questionnaires as an instrument to assess the engagement with the heritage objects, the point is not just about liking or disliking the old buildings, but to find people's aggregated opinion. Individual interest is an important factor and can be a strong motivation to participate in the conservation programme. This thesis is based on the assumption that people are willing to participate in the heritage programme if they are attached to the place. Yet, this factor has previously been sidelined by urban planners who view citizen participation as time-consuming.²⁵

²³Interview of heritage experts in Indonesia and Cultural Heritage Team (*Dinas Cagar Budaya*) Surabaya in 2015.

²⁴A neuroscience researcher explained that the emotional bonds triggered a factor for people to engage in an activity (Immordino-Yang, 2015).

²⁵Further discussion on inhabitants' involvement in managing the heritage area can be found in Chapter 5.

CHAPTER 4. INHABITANTS' ATTITUDE TOWARD CONSERVATION POLICY

As mentioned in the previous chapter, conservation objectives need to be accepted and understood by the people who live in the heritage area, because the problems within urban heritage areas are directly related to the inhabitants and can only be solved with their participation. This chapter aims to understand inhabitants' attitude toward conservation policy: a focus on people's opinions of the aims, objectives and benefits of the conservation heritage area in Surabaya.

Definition and key issues in urban heritage conservation policy

The conservation policy (explained in detail in Appendix A) gives guidance for managing a heritage area, with an implication for laws and enforcement, including the policy for community engagement. In the Indonesian context, urban conservation policy is mostly understood by the people as a guideline rather than a law that needs to be followed. With the growing interest of the authorities in preserving built heritage, there have been several attempts to do so starting with the announcement of the heritage regulations in the year 2003.¹

The following section explains some of the key problems. The cultural heritage can also be considered as a new constraint of city policy. The first problem is management. The second is the adaptation of the conservation area to current needs, and the third is the transformation of activities within the city in general. Along with the growth of the city from 750,000 inhabitants in 1950 to around three million in 2010, there are spatial changes, urban growth and economic changes. The problem of preserving a residential heritage area that is located in the city centre is challenging. In this case study, the Darmo area faces problems such as high land taxation, building maintenance problems and changing functions due to economic pressure. Regulations to conserve the area have already been launched, but the phenomenon of changing the old buildings into the modern style still continues. This chapter describes the recent heritage preservation process in the Darmo area in Surabaya. The preservation of an area has no priority in comparison to the protection of a single listed heritage building that gains more support from Surabaya municipality, even though both citizens and government perceive the Darmo area as a very important part of the city. Therefore, research to explore inhabitants' awareness becomes important (Hague and Jenkins, 2005; Larkham, 2005; Townshend and Pendlebury, 1999; Rodwell, 2007).

¹Currently, Indonesia is in an era of good governance.

There is a raised level of tension in the area, as the Darmo heritage area is considered to be owned by the government as well as Surabaya citizens. For a long time, the area was seen as a place of collective memory and nostalgia. The collective memory of Darmo held by Surabaya citizens will be further explained in Chapter 6. In current times, it functions as an oasis in the middle of the dense and busy city centre. The area not only functions as an ecological oxygen source, but also as an urban setting at eye level. It forms a break for daily commuters on their long journey across the city. The citizens of Surabaya experience a glaring sun and high levels of humidity on a daily basis; however, they can find ease from the sun in the Darmo area. In Surabaya, a long traffic jam can sometimes take up to 30 minutes to pass, while it normally only takes about ten minutes from Majyend Sungkono Street in the western part of Surabaya to access the eastern part.² Here, the conflict of heritage as public good versus private ownership arises, because conserving the Darmo area is not only worth it for its inhabitants, but also for the citizens in general.

For this reason, the Darmo area is a heritage area that is important for the identity of both its inhabitants and all citizens in Surabaya. So, Darmo's heritage is meaningful for many people in Surabaya. It is also known that whenever people pass the streets of Darmo from Juanda airport, they get the feeling of having arrived in Surabaya already, as Darmo is close to the airport. This shows that Darmo not only functions as a landmark of the city but, I argue, that the area also plays a part in the daily lives of local citizens. In other cities with residential heritage built in the same period, there may not be the same advantage and close association as collective heritage as Darmo to Surabaya. For example, Menteng heritage area in Jakarta may not be regarded as the collective memory of the city because of its image as the upper-middle-class area of Jakarta. The same also occurs in Malang and Bandung; the residential area is seen as an amenity of the city, but may not have a strong connection to its people.

4.1 THE HERITAGE CHARTER, REGULATIONS AND POLICY

For Surabaya citizens, Darmo area is perceived as an old residential area that has specific characteristics that cannot be found in the newly built parts of the city. To preserve a heritage area, it is important not only to keep its architectural appearance, natural environment, social factors, historical character, general environmental quality and morphology intact, but also be adaptive (Townshend and Pendlebury, 1999 cited in Pendlebury, 2009, p. 139). The abandoned buildings in the area are a motivation for the Surabaya municipality to conserve the old buildings.

²As a centre of business activity, the cluster of housing in Surabaya was not restricted to the city centre but also spread to the periphery of the city. A concept of 'house' for Indonesians, particularly for the commuter in Surabaya, was landed housing, since affordable housing paid by instalments mostly occurs on the outskirts of the city, with the traffic crossing from the northern to southern part of Surabaya.

4.1.1 National regulation

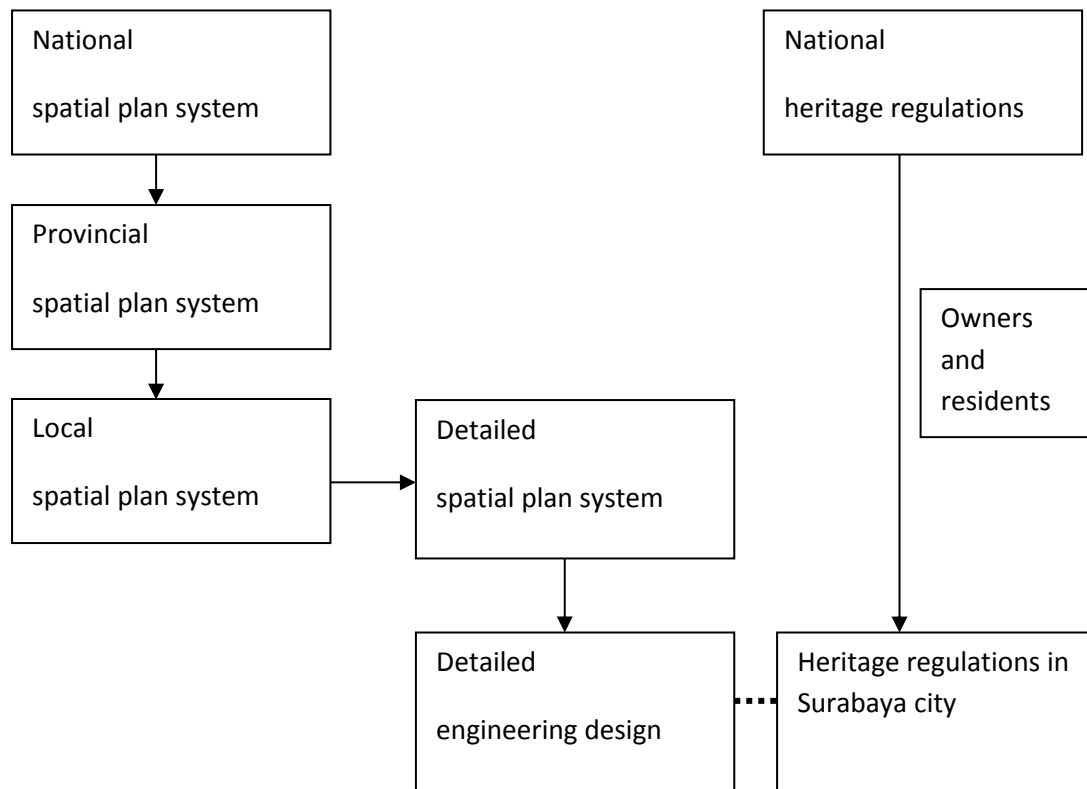
This section depicts the procedure of Indonesian regulations regarding the built environment. The Indonesian scheme of regulation refers to the national system, implying the whole country's spatial planning system. It defines major goals at national level such as harbour locations, special economic zones and interprovincial infrastructure, to name but a few. Later, the regulations reached into local government, now called local autonomy regulation. The scheme in Figure 4.1 below shows the hierarchy of building and spatial planning regulations. The highest level is represented by the building regulations (*Undang-Undang Bangunan Gedung/UUBG*) and National Spatial Planning (*Rencana Tata Ruang Nasional/RTRN*) from the year 2009. These two laws share basic rules from which the heritage regulations are derived. The spatial regulations do not always work harmoniously with conservation planning in the city. This may lead to an unsuccessful heritage conservation programme. As a starting point to understand the heritage regulations, the scheme below describes Indonesian spatial plans and building regulations. Indonesian regulations for the built environment refer to the national system; the hierarchy is as follows: 1) General Spatial Plan (RTRW), 2) Detailed Spatial Plan (RDTR), and 3) Detailed Engineering Design (RTRK). The regulations for heritage do not yet work smoothly with the spatial planning regulations or vice versa. This happens for several reasons: the first is the *sectoral ego*³ between the institutions; the second reason lies in implementation, which is a technical reason; the last reason is caused by the different interests of the authorities⁴ in giving permission to change or demolish buildings. This is where the problem starts. The gap between the systems implies difficulty in conserving the heritage area. When a building changes its function and/or its architectural style, it needs a permit. However, there are still some gaps in regulation that result when the permit is granted, leading to the loss of urban heritage objects.

The heritage area has already become a concern within the national heritage system. Indonesia has had national cultural heritage regulations since 1992. The heritage area regulations started with Republic of Indonesia Law No. 11 in 2010 on Heritage. This states that the government must take communities into account in the planning and development process. This fact shows an increasing interest of the government to integrate inhabitants as

³Some tasks or projects under one institution may overlap with other institutions, and then due to the budgeting allowance system of the government, the overlapping work needs to be finished by the first institution. In some cases, the institution may not consult with others when finishing the overlapping work or projects.

⁴There was a case of such overlapping in highway planning in 2006–2014 (the plan originated from the national authority) which became a concern not only to conservation heritage in Surabaya but also to the street system in the city; elevated streets with the clover-leaf system may be interfering with people's enjoyment of the façades of buildings in the Darmo area. See <http://www.surabaya.go.id/berita/3032-dirjen-tata-ruang--surabaya-kemungkinan-tidak-butuh-tol-tengah> and interviews with Dr. Ing. Ir. Bambang Soemardiono and Prof. Ir. Johan Silas (2015).

active participants in the development process. In the last five years, the inhabitants have been invited to social meetings, where the municipality explains the planning process to them. Some questions, comments and criticisms have been raised in these discussions, but the final decision is still in the hands of the government.



Legend:

————> arrow shows hierarchy in legal system

———— not always working in harmony

Owners and residents do not always benefit from the system.

Figure 4.1 From the national spatial plan system to heritage regulations in Surabaya city

Source: Author (2015)

There is no important implication regarding the announcement of the law. In developed countries, most heritage problems are located in communication between the institutions in charge. However, in developing countries such as Indonesia, common issues are in law enforcement and how to communicate the concept of heritage to the community.

Table 4.1 Urban heritage conservation issues in the city

Urban heritage issues in the city	Phenomena	Policy impact and treatment	Explanation
Land ownership	Not every heritage building in Darmo has a clear land status; the transition from colonial government to the current inhabitants resulted in several conflicting statuses. The land should be owned by the government according the law, but due to the unfinished agrarian reform, this is still unclear	No action on this issue in Surabaya; in Jakarta, to deal with this problem, the municipality is starting to document ownership certificates	This is actually the root problem of the Darmo residential area; the government is hesitant to help because donating money to private owners is not allowed by the financial regulation system
Environmental: infrastructure	Some parts of Darmo area need improvements to the infrastructure	Infrastructure funding goes to another area with more significant problems; heritage is not yet seen as a priority	This needs to be fulfilled by the municipality (as suggested in many references) but for a developing country this would not be easy as the budgeting system favours the infrastructure in the city
Policy: heritage	Some changes; conversion of old building into new one without consideration of heritage regulations	Law to be applied not only laid down a fine as punishment but also a prison term	Problem is rooted in the weakness of legal system; this may be the national legal system
Stakeholders	The attitudes of stakeholders also vary: 1. Those who follow the heritage regulations, according to the restrictions of the building permits 2. Those who believe that built heritage has no advantage	At policy level, the government sees that they mostly follow the guidelines given – keeping the building envelope	Due to their own preferences and purposes, there are some stakeholders who intentionally do not want to follow the heritage regulations in the Darmo area Adapting buildings for commercial use does not come without the cost of maintaining quality of life in the residential area

Source: Author (2015)

This section portrays the basis of the pattern of urban heritage in the city in the context of developing countries; the conflict of interest of some city stakeholders versus the market interest of occupying land for investment. Urban heritage, in the case of developing countries such as Indonesia, is still part of general urban upgrading and struggling with basic infrastructure provision. The ongoing trend of changing land ownership from private households in Darmo to developers reflects the process of land consolidation by big corporations in Surabaya.⁵

4.1.2 Heritage policy in Surabaya

The heritage charter needs to be explained, because the normative contents need further explanation to be implemented in the field. This explanation of the regulations and the charters in heritage will serve as background information in order to give a bigger picture of people's attitudes toward the heritage area. Basically, people's response can be seen as a reflection of the heritage regulations; their actions concerning their own heritage building are also influenced by their ability to follow these regulations. Based on that fact, this section aims to illustrate the Indonesian heritage charter, the context in which it was developed, and the question of how to turn this charter into an inspired set of heritage regulations in Surabaya. The charter is conceptual for ideal heritage conservation. When it comes to the implementation of the charter through heritage regulations, some difficulties arise. These range from institutional capacity, funding and execution. To conserve a heritage area in Surabaya, it is found that there is still a gap between the aim of the heritage regulations and their implementation. The Indonesian Heritage Trust (*Badan Pelestarian Pusaka Indonesia* (BPPI)) still plays an important role in the established concept of the heritage area.⁶ In order to conserve the whole area, it is not enough to give support to individual heritage buildings. An integrated approach covering the infrastructure of the area is required. The support system would have to evaluate the beneficiaries of the other stakeholders in their attempt to support conservation in the whole Darmo area.

A formal process to list heritage buildings was conducted by the Surabaya municipality in 2008. In 2002 and 2003, a preliminary research project on Darmo's potential as a heritage area was carried out in the main corridor streets, which are prone to the loss of heritage buildings (for details see Appendix A).⁷ The first attempt to list heritage buildings was the

⁵Dick, H.W. (2002), *Surabaya City of Work: A socio-economic history, 1900–2000*. Singapore: Singapore University Press NUS.

⁶BPPI website: <http://bppi-indonesianheritagetrust.org/>

⁷*Municipal Development Planning Board Plan on Conservation Cultural Heritage Objects in Surabaya city: Darmo residential area* (2002) was an initial attempt to establish the basic concept of the Darmo heritage area and provide a preliminary investigation report of the area. Following those regulations, the aims of the Municipal Development Planning Board Plan on Conservation Cultural Heritage Objects (2003) were, firstly, to make an inventory of and classify cultural heritage objects; secondly, to identify problems in conserving those objects; and thirdly, to create an incentive scheme and strategy to conserve those objects.

start of an inventory of such heritage objects, but even then, priority was given to individual heritage buildings, which were considered more important than residential heritage. The buildings' changes into modern ones can be seen as adaptability to the current activities of the inhabitants. This trend also shows that a building that is changed into a modern one tends to survive better compared with the traditional one. Conserving a heritage area is often seen as an unrealistic programme by scholars such as John Punter⁸ (Pendlebury and Strange, 2011, p. 380), because it does not fit into the rapid economic growth of the city. Escalating land prices force inhabitants to sell their old buildings. Then, the questions are: which conditions, what kind of scheme and which supporting regulations are relevant for Surabaya city? Hence, this chapter focuses on Darmo residents' attitude toward planning, and what their opinions and challenges about the area are.

In order to gain a positive image of the conservation process, a benefit for the inhabitants needs to be formulated. The value that is perceived by people is important because it is part of the sustainable management of the area.⁹ As it is located close to the city centre, the area is highly contested. The buildings in the arterial streets have changed their function from residential to commercial use. Other buildings which are located in smaller-scale streets remain as residential houses. The attitude of the people as owners and occupiers to conservation planning needs to receive more attention. There are changing activities that imply changing functions of the buildings. It has been found that several buildings follow the heritage regulations, but others do not. These phenomena are difficult to interpret. They raise the question of whether the inhabitants are aware that their building, as part of the Darmo area, is a heritage site and whether they understand the aim of urban heritage conservation. According to the author's records during the fieldwork in 2014, there are around 10% of the buildings of the 600 listed by Surabaya municipality that have deteriorated. This is in contrast to the fact that during the interviews, the inhabitants showed high appreciation of the designated area and perceived it as a positive impact. However, they are also worried about difficulty in selling their houses. The inhabitants also seem to face challenges in conserving their buildings. Moreover, they are asking for compensation from the government, and also questioning what kind of positive impact it will have for them.

The Darmo area maintains a uniqueness and an image of the historic environment of Indonesian independence. To protect this cultural heritage, in 2005 the Surabaya government announced the regulations of urban heritage conservation. The policy mentioned that the criteria for listing sites are based on age, authenticity, historical

⁸Punter, John (2010, pp. 369-370), in three cities of the UK, conservation planning deals with the rapid growing of high rise building. Planning and good design: indivisible or invisible? A century of design regulation in English town and country planning. *Town Planning Review*, 81(4). DOI:10.3828/tpr.2010.14

⁹A process of assessment of a place should follow this procedure: *Firstly, the identification and assessment of the overall and particular values embodied in and represented on the site. Secondly, an evaluation of what aspects and elements of the site contribute to the overall significance of the place* (Worthing and Bond, 2007).

significance, rarity and contribution to scientific knowledge. The heritage expert team consisted of architects, urban planners, historians and academicians to assess all aspects of built heritage buildings and sites in Surabaya city. It is not easy to translate urban heritage policy into the Indonesian case. The context of authenticity, significance and problems cannot be rendered directly, particularly in the Surabaya heritage area, due to the tremendous urban growth that has affected urban development and spatial planning.

4.1.3 Criteria for conserving heritage buildings

The heritage regulations in the Darmo area are explained below. The main criterion is the historical value related to the transformation of the city, then the heroism of the citizens in the battle for Indonesian independence – this place is recognised by Indonesian heritage scholars as a commemoration of that – and finally, social and political criteria that are significant to the city. Understanding the context of these established criteria, which later became the objectives of conservation in Surabaya, explains the *relatively new* building in this area from the period 1920–1950.

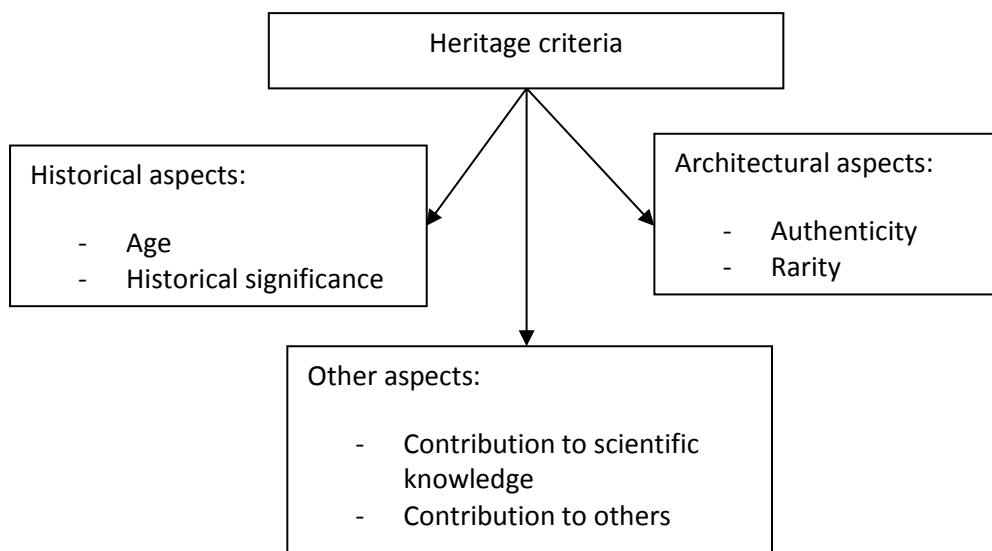


Figure 4.2 Basic criteria in the heritage regulations of Surabaya (2005)

Source: Author (2015)

The heritage criteria are explained as follows:

a. Age

The regulations set the age of the building at a minimum of 50 years. This is based on a consensus of the heritage experts in Indonesia. They assume this period as a symbol to honour the building, because it portrays an old building which is culturally perceived as

having a soul.¹⁰ This concept also shows that heritage value in Indonesia can be seen to tend more toward the social value rather than the material value. This agreement on the fifty-year limit is the consensus of the Indonesian planning community in the case of historic buildings across the whole nation; the boom in the conservation movement was around the years 1995–2000.¹¹ This makes sense, because at that time if calculated from Indonesian independence in 1945, the buildings built around that time would be 50 years old.

b. Authenticity value

The authenticity is derived from physical aspects of the buildings such as the form of the roof, doors, ventilation, etc., which are mentioned in the classification by the Department of Culture and Tourism. In order to fit with newly renovated buildings, people often change the main door to a larger one of new materials. The changes in these building elements are also related to their new function as commercial buildings. Within the scale of the whole area, the street pattern has remained the same, but the open space of the buildings has changed, due to new functions and activities. The local authorities stated in the guidelines that old houses should preserve the shape of the main building. The definition of authenticity here is that whether the building is to be conserved is still based on its complete condition. This means that the buildings should have experienced only minor interventions, and the façades and material of the building components is expected to be in the original form (according to the heritage regulations, 2008 and expert interview, 2015). Figure 4.3 shows examples of authentic condition, in which all the components of the façade remain the same and most parts of the buildings are without intervention.



Figure 4.3 Examples of listed buildings following the heritage regulations; both houses also display the heritage plaque as requested by the government

Source: Author's fieldwork, 2014

¹⁰Budiharjo, E. (1997, p.180), *Tata Ruang Perkotaan*. Bandung: Alumni. The statement in the Javanese language is '*Yen wis kliwat separe abad, jwa kongsi binabad*', literally translated as 'After fifty years, do not destroy the building'. The Senior Heritage Expert in Surabaya, Ir. Sugeng Gunadi, MLA, also used this concept as the basis for the age value of Surabaya heritage.

¹¹The first Indonesian National Cultural Heritage Law was announced in 1998.

c. Rarity aspect/significance of the place

This aspect portrays the rarity of the current object compared to other buildings and areas. The buildings within the Darmo area demonstrate the characteristics of architectural houses that were trendy in the 1960s. The buildings have a large setback which is one-third of the whole layout. The area was designed by Henri Maclaine Pont (Jessup, 1985, p. 157). These are typical suburban houses which were designed to give privacy to the owner and to suit the automobile age (Dick, in Nas, 2003, p. 116). This rarity is well recognised by the inhabitants; some of them even mentioned that they were proud of these houses. They are associated with a section of the upper-middle class in society. In addition, most of the inhabitants of Darmo, the owners of such houses, are important figures in Surabaya.

d. Knowledge aspect

The knowledge aspect asks whether a significant contribution of the building to the upcoming generation is expected. This is based on the hope that younger generation will appreciate the work of their ancestors. In the case of the Darmo housing area, it is the interesting mixture between Western and traditional styles. This large conservation area is a site that several buildings contributed to during the Indonesian war of independence in 1945 (Kwanda, 2009, p. 7). There are also non-residential heritage buildings located inside the Darmo area: two military hospitals, one civil hospital and a large former area for domestic aircraft.

4.1.4 Heritage regulation stakeholders in Surabaya city

The Cultural Heritage team (*Tim Cagar Budaya*) has a function to give recommendations to the Department of Public Works. Such recommendations are based on a supporting document for the grant of a planning permit for building renovation that has been submitted by the building owners at the time they plan to conduct some renovations; the document is based on the criteria in the cultural heritage regulations of 2005. Some requirements are to maintain the shape of the roof, the setback and the envelope of the main buildings. When the document follows the instructions previously mentioned, it can be sent to the Public Works Office (*Dinas Pekerjaan Umum*) who will issue a planning permit. This is the standard procedure for Surabaya heritage conservation, but the problem lies in implementation. Not all the recommendations stated in the procedural letter are correctly translated to the field, due to two aspects: first, there is a lack of institutional capacity from the government to observe this whole process. Second, the citizen may intentionally choose not to follow the procedure. This reason serves as a strong motivation for conducting this dissertation research.



Figure 4.4 One of the listed buildings has been completely demolished; this is clearly against the law
Source: Author's fieldwork, 2014

4.2 TENSION BETWEEN THE CITY PLANNING AND HERITAGE POLICIES

Based on the decision of heritage experts in Surabaya city, the distinctive features within the buildings are the qualities intended to be preserved. The inhabitants in the Darmo area were passive participants; they received an explanation by letter mentioning that their buildings were listed. Here, I argue that the opinions of the Darmo area inhabitants about the conservation planning process need to be considered as well. Despite several attempts at implementation, the heritage regulations are yet to succeed fully.



Figure 4.5 Example of changes to listed building that do not follow the heritage regulations
Source: Author's fieldwork, 2014

The economy of the city grew quickly from 2009 to 2015, as there was an emergence of new malls and shopping centres. Around ten malls were built in Surabaya city, and two of them were realised in the Darmo area. A Surabaya expert analysed the phenomenon as the consequence of the flow of capital investment, which not only leads to rapidly developing residential areas but also develops malls and shopping centres. This is an avoidable growth of the economy in Surabaya city. These changes were visible in the old areas in many parts

of Surabaya city. The malls replaced not only previous old shops, houses and storage but also old residential buildings.

The new malls and shopping centres, on the one hand, are utilities within the city, which service both basic daily needs and the urban lifestyle. Spending time in malls has become a trend in Surabaya. However, it has led to increased taxes in the area, since the function has also changed from residential to mixed use. This incremental taxation is slowly making local people move to other places with lower taxes. Darmo, a former residential area that was previously located at the periphery of Surabaya city (Dick, in Nas, 2003, p. 116), has become one of the city centres through these changes.

4.3 CHALLENGES OF CONSERVATION FACED BY OWNERS AND TENANTS OF DARMO AREA

In recent years, conserving heritage buildings has become a trend in Surabaya city, with citizens developing a group dedicated to preserve old Surabaya. The need to learn how to communicate the conservation planning programme and the regulations to the people is the first step of urban heritage conservation (Worthington and Bond, 2008; Pendlebury and Townshend, 1999). The research observed communication about the conservation policy between the local authority and the inhabitants of the Darmo area, aiming to find out whether the inhabitants were aware of the regulations. The results show that the inhabitants knew the terminology of heritage conservation; around 87% of the respondents confirm that. In addition, they were also aware of the Darmo area's status as a heritage area; the results show that around 78% of the respondents recognised the status (Appendix F: Charts 4.1 and 4.2). The inhabitants received a letter from the local authority with instructions on how to preserve their building. This means that the process of announcing the heritage listing to the inhabitants as part of the communication of the conservation policy was carried out. In addition, people are also aware of the Surabaya Regulations of Preservation of Cultural Heritage 2005; the results also show that more than half (57%) of the respondents know (Appendix F: Chart 4.3).

Even though most inhabitants of Darmo have been informed about the conservation policy regulations, as private house owners, they perceive the heritage area regulations as not something that benefits them. The regulations mention that they will have tax deductions of up to 50%, under the condition that the conservation of their private buildings meets the criteria for conservation. However, in the inhabitants' opinion, this investment is still too high. The research results are consistent for both residential and commercial owners; around 62% of household respondents confirmed the problem of paying land and building taxes, as did 56% of commercial respondents (Appendix F: Chart 5.1). While answering the interview questions, the inhabitants expressed a positive perception of the regulations, but some of them still did not have a clear idea regarding what they had to do. The inhabitants expected more advantages from the heritage regulations such as tax relief. It also seems

that they are not yet clear about what to do and how to participate, as many buildings have been changed without following the Surabaya heritage regulations. For the inhabitants who have been living in the Darmo area for two generations, they perceive the tax as too high, as most of them are pensioners and senior citizens. The problem for senior citizens is complex. It is challenging for them to pay high taxes (around 500–2,000 USD per year) as, based on the fieldwork, their income is only around 60 million rupiahs, which is equal to 4,000 EUR per year.

A residential area requires a specific form of conservation; hence, handling people who live and work within the area needs a special approach. It is interesting that they have a reason to be in that area but do not have the resources to finance themselves. Managing the urban heritage area requires the involvement of the people.¹² The most important problem in managing the area is to finance the maintenance of the buildings with regard to senior citizens, because this group is the most vulnerable compared to the younger generations. Even though the government has announced that the widowed may apply for a 50% deduction of the land taxation as long as they maintain the character of the heritage building, the execution of this programme is not easy. Since the Darmo area is similar to the other urban heritage areas in that its listed buildings are usually owned by the private sector, shared responsibility between government and owners regarding this area is required.

The tenants of buildings in the Darmo area seem to have a positive impression of the idea of conserving their heritage area or buildings. Only one respondent who was a tenant of a house in the Darmo area expressed that she would prefer to live in a new building with modern architecture. The tenants whose buildings function as commercial mostly had no problems with the implementation of the programme. For the commercial buildings, which were mainly located in the arterial streets in the Darmo area, a heritage plaque was displayed as a sign of a listed building. The tenants managed to keep their portion of the building. However, the commercial building owners did not share the same opinion. Some of them completely ignored the regulations by changing the façade of the building or redesigning the building into more than two stories. This phenomenon is a classic problem in conserving heritage areas in cities, where the question of preserving the existing functions of buildings or adapting them has become a consequence of modernity. The households tend to not change the building due to the original function being residential. However, changes in the old residential houses are minor, such as constructing an additional bathroom inside the main building.

Beside this positive impression, it is also fully understood by the inhabitants that there are not many advantages from the listing programme; this explains the phenomenon that some households do not display the heritage plaque from the municipality on their building. This

¹²Worthing, D. and Bond, S. (2008, pp. 136–139). Policy in the conservation plan is an iterative process; it needs to be carefully understood by people and involve them in the next process as the part of the policy.

avoidance of following government regulations is also an act to show a soft refusal of the programme, at least to confirm the lack of advantages and scarce implementation of any punishment, although it is written into the law that someone who demolishes a heritage building will be punished by a fine or imprisonment.¹³ This attitude, in some ways, can be explained because of the lack of law enforcement in planning implementation. The owners of commercial buildings mostly have no issues regarding the maintenance of their buildings compared with households in residential buildings. Around 60% of the respondents from commercial buildings answered that they have no difficulties in financing the maintenance (Appendix F: Chart 5.1). Due to productive activities that generate income, the owners of commercial buildings tend to be able to conserve the heritage buildings without support from the government. This also represents a method of participation in the heritage regulations, which allows a change in the function as long as the building roof and façade are kept with minimal intervention.

The following table shows the key issues of urban heritage conservation policy in the case study, which can be categorised into four subjects: 1) the consensus of the urban heritage area; 2) the impact of the heritage programme; 3) inhabitants' response to the listing of buildings; 4) conservation challenges due to rapid urbanisation. Table 4.2 below aims to show the implications of these considerations.

Table 4.2 Key issues for urban heritage conservation policy in the rapidly developing city

Considerations in conservation policy	Analysis of relevance to the conservation policy	Explanation of analysis
1. Consensus of urban heritage area	Darmo area has adapted consensus as the norm, as a form of value from international conventions and Asian convention on heritage. This adaptation process explains some age value and authenticity value implied within the area	<ul style="list-style-type: none"> • Empirically, most of the surviving buildings have followed the regulations by keeping the architectural form • However, keeping authenticity as stated in the heritage charter is mostly impossible to do, because some of the used building material may not be easy to find; then, if the owners need to <i>reconstruct</i> the same material as it was before, by, for example, importing it from abroad, this management cost is too expensive to be borne by them • Also, a new material integrated into the old building was a part of an attempt to conserve the building itself
2. Impact of listing in urban heritage	<ul style="list-style-type: none"> • Listing, as a part of an attempt to conserve a large area, <i>might</i> 	<ul style="list-style-type: none"> • The listing had almost no impact, as it was expected by Surabaya

¹³The announcement of the installation of plaques for the buildings was sent by the municipality (*Dinas Kebudayaan dan Pariwisata Pemerintah – Kota Surabaya*) by a letter written in December 2008.

Considerations in conservation policy	Analysis of relevance to the conservation policy	Explanation of analysis
area	<p><i>not</i> work well in Darmo. The initial communication process did not succeed because, in fact, the owners have not been well informed about the regulations</p> <ul style="list-style-type: none"> • Individuals, groups (or both) are also reluctant to protest due to the legal culture in Indonesia. It was not because they did not accept the convention of heritage conservation, but it was found that the communication process was not very successful • From the authorities' point of view, they clarified matters by mentioning that they had already sent the invitation to the owners, but there was no response. The initial invitation to announce the listing process has been held before the letter was sent • Since the law should be followed, there is an obligation for everyone's involvement. In most cases in urban policy, some people tried to be submissive (i.e. not to openly show their disagreement). This is a typical response due to the highly competitive price of land for commercial use in the urban setting. In this case, the Darmo area was located in the city centre 	<p>heritage authorities</p> <ul style="list-style-type: none"> • At first glance, the listing process in Darmo does not get enough attention from the people. Some of them do not display the listing plaques and refuse to admit that their building is listed • However, those inhabitants responded because of their previous experience of the lack of law enforcement over many years. This is a paradigm that occurred in many Indonesian cities' governance • In the Darmo conservation programme, this is a factor contributing to the disappearance of some listed buildings. As noted in the fieldwork, at least 20 buildings cannot be found from the fieldwork of 2014
3. Inhabitants' response to listing	<p>Empirically, the inhabitants' level of response on the listing was in two different categories:</p> <ul style="list-style-type: none"> - first, those inhabitants who follow the rules - second, those who pretended that they never received the information from the municipality 	<ul style="list-style-type: none"> • The first category is an indication of the first level of participation • The second category is an indication of refusing the conservation programme. What really matters to those in the second category may be based on their motivation and their condition
4. Conservation challenges due to rapid urbanisation	<p>Some families expand from the nuclear family, due to their job, and move to other cities; in Darmo this is also a major phenomenon that shows:</p>	<p>Important aspects of built heritage conservation in a rapidly developing city: 1) managing the balance between the interest groups – the private-sector investors and the people. In recent</p>

Considerations in conservation policy	Analysis of relevance to the conservation policy	Explanation of analysis
	Public identity versus public needs: public amenities in Darmo, conflict of interests; private properties, owners versus financial investment; heritage as public interest	years, the scheme of corporate social responsibility from some private-sector bodies for the Darmo area have supported public amenities; however, for further possibilities, this needs greater elaboration. 2) Taking the challenges with some scenarios: firstly, by offering the transfer of development rights (TDR)

Source: Author (2015)

It can be concluded that the policy of conservation is producing a dialogue between the people, the private-sector investors and the authorities, which also has an effect on the way the heritage area is seen and represents the city. These four core issues presented above can explain the interaction during attempts to preserve the heritage area.

4.4 RESIDENTIAL AREA ISSUES: QUALITY OF LIFE AND SOCIAL WELL-BEING IN HERITAGE AREA

The residential area needs to preserve its quality following several indicators of the success of the heritage area (Townshend and Pendlebury, 1999). It is necessary to maintain a secure environment as a basic living condition, like other typical residential areas, in order to sustain its existence. From the results of the interviews, it can be seen that the inhabitants confirmed a problem in residential ambience: a sense of safety. Almost all of the residents feel safe and trust the neighbours. The contradiction in the research is a phenomenon of high fences,¹⁴ to which one respondent answered, 'yes, it is safe here, but we also need this fence for intruders, not people from our community'.

4.4.1 Urban issues: Insufficient lighting and flooding in the area

Over the years, the open space on land parcels due to the buildings' setbacks has still been maintained, due to the regulations. Currently, the area still retains the urban structure and its proportions.¹⁵ As a consequence of the quite large parcels of land compared with the current scale of the built environment of the traditional buildings, this old area tends to have low-level lighting and is relatively empty, which results in criminals being more active in the area. A research note was found in early 1980 which states that along the Diponegoro

¹⁴Close gate community recently becomes common phenomena in Indonesian cities (Dick, 2002).

¹⁵Author fieldwork, 2014.

Street, there was an informal area for prostitution;¹⁶ interestingly, in Semarang, in some parts of the heritage area, the same phenomenon also occurred.¹⁷ The distance from the street to the main door of the houses, and the rarity of people carrying out activities after sundown (because it is not common for local people to walk around those streets)¹⁸ also triggered this phenomenon. This research not only explores the tangible aspect as a common attribute of the heritage area, but also questions on the quality of life in the residential area, because those aspects give reasons to preserve the heritage area.¹⁹

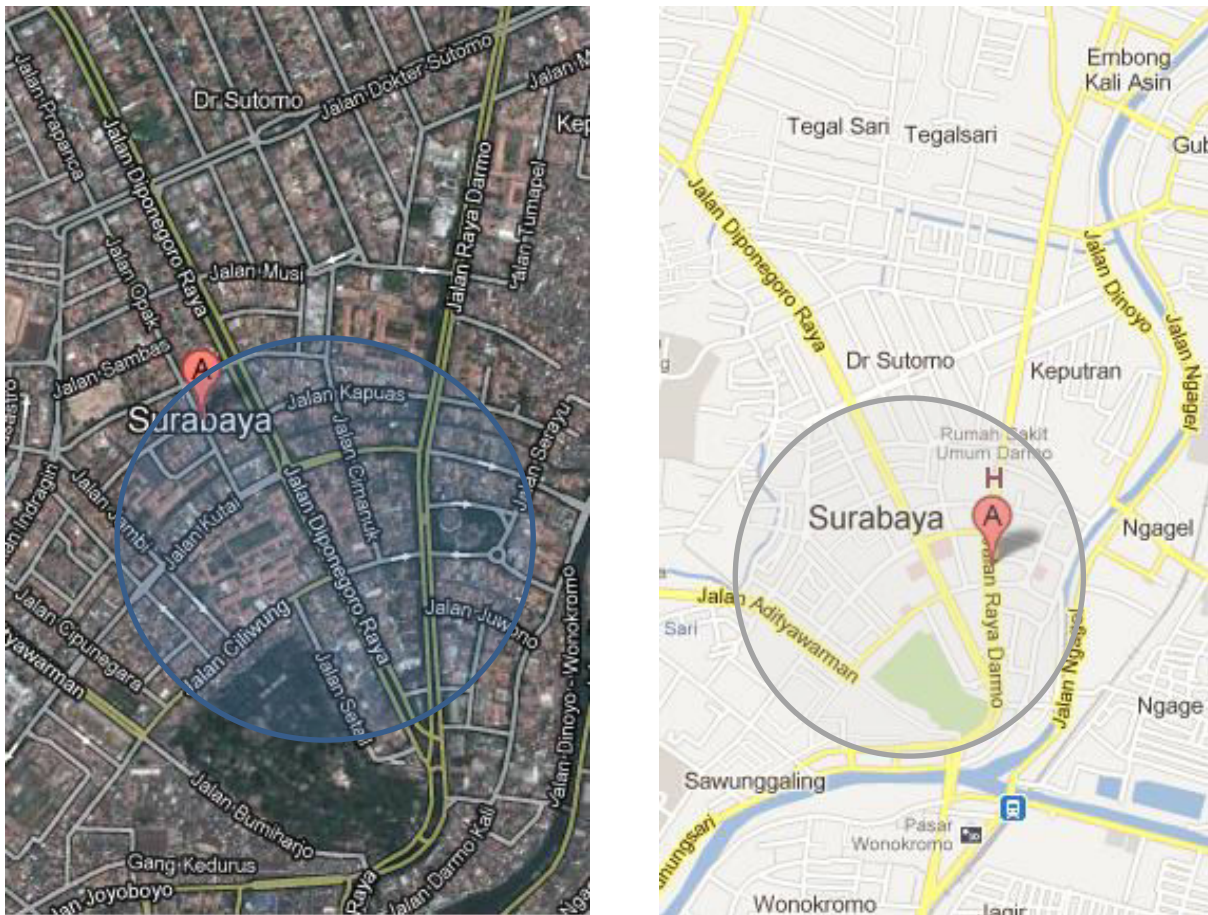


Figure 4.6 Areas of lighting and flooding issues
Source: Google Maps, with addition by author (2016)

Another problem appearing in parts of the Darmo area was the lack of public lighting. This enabled robbery to take place in the street; some of the streets appeared to have not enough street lighting. In addition, the general design of large houses with an open front

¹⁶A note from Howard Dick in 1980 that along Diponegoro Street illegal prostitution was taking place; Robbie Peters (2013), who continued the research, also found the same in 1990.

¹⁷Budiharjo, E. (1997, p.214) *Tata Ruang Perkotaan*.

¹⁸Surabaya city municipality banned prostitution by closing the central area of prostitution in Surabaya–Dolly in 2015. Officially, there should be no place for prostitution in the city.

¹⁹Pendlebury (2009, p. 139); the components of quality of life of residential areas also need to be preserved.

yard became a space which triggered crime. The inhabitants cannot observe the people who pass along the street, and when crime occurs on the streets, the inhabitants may not notice or give help. This risk of street crime mostly happened after dusk. Surabaya citizens also frequently mentioned Kapuas, Sambas and Cisadane Streets as being too dark. From the empirical study, it was found that this problem with basic security of place needs to receive more attention from the government. Some parts of the Darmo area were perceived by some inhabitants as insecure (Appendix F: Chart 4.4), even though the majority of the answers received did not agree with this statement; this sense of street security is one of the basic elements for people's needs to be fulfilled. Some residential areas, as mentioned above, are known not to be safe for Surabaya citizens; they have seen improvement of security in these areas. This may be a common urban problem, but since the aim of conservation is to preserve the area as a place of urban memory, it is important to address this problem. However, in contrast to the common opinion, the research found that inhabitants (around 66% of the respondents, both household and commercial) perceived that their area is safe (Appendix F: Chart 4.6). I argue that this fact enhances the finding of the social relations between them and underlines once more the network within the inhabitants of the old area and the sense of place. From the questionnaires distributed to the inhabitants, it can be seen that around 80% of the household respondents know each other, which demonstrates the social network and can be seen under social aspects as a potential (Appendix F: Chart 6.1). This finding illustrates the Darmo area's place potential, which is also in line with Hayden's research (1995) on historical areas. She indicates that place potential is generated from community interaction, social relations and social processes.

Another problem is flooding in this area. In the rainy season, around October to December, several main streets, e.g. Dr. Soetomo Street and W.R. Soepratman Street, can be flooded up to 80 cm (as shown in the map in Figure 4.6).

4.4.2 Urban issues: Traffic and noise

In Surabaya, rapid urban expansion has consequences such as heavy traffic, which distracts from the supportive atmosphere that the area already has. The *use value* of the area of an urban heritage settlement may not be the first priority for urban conservation,²⁰ but for practical reasons, the inhabitants mentioned the aim to preserve heritage because of its use value: maintaining this settlement as a place to live with high-quality standards. One of the urban issues in the Darmo area²¹ is the noise from the large amounts of traffic, since Darmo Street and Diponegoro Street connect the northern part of Surabaya city to the southern part, and are also main roads in the direction of two other cities. In the rush hours, both

²⁰Pendlebury, J. (2009), *Conservation in the Age of Consensus*.

²¹The word 'settlement' was used when referring to its function as an ex-residential area, but with the current conditions, the area has changed to mixed-use – residential and commercial.

morning and evening, this sound is described as an unbearable noise. The inhabitants expressed their opinions clearly about this problem; around half the respondents are inhabitants of buildings located on the arterial road (Appendix F: Chart 4.5). From the eastern and western parts of the city, Dr. Soetomo Street is the main connection, with traffic jams mostly around 17.00–18.00. The function of Dr. Soetomo Street as an arterial road of Surabaya city is a challenge for the residents in terms of their quality of life, but also an opportunity for the merchants to sustain their market. The conservation policy designation needs to supply an advantage for both types of owners. Some inhabitants of Darmo established a group called *Mojowarong* – an acronym for Mojopahit and Ronggolawe Streets – that aims to negotiate with the authorities about future development. They have refused to have home industries in their neighbourhood that might disturb the ambience, due to their noise level and traffic. This finding reveals that additional value for residential property is not perceived in a positive way by all the inhabitants. As a consequence of its location in the city centre, the urban heritage area has adapted to current functions, which has resulted in an enormous escalation of traffic.

Another advantage of preserving the settlement in the city centre is a positive impact on the microclimate at city scale in terms of water retention and heat reduction. A park area can function as a social space and also as an environmental buffer for pollutants; it dampens noise and improves the microclimate by retaining the proportion of urban open space and small gardens in the streets. The finding reveals that the settlement's uniqueness is an interesting factor for residents, which can promote the conservation of the area. All advantages of this historical settlement need to be further explored.

The Surabaya government has created regulations to allow the historical area to grow just like any other part of the city, by accepting the building of additional floors as a consequence of commercial use in the area. This measure is designed to protect the area from economic and social decline, from the tendency of buildings to fall empty,²² and other preventions such as designing policy to keep Kampung²³ inside the city. Due to the economic expansion of the city and land consolidation, which has happened in most Indonesian cities, such traditional settlements have become endangered. Residential areas in prime business locations were not seen as feasible in the economic calculation – they produce less profit compared to modern high-rise residential buildings or other commercial buildings. One of the experts explained in an interview that the urban policy was to preserve both formal and non-formal houses in Surabaya city with the aim of balancing security and life within the city. Several listed buildings changed their function and transformed into

²²In the northern part of Surabaya, old houses tend to be empty; the owners move to the southern part of the Darmo area as a new real estate trend (Dick, 2002; Firmaningtyas, 2009).

²³Kampung are traditional Indonesian settlements (interview with Prof. Ir. Johan Silas, 2015).

modern buildings with more than four floors, in contradiction to the conservation policy.²⁴ The regulations are concerned with the block scale, but not the detail of each building. The cultural preservation team gives recommendations to the government for listed buildings. Surabaya's Department of Culture and Tourism have stated that the heritage building shown in the letter has a particular parcel number, including the architectural quality and the rarity aspect of the building. However, it is not clearly mentioned which building elements can be changed or adapted. Basically, the regulation only focuses on the location and mentions that buildings are listed. It also defines that the listed buildings need to be preserved. Based on the interviews with stakeholders (2014), it can be seen that the focus of government funding by the government is more on individual buildings rather than the whole area. In addition, up to 2014, the owners of every listed building received incentives for this.

Table 4.3 Matrix analysis of diverse challenges in the streets in Darmo

Scale of the street versus critical issues	Arterial streets	Secondary- (medium-) scale streets	Local- (small-) scale streets
Financing building maintenance	In this condition the household has crucially difficult economic problems	The problem mostly now exists in residential heritage	There is almost no problem for conservation, because the tax is lower compared with the arterial and medium-scale streets
Maintain the architectural as the heritage consensus	The most crucial problem occurred here: the tension to keep architectural form was highly contested against current function to adapt to the economic needs	In this area, the growth process from residential to commercial is easier to observe; slow changes in the function of heritage buildings	Optimum condition for a living environment for household inhabitants
Establishing heritage law	The act of conservation depended on the owners – in this area, the most critical heritage problems occurred	The problems of establishing heritage law were slightly lower than in the arterial streets	Almost no problem for conservation, because the economic pressure of building changes is not as strong as in the arterial streets

Source: Author (2014)

²⁴The building coverage ratio permitted in the Darmo area varies; it is based on the scale of the street. The buildings in the arterial roads, for example, are allowed to be built higher compared with the buildings in local streets.

Note: categorisation is based on those street functions in the Surabaya city planning document.

Arterial streets: Darmo, Diponegoro, Pandegiling

Secondary streets (for example): Dr. Soetomo, W.R. Soepratman

Local scale streets (for example): Anwari, Thamrin, Teuku Umar

The growth of commercial functions is followed by the decline of residential functions. Since 1980,²⁵ the function of the arterial street is commercial and the inner cluster is residential. The adaptation of old buildings to new functions can be divided into two functions in the residential area; there are, for example, garages, toilets and additional bedrooms. The commercial buildings function as banks and consist of additional rooms, demolishing the current separating walls to create space. The buildings that still remain as houses mostly retain the original typology.

4.5 CONCLUDING REMARKS

In general, by comparing the change in land use as recorded by government spatial planning, one can see that the majority of changes occurred in the arterial streets. Firstly, when the conservation programme was announced by the government, the policy aimed to create a space for the expansion of the area. However, the government programme was designed to prevent the building being changed. The results are varied in the different streets. The major streets show a different pattern of change compared to smaller-scale streets. Based on the fieldwork, most of the buildings may remain the same, and the street pattern also. However, the functions and activities demonstrate a different pattern. The factor driving this phenomenon is the regulation for tax deduction that does not yet apply to residential owners. From the perspective of government support, heritage is not a priority, but the government needs to preserve it as a part of the city's amenities. In some references, support from the government should ideally benefit the owners. However, these theories are not enough when faced with big investment for commercial buildings, i.e. malls – complex shopping stores that may consolidate multiple parcels of old housing. Secondly, in response to this trend, Surabaya municipality tries to meet the needs of the heritage area by enforcing the law, defining a heritage conservation area above other land use; a clear sign that the area is protected. However, implementation of this, as also happened in almost all Indonesian cities, enforcing the law and regulating city planning was never an easy task. Based on the analysis presented above, it is obvious that engaging people in urban heritage conservation is crucial. Moreover, a specific approach needs to be made concerning residential heritage, as there is a need to keep the ambience of the city.

²⁵In the year 1980, the economic growth of Surabaya city also started with the expansion of the city's economic infrastructure along Darmo and Diponegoro Streets as the arterial streets in Surabaya. Before that period, it happened that the buildings along those streets still mostly had a residential function (Dick, 2002).

To sum up, the authorities need to encourage the concept of community-based conservation engagement to achieve a sustainable conservation plan for urban heritage areas. Better communication between government and residents to explain the objectives and strategies of conserving the urban heritage area is necessary. In line with the community-based approach for conserving urban heritage area as explained in the earlier chapters, capacity building may therefore develop at several stages. The initial step is the achievement of understanding of both sides – the community and the government – in the process of sharing the aim of the conserving the area. This does not mean that the inhabitants are not aware of the importance of the conservation programme, but how should they be invited to be involved in the conservation process? Even though the regulations already make a strong recommendation for participation, implementation does not give an active voice to the inhabitants. However, the process is not smooth on the empirical level. This is also not to say that the government has not been taking the proper initiatives to invite the owners and hold consultation meetings with them. Therefore, I would argue that more effort is needed to foster participation in this programme, because of the tension between heritage conservation and dynamic investment in the city. The next chapter explains further the influence of such investment on the inhabitants' decisions.

The regulations on urban heritage conservation in Surabaya need to pay more attention to the private owners and the residents, with a detailed scheme for each of them, based on their financial ability to preserve the buildings. The inhabitants who have lived for two generations in the Darmo area perceive the tax to be too high. This raises a problem for senior citizens, who cannot afford to pay high taxes. Therefore, heritage regulation in Surabaya needs to take into account the range of ages of the inhabitants and consider this fact as a consequence of the heritage regulations.

These details can also include how the owners of the commercial buildings understand the regulations as a duty and to show that others just think that this heritage programme is a necessary issue. The starting point of this research was the question of whether people perceive the heritage regulations as an advantage or a burden. It is obvious that people appreciated the idea greatly; however, the challenge is still at the level of implementation, based on functional use and maintenance.

The findings in this research identify gaps between the conceptual ideas within heritage conservation and their implementation; namely, within the aspects of finance and maintenance. The heritage program has not yet become a priority of the government due to many significant problems in Surabaya city. Nevertheless, people living in a heritage area can become powerful tools for the sustainability of the heritage programme. This research, therefore, can be useful in developing conservation policy based on the inhabitants' preferences.

CHAPTER 5. MANAGING THE HERITAGE AREA

The previous chapter investigated inhabitants' response to the conservation policy, and this aspect leads to the scheme of managing a heritage area. A relational aspect of policy and economic development of the city has an impact on specific issues. Thus, this chapter analyses this problem and also the chances and challenges for the area. To start a discussion on managing a heritage area, it is important to have an understanding of its conservation plan as background,¹ and then move from that point into the question of how the plan can be implemented within the area.

Key terminology in the chapter

It is necessary here to clarify what is meant by a designated area. This is an area which has specific attributes and contains consensus values that are worth being conserved by the local authority (Pendlebury, 2009; Walczak, 2015). Those identified values might not be the only use values of the area, but also social values – the meaning attached to the area by the people, including architectural and educational values. Since these values are part of a consensus, they may be different from one designated area to another. In the context of daily urban heritage management practice, the *use values* are often used as a tool for conservation.² In addition, Eduardo Rojas (2007), heritage expert in ADB, stated that, in the future, most heritage objects would be private objects, sooner or later; government would not be able to handle all heritage problems without any help from the people. Heritage conservation needs to be sustainable, and should then be manageable and economically sustainable. However, basic conservation is an appreciation of *timeless value* of the heritage object (Pendlebury, 2009). In the literature, the terminology of managing a heritage area tends to be used to refer the process of preserving the original shape of the building. The same phenomenon has happened in many cities; of course, each object in a different city has different challenges because of its unique setting. However, in the setting of Indonesian cities with rapid urban expansion, the possible consensus was the building envelope and its openings.

This chapter argues that to manage a heritage area in a crucial location, i.e. the city centre, some approaches to inhabitants and stakeholders need to be developed. In the previous chapter, it was found that the inhabitants' response to the heritage regulations was an accumulation of their needs and expectations.

¹Worthing, D. and Bond, S. (2008, pp. 114–115) *Managing Built Heritage: The role of cultural significance*; the conservation plan needs to be understood to be the basis of managing a heritage area.

²Rojas, E. (2007), The conservation and development of the urban heritage: A task for all social actors. *City & Time*, 3(1), p. 4, <http://www.ct.ceci-br.org>

The term *integrity of place* also serves for the management of a heritage area. This means conserving the area by maintaining its specific character. In the growing discipline of urban heritage research, integrity of place has become more important compared with the individual built heritage object itself. Hence, a place must serve its intended purpose for its users as much as it does for heritage objectives. In this case-study research, the tension between residents and businesses is the balancing force in the community during the transition period. Inhabitants of Darmo are still mostly living in secondary- and local-scale streets. However, on the arterial roads, the pressure to change the building function to commercial usage is stronger.³ A conservation process in this context means harmonious coexistence of residential and commercial usage integrated within one area. The purpose is to keep the integrity of place with minimum intervention against the built heritage elements and the living environment.

In accordance with this statement on the Darmo heritage area, the key issues in the heritage policy on the Darmo conservation plan are, namely, the consensus of architectural criteria within the conservation (aspects established to be conserved) in relation to new development, the listing programme,⁴ and inhabitants' response to the conservation policy. The problem of urban heritage in the Darmo area is specific compared to other parts of the city. However, it is important to recognise that it is difficult to translate the abstract concept of built heritage conservation into a practical strategy to manage the area⁵ due to overlapping interests within the city, lack of personnel and financial resources.

Table 5.1 Key issues in managing urban heritage in Darmo

Problems in managing urban heritage area	Managing heritage area in Darmo	Conjecture on key management issues
1. Adapting consensus in urban heritage area	<ul style="list-style-type: none"> • Basic purpose of conservation management policy is to adapt changes of use and function of old residential buildings • Negotiation of heritage consensus becomes a source of tension in keeping urban heritage in the city • Commitment from the authorities as well as the emerging law and enforcement of the heritage conservation plan should resolve 	This was the first inventory of buildings since 2004; the early issue for the authorities was the building enclosure only ⁶

³The Darmo area has three scales of streets: arterial road, secondary street and local street. For further categories of streets in the Darmo area please see Table 4.3.

⁴The Darmo area was the first listing programme in Surabaya because it was the first residential heritage area that aimed for conservation, due to its historical value as a good example of a planned residential area in Surabaya, and maybe in the whole of the eastern part of Indonesia (Soemardiono, 2007; Jessup, 1985).

⁵Pendlebury, J. (2008, p. 221) *Conservation in the Age of Consensus*.

⁶The author was engaged in the initial discussion research project for the Darmo heritage area before the dissertation was undertaken.

Problems in managing urban heritage area	Managing heritage area in Darmo	Conjecture on key management issues
	these different interests from the users, namely inhabitants, owners and investors in the heritage area	
2. Managing impact listing of the area	<ul style="list-style-type: none"> • The first concept in managing the impact of listing was to state the benefit of being on the list. An early start to promote the heritage area needs to be established to show government's effort to help people • Engaging more parties to give support to building conservation 	<ul style="list-style-type: none"> • In the Darmo area, the impact of heritage listing programme has been understood differently by some owners, as a limitation to the flexibility to build. It will affect the possibility of transferring – or selling – the buildings. In contrast, some people have seen it in a positive light that their building was on the list • The impact and benefit of the Darmo heritage area needed to be understood by all Surabaya citizens • The cost, both material and immaterial, of retaining old heritage buildings needs to be shared • The process of sharing the cost of managing the area can be divided into two categories: the individual building owned by private owners and the area owned by the authorities. Some self-initiatives have been carried out by the owners and inhabitants
3. Inhabitants' response to listing	Managing the impact of listing required attention by the limited resources in the Surabaya municipality for the conservation heritage programme. Most of the criteria for managing the programme were made very easy to follow. The second implication of the attempt to manage some resistance that arises is that people want government to take more responsibility	The issue of ownership shows, to some extent, the historical value and social value: <ol style="list-style-type: none"> 1. The building owners are mostly long-term inhabitants. 2. There is a trend or <i>pattern</i> of some new owner-investors in adapting old buildings; this may be gaining over heritage purposes 3. Inhabitants expect government to put more effort into heritage preservation.
4. Other conservation challenges as part of keeping the <i>integrity</i>	The concept of integrity of place has been announced as the most important thing to be preserved in the old area, which means that the	The Darmo area may be losing part of its intrinsic value due to its changes in function by adapting to modernity; some qualities of a quiet

Problems in managing urban heritage area	Managing heritage area in Darmo	Conjecture on key management issues
of place: <i>Conservation area character appraisal</i>	area needs to be honoured from both the cultural function and the economic function (<i>use value</i>)	environment should be adopted with more dynamic functions

Source: Author (2016).

5.1 CONSERVATION DESIGNATION IMPACT

In the locus of study, the practical impact of the designation process, as well as the conservation consensus and the consequences of the heritage area for its inhabitants, has not been deeply researched. The benefits that come with the designation process have become the current focus of heritage policy, since inhabitants should receive some sort of benefit when the building becomes listed. In the context of Darmo, this puts the inhabitants in a state of uncertainty, since they are not permitted to change the architectural elements of the building by themselves, but the financial resources from local government are not adequate to manage the area. Hence, the heritage policy and regulations should accommodate the needs of the private owners and inhabitants of the area.

5.1.1 Escalating value of properties

As discussed in the previous chapters, a heritage area would survive more easily if there are benefits in economic terms for the inhabitants. Heritage buildings should be able to survive in the urban competition of escalating property prices (Worthing and Bond, 2008; Rypkema, 2014). Then, a built heritage area requires a management plan (Rodwell, 2007; Pendlebury and Townshend, 1999).⁷ First of all, the context of the place with regard to the people should be recognised, so that the people can apply their values to the improvement of the area. This is a process of synchronising the *use value* of the conservation area between the city (governance as the authorities) and the people as the daily users. In Surabaya, this was attempted by establishing the law in 2008 as mentioned in the previous chapter, but this has not yet resulted in beneficial economic value in the area. The direct impact on a designated area has been visible in tax reduction, but in some inhabitants' opinions, a real advantage for people who own property and/or live in the area was not provided. Previous research also mentioned that listed areas in developing countries mostly face complex problems due to the lack of control. The motivation to preserve a heritage area was previously explained in the communication with stakeholders regarding the area conservation.

⁷Pendlebury, J. and Townshend, T. (1999), The Conservation of Historic Areas and Public Participation. *Journal of Architectural Conservation*, 5(2), pp. 72–87.

The Getty Institute report in 2008 highlighted the different issues of managing a heritage area in developed and developing countries; compared with the issue of miscoordination in developed countries, most issues in developing countries rely on the growth of the city: lack of infrastructure, both social and physical, and lack of funding for heritage objects are considered to be the main problems (Getty Institute, 2008; Rojas, 2009).⁸ The discussion on the Nara document pointed to the same issues; that parallel to the evolution of cultural values, heritage undergoes a process of evolution: in the last 20 years, recognition of this evolution has created new challenges for heritage management.

By 1990, many properties in Darmo area were converted into big commercial buildings, large-scale apartments and malls. These building types have been seen as the promise of returns on investment. In response to the impact of large-scale development due to the economic boom and investment, there have been many losses of historical buildings in Jakarta. Since this city is representative for the national condition, the heritage law at the national level was established in 1998.⁹ Later, during 2000, the Surabaya authorities followed by, firstly, establishing an inventory, and then developing the heritage law in 2005 after observing the same phenomenon of losing heritage buildings in the city to commercial purposes.

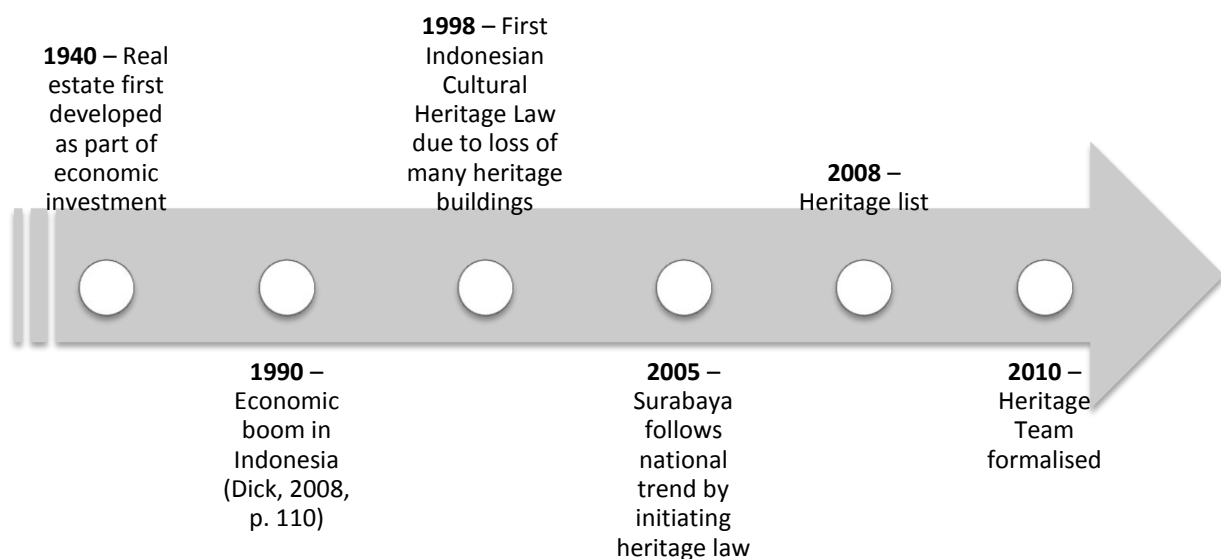


Figure 5.1 Darmo area’s roles in Surabaya’s economic history from a residential area following the war in 1940 to a more recent role based on conservation area designation (1940–2010)

Source: Author (2016).

The timelines above show that the area has had an important economic function for Surabaya city since 1940. The place functions as part of the banking cluster in Surabaya and

⁸Part of discussion on Nara in ICOMOS 2014.

⁹Prof. Eko Budihardjo (1997) on his comment on the need to establish heritage buildings in 1990.

also strengthens the economy. This is ironic, as on one hand it should be helpful that the area can sustain itself as long as it functions commercially, and there is no need for investment as in other cases of heritage areas. However, on the other hand, this dynamic also has an impact on the *integrity of place* as a residential area. Figure 5.1 shows the economic development of the Darmo area and the changing process in this residential area. In the 1920s, planning and investment in residential buildings began, as the colonial authority at this time saw the need to develop the residential areas. In the 1940s, following the global boom in property development, as stated by Howard Dick, such property investment was also seen as a promising return for city landlords – including Surabaya municipality, which also invested money. Historically, the Darmo area has always had economic strength; it was an area that supported the city's economic development. Previously, the area was a green productive rice field and *Kampung* (traditional Indonesian settlements). In the period 1920–1940, land consolidation in the area was carried out by the family landlords of Surabaya to build real estate. Later, due to bankruptcy, part of the area was bought by Surabaya municipality.¹⁰ Due to its growth, the Darmo area differed compared with other parts of Surabaya, because of its characteristics and values as the first planned residential settlement.

The heritage law at the national level was established in 1998¹¹ as a response to the investment boom and the loss of historical buildings at the national level in Jakarta. Since 2000, Surabaya city has followed suit by first establishing an inventory, then developing its heritage law in 2005, when Surabaya experienced the same phenomenon of losing heritage buildings in the city.

The report on conserving heritage areas by the UN (2016)¹² suggested that heritage should not be seen as a burden for the development of the city, because the high costs of heritage preservation in the city centre might be redeemed by economic activities. But at the empirical level, this statement still needed to be reinforced with more details about the funding of a heritage area with limited financial resources. The basic problems of heritage are always competing with other significant basic needs of a city. This happens not only in developing countries, but also in developed countries.¹³ This shows that there are common problems with funding systems for heritage areas. There is also a relationship between 1) regulation and economic investment, 2) the response to regulation and economic investment, and lastly, 3) a process that needs to get a response from the people. By its

¹⁰Dick, H. (2002) *Surabaya City of Work*.

¹¹Professor Eko Budihardjo (1997), on his comment on the need to establish heritage building in 1990.

¹²Habitat III Quito (2016), Issue Paper 4: Urban and Cultural Heritage (http://habitat3.org/wp-content/uploads/event_files/ZeJr265smHZFa9fE1l.pdf)

¹³From *Town and Country Planning in the UK*, the UK also faces the same problem. Some cities in Poland, such as Lodz and Warsaw, also deal with a limited budget for heritage, not including other cities that have a basic income from heritage tourism. These two examples demonstrated heritage in residential areas. It is interesting to find common problems in managing urban heritage, even though they have complex schemes of conservation.

nature, urban heritage is a condition of balancing the development of the city and its growth.

On the national level, the Indonesian government made interventions as part of their heritage conservation programme. This was a process of adapting to challenges that are indicated by the disappearance of heritage buildings and the first attempt of conserving heritage in 1992. The law was renewed in 2010. As explained in the previous chapter, the heritage regulations affected the residential area poorly. The impact of designation in the case study is still far from ideal. The following section provides a recommendation based on regulations and conditions in Indonesia.

5.1.2 Contestation in city planning and heritage conservation plan

Even though the notion of cultural heritage notion is mostly known to Surabaya citizens, in practice, this might be not enough to retain the heritage objects. Accounts of heritage are also present in the printed media – i.e. the daily newspaper in Surabaya.¹⁴ The media reports to the public if there is a building missing from the list, if functions have changed or if a building has been demolished so its land is used to be consolidated with that of another parcel for a new large-scale building. This report to the public is also a form of information on heritage conservation, even if this is only a simple report on daily activities. Intentionally or not, this media attention is very helpful. The media acts as a third party, who observes if there is a demolition process under way in heritage building areas. In the interviews with urban heritage experts, the experts underlined the competition of issues, policies and strategies in the city: heritage versus economic interests, heritage versus the transport system, and more conflicting subjects. There were plans for a highway connecting the southern part of Surabaya from Ahmad Yani Street to Diponegoro Street to reach Gresik, which is located in the northern part of Surabaya city. The plans have been deferred since 2015,¹⁵ as the heritage expert in Surabaya believes that the highway would hinder the view of the façades of the heritage buildings. As the city traffic has grown, this attempt to build a toll road has been discussed at provincial and national level.

The consensus in urban conservation should include the objects of built heritage which are to be preserved, their respective preservation procedures, and how much of the object is to be preserved (Pendlebury, 2009). Meanwhile, in Darmo, the municipality and Surabaya

¹⁴Conservation of Darmo was expected to have a positive impact on the area and was also an attempt to promote the heritage area, because it was a tool for teaching history and knowledge. Mostly, Surabaya citizens are familiar with the term for urban heritage (*cagar budaya*); local newspapers such as *Jawa Pos* and *Kompas* play the main role to spread this awareness, not only to the owners of the urban heritage objects but also many citizens. It is interesting to find that citizens have a sense of belonging regarding urban heritage objects; in some informal interviews they mentioned that they know the heritage buildings in Surabaya well due to oral tradition and local newspapers.

¹⁵Highway street development as a national infrastructure policy: Contestation of national and local policy toward the city. Source: BAPPENAS.

heritage experts have long been struggling to reach a consensus due to economic problems. Although planning of the heritage area and economics should ideally be synchronised, in reality, this tension between the two is never resolved. On this subject, some urban conservationists have suggested that as long the building brings in economic benefit, the urban heritage process will succeed (Rypkema, 2014). On the other hand, other heritage researchers highlight that the valuation of the heritage object may not equal its *use value* in an economic calculation. During regular meetings of heritage experts in Surabaya, the attempt to check heritage objects for changes is a very tedious process. In reality, some private owners of heritage objects may build a very different type of building from what they have proposed. This is not simply due to missing awareness of cultural heritage, but instead due to the process of analysis that considers future revenues, that there will be more benefit to the owner if the heritage building does not follow the original guidelines. The conservation of heritage buildings barely benefits economic goals; mostly it forms only part of the financial support that the owners need, in both residential and commercial cases.

5.2 MECHANISM OF RESIDENTIAL HERITAGE: RELEVANT ISSUES

The most persistent issues facing urban heritage areas are common city problems such as economic pressure, demographic changes and globalisation.¹⁶ These issues are also present in many Indonesian cities, whereby conservation might be seen as a reversal of the natural process of city expansion. One of the possible solutions could be to apply a strict policy on conservation, and in concrete terms to announce the listing of buildings in residential heritage areas. In less developed countries, the problem arises because the government has other priorities in urban development. In conserving an urban heritage area, the challenge lies in managing change that balances conservation needs and development needs. Hence, to address this issue, a mechanism that integrates the protection of heritage values into the urban planning system is needed (Pendlebury, 2009; Derek and Worthington, 2008; Getty Institute, 2009).

5.2.1 Conservation policy versus development needs

In Indonesia, the urban problem lies mostly in the planning of implementation: the legal instruments are sufficient, but there is not enough expertise to implement the regulations and there is limited manpower.¹⁷ Jakarta gives an example of what typically happens in Indonesian cities,¹⁸ including Surabaya.¹⁹ The demand for land in the cities is becoming

¹⁶Getty Institute (2009), *Historic Urban Environment, Conservation Challenges and Priorities for Action – Meeting Report*.

¹⁷Interview with N1 (2015).

¹⁸Leaf, M. (1994), Legal Authority in an Extralegal Setting: The case of land rights in Jakarta, Indonesia. *Journal of Planning Education and Research*, 14, pp. 12–18.

greater; inhabitants of the old area do not always have the choice of keeping their current lifestyle. Furthermore, changing the function of the area due to new investments such as hotels and shopping malls, implying a change in the function of the space, then results directly in a change of inhabitants within the old area. Earlier research has shown that conservation areas may have similar challenges in financing the area. In some other cases of historic areas, it has been shown that economic benefits for the city do not always exist.²⁰ However, contrary to reports, in most cases of Indonesia’s postcolonial cities, there is a contestation of investment demand – of a new function of the commercial area. In the Darmo area, the transformation of the area for commercial usage resulted in high maintenance costs, taxation and competition for precious land in Surabaya city centre. This competitive usage of land can lead to difficulties in preserving the function of heritage houses. It is found that heritage buildings that have been converted into commercial usage are mostly in better condition compared with residential ones.

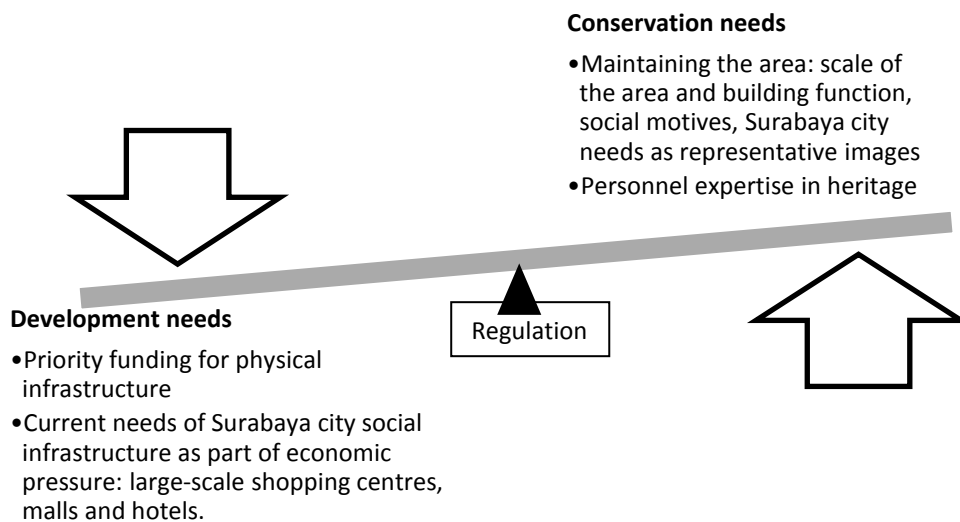


Figure 5.2 Mechanism of heritage area: A balance between conservation and regulation
Source: Author (2016).

Challenges for private owners are based on several problems: 1) relatively large land parcels, which implies the need for more financial resources for maintenance; 2) an expanding family, who have moved to another city for work or to find another house; 3) in some cases, for the widowed or veterans, their current income is not sufficient to pay the

¹⁹Heritage conservation is another type of development that was undertaken to maintain the heritage regulations along with the Surabaya city planning regulations, but this approach has not always succeeded. A lack of expertise was one of the causes of some heritage building losses. An attempt to make the regulations for building permits accessible was undertaken through online applications.

²⁰In the case of the historic city centre of Lodz, Poland, it seems there are no economic pressures that might endanger the residential heritage; Kepczynska-Walczak, A. (ed.) (2015), *Envisioning Architecture: Image, Perception and Communication of Heritage*. Lodz: Lodz University of Technology. Monograph EAEA.

land tax. In response to this situation, the Surabaya government has created a policy of reduced taxation for heritage buildings on the condition that the object meets the heritage policy.²¹ To be precise, it is important to take a closer look at taxation that is beneficial to pensioners. The 50% reduction of land taxation for heritage buildings does not differentiate between high-income earners and those who do not have enough income, i.e. the pensioners and widowed. It has been found that different categories of inhabitants reside in the Darmo area, which is presumably a rich area. Therein lies the assumption that everyone is able to afford the tax.

A form of participation in heritage conservation chosen by the association of heritage scholars and practitioners is heritage awareness, with a concern for values. In this context, the definition and measurement of heritage awareness is seen from the physical aspect; the maintenance of the object. In this research, a form of awareness is found not only merely expressed in the good maintenance of the object, but also in people simply keeping the object even if it is not affordable for them. Looking at the evolving heritage regulations, the development of the law over the years shows that the government is more and more concerned about heritage conservation because, in fact, heritage buildings continue to be lost. The lack of understanding of the objectives of heritage conservation has resulted in a changed perception of the programme by the inhabitants. People are pessimistic due to the inconsistency of the heritage regulations and the previous dynamics of the city regulations.

5.2.2 Changing scale of the area

Ideally, the heritage area should be economically sustainable, and if possible even support the economy of the city. The commercial buildings can bear the costs of maintenance and taxes (see Chapter 4), but not the residential ones. These problems contribute to changes in function from residential to commercial. Due to such competitive land use, it is very difficult to preserve old houses as residential buildings. There are different types of parcel size; the biggest parcels are located around major streets such as Darmo, Diponegoro and Kartini Streets, along with Dr. Soetomo Street, where the problems of merging of parcels and demolition of heritage buildings have mostly occurred.

Corporate investors also tend to consolidate the land to build commercial buildings. This is the case when investors buy three or four parcels and merge them into a single parcel with new functions. This land consolidation is a major phenomenon in Indonesian cities; this not only happens in Jakarta as the capital of the country, but also in other big Indonesian cities. The change of land ownership from individual households to the private investors occurs regularly; land is then accumulated for commercial functions or merely saved as land

²¹Surabaya Mayor Law No. 34/2013 on Land Taxation Reduction (*Peraturan Walikota Surabaya No. 34 Tahun 2013 Tentang Tata Cara Pengurangan atau Penghapusan Sanksi Administratif dan Pengurangan atau Pembatalan Ketetapan Pajak Bumi dan Bangunan Perkotaan*).

banking for future investment.²² This development severely changes the scale and the function of the area. This economic driving force also changes the structure of the area, resulting in a change of the inhabitants' lifestyle. An example in the Darmo area is a newly built hotel in Ronggolawe Street in 2014, which was built on two merged parcels and thoroughly changed the character of this neighbourhood street. The hotel is not on the former site of a listed heritage building, but the impact of it has severely affected the old area. During an interview, one inhabitant expressed the implications of the change in scale by referencing the different activities that she has in her daily routine. It was not as convenient for her to walk around the neighbourhood as before. More vehicles contribute to additional noise and the feeling that security in the area is lacking.

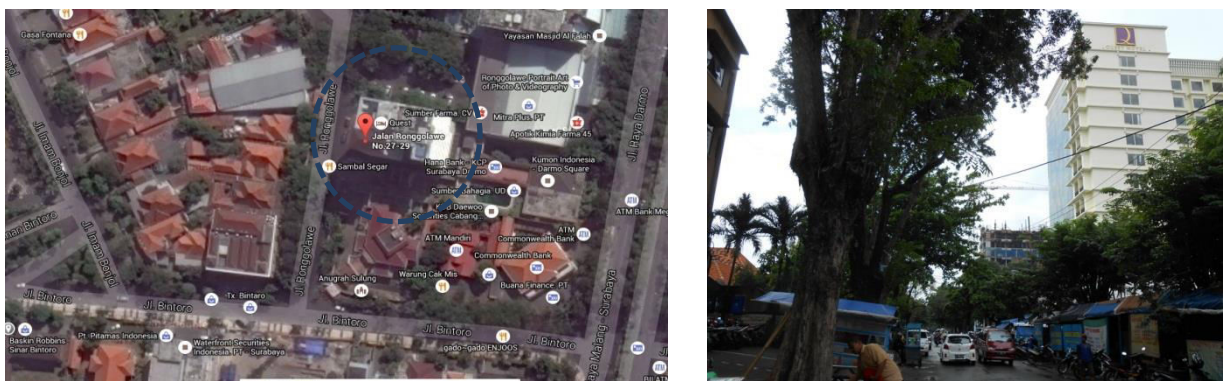


Figure 5.3 Merging parcels in Ronggolawe Street has resulted in a different scale of this neighbourhood. Source (left): Google Maps (2016) with additional editing by author; (right) Author, 2014.

Since there is no separation between the pedestrian pavements and the main thoroughfare of the street, the huge impact of additional economic driving forces has led to more vehicles on these neighbourhood streets. The management of a heritage residential area should first be based on the function of a residential area; the shifting function of such a residential area due to economic growth changes the quality of life dramatically, especially because of increasing noise and traffic. This fact also shows that planning implementation regarding the heritage area needs to be more comprehensive.

This research also found that some inhabitants perceive positively the *use value* of the location of their building in a conservation area. Different senior residents were asked whether they would prefer to live in a new area; the answer was that they would prefer to stay. A new area in this context represents a modern residential area. This result comes from inhabitants who have lived more than ten years in the Darmo settlement. The answers reflect an appreciation for their life in that place. Walkability is perceived as an important value to the residents. In the current Surabaya context, it is not very easy to find a residential area with this quality.

²²The phenomenon of such land consolidation has been occurring in some big Indonesian big cities; see Budihardjo, E. (1997), *Tata Ruang Perkotaan*, p. 67, and interviews with N1 and Prof. Johan Silas (2015).

These mixed functions are both an advantage and a threat to the heritage area. People who have an interest in the uniqueness and nostalgia of the heritage area are seen enjoying this new function. Changing the function of buildings to a commercial one is known to be a better way to preserve heritage buildings. In the case of other cities in Indonesia, Bandung demonstrates an example of maintaining streets along Dago Street into corridors of boutiques, bakeries and beauty shops (Pratiwi et al., 2014).²³ The synergy between economic and social development is needed for a sustainable process of cultural heritage conservation. The phrase 'selling the unsellable' is a concept to promote cultural values (Ashworth, 2014).

In addition, conserving *Kampung* has been part of the municipality's policy to reduce density – also to minimise the number of commuters to the city centre²⁴ (see Chapter 4). Furthermore, keeping a gridiron street system is a policy to distribute the traffic load, which works better compared with other street systems.²⁵ In Darmo and Diponegoro Streets, the traffic load problem was shared with Mayjend Sungkono Street, but achieving the balance in heritage conservation requires more consideration.

5.3 ROLE OF STAKEHOLDERS: INHABITANTS, ACTORS, OWNERS IN MANAGING HERITAGE

From the earlier discussion in the previous chapter and during interviews in the fieldwork, it can be seen that an indicator for successful conservation of built heritage is the engagement of the people because they are the ones who live in the area and decide the quality of life. In order to involve people in the conservation process, this research explores inhabitants' needs and opinions. From its characteristics, there are two demographic groups of inhabitants living in Darmo area as private households: the first group consists of senior citizens who basically live on their pension. This category is not interested in achieving a profit for the area. Their focus is on living peacefully in the neighbourhood. Thus, they need financial support to be able to pay for what they consider as high taxation. The challenge, however, is that the authorities consider this group as wealthy, so they do not need as much support according to their opinion. The second category is the age group between 40 and 60 years, the so-called productive ages. The most common situation is that these inhabitants obtained the house from their parents. In interviews, this group also expressed their opinion that land taxation is too high, even though they have a stable income. The lack of understanding of the objectives of heritage conservation has resulted in the situation that some inhabitants have changed their perception of the programme. People are pessimistic

²³Pratiwi, W.D. et al. (2013), Urban Dwelling and Housing Adaptability: Consideration for policy innovation, conference paper at Habitechno International Seminar, organised by Institut Teknologi Bandung, Bandung, Indonesia.

²⁴*Kampung* function to keep balance in the city not only by demonstrating mixed heritage but also traditional heritage settlements within the city.

²⁵Interview with Prof. Johan Silas (2015).

due to the inconsistencies in the heritage regulations and the previous dynamics of the city regulations.



Figure 5.4 Category 1 – household inhabitants: The widowed, veterans and pensioners
Source: Author (2014).

A strategy to engage inhabitants in the Darmo heritage area is a common purpose; the common needs of this community. This may refer to practical needs for neighbourhood security, cleanliness, or the organisation of cultural events or festivals. In the heritage area, the inhabitants vary from long- and medium-term to short-term residents. Each possesses various needs, but generally the long-term residents are more likely to be engaged in the neighbourhood and maintain social relationships with other inhabitants. The second category, the medium-term residents, are likely attracted to the prestige of living in the area, while the short-term residents are only there for functional reasons. In the literature, Sullivan (2000, p. 433) suggests that housing serves as different types of commodity, for various reasons; first, there are heterogeneous houses types due to size, location, age, floor plan, interior, feature and utility. Second, housing is *durable*, which has implications for the housing market.²⁶ This dissertation shows inhabitants' awareness of heritage preservation. Past activity in the period 2000–2010 displays the progress from information to collaboration, which can be viewed as the earliest indicator of awareness. The first phase is to inform, which does not provide benefits in terms of the financial scheme for maintenance.

An incentive scheme for the owners of heritage buildings could be applied. The incentives should be given to the resident owners of houses, due to the issue of fairness.²⁷ With rapid urban expansion, private owners may feel under pressure due to the duty to maintain their old buildings. The cultural institution also plays a role in the preservation of the city of Surabaya. By its custom and tradition, inhabitants in the old part of the city are also willing

²⁶Sullivan, A. (2000), *Urban Economics*, 5th edn. USA: McGraw-Hill Irwin.

²⁷For example, Transfer of Development Right (TDR); such a scheme has been tried in Jakarta (interview with N3, 2015). However, the implementation of a TDR programme is not easy in practice; it only succeeds when the ideal conditions of a long-term land use plan and committed stakeholders are met. This programme also requires legal and comprehensive work for successful application.

to conserve the area. It has been found that they may maintain the buildings without much economic advantage.

5.3.1 Managing conservation challenges by engaging the private sector as strategy

To achieve sustainable heritage conservation, all actors need to contribute to its greater success.²⁸ Stakeholder participation in heritage can be initiated by spreading information on the advantages of heritage preservation, which can lead to sustainability in the conservation area (Pendlebury, 1999; Worthington, 2005; Rodwell, 2007). The information from stakeholders can be forwarded to all inhabitants. This section aims to develop a concept of sustainable conservation, and also to analyse the essential contents in this research context. Preservation is not only about remembrance of the past; it should also consider the current context with regard to its history, and the future, so that the conservation object can be sustained.²⁹ This concept of revising what conservation actually is considers the appreciation of the context of the city. Then, it becomes necessary to combine both, concept and context in the city, when managing a heritage area.

Role of ethnic groups

Most family businesses with origins in Surabaya are motivated to follow the idea of conservation. Their rootedness and bonds to Surabaya make them less calculating when weighing the issue between conservation and economic value. Some of the owners of the companies come from other islands or a particular ethnic group. Along with the growth of their companies and their adaptation to the place, the owners have also begun to identify themselves as Surabaya people. Even though part of their ethnicity might express itself in a different cultural practice from that of Surabaya, most local native Javanese people and their identity bring harmony to Surabaya city. I argue that their expression regarding their heritage building is also a way of being accepted in the local neighbourhood. The goal of their cultural consciousness is to adapt a typical Surabaya identity. This fact also confirms the concept of Hague and Jenkins (2005) that if there is a sense of identity toward a place, a willingness to conserve the heritage area will develop naturally.

In addition, Worthing and Bond (2008) also suggest that there is a bonding of the people toward their place; a feeling toward historical places. Even though their research was formulated based on the settings of European cities, there is a similar indication of

²⁸*Cultural heritage may be significantly different in usage to a broader range of community and interest groups, further work is needed on methodologies for identifying the rights, responsibilities, representation and level involvement of communities'* – Nara document in ICOMOS 2014.

²⁹Bernard Tschumi, Lecturer at DAM, Frankfurt, 7 July 2016; he explained the context of the design of the city concept – context and content.

participation in the context of Surabaya heritage – a bonding of the people toward their place. This dissertation started with the idea that the motivation of inhabitants and/or stakeholders to conserve heritage may be developed by generating the aspects of emotional value, memory and attachment to place. In the Surabaya case of Darmo, most senior citizens in Surabaya have this attachment, and they will happily narrate their life story and associate this with the place, as Darmo has been their setting since their childhood. In some informal interviews with Surabaya citizens, they mentioned, '*I frequently used the steam tram each Sunday*'. This narrative between Surabaya citizens about the old area in Surabaya is a daily conversation.³⁰

Cooperation between the private sector, academic groups and authorities in supporting the heritage area

In the past ten years in Surabaya, heritage events initiated by Surabaya citizens have grown. The motivation to participate in such events is attributed to nostalgia for the old cities, as well as consistent promotion of the events through social media, which draws a younger audience. These heritage events also spread to several cities such as Semarang, Magelang and Jakarta, but still, Surabaya is a unique case because they started purely from the people's own initiative, without government influence. This demonstrates a strong form of participation. Several associations have shown interest in heritage preservation in Surabaya, both in tangible and intangible heritage.

Specialised organisations, such as the Surabaya Heritage Society (*Sjarikat Poesaka Surabaya*)³¹ and Oud Rotherbourg Surabaya initiated this trend in the heritage movement around the year 2000. The interesting point about this movement is the establishment of permanent sponsorship. The movement receives no supplementary funds from the local authority. This demonstrates a form of awareness in heritage conservation and goes back to an old cultural system of Indonesian mutual help or *gotong-royong*.³² This system relies on donations from Surabaya families without any attempt to provide benefit to them. Those heritage societies work hand-in-hand with the donors (private-sector bodies); together, this network contributes not only to built heritage management, but also promotes the social

³⁰Some scholars in sociology and anthropology, for example Anthony Giddens, Jeffrey Alexander, Robby Peters and Abidin Kusno, have been conducting research on the characteristics of Javanese people; in the central Java province, people tend not to directly express their opinion in daily conversation compared with the Javanese that live in the eastern province. People's identity as citizens of Surabaya is known for openness and equality when speaking.

³¹*Sjarikat Poesaka Soerabaia* was established in May 2007; the founder, Dr. Timoticin Kwanda, was from Petra University Surabaya. The current head, Freddy Handoko Istanto, was actively involved in promoting Surabaya heritage.

³²Wiryomatono, B. (2015, p. 12) *Perspectives on Traditional Settlements and Communities*; stated that *Gotong Royong* was a concept of mutual help within the community – households might help each other in the form of donating some money or labour.

aspects. A possibility of funding for private properties listed in the conservation area may come from individuals and/or businesses.³³

Private-sector corporations such as Wismilak and Sampoerna and banking corporations such as CIMB Niaga and Mandiri have shown interest in conserving heritage buildings in Surabaya; firstly, by retaining their old buildings, which are considered by Surabaya city as an example of best practice preservation. As discussed earlier, their awareness can be seen in their attempt to keep the heritage buildings in a well-maintained condition. The second attempt can be demonstrated in their cooperation with other relevant stakeholders or interest groups; for instance, academic institutions. Table 5.2 demonstrates private initiatives in heritage programmes, which can be seen as a form of participation. These organisations and Surabaya municipality are working hand-in-hand to organise a festival with the theme of old Surabaya. It should be noted that ‘old Surabaya’, in this case, dates back to the era of the war of independence between 1945 and 1950, even though the city itself has been settled for 365 years.³⁴

Table 5.2 Support for the conservation programme in Surabaya by private-sector bodies

Form of participation/activity	Institution	Form of support for heritage activities	Issues covered
Preserved built heritage including the social aspect	Wismilak Group	Preserving not only the built heritage area, but also supporting a cultural heritage event as an owner of one heritage building, <i>Grha Wismilak</i> , promoting urban heritage in the Darmo area	First company to hold a heritage event in Darmo
Promoting soft aspect/cultural heritage	Surabaya Heritage Society	Characteristic of the society aims for the whole cultural aspect of Surabaya’s heritage. The initiator of heritage trail, together with Sampoerna Foundation	Academic group from Petra Christian University Surabaya; Timotichin Kwanda focused his research Master’s and PhD on heritage values in Asia
Preservation of built heritage including the social aspect	Sampoerna Foundation Group	Initiated heritage trail from northern to southern Surabaya, including Darmo area. This is an initiative to promote urban heritage in Surabaya	Sampoerna initiated the opening of the House of Sampoerna in the year 2000, one of the first successful preservations of a

³³Pendlebury, J. (2015, p.327) Conservation of the historic environment in *Town and Country Planning in the UK*, 15th edn. London: Routledge. Funding for private buildings in heritage environment came from the private sector and individuals; also, there is no tax reduction scheme.

³⁴Surabaya city celebrates its anniversary on 31 May each year; in 2015 the government mentioned that the official number of years was 723.

Form of participation/ activity	Institution	Form of support for heritage activities	Issues covered
			private building in Surabaya

Source: the corporates websites and elaborated by the author (2016).

1. Wismilak Group

The tobacco company Wismilak Group is involved in heritage events, including exhibitions of the Indonesian textile *batik*.³⁵ This group converted their building in the Darmo area into a museum and funded the artists in Surabaya sketch walk. In cooperation with the Surabaya Heritage Community (SHS), Wismilak Group organised a *heritage sketch walk* along the main corridor of Darmo. This event is held twice a month, and the heritage area is documented through ink or pencil sketches. Wismilak Group was founded in Surabaya, and these events can be considered as an early private-sector initiative in built heritage conservation. Since then, their effort has continued in yearly events supporting heritage.

2. Sampoerna Foundation Group

This organisation is owned by one of the biggest tobacco companies in Indonesia. They established a museum in the northern part of Surabaya that is one of the earliest examples of successful building conservation in the city.³⁶

Academia and Surabaya Heritage Society

High participation was shown by engagement in and support of the conservation programme, which shows that the stakeholders' involvement plays an important role. Academia's involvement in heritage by creating the cultural programme was also part of their contribution to the society. While stepping up this level of participation in urban heritage, conservation has been measured by this act (Peerapun, 2011; Pendlebury, 2010). Also, architects and planners from Surabaya educational institutions, namely Petra Christian University Surabaya (UK Petra), Institut Teknologi Sepuluh Nopember (ITS) and University of Tujuh Belas Agustus (UNTAG) have been working hand-in-hand with the other actors for the urban conservation effort. Also, historians from the University of Airlangga Surabaya (UNAIR) and Universitas Negeri Surabaya (UNESA) have participated in heritage conservation. These members of academia have been proudly supporting the preservation

³⁵<http://www.wismilak.com/en/responsibilities/5070/detail/english.html>

³⁶http://houseofsampoerna.museum/e_historybeauty_main.htm

of Surabaya city for a long time, not only by holding scientific discussions, but also engaging in heritage events.

Surabaya Heritage Society (SHS) has a long track record in communicating the cultural heritage of Surabaya through the local media. In the one of the most read newspapers in Surabaya, *Jawa Pos*, this organisation consistently promotes urban heritage and its events. Such events can be differentiated from the traditional culinary event in the old Chinese district in the northern part of Surabaya, from the batik event, Old Surabaya graphic art, etc. As the first event was organised without significant government support, they succeeded in gathering support from private companies, social media – newspaper, radio and television – and universities. The organisation explains their objectives as follows:

1) Involving the society in identifying and attributing proper recognition to Surabaya's cultural heritage; 2) Encouraging the society to preserve cultural heritage through sustainable means; 3) Building networks with local government and the private sector to carry out the tasks to register, publicise and socialise cultural heritage preservation in Surabaya.

5.3.2 Inhabitants' participation in urban conservation of Darmo

The perception and awareness of the inhabitants of a heritage area must be stimulated to ground a successful conservation programme, so that the inhabitants become involved in urban conservation. Perception is determined by subjective matters and influenced by people's life experience. At the same time, heritage is also selective with regard to the government listing certain buildings, without acceptance or consent by the owner.

As mentioned in Chapter 4, the information about heritage regulations was sent via mail, followed by the regulations themselves; there were also some attempts to organise community meetings, but these were not a success. There was scepticism from the people, even though the Surabaya government has been one of the best in Indonesia. The worry of the building owners is partially because this programme has not given enough benefit to the people. Ideally, government incentives and benefits should apply to those who have property in the heritage area.

However, even though the steps of participation seem easy to apply, the reality can be different. For example, some inhabitants have refused to preserve their buildings, simply due to the preference of a new style. Table 5.3 shows indications of inhabitants' attitude toward the heritage area, to illustrate the process of participating in heritage conservation action.

Table 5.3 Inhabitant participation process in the management of Darmo heritage area,

Step	Process of participation	Indicator in heritage area	Attitude	Remarks: how to manage
Inform	Object of authority policy is well informed	The inhabitant understands the programme, guidelines, rewards and punishments in heritage area regulations	The houses in heritage area are well preserved: they follow the height regulation and the setback regulation	Even though in this case not all of the regulations and policies are well communicated to Darmo's inhabitants, a form of participation – well-preserved houses – exists. This means that some active processes in conserving the heritage area have been carried out by the people
Consult	The object of the authority's policy is invited to discuss their problem	The inhabitants may contribute their opinion in the decision of programmes, guidelines and regulations as they apply in the heritage area	The communication is shown in an agreement between the inhabitants and the Surabaya government	Some invitations have been announced by the government
Involve	The object of the authority's policy is invited to be more involved in discussing policy	The inhabitant is actively involved in the programme's events in the area	There can be a joint collaboration between Surabaya government and the inhabitants: e.g. participation in city bazaar	This process of involvement needs to be designed so that people participate in the right way

Source: adapted from Peerapun (2011).

As the government is still in the process of communicating the heritage programme to the people and designing its regulations, levels of participation have remained mostly at the stage of consultation. Awareness plays a very important part in the three levels of participation in heritage discipline terminology. The phenomenon that has occurred in the area is that the process of consultation is still underdeveloped: communications between the authorities and the people have been rather one-sided, despite several attempts to organise a public discussion on heritage. As a result, there have been misunderstandings about the conservation programme between the inhabitants of the area and the government.

Table 5.3 demonstrates that participation in the conservation of urban heritage in the Darmo area can be described in the steps on information, consultation and involvement,

which are reflected in the model of the UNESCO (2005) convention. The convention stressed that urban heritage needs to be based on four components of sustainable development: natural and built environment, economic aspects, social and cultural aspects, and political aspects.³⁷ Later, UNESCO (2011) suggested that public awareness must increase to achieve sustainable urban conservation, so that the development of capacity building and NGO involvement is necessary. Managing urban heritage can only be sustainable by sharing responsibilities between both central and local government, as well as residents (Turner and Tomer, 2013, p. 188).³⁸ Conservation is defined as an action to understand heritage and its elements, to know, to reflect upon and communicate heritage and its elements. Its history and meaning should be retained as part of the integrity of the place, such that it will be in the best position to sustain its heritage values for present and future generations. This is in line with Feilden (2003, p. 3) and his statement that the conservation of the built environment is an act of managing heritage objects in the dynamic of its purpose; in the context of this dissertation, it would be the transformation of built heritage in terms of the needs of inhabitants, citizens and the city itself.

5.4 CONCLUDING REMARKS

In understanding heritage policy and regulations, the city's priorities and the dynamic investment of the city, some considerations for urban heritage conservation are as follows: First, managing an urban heritage area depends on the synergy of the authorities, the people and the private sector. In the context of urban heritage in Indonesian cities, economic returns in value are simply not enough. Preserving the historical area also means preserving the community, by keeping the area alive with the current inhabitants. In the end, people are social entities who need other people; in the case of an historic environment, the other people are the long-term neighbours. Management of a conservation heritage area in the city centre needs to consider the quality of life for residential use, and also to provide basic city infrastructure in the area. The local authority must maintain the function of the pedestrian pavements for street vendors, and also clean the drainage system of garbage, etc. In order to manage the quality of life in the residential area, the problem of traffic in the city centre needs to be solved; this aspect also plays an important role in the sustainability of the area's conservation. The conservation policy for the area should not only focus on the listed buildings, but also develop a holistic view of the other buildings in the area. The regulation system needs to be integrated with the policy of built heritage objects in a prime economic area. More detailed and precise regulations in

³⁷UNESCO (2005) Four Dimensions of Sustainable Development for urban heritage conservation. http://www.unesco.org/education/tlsf/mods/theme_a/popups/mod04t01s03.html

³⁸Turner, M. and Tomer, T. (2013), Community Participation and the Tangible and Intangible Values of Urban Heritage. *Heritage & Society*, 6(2), pp. 185–198. DOI: 10.1179/2159032x13z.00000000013.

the heritage conservation programme are also expected by inhabitants, especially the low-income groups. There is a need for better support mechanisms for specific private household owners in the heritage area, such as veterans, pensioners and the widowed. Similarly, incentives must also be addressed to commercial building owners.

Secondly, an important issue that has not yet been considered by the authority is the role of senior inhabitants who are living in this old area. They need to be integrated into the adaptive surroundings. This demographic phenomenon is also observed in other heritage areas. Again, conserving the area means not only giving attention to the built objects, but also preserving the inhabitants on site. Heritage conservation can only be considered to be a good example of its practice as long as it keeps the concept of *place integrity*, here including the harmony of its inhabitants.

The third consideration in managing heritage areas is to educate the people about heritage, not because they do not understand, or are not really aware of the impacts, but rather to explain the long-term implications – directly benefiting society: social benefits, fresh air as the lungs of the growing city and improvements to the microclimate. Promoting the quality of life in and near the heritage area – a green residential area within the city centre can be alluring because of pollutants – is a crucial issue for the health and cleanliness of the city. These benefits could be relevant in promoting the area's significance within the entire conservation campaign. The current aim of the city to create a better place to live can be supported by preserving the urban open space in the residential heritage area. This also acts as a direct benefit to sustainability in the rapidly growing city and could be part of the logical reasoning for conserving the heritage area.

For harmonious living in the heritage area, there is a need for both residential and commercial activities. Hence, a balance between planning and the market is necessary. Drawing investments from the private sector is part of sustainable urban heritage conservation. For practical reasons, this idea needs to be implemented, and a scheme for incentives needs to be selectively observed. Managing the heritage area should provide an open opportunity to invite sponsors and third parties as donors for the heritage buildings. This finance model has been established for long-term investments; such a financing scheme is well established in Indonesia. In order to achieve a sustainable economic design of conservation management; there is a need for authorities to select investors very carefully and to have a vision of the future development of the heritage area. Some corporate entities have already demonstrated their sense of responsibility in the design of heritage conservation; for example, Sampoerna Group and Wismilak Group. Their awareness makes them exceptional within corporate circles in Indonesia.

Furthermore, appreciation from Surabaya citizens have been shown through their comments in several media reports and in their participation in the Old Surabaya Fest: a heritage event with a high level of participation. People's involvement in those events might

be interpreted only on the basis of a good opportunity for a recreational event; some media reported enthusiasm during the heritage event. Aside from this consideration, tourism frequently promotes heritage conservation strategies, but this is difficult in residential areas. Even though many of its buildings have become commercial units, the residential character still dominates the Darmo area, and requires particular conditions as a common residential area: peace and calmness. Hence, it requires particular efforts to keep conservation alive.

CHAPTER 6. MOTIVATIONS FOR CONSERVING THE HERITAGE AREA: VALUES THAT MATTER TO INHABITANTS

Introduction

The previous chapter explained urban growth and its dynamic as a challenge. It also stressed the opportunities to conserve a heritage area. As a response to this situation, this chapter intends to give an insight into the inhabitants' values. The values discussed in this chapter especially refer to people-related values, namely, memorial values, age values, virtues within the built heritage objects. This chapter focuses on the underlying motivation of the people who live in the heritage area to participate in the conservation of the heritage area; particularly their attitude toward the historic environment in relation to social networking and socio-cultural values. By understanding human values, this reveals a bond between people and their place, which in turn will generate awareness toward heritage areas. Urban heritage conservation aims to protect the values or culture of its inhabitants, not merely the object or material itself. The objects contain various values: the architectural and social values that are embedded in its old places and materials (Worthing and Bond, 2008).

The notion of *human values* in conservation became a main topic in the ICOMOS (International Council on Monuments and Sites) symposium in 2014,¹ pointing out that people-related values need to be taken more into consideration.² This research topic engages the current academic debates in the heritage disciplines. It explores the process to explain the underlying thought of the people in the context of caring for the area in a setting of rapidly changing urban growth. Since the aim of conservation is to protect urban elements (built forms, open and green spaces), the research investigates the inhabitants' awareness of those elements. Hence, community-driven conservation may be started from their attachment to the objects, despite the existing challenges in urban heritage conservation.

The inhabitants of Darmo bring more insight into this point through their social networking. The social networks form social capital in Darmo, with inhabitants as a social asset, to conserve the heritage area. Moreover, in order to conserve the area, it is important to

¹ICOMOS Symposium 2014 was held with the title Heritage and Landscape as Human Values; the conference emphasised people as the focus of conservation.

²The Florence Declaration suggests community-driven conservation and local empowerment: https://www.icomos.org/images/DOCUMENTS/Secretariat/2015/GA_2014_results/GA2014_Symposium_FlorenceDeclaration_EN_final_20150318.pdf

sustain the social and economic aspects of the inhabitants' needs. The process starts by tracing ties to kinship, a value embedded within the people.³

6.1 SOCIAL STRUCTURE IN RELATION TO SOCIAL VALUE OF HERITAGE

The main thesis of this chapter is that if the values of the people – the rootedness and attachment of place – can be observed, this means that people have an interest in heritage objects. This potential serves as part of the motivation for participating in a conservation programme. There are some explanations why the inhabitants have been preserving heritage buildings by all means, and not simply because of ego and pride in family matters, but because such actions are part of following the consensus value. A feeling of exclusion from society can be as bad as the loss of a material thing. In line with developing conservation based on human values, some adjustment and adaptation are needed to conserve the Darmo area. It is an adaptation from the concept of heritage value on which it is primarily based, and used in terms of economic use and functionality. In Darmo, it has been found in some cases that conservation has occurred even though the building does not have an actual use. In the other words, the buildings have been physically well preserved without being of economic use and purpose.

6.1.1 Shifting values in urban heritage and inhabitants' motivation in conserving the heritage area

The way people put a meaning on their own house serves as a basis for rethinking the way of managing urban heritage areas in Indonesia. A house is an identity expressed in the building. The question of whether traditional values are still important, and how they are transformed, is reflected in the way in which people think about conservation. Their way of thinking about conservation is influenced by their kinship and the characteristics of the value of housing. As it is made up of individual homes, the Darmo area is connected closely to a system of values, because in Indonesia residential homes always carry a traditional perspective.⁴ Then, shifting to a modern context, it is still relevant in the current condition of modern Indonesian housing in a city within the conservation process. I argue that the way people see values of houses in Indonesia influences their decision whether or not to conserve the building. The famous anthropologist Jean-Claude Levi-Strauss analysed a

³Watterson, R. (1991), *The Living House: An anthropology of architecture in South-East Asia*. This shows that houses are a representation of society, because they demonstrate social construction, and not only have a function as residential space but also social space, and also expresses value as a cultural symbol. A researcher from outside the context may have a different understanding of the local building, as the subject of their research.

⁴Wiryomartono, B. (2014), *Perspective on Traditional Settlements and Communities: Home, form and culture in Indonesia*.

setting of traditional Indonesian houses in 1963 as a reflection of the social strata and social functions of the people.⁵ Previously, the social structure within the residents served as a background to illustrate the place; for example, in a high-ranking place in Surabaya, the residents were most likely considered as important people (Dick, 2002 and author's fieldwork, 2014). It has been found in this research that some parts of Levi-Strauss's work can still serve as an explanation for the current condition of Indonesian houses. The same phenomenon of character is embedded in the people bringing their value into the current residential area of Darmo. This shows that the shift of changing generations in the era of rapid urban development from the extended family to the nuclear family barely affects their opinions about conservation. If we look further at motivation theory, what motivates people is also their meta-need of actualisation (Maslow, 2001).⁶ Since conserving historic areas is not a priority in Indonesian cities, it is necessary to see this as a psychological need for the self-esteem of the inhabitants.

To gain a better understanding of the context and culture in Surabaya city, it is necessary to explain the social values of the citizen, which reveal the city's potential, circumstances and other possibilities. In East Java, the people easily accept and assimilate with other cultures and ideas. Their open-mindedness and high tolerance influence their strong will to participate.⁷ Even though the buildings are already accepted as local, as shown in the findings of this research, they are still a part of the bitter history of the colonial period in Indonesia. This is a transformation, because of the meaning people give to the heritage area.⁸ In other words, urban heritage conservation cannot be successful if the people have no emotional connection with the place. The dissertation reveals that in the Eastern context, as in the case of Darmo, the integrity of places relates to the deeper emotion of residents toward their place, which becomes their individual and collective response to urban heritage conservation. I argue that this is a key to maintaining the integrity of heritage places, which is also suggested in earlier urban heritage research (Feilden, 2003; Jokilehto, 2012).⁹

⁵Levi-Strauss, J.-C. (1963), *Structural Anthropology*: '[The] house is not just a physical entity but also a cultural category – house as another type of social structure. Locality plays a key role in exploring the meaning of house'.

⁶The ICOMOS Conference in Florence, Italy, 2014, 'Conservation as a Landscape of Human Values' has shown the growing movement from architectural conservation association to people-centred conservation. Maslow's theory of self-actualisation relates to the people's motivation to conserve old buildings.

⁷Geertz, C. (1957), *Ritual and Social Change: A Javanese example* and Indonesian historian Purnawan Basundoro (2009, 2012).

⁸Other cases show that not all ex-colonial places accept colonial buildings as heritage.

⁹Earlier conservation research suggests that keeping the integrity of place may only be possible if the people understand the values of the objects (ICOMOS; Jokilehto, 2012; Feilden, 2003).

6.1.2 Role of the kinship system influencing efforts to preserve heritage

Darmo inhabitants expressed in the interviews that their family houses are valuable things, which causes them to preserve them by all means. This finding especially concerns senior citizens who are around 65 years old (born around the 1950s) or more. I was fortunate enough to conduct interviews with widows of veterans in Darmo. They explained the importance of their old houses, as well as their actual problems in maintaining them. There are strong ties within the residents to the Darmo area; in particular, the long-term inhabitants, who are mostly familiar with each other¹⁰. The respondents mostly agreed or strongly agreed with the statement 'I know the people in my neighbourhood' (Appendix F: Chart 6.1). The residents know each other, communicate with each other and understand their neighbourhood as one entity. They are well aware of changes in the neighbourhood. Hence, they identified themselves with the big 'family' of the Darmo area.

The results of the fieldwork show that, mostly, the household respondents answered the statement 'I feel a part of the Darmo community' (Appendix F: Chart 6.2) with 'agree' and 'strongly agree'. Furthermore, regarding the people's tie to the environment, the willingness to gather together in this area is linked with bonding¹¹ among these people, even if there seem to be no social gathering activities. Indeed, residents expressed that 'I would like to participate in a social gathering' (Appendix F: Charts 6.3 and 6.4). Secondly, the duration of residence correlates to a higher level of attachment to the place and also an intensified social network.¹² This contemporary kinship can be found in the area. In addition, the inhabitants also expressed their willingness to engage in a conservation programme.¹³ Accordingly, this research found that the inhabitants intended to stay in the Darmo area long-term amidst urban pressures, which is an important factor for engaging inhabitants in the conservation programme. They were proud to live in the Darmo area. Hence, strong roots to a place and the identification of the residents with their place serve as a motivation to conserve a historic area. This finding is in accordance with the research of Rhianon Mason et al. (2015), which shows that values, including the people's attachment to the place, has a role in conservation engagement.

To sum up, the findings show that bonding can be found in in the historic environment of Darmo; some of the residents are relatives, in other cases they are old friends and they are sharp observers of their neighbourhoods. In this kind of setting, conserving the heritage

¹⁰The senior inhabitants are defined as the people or family that society would respect (in Indonesian terminology they would be called *penghuni lama*).

¹¹The terminology was *bonding with the area came from the field of sense of place*; later the concept was used in heritage conservation.

¹²Sorensen, A. (2009), Neighborhood Streets as Meaningful Spaces: Claiming the right to shared spaces in Tokyo. *City and Society*. DOI: 10.1111/j.1548-744X.2009.01022.x

¹³Citizens' initiatives to communicate their opinion about planning are considered rare in Indonesia, even when the case is directed toward their properties. This passive form of expression occurs because in previous eras, an attitude of not agreeing with government was stigmatised.

area should be easier because there is a high motivation from its inhabitants that relies on their social network.

6.2 PLACE VALUE OF DARMO HERITAGE AREA TOWARD SURABAYA CITY AND ITS INHABITANTS

The heritage area has a function of remembrance – as a *container of memory* (Hebbert, 2005) and the famous notion that changing the shape of an old heritage building means that people lose the memory of living in that place proves to be correct (Kostoff in Worthing and Bond, 2008, p. 25). A similar result can be stated in this research, because people's perception of a place, in a city where they spent their childhoods and their lives as adults, demonstrates a strong relationship to the place. Even in the case of losing their own building, people may reorient themselves to surrounding places, where their relatives and friends still reside. In the case of Darmo, place value is reflected in the following factors: the social aspect, the economic aspect and motivational ideas. The social aspect refers to the social network – the way inhabitants interact with each other and how this interaction affects the conservation process. A sense of place acted as a generator for people's motivation and their willingness to contribute to the area.¹⁴ The economic aspect in this context refers to the inhabitants' ability to spend money on conserving the buildings. The last aspect, motivational ideas, refers to the motives of inhabitants to preserve the Darmo area. Senior inhabitants perceive their houses as family houses that need to be preserved. Middle-aged persons are not as strong on this view in comparison with the senior inhabitants. This is not to say that they do not want to preserve their houses, but they tend to be more realistic regarding economic pressure. The people who work in this area also express their appreciation; one of the respondents mentioned that the office building 'feels like home and comfortable' and the area is 'relaxing'. These findings reflect the place value of the heritage area that relates to social values; the quotation below by Marta de la Torre (2014, p. 160) shows the importance of social values:

Social values are not easily elicited in assessments undertaken by professionals because they tend to be contemporary, locally held and not always held evident in the physical fabric. Nevertheless, social values have an important consideration in conservation as the expanded view of heritage encompasses cities, regions and landscapes, and the preservation decision has a stronger impact on the daily lives of a larger number of people.

Part of the findings in this research is that heritage values, including social values, do not change as the city changes. Some traditional values might vary slightly over time, but the way the inhabitants value their heritage remains the same.

¹⁴Katriina Soini et al. (2011).

The old part of a city is evidence of citizens' appreciation of the city; it shows that what remains in the city is important to its inhabitants. As discussed in Chapter 2, some scholars (Rossi, 1982; Hague and Jenkin, 2005) put emphasis on the old city as an identity, which shows that the surviving objects are highly appreciated by its people. In the research context, this means the heritage area. This has happened in the case of the Darmo area, where the people pay attention to their neighbourhood, regardless of whether it has a specific architectural significance. Especially for the residents, the architectural importance is not the only significant issue for heritage conservation. The perception of heritage conservation in this research is related to several factors, which are based on cultural motives. In particular, it relates to family ties, because the building serves as a family house or is currently used as a home. For commercial buildings, the appreciation is shown by the owner as a part of promoting the value of the brand. For example, two banks in the area, CIMB Niaga and Mandiri, use heritage buildings for their offices; this preference is a part of their branding strategy.¹⁵ As long as people connect the *embedded meaning* with the built heritage environment, the area becomes easy to conserve. Hence, these concepts follow the idea of architectural conservation by Feilden (1999), and also follow the principles by Jokilehto (2005) on urban heritage conservation; both scholars summarise the need to consider people's values in heritage conservation. Future concerns on urban heritage conservation need to focus on the preferences of people¹⁶ and also rely on current cultural, physical and environmental resources (Jokilehto, 2012, p. 318).

6.3 INHABITANTS' APPRECIATION OF THE HERITAGE AREA

The section discusses the appreciation of a place that influenced inhabitants' opinion about the conservation programme. As discussed in Chapter 4, the conservation criteria in Surabaya city are based on historical values indicated by context and age. First, the heritage objects should be a minimum of 50 years old. This relates to the historical value, which has a specific significance in this case, because of some of the buildings in Darmo; the hospitals played a role in supporting Indonesia's war of independence in 1945. The second set of criteria are architectural values indicated by aesthetics and rarity. Even though the government regulations do not give further details on the aesthetics criteria,¹⁷ they state that all the ex-colonial buildings have aesthetic value. The rarity factor comes from the unique architectural style, compared to the typical traditional and common types of

¹⁵In other Indonesian cities such as Jakarta, Bandung and Semarang, CIMB Niaga and Mandiri also prefer to use heritage buildings as their offices.

¹⁶Jokilehto, J. (2012, p. 318): '*Modern conservation does not mean a return to the past; rather, it demands courage to undertake sustainable human development within the reality and the potential of existing cultural, physical and environmental resources*'.

¹⁷In the regulations, it is written that the heritage buildings (almost all of them are ex-colonial buildings) are protected due to their historical significance and architectural significance, which includes aesthetics and rarity. The regulations do not give further details of aesthetic criteria that need to be assessed within the object.

Surabaya houses. There are several types of old residential buildings, but only a few of them have a unique architectural character. However, these criteria do not reduce the interest of the inhabitants for their old buildings. It is evident that this practice can be explained as tradition and a culture of honouring ancestral houses. To this extent, this is different from Western conservation, where ideas are based on use value.¹⁸

6.3.1 Inhabitants' appreciation of open space in Darmo area

Most inhabitants have shown a high appreciation for the Darmo area. Throughout the interviews, inhabitants expressed their pride as residents in the Darmo area due to the unique character of the area.¹⁹ They mentioned trees, the wide set of the street, clean lines and facilities such as large open spaces (for details see the description of the Darmo area in Chapter 2). In newly built settlements, these qualities can no longer be found. In comparison with more recent residential areas in Surabaya city, the Darmo area offers wider open spaces and old vegetation, and the location itself allows the inhabitants to access public facilities easily.



Figure 6.1 The Korean Park, a boulevard of greenery in Dr. Soetomo Street in the Darmo area, has a social function; it is used not only by Darmo residents but by also many people from outside the area Source: Author (2014).

¹⁸The conservation value within the Vienna charter is basically for an object or site in Europe; for other places context or a contextual discussion is needed (Rodwell, 2006; Pendlebury, 2008). The idea to use people as tools for conservation is based on an assumption that linking it to the internal social interest of the inhabitants is a useful approach (Worthing and Bond, 2007).

¹⁹Surabaya citizens know the area as an elite class settlement. In comparison with residential heritage areas in the UK, 'most people do not live in a conservation area, and most residential conservation areas cover areas of relatively expensive and architecturally superior middle-class housing' (Pendlebury, 2009, p. 125).

The results of the fieldwork show that the qualities of Darmo area are highly appreciated (Appendix F: Charts 6.5, 6.6 and 6.7); in the answers to the question 'What do you appreciate in the Darmo area?' the respondents confirmed the appreciation of the features in Darmo area as follows: a) cleanliness and pedestrian pavements; b) gardens or open spaces as recreational areas; c) trees for shade from the sun. The features in the Darmo area that are mentioned in a positive manner are the trees and shade. The inhabitants notice that the Darmo area is a green and shady place.

6.3.2 Inhabitants' appreciation of architectural values

In the past, built heritage objects were mostly appreciated through their physical values; namely, the historical aspects that included the age, aesthetic aspects and the rarity aspect. Currently, the debate is to reconsider if this value is still relevant as a basis to raise the conservation of urban heritage. Moreover, there has not yet been much consideration of this value in urban heritage policy studies.²⁰ However, earlier research mentioned that the appreciation of such values relates to an early awareness of the inhabitants to heritage conservation.

Aesthetic Value: A relative aspect

The research investigates whether the inhabitants appreciate the architectural values of the heritage buildings. The empirical work shows that the inhabitants confirmed appreciation for architectural values; most of them perceived that their buildings have aesthetic qualities. The respondents confirmed this with around 90% of answers for 'agree' and 'strongly agree' to the question of aesthetic significance of the building type (Appendix F: Chart 6.8). The inhabitants promptly answered: 'I like it', or 'This old building is beautiful, isn't it?' In accordance with the aim of the research to find motivations for conservation, this aspect of aesthetic appreciation may serve as a motivation to conserve the heritage area.

²⁰The implementation of the research value in solving the urban heritage conservation problem needs further work; not only for the heritage case but also in the whole city context (Pendlebury, 2009; Pendlebury in *Town and Country Planning in the UK*, 2015).



Figure 6.2 One example of a Darmo inhabitant expressing their awareness of maintaining heritage properties in good shape. Source: Author (2014).

Jokilehto (2012, p. 215) refers to Alois Riegl, who stated that 'each period and each culture has its particular condition'.²¹ Cultural heritage can therefore only be appreciated if it is seen in its relative cultural and historical context. The aesthetic value in Darmo is produced by the condition of experiencing another culture, because there is an influence from the colonial era. Alois Riegl and other scholars in heritage studies explain that the same value may not be understood in the same way by different observers. The appreciation of values relies on many factors. It is important to understand that the appreciation of aesthetic values is interpreted by some postcolonial scholars as a process of identification with an aesthetic imposed in the Dutch colonial era (Kusno, 2004; Widodo, 2009). Its historical link to the colonial era might also impose on inhabitants' perception of the aesthetics of a heritage object. The Darmo heritage area has its own cultural context. It has its own era that is appreciated differently by different groups of people. This research's finding correlates with Jokilehto's work (2006, 2010) on the recognition of heritage value. This empirical research includes the observation of people's recognition: how the inhabitants interpret the architectural heritage value, and how it is turned into appreciation of heritage. The inhabitants' appreciations of architectural values (authenticity, aesthetics and rarity) are important findings of the research.

Age Value: The contextual value toward the city dynamic

The consensus on the age value varies from person to person and depends on the context. In Surabaya city, the limit of 50 years is based on the cultural value.²² The fieldwork results

²¹Jokilehto, J. (2012), *A History of Architectural Conservation*. London: Routledge.

²²One of the Surabaya heritage experts mentioned traditional philosophy regarding the appreciation of an old building: 'an object after 50 has a soul that needs to be appreciated' (translation by the author). This is an adaptation process from the international value of conservation, which then becomes a new interpretation of

show that the inhabitants confirmed that the age of the buildings is part of their appreciation for them. More than 90% of the respondents answered with 'agree' and 'strongly agree' to the question of the significance of the buildings' age value (Appendix F: Chart 6.10). Inhabitants also perceive that the old buildings need to be honoured, which is an interesting finding. Some of the heritage buildings in Darmo are even older than 50 years and have inscriptions to say that they were built in the 1920s. Residents of these houses are proud to show the inscription; they also mentioned that tourists are interested in documenting their house. The perception of historical buildings can be explained within the cultural context of Indonesian people.

Authenticity Value: Challenge to people's current need

As discussed in earlier chapters, the authenticity value is one of the core components in heritage conservation. This aspect might have a slightly different meaning in the Indonesian context. It does not follow the concept that every component should be replaced with the same material as before. Recently, the inhabitants have used new materials for their heritage buildings. This method of preserving and conserving their heritage building, by the insertion of new elements, is a form of their willingness to conserve the area. This may be seen as a sustainable conservation process in this context. This is in line with Marta de Torre (2013), who suggested that the method of keeping the heritage object can be seen as a form of engagement in conservation.²³

The urban heritage conservation effort will only be sustainable by being flexible in handling the values, including the use, economic and architectural (authenticity, rarity or distinctiveness, and aesthetic aspect) values (Jokilehto, 2012; de la Torre, 2013). In other words, people keep the basic shape of the building and follow the city consensus of keeping urban open spaces; also, the inhabitants' attitudes are seen in their investment to manage the continuity of the heritage objects. This is a way to demonstrate the inhabitants' awareness of conservation, because people have invested in these objects. The shape and the urban open space need to be kept. It was also found in the field research that some listed heritage objects consist of completely new components; I interpret that as it being a way for people to take care of old objects. The inside of the buildings was completely changed and adapted to modern use, as a reflection of modern tastes and as a response to people's current needs in the old building.²⁴

the local context. On the other hand, there is a rising movement for the conservation of modern architecture, conserving relatively new architectural objects, carried out by DOCOMOMO and the Getty Institute.

²³de la Torre, M. (2013), Values and Heritage Conservation. *Heritage and Society*, 6(2), pp. 155–166. DOI: 10.1179/2159032x13z.00000000011

²⁴An 'ideal' conservation according to the regulation criterion is if the heritage building has been conserved with minimum intervention to the façade.

The result of the empirical work shows that there is recognition of the rarity aspect; more than 90% of the respondents answered with 'agree' and 'strongly agree' (Appendix F: Chart 6.9). Furthermore, it was found that some owners have replaced the material of some elements, such as the doors, new panes of colourful glass in the window, and a polished marble floor. The ambience has become more dynamic; when entering a new house, the 'feel and smell' characteristics of the old building are gone. In comparison, in buildings with minor interventions, in which all of the original materials remain the same, the wood and brick give off the smell of an old home; the old material gives off a smell of dampness. One owner, a medical doctor, expressed his preferences for the new materials as part of his lifestyle. In order to adapt to the current needs of the inhabitants, authenticity values need to be adjusted in the Eastern context. The legal framework for listed buildings needs to be flexible to give a chance to the inhabitants' individual expression. Hence, the conservation policy should benefit both sides: the authorities, to conserve the area easily, and particularly the inhabitants, who will have more benefit from the policy. From the authorities' side, flexibility means that details in the heritage building conservation criteria are necessary, while leaving room for adaptive functions. The preservation of heritage buildings – in particular concern about the façades – may allow the adjustment of an architectural component, such as a door or window, but the walls and terrace need to remain the same. This understanding of the function is in accordance with Malpass (2009, p. 204) who suggests that the important point of housing heritage is 'flexibility and utility must rule'. The inhabitants mostly already follow the guidance. This shows that they are keeping the original colour of the building, its structure and roof shape. In line with Jokilehto (2005, pp. 296–298), authenticity needs to adapt to the specific context; to keep its authenticity, a building would not always need to be restored by the same builder. 'The word "authentic" has its roots in the word *authentikos* in Greek terminology, which means myself (*autos*), in contrast to the meaning of the Latin word *auctor* (the authority, the originator) – the maker' (Jokilehto, 2005). The inhabitants of the conservation area need more flexibility, because the *author* of the past – from the colonial era – is no longer there. Hence, authenticity should not be perceived within a limited interpretation. The inhabitants should be the *autos* of their own heritage building.

Darmo heritage area: Value as source for knowledge

As part of recognising the heritage value of the Darmo area, this section intends to explain the embodied lesson learnt as part of knowledge value both for architecture (as an example of climate adaptive building) and urban discipline. All of the efforts reaffirm that urban heritage conservation needs to be sustainable. Given this, all contributory factors matter; a climate adaptation is part of the push and pull factor. If the buildings are adapted to the climate, then the motivation of inhabitants for their preservation will be high. This means reducing energy consumption to decrease the indoor building temperature. In addition, the

heritage building is typically made of high-quality material (double brick walls and Jati wood²⁵ for roof structures). The people's opinion on these types of old houses is of an image of a high-quality and comfortable building.

Moving to the knowledge values in the urban planning discipline, since the area is part of a shared heritage, the design of the area is an adaptation that lies between Dutch and Indonesian city planning. Thus, an overview about its climate adaptation is necessary. Indonesian scholars have written about adaptability in Dutch planning and its influence on the Indonesian cities, including its building design. Reviewing the old perspective of Surabaya's planning reveals its current problems.²⁶ Stephen V. Ward (2013) mentioned that what happens today in the city is accessed from its past planning; he stated that an old perspective of planning can help us to recognise what happened in the past, but which still contributes to current problems. In addition, there is no evidence that the Dutch designed the structure of Surabaya city; it is partially designed in the southern part of the city.²⁷ In accordance with this issue, a review of the urban planning system in the Darmo heritage area needs to be taken into consideration. The Darmo area, like any other old designed settlement in Indonesia, functioned as a laboratory where urban planners could experiment with a concept of the modern city at that time. In the case of Surabaya, it was adapted from a country of four seasons to one with two seasons consisting of a warm and humid climate and high precipitation. This knowledge was fostered through the Amsterdam School by Hans Peter Berlage. The architects tried to study the tropical climate, and then to arrange the pattern of the streets in the form of a grid. The Surabaya zoo, in the beginning, was not designed to be an urban open space.²⁸ There is research supporting the argument that the Dutch planning system does not really fit in Jakarta, because some parts of the city are consistently flooded due to high precipitation. There is not yet any proof that the Dutch planning system has failed in Surabaya, but some streets in the Darmo area (Dr. Soetomo, Musi and Ciliwung Streets) are also consistently flooded. There is at least speculation that the phenomenon is a result of failed planning.

In addition, Kusno (2000) and King (2004) offer another perspective on postcolonialism regarding the power of colonialism in the Dutch period in Indonesia, focusing on it and arguing that it is symbolic.²⁹ Aside from that finding, their research indicates also that there is a link from the historical context to current spatial planning; therefore, it is not only a

²⁵Jati is a species of timber that grows in Indonesia, which was also mostly used as a material in old traditional houses.

²⁶There are several approaches to taking a look at urban planning history. In the past, it often functioned as a historical understanding of planning in the past. Scholars in planning history attended the conference: Michael Hebbert, Robert Freestone, Hans Hammer and Gerhard Fehl.

²⁷Interview with L4 (2015).

²⁸Lots of houses in Darmo were planned, but because of the economic crisis there was a bubble in housing finance around 1960; it became a leftover space that was then sold to Surabaya municipality (Dick, 2005).

²⁹Abidin Kusno in Anthony D. King, *Spaces of Global Culture: Architecture Urbanism Identity* (2004) mentioned that during the Dutch colonialism period in Indonesia, the buildings functioned as symbols for power.

socio-cultural influence. This highlights that in order to understand the current situation in postcolonial cities, it is important to reflect on the colonial setting. This tendency of spatial planning was in order to support the purposes of the colonial government, which might push the needs of the people of the colonised city to the back. The same phenomenon also happened in Singapore, even though the city has a different context of colonial planning from Indonesia – the UK planning system.³⁰ Even though their focus is mostly limited to the public buildings in the city, part of their findings on the associated meaning still relates to this research. The private estate in the colonial era was intended to be inhabited by the *wealthy European* (Dick, 2012, pp. 53–54). The Darmo area of that time also carries the image of an exclusive residential area in comparison with the traditional settlements.

6.4 DISCUSSION AND CONCLUDING REMARKS

Urban heritage approach is based in the Western context and has been largely adapted to conserve that part of the world. Recently, the trends to reinvent Eastern heritage preservation are becoming more important and are widely discussed among scholars. Along with those trends, the dissertation's findings suggest that a different set of values influences the motivation to conserve heritage areas in the Indonesian context. The result shows that Indonesian families appreciate their roots by keeping their family houses. It can be stated that inhabitants perceive that the Darmo area has outstanding architectural values and social values. They perceive that the buildings have an additional value of uniqueness, aesthetics and age. These aspects form internal values that are embedded in tradition and portray a deep sense of rootedness and a functioning social network. In the scale of the area, inhabitants realise that the Darmo area is worth conserving, not only due to its function (such as the city's amenities, the shady environment, the advantage of large-scale houses and the roofs allowing shade from the sun), but also because the aspect of attachment to the place plays an important role. The inhabitants confirm that the Darmo area functions as an oasis in Surabaya city, both physically and psychologically. From this case study, it can be seen that the inhabitants have an internal cultural attachment as a motivation for conserving the area. The finding is also in line with Martha de la Torre's (2014) suggestion that the adapting value of cultural heritage can be *multiple and attributed*, which shows that the use value and economic value of the old place are, in the end, cultural values.

Hence, in designing an urban heritage conservation programme, some considerations need to be based on social values. Firstly, for a conservation area, *memorial value* plays a more important role compared with architectural and economic values, based on the fact that the prime motivation of the inhabitants to conserve a heritage area is not only an economic

³⁰Yuen, B. (2011), Centenary paper, Urban planning in Southeast Asia: Perspective from Singapore. *Town Planning Review*, 82(2). DOI:10.3828/tpr.2011.12

matter.³¹ However, this appreciation of *memorial values* needs to be acknowledged by the government, and it should be integrated into the planning of heritage policy. In this case, for example, as the families in Darmo value the buildings, a form of incentive to maintain heritage houses should be taken into consideration. By supporting inhabitants' motivations, the government benefits in having the heritage area well maintained. Instead of a stagnant situation as a *large museum* in a city, the area represents a good practice of mixed functions – a harmony of residential (with a high quality of life) and commercial activities.

Secondly, by understanding the Darmo inhabitants' place attachment and their rootedness, it follows that there is an impact on motivation in conserving the urban heritage area. The finding of this dissertation answers the question of heritage scholars (as discussed in the previous chapter) of whether the memorial values may have real implications. The policy for the heritage area needs to consider people's attachment and rootedness. It has been found in this research that inhabitants have the opportunity to actively participate in the conservation of the Darmo heritage area; this is indicated by cultural events that are still held by inhabitants. The concept of participation indicated that the conservation programme would be easier to conduct as long as there was a strong social network for the inhabitants of a heritage area.

Thirdly, cultural value;³² the heritage area offers knowledge value for the urban design discipline as a living museum at city scale. Architects and urban planners can learn from a process of old residential design with the influence of a foreign school – with a very different context and way of thinking. In addition, as a response to the current needs of the inhabitants, conservation needs to be adaptive; thus, the authenticity values of the building should not be solely assessed by the object's originality. The inhabitants need to be able to adjust elements of the houses as well as integrate additional utilities. In order to do so, the specific legal framework for architectural and urban elements needs to be developed accordingly. Further research may be conducted to identify whether the design is suitable in the context of different climates and cultures.³³

³¹Memorial value as defined by Alois Riegl considered age value, historical value and intended memorial value. In this research and its context of residential heritage, those concepts of values are applicable. The other categories – preservation values: *use value*, *art value*, *reuse value*, and *relative art value* – become less important than the memorial value.

³²The term *cultural value* was introduced by Sir Bernard Feilden and Jukka Jokilehto: it refers to identity value, relative artistic value, technical value and rarity value.

³³Recently, there has been growing research on postcolonial design effects on colonised places, before the focus on its old street patterns, and a prediction of what happened in the past – a rethinking of the past or historical concepts. However, in the future, heritage research on the impact of colonial design on the current city – for example, city infrastructure – will contribute more to both the practical and the academic.

CHAPTER 7. DISCUSSION AND CONCLUSION

The dissertation fills the gap between theories within heritage conservation, since the issues in the field of built heritage conservation arise generally from technical discourse in the context of the Indonesian city. The discipline of residential heritage conservation can be followed by continuous research of the inhabitants of the study area. The concept of area conservation is based on the following four aspects: architectural values, people's attachment to the area, conservation and management of heritage buildings, and the background of postcolonialism, which is a particular issue in South-East Asia. Hence, based on these considerations, a process of conserving a heritage area in terms of inhabitants' social capital needs to be addressed in the first instance. Secondly, it also lies within the private sector's corporate social responsibility. From the perspective of an architect and a planner, the important components of a holistic approach toward studying the value of the area include the intrinsic values of the place, the associated values of the place, the inhabitants valuing the place and heritage buildings and, most importantly, the contribution of the heritage area to the value of the city. The latter can be observed not only in the added value to its identity, which distinguishes the city from others, but also through the effects on the microclimate adaptation of the city.

The dissertation reveals the context of Eastern culture, particularly in Indonesian cities. Inhabitants of these areas have a different attitude toward old buildings; they are mainly concerned how to prolong the usage of the buildings based on their function as modern monuments, as reminders of important historical events. The inhabitants' activity within the built form of the conservation area reveals the need to maintain the heritage buildings, which then results in financial burden. Nonetheless, due to the adherence to socio-cultural values, the inhabitants are motivated to preserve the heritage. This is in contrast to the global value that tends to be based on the calculation of gains from the building's economic value. The early approach to built heritage conservation was dominated by the adaptive reuse of these building types. Hence, the key consideration for preservation was based on materiality. In the context of South-East Asia, the inhabitants' perception of the old area of a city is also different. In the course of the research, it was found that people appreciate living in an historical part of the city because the area is perceived as prestigious, and thus related to higher self-esteem and position in society. The perceptual concept is reflected in the richness of rare architectural forms, compared with contemporary architecture, which is considered to suit better to current needs. To sum up, this kind of attitude toward socio-cultural value and historical value has a positive effect on the conservation of heritage areas. Inhabitants' preferences based on this attachment to a heritage area, as found in this research, serve as a key motivation for conservation.

Furthermore, the old buildings are highly appreciated because, in the inhabitants' opinion, they have greater value in comparison with modern buildings – the newer residential ones. This attitude results from an idea that the quality of life in the old environment is better compared with the new one, due to its established elements: the old trees and the spacious street pattern. The old neighbourhood environment has a quality that relates to comfortable living, whereas the new luxurious and well-maintained residential housing areas may not carry the same ambience. This proves that the perception of the old residential area by its inhabitants is, in fact, based on the quality of the built environment.

Moving to another issue, the finding demonstrates inhabitants' awareness of the old area as part of a shared cultural heritage, an area which is associated with the Indonesian independence period (1940s–1950s), as an indication of acceptance of *other* cultural values. The inhabitants treated the shared architectural buildings and the area as part of diversity; the area has become an integral part of their identity and a reference for the ideal criteria of residential areas. This interesting phenomenon is the opposite to the assumption that people consider altering historical associations with the Dutch colonial presence, which are reflected in this built area. This demonstrates an open-minded attitude of the second and third generations living in these buildings. It is also an interesting finding to recognise that people still have an attachment to the place despite this background of postcolonialism.

7.1 INHABITANTS' ATTITUDE TOWARD THE CONSERVATION POLICY IN RESPONSE TO RAPID ECONOMIC DEVELOPMENT

As mentioned in the previous chapter, the attitude of inhabitants to their heritage area is a response to the current condition, stimulated by law, regulations and economic pressure. This combination of factors has resulted in an awareness phase; a responsiveness toward the consequences for the heritage area, which is the first step of involvement in urban heritage conservation. The main trigger for community engagement is an incentive from the local authorities, which may be a direct or indirect advantage of living in the heritage area. This concept needs to be developed and promoted in terms of its benefits for the urban heritage area. This includes benefits not only for the inhabitants of the area, but also for Surabaya citizens in general. Conservation of the old part of the city in times of rapid economic development requires a strategy, and in the case studied, it also requires drawing resources from people and interested private-sector bodies. A heritage programme is different from other city programmes; it is a special programme, which tends to imply great efforts from both the government and the local inhabitants. Managing a heritage area requires expert personnel in this field and also strategic partnerships with the private sector for cross-funding possibilities. An incentives scheme for inhabitants needs to be established; it means that additional public funding needs to be allocated in order to achieve this purpose. Firstly, a purposive tax reduction for inhabitants with special conditions; secondly,

an incentive for the majority of building owners of non-commercial building function; and, thirdly, incentives for commercial heritage building owners should be assigned. This implies that these heritage buildings and the area have an advantage in terms of the economy. The result of this dissertation shows that a strategy for urban heritage preservation needs to be designed. One of these categories of urban heritage preservation is to conserve the building envelopes of the heritage area in the city.

This is a scheme to understand how conservation works, a chain of regulations and legal support that correlates with other factors: financial and economic incentives, and also inhabitants' social values. In order to conserve a heritage area within a rapidly growing city, the concept needs to keep the driving forces in balance. In the early definition of conservation,¹ it simply meant to keep an optimal condition and prevent damage. In relation to the initial definition of conservation, this research indicates that the key to sustain a heritage area is to work hand-in-hand with the inhabitants to keep the integrity of the place. This attempt is also strengthened by the social capital of the inhabitants as a modality for conservation engagement. Then, the efforts to transform the heritage buildings need to be handled carefully. The heritage buildings and their setting should not lose their attached meaning, but also maintain the balance of their architectural values that need to be preserved. Conserving a heritage area is also a process of "passive-adaptive" building and transformation in line with the concept of green building in passive ways (Rypkema, 2008).² As discussed in the summary, the conservation of an historic area is a way of saving energy in highly adaptive building types; firstly, by keeping the old buildings and using the concept of climate-adaptive building types. Secondly, the passive-adaptive process at large scale also means an act for the sustainable development of the city itself; this approach within a district network is a contrast to a rough calculation of maintaining a heritage area with its historic buildings. In the long term, this is a strategy toward sustainability.

7.2. INHABITANTS' PROJECTION OF VALUES REGARDING THE HERITAGE AREA

The Darmo area is perceived by the inhabitants to have both architectural value and social value; this may be happening because the inhabitants reflect the value system within Surabaya's people.³ Moreover, inhabitants also expressed their appreciation of the function of the buildings: passive energy for the cooling system, air circulation and pathways for the breeze, reducing glare through their orientation. In the context of the warm and humid city, these qualities of buildings and old areas do not simply result in cost efficiency, but also further reduce people's stress. The expressions of relief while passing the old area, which

¹The term *conservation* in an early definition by ICOMOS (Venice charter, 1960).

²The concept of adaptive reuse (<http://www.nj.gov/dep/hpo/4sustain/Conference2008/Rypkema.pdf>).

³The city is a reflection of its people; the social value reflected within the people was believed to be an intrinsic logic of the city (Hayden, 2005; Burgess-Park, 1925; Smith, 1979).

contains greenery, are known to them. Hence, in building a strategy for heritage conservation of a large area, the inhabitants' appreciation toward their place will generate motivation to conserve these qualities. Moreover, a strong connection to their place also functions as a trigger to preserve this heritage neighbourhood.

Some other findings should be mentioned: firstly, the interesting result in this research was the social cohesion within the area. The previous assumption was that inhabitants of this residential area were individualistic, non-cooperative citizens, because some of the small-scale streets had installed an individual gate system. Secondly, it was found that inhabitants do attempt to conserve the heritage area, not only their own building, but also the surroundings. This requires one to put aside the assumption that there is no willingness to join the participatory process due to some deteriorating listed buildings. It was also found that inhabitants express an appreciation of architectural qualities.⁴ Furthermore, the *value of heritage objects* remains the same; it does not change from traditional to global. This is because, in the Indonesian case, people voluntarily conserve heritage buildings based on traditional values, which are called *Eastern values* by some heritage scholars. This is a reflection of the internal value of inhabitants as a *model* for conservation from the heart of the people, which is in line with Jokilehto (2006, 2010). The last finding shows that the inhabitants' awareness serves as a motivation to conserve a heritage area because place attachment exists within the people. This component needs to be considered as the main component of the conservation programme. Engaging people to conserve the area may become easier because of place attachment.

7.3. RECONSIDERING THE IMPORTANCE OF COMPONENTS OF RESIDENTIAL HERITAGE BASED ON INHABITANTS' CONSIDERATIONS

Many efforts are required to support the conservation programme. One of them is to recognise which architectural qualities are preferred by the inhabitants. Yet, in order to have a preference, the inhabitants must first possess a vested interest in the elements of the area, so that there is a motivation to conserve. The dissertation contributes by explaining an aspect of conserving a heritage area that still serves as a residential area in an Indonesian city. The aspects of conserving heritage houses proposed by Pendlebury (2009, p. 139) remain valid in the case of Indonesia. In this research, it is found that the inhabitants of the residential area consider some aspects more important than others due to their socio-cultural background, namely: i) *social factors demonstrated by the existence of social networks*; ii) *a natural environment: open space and trees*; and iii) *general environmental quality* (peace and quiet), in comparison with other criteria: *architectural appearance, historical character, and morphology (size of plots and width of street)*. The first observation

⁴Recently there is a growing discourse on shared architectural heritage; this has further implications that may affect the architectural quality of the objects that may be preserved in the area.

is that environmental quality has particular importance among the senior citizens of the Darmo area, compared to the younger ones. The case of the Darmo area shows that the living environment is considered more noteworthy than the architectural appearance, because of the necessity of living peacefully within the residential area. Secondly, the historical character is also well recognised by the inhabitants; this is naturally embedded within the inhabitants. Thirdly, the natural environment also plays an important role, since the area is well known for its shady and cooling environment.

By considering all the significant aspects, social cohesion serves as the fundamental basis of conservation. In other words, the local authority's task in conserving the heritage area has become sustainable due to the prevailing social cohesion. The inhabitants who maintain the heritage buildings have the same aim as the local authority to preserve a clean and safe environment. Ultimately, sustainable preservation of heritage should function with minimal government support – by drawing from the inhabitants' resources. This would be possible if action stemmed from the intrinsic motivation of the inhabitants and plans of external parties such as government bodies or city developers to converge to the same result: a lively city that retains its historical area and still functions as a place of residence and commerce. In becoming this, the heritage area would not only represent the city, its history and culture, but also function as an amenity for the city and commercial usage.

7.4. RECOMMENDATIONS

Ultimately, to conserve a heritage area, the fundamental aim must be to conserve the basic quality of life for people in the area. As long as the quality of life is assured, the preservation of an area can be sustained. This approach needs further consideration: firstly, a supporting legal framework of conservation must be created; secondly, other parties and stakeholders must be involved and integrated into the programme and its management; and thirdly, there should be an open approach to the architectural aspects of the conservation programme and practices.

For the conservation of a residential heritage area, the authorities need to preserve its 'optimum scale'. This is not an easy task in the case of rapidly growing cities where the heritage area is located in a prime location such as the city centre, and the authorities need to deal with high investment pressure. To handle this problem, a conditional regulation zone may be applied; the zoning definition could follow the policy of 'Transfer of Right of Building Development'. This approach is a short-term suggestion that could be specified for 50 years, until the current generation of residents has passed away. However, the long-term future model to preserve such heritage areas needs to be reconsidered.

The current strategy to cover the need for investment and keep the area alive by transforming buildings in the residential heritage area into mixed usage has also resulted in

economic pressure to transform the original functions of the buildings. On the one hand, this provides a guarantee that the buildings will survive and be maintained, but on the other hand, the change in function will also affect the ambience of the residential area. It will create a dynamic neighbourhood, but will raise issues of privacy and the additional impact of more traffic and noise. These might be unforeseen consequences of commercial use in a heritage area; but the *museumification* of a residential heritage area is not a good solution either. Not allowing the area to transform, to adapt to today's needs and to grow also negates the quality of the area and may produce transience or lack of use. Therefore, the balance between the potential for commercial use and the potential for residential use is vital.

Even though a heritage conservation plan has been designed and included in urban planning, the implementation of the policies needs to be synchronised with the city's infrastructure purposes. This is important, because in some cases infrastructure decisions are made by provincial- or national-level authorities. Furthermore, the residential heritage area is not merely a private area, because cultural heritage is important to all citizens and its conservation is in the public interest. Therefore, policy related to the infrastructure that affects the urban heritage area is important and must be discussed with the local authority and the citizens.

This research is highly relevant to other Indonesian cities with similar heritage areas. Further research into the preferences and needs of the inhabitants of the urban heritage area could prove their key role in managing historical environments. The implementation of the city's regulations plays an important role in conserving a heritage area; the enforcement of regulations within city planning has direct implications for conservation activity, especially in maintaining the function of a historic residential area and the envelope of the heritage buildings. The authorities need to demonstrate their consistency in applying city planning regulations, as without this effort urban heritage conservation will hardly function.

There is a further possibility to have separate schemes for residential areas and commercial areas as part of the city planning regulations, by giving incentives to house owners based on the way they renovate their buildings and how they preserve traditional elements. Commercial buildings can be managed by making permission conditional on the usability and function of the buildings' activities. In this case, the government has proven that it is easier to control the commercial area than the residential. To implement the recommendations into conservation policy, an advanced organisational structure needs to be developed. This will include personnel with building expertise in the practical fields of building conservation, system management of the heritage area and community engagement. Enhancing this expertise will be a practical step toward conserving cultural heritage.

Recommendations for further research

A further consideration for research in urban design can serve as a continuation of this dissertation on the subject of Darmo. Further studies regarding the role of the inhabitants' awareness in the conservation of heritage areas would be worthwhile. This research has observed the current problem of preserving heritage in the city with its complexity of keeping the present conditions. The second part, related to the growing discipline of postcolonial academics, offers another possible area of future research. It would be interesting to investigate why this postcolonial planning still has an impact on the current conditions.⁵ The researchers in sharing built heritage mostly capture the compatibility of design and city planning in the colonial era. With the growing interest in research on postcolonial impact in Indonesia, further comprehensive research in the field of postcolonial planning can be undertaken.

Since about 2015, researchers have discussed whether the constant flooding in Jakarta is influenced by the unsuitable design of water run-off systems and the canalisation or river normalisation that was carried out in the colonial era.⁶ Reflecting on this subject, a similar question arises: whether the flooding in the southern part of the Darmo area is influenced by this unsuitable design of run-off systems. Currently, as most civil engineers have pointed out, the current problem is the completion of new or newer residential areas in Surabaya that have built their own water infrastructure without considering the run-off water system in the city plans. Of course, this may be seen as a common problem in the city, but considering another perspective, whether the previous design has an impact on it, may be a possible new area of research.

⁵A discussion of shared heritage planning compatibility has recently become the new emerging research. The Darmo area architect and planner, Henri Maclaine Pont, was born in Indonesia and lived in Indonesia before he went to Amsterdam to study architecture; many scholars assume that he fully understood the context and the customs of local building.

⁶Jakarta has plans for a great dam to overcome yearly flooding; there is some speculation that the problem is caused by the unsuitable design from the colonial era.

APPENDICES

- A. Regulations and plans concerning heritage conservation, Surabaya, 1992-2014**
- B. Surabaya land-use planning maps, 2005 and 2012**
- C. Theoretical framework for questionnaires**
- D. Framework sampling for questionnaires to inhabitants**
- E. Questionnaires to the inhabitants**
- F. Tabulation of the questionnaires and interview transcripts**
- G. List of expert interviews**
- H. Transcripts of expert interviews**
- I. List of abbreviations in transcripts**

Appendix A. Regulations and plans concerning heritage conservation, Surabaya, 1992–2014

Year	Regulation	Details	Process in this phase
1992	Law No. 5/1992 on Cultural Heritage Object (<i>Undang - Undang Cagar Budaya</i>)	Basic regulations of Indonesian cultural heritage protection; covers all heritage objects, both tangible and intangible. The regulations were then revised in 2010 (<i>UU No 11 Tahun 2010 tentang Cagar Budaya</i>)	Conservation in developing the concept
2002	Municipal Development Planning Board Plan on conservation cultural heritage objects in Surabaya city: Darmo residential area	Initial attempt to establish basic concept of Darmo heritage area and preliminary investigation report about the area	Conservation regulation inventory process
2003	Municipal Development Planning Board Plan on conservation cultural heritage objects	Aimed, firstly, to classify and invent cultural heritage objects; secondly to identify problems in conserving cultural heritage objects; thirdly, to build incentive scheme and strategy to conserve objects	From national regulations to local regulations: adapting process of conservation
2005	Surabaya Municipal Law No. 5/2005 on Conservation of Cultural Heritage (<i>Peraturan Walikota No 5. tahun 2005 tentang Pelestarian Bangunan dan atau Lingkungan Cagar Budaya</i>)	Darmo residential area was clearly stated as heritage area in these regulations	Establishing implementation of heritage regulations
2007	Surabaya Municipal Law No. 59/2007 on Implementation of Conservation of Cultural Heritage (<i>Peraturan Walikota Surabaya Nomor 59 tahun 2007 tentang Pelaksanaan Peraturan Daerah Kota Surabaya No 5 tahun 2005 tentang Pelestarian Bangunan dan atau Lingkungan Cagar Budaya</i>)	Detailed implementation of cultural heritage regulations; announced two years after the establishment of the heritage area. All procedures of maintenance, listing and rehabilitation of heritage building including sanctions are clearly stated.	Details of the regulated area
2007	Surabaya Local Regulation No. 3/2007 on General Spatial Plan (<i>Peraturan Daerah Kota Surabaya No3 tahun 2007 tentang</i>	Item no. 33 on heritage objects	Implementation process

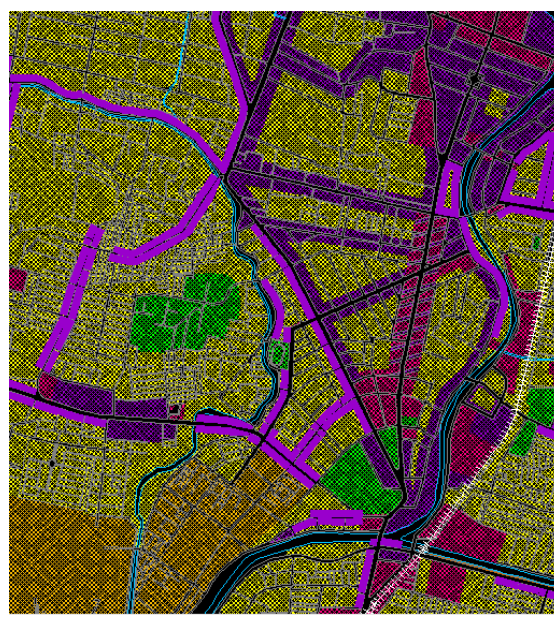
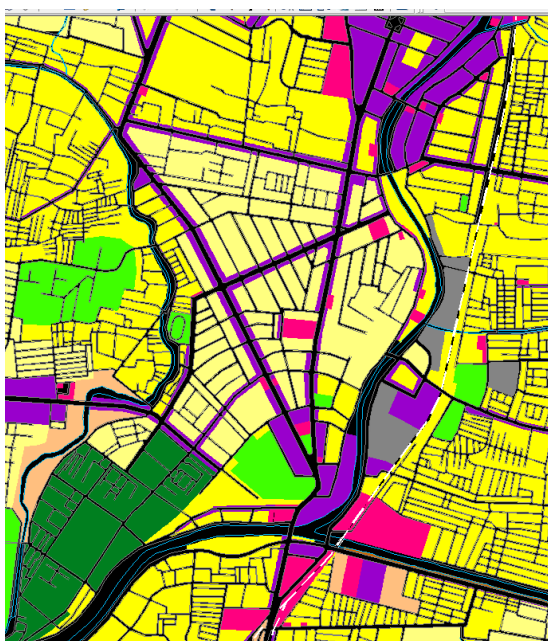
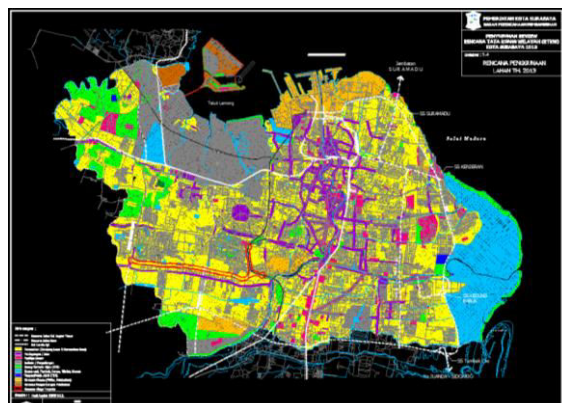
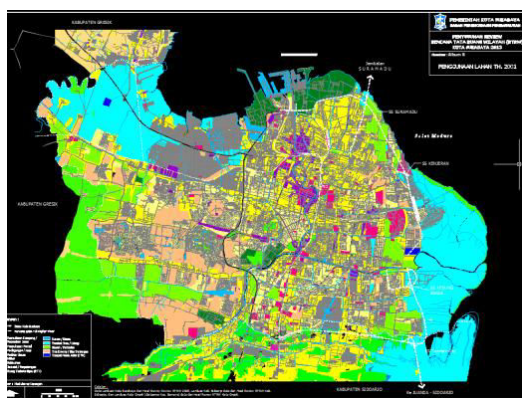
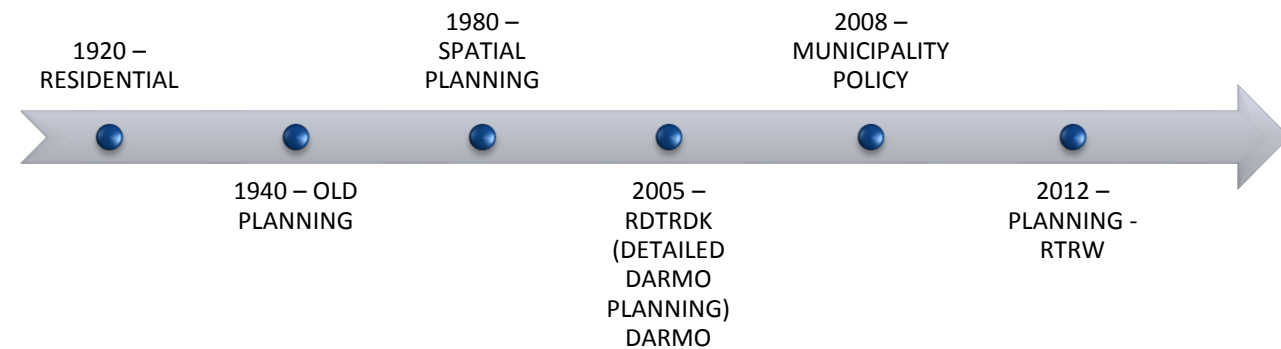
Appendices

	<i>Rencana Tata Ruang Wilayah)</i>		
2013	Surabaya Municipal Law No. 34/2013 on Tax Deduction and Cancelation (<i>Peraturan Walikota Surabaya No 34 tahun 2013 tentang Tata Cara Pengurangan atau Penghapusan Sanksi Administratif dan Pengurangan atau Pembatalan Ketetapan Pajak Bumi dan Bangunan Perkotaan</i>)	These recent regulations announced tax deduction for the owners of heritage building, to be granted this deduction the building needed to be retained in authentic form except for minor changes	Implementation process: research observes inhabitants' awareness of the impact of the heritage regulations
2014	Surabaya Local Regulation No. 12/2014 on General Spatial Plan (<i>Peraturan Daerah Kota Surabaya No 12 tahun 2014 tentang Rencana Tata Ruang Wilayah</i>)	Latest spatial plan, which mentioned heritage area as a part of government city plan	Implementation process

This table is a chronological process of shifting concepts, and also growing concept of major cultural heritage. This table aims to explain the context of cultural heritage in Indonesia. English terminology translation referred to Pusat Komunikasi Publik (Indonesian Ministry of Public Works) accessed from <http://pustaka.pu.go.id/uploads/resensi/kamusistilah.pdf>

Appendix B. Surabaya land-use planning maps, 2005 and 2012

Timeframe of changes in Surabaya that directly affected the Darmo heritage area



MAP OF DARMO AREA



Appendix C. Theoretical framework for questionnaires

This part shows the interrelation of the discipline and issues used in the dissertation, as previously explained in detail in Chapters 2 and 3, the merging of concepts became a basis of understanding for developing the questionnaires. Thus, the framing of the concepts and ideas of the research are illustrated below.

Main Issue	Sub Issues	Authors	Question Number	Question	Notes on the Darmo area case context
1. Historic Environment	Place potential, areappreciation of the areas satisfaction, identity of the city	Dolores Hayden, <i>The Power of Place Urban Landscapes as Public History</i> (1995)	5	What are your reasons for living in the Darmo area?	To understand inhabitants' knowledge of their areas.
			5c	The Darmo area is in a strategic location in the inner city of Surabaya	It is important to know their appreciation of the area as well, since this history and cultural aspect is a criterion for preservation that was established by architects and urban planners.
			5d	This area has many features of the local history and culture of Surabaya city	
	Appreciation of the areas, identity and image of the areas, memory of the city	Halbwachs, <i>Collective Memory</i> (1930)	7d	Trees for shade from sun	Images of the Darmo area show a nice environment with old trees and shade from the sun; with these questions I would like to explore inhabitants' opinions more.
7b			Garden as recreational area	This question not only reveals more about Darmo area as green environment location, it will also allow the exploration of possibilities	

					of social relations.
2.Sense of Place	<p>Rootedness</p> <p>People’s behaviours within environment</p> <p>Culture and house</p>	<p>Burgess-Park (1925) <i>Behaviour Environment</i></p> <p>Michael Smith (1979) <i>The City and Social Theory</i></p> <p>Marco Laily</p> <p>Amos Rapoport (1969) <i>House Form and Culture</i>, (1982) <i>The Meaning of Built Environment</i></p>	<p>5</p> <p>5a</p>	<p>What are your reasons for living in the Darmo area?</p> <p>My family originates from here</p>	<p>Rooted aspect exists only if the person spent their childhood or adolescent time here, so not merely their place of birth.</p> <p>The Darmo inhabitants are now in the second and third generations. The people also keep the house as part of family values.</p> <p>Rootedness is also part of attachment to place.</p>
Sense of Place	<p>Neighborhood attachment and people interest in built environment</p>	<p>Andre Sorensen – Japanese</p> <p>Patrick Geddes in Meller (2005)</p>	<p>10</p> <p>10a</p> <p>10b</p> <p>11</p> <p>11a</p>	<p>Do you take part in the community activities of the Darmo Area?</p> <p>I come to the neighbourhood meetings</p> <p>I joined neighbourhood cultural events</p> <p>Personal data</p> <p>Duration of stay</p>	<p>This question is to predict the possibility of the inhabitant engaging in conservation of built heritage activities.</p> <p>In the context of Surabaya inhabitants, there is a regular monthly neighbourhood meeting and several cultural events.</p> <p>The assumption is that the longer the inhabitant has lived there, the higher the</p>

					aspect of historic environment, sense of place and social capital.
3. Social Capital	Social relations, social network	Helen Graham, Rhiannon Mason and Andrew Newman: <i>Literature Review: Historic Environment, Sense of Place and Social Capital</i> (2009)	5 5b 8 8a	What are your reasons for living in the Darmo area? I feel like a part of the Darmo community Do you agree with these statements? I know the people in my neighbourhood	Bonding in the community is a potential of attachment to place. In the context of inhabitants of the Darmo area, I assume the inhabitants shared pride and self-esteem as a measurement of social capital. To measure the social capital it is in the social network, activities engaging with others.
4. Awareness of built heritage	Heritage area, management of the built heritage area	John Pendlebury (1999), Dennis Rodwell (2007), Derek Worthington (2007)	1 2 3	Do you know or have heard the term conservation of built heritage? Do you know if your building is located in the conservation area? Have you heard of Surabaya Regulation number 5, year 2005 about Preservation of Cultural Heritage?	This first question was to clarify the process of built heritage conservation. The listing programme by the Surabaya government started in 2008. When I was conducting my master thesis survey in 2009 in Diponegoro, a corridor in the Darmo settlement, none of the inhabitants knew about this programme.
Awareness of	Management of the built	Dennis Rodwell	4	What are the challenges for your building?	These questions are to explore the technical problems of Darmo inhabitants in

<p>built heritage</p>	<p>heritage area</p>	<p>(2007), Derek Worthington (2007)</p>	<p>4a 4b 6 6a 6b 6c 4c 11b 11d</p>	<p>Maintenance Land and building taxation Do you see a problem with: Paying the building maintenance Joining or supporting the conservation activities Changing the building to modernise it Need additional room for new function Building function Monthly income</p>	<p>maintaining their buildings. The assumption is that the more difficult it is for the inhabitant to maintain them, the less awareness there is. These questions are to find out the Darmo inhabitants' preferences about changing their buildings. The old buildings need to adapt; I would like to explore inhabitants' perception or reaction to the Surabaya built heritage regulations. This question is to discover the adaptation required for the building function. To identify the relationship between income and ability to maintain the building.</p>
<p>Awareness of built heritage</p>	<p>Management of the built heritage area</p>	<p>John Pendlebury (1999), Dennis Rodwell (2007), Derek Worthington (2007)</p>	<p>8 8b 8c 7a</p>	<p>Do you agree with these statements? The Darmo area is not secure The Darmo area is noisy Cleanliness and improvement of the pedestrian pavements</p>	<p>From my research in 2009 I found The Diponegoro inhabitants complaining about the noise from the traffic during office hours and the lack of power supply. Several Surabaya citizen perceive the area is not secure because a quite often criminal case in</p>

			7e	There is sufficient lighting in the area	these street.
			9	What do you expect from Surabaya municipality for the Darmo settlement?	These questions were to find out inhabitants' needs from the Surabaya government

Appendix D. Framework sampling for questionnaires to inhabitants

No.	Street name	Total number of listed buildings	Number of respondents
1	Darmo	78	12
2.	Diponegoro	100	7
3	RA. Kartini	80	1
4.	Polisi Istimewa / Dr. Soetomo	60	4
5.	Trunojoyo	36	3
6.	Imam Bonjol	56	1
7.	W.R. Supratman	31	1
8.	Dr. Wahidin	10	4
9.	Teuku Umar	5	1
10	Sam Ratulangi	6	2
11	Cokroaminoto	4	1
12	Pandegiling	7	2
13	Ir. Anwari	30	4
14	Untung Suropati	37	2
15	Thamrin	20	2
16	Ronggolawe	7	1
17	Bintoro	2	2
18	Mojopahit	5	3
19	Musi	14	2
20	Citandui	8	1
21	Cimanuk	9	2
22	Kapuas	17	3
23	Bengawan	6	1
24	Ciliwung	3	2

Additional notes:

1. The numbering of the streets refers to the Darmo heritage area's listed buildings.
2. The questionnaire was distributed to almost all the listed buildings, and the total response is shown in the number of respondents.

Appendix E. Questionnaires to the inhabitants

QUESTIONNAIRE IN ENGLISH

Questionnaire

***Inhabitant awareness of the Built Heritage Conservation, Case Study:
Darmo Heritage Settlement, Surabaya, Indonesia***



- Sir /Madam in the Darmo area,

*I am Erika Yuni Astuti postgraduate student in Faculty of Architecture
Technische Universität Darmstadt, Germany and also lecturer staff in School of
Architecture, Planning and Policy Development, Institut Teknologi Bandung.*

*I am conducting dissertation research with the title "Inhabitant Awareness of
the Built Heritage Conservation- Case Study the Darmo Heritage Settlement,
Surabaya Indonesia". This research purpose is to formulate a built heritage
conservation concept based on inhabitant awareness. Therefore your opinion is
very important for this research.*

This survey will take 10 - 15 minutes

*The result from this questionnaire will only be used for academic purpose; your
identity will be guaranteed confidentiality. You will have an access to the
research when it finished.*

We would like to thank for your willingness to answer these questions.

Please do not hesitate to contact me if you have any further question

Darmstadt, 2th February 2014

Erika Yuni Astuti, ST, MT

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Faculty of Architecture

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and
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Fax. +62 22 2530705

erika@ar.itb.ac.id

Interviewer: **Date of Interview:**

- Instruction: Please mark your option and fill out the blank for additional information

1. Do you know or have heard the term conservation of built heritage?

	Yes	No
a. Do you know or have heard the term conservation of built heritage?	<input type="checkbox"/>	<input type="checkbox"/>
b. Do you know if your building is located in the conservation area ?	<input type="checkbox"/>	<input type="checkbox"/>
c. Have you heard of Surabaya Regulation number 5 year 2005 about Preservation of Cultural Heritage?	<input type="checkbox"/>	<input type="checkbox"/>

If yes from who or what do you find the information ?

2. What do you appreciate from the Darmo area ?

	Strongly agree	agree	disagree	Strongly disagree	No Comments
a. Cleanliness and improvement of the sidewalk and pedestrian	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Garden for recreational area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Community hall for meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Trees for sun shading	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. There is sufficient lighting in the area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. Heritage Information Center to understand how conservation works	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments :

.....

3. What are your reasons for living in the Darmo area ?

	Strongly agree	agree	disagree	Strongly disagree	No Comments
a. My family originates from here	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. I feel a part of the Darmo community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. The Darmo area is in a strategic location in the inner city of Surabaya	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. This area hold many features of local history and culture of Surabaya City	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Others:					

Comments :

.....

4. Do you agree with these statements ?

	Strongly agree	agree	disagree	Strongly disagree	No Comments
a. I know the people in my neighbourhood	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. The Darmo area is not secure	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. The Darmo area is noisy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments :

.....

5. Do you take part in the inhabitant activities of the Darmo Area ?

		Strongly agree	agree	disagree	Strongly disagree	No Comments
a. Yes	b. No					
a. I come to the neighbourhood meetings		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. I joined the neighbourhood cultural event		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c.		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

.....

6. What are the challenges for your building ?

	Strongly agree	agree	disagree	Strongly disagree	No Comments
a. Maintenance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Land and Building Taxation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Need additional room for new function	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Others:					

Comments

7. Do you see a problem to:

	Strongly agree	agree	disagree	Strongly disagree	No Comments
a. Pay the building maintenance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Join or support the conservation activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Change the building into modern	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Others:					

Comments :.....

8. What do you appreciate in your building?

	Strongly agree	agree	disagree	Strongly disagree	No Comments
a. Building age	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Historical Value	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Beauty	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Uniqueness	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Others :					

Comments

9. What do you expect from Surabaya Municipality for the Darmo settlement?

.....

10. Personal data

a. Duration of stayed	<input type="checkbox"/> < 1 year	<input type="checkbox"/> 1 - 5 years	<input type="checkbox"/> 5-10 years	<input type="checkbox"/> 10 >years
b. Building function	<input type="checkbox"/> Residential	<input type="checkbox"/> Commercial	<input type="checkbox"/> others	
c. Building status	<input type="checkbox"/> Own building	<input type="checkbox"/> Rental building		
d. Monthly income	<input type="checkbox"/> < 3 million IDR	<input type="checkbox"/> 3 - 6 million IDR	<input type="checkbox"/> >6 million IDR	
e. Education			
f. Age			
g. Address			
h. Name			

Appendix E. Questionnaires to the inhabitants

QUESTIONNAIRE IN INDONESIAN

Kuisisioner



Inhabitant Awareness of the Built Heritage Conservation

Case Study: the Darmo Heritage Settlement, Surabaya, Indonesia

Bapak/Ibu warga kawasan Darmo yang saya hormati,

Perkenalkan saya Erika Yuni Astuti, mahasiswa Fakultas Arsitektur, Technische Universität Darmstadt, Jerman dan staf pengajar di Sekolah Arsitektur Perencanaan dan Pengembangan Kebijakan (SAPPK), Institut Teknologi Bandung (ITB).

Saat ini saya sedang melakukan penelitian disertasi dengan tema "Inhabitant Awareness of the Built Heritage Conservation, Case Study: the Darmo Heritage Area, Surabaya Indonesia" - Keperdulian Masyarakat terhadap Pelestarian Kawasan Pusaka di Kawasan Perumahan Darmo – Surabaya. Tujuan riset ini untuk merumuskan konsep pelestarian kawasan lama berdasarkan minat warganya. Untuk itu masukan Bapak/Ibu sangat berharga dalam penelitian ini. Saya memohon kesediaan Bapak/Ibu untuk meluangkan waktu 10 - 15 menit untuk menjawab kuesioner ini.

Jawaban yang diperoleh dari kuesioner ini hanya akan dipergunakan untuk kepentingan akademik semata dan identitas Bapak/Ibu/Sdr(i) akan dijamin kerahasiaannya. Bapak dan Ibu juga mendapatkan hak akses untuk mengetahui hasil akhir penelitian ini.

Atas kesediaan pengisian kuisisioner berikut kami ucapkan banyak terima kasih.

Darmstadt, 26 Februari 2014

Erika Yuni Astuti, ST, MT

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Interviewer:

Tanggal :

Petunjuk Pengisian: mohon beri tanda **v** pada pilihan anda dan keterangan apabila diperlukan

1. Informasi umum pelestarian bangunan dan kawasan

	Ya	Tidak
a. Apakah anda mengetahui atau pernah mendengar istilah pelestarian bangunan dan kawasan ?	<input type="checkbox"/>	<input type="checkbox"/>
b. Apakah anda mengetahui bahwa anda tinggal atau berkantor di kawasan pelestarian?	<input type="checkbox"/>	<input type="checkbox"/>
c. Apakah anda pernah mendengar tentang Perda Surabaya tahun 2005 tentang Cagar Budaya ?	<input type="checkbox"/>	<input type="checkbox"/>

Dari manakah anda mendapatkan informasi tersebut ?

.....

.....

2. Apa yang anda sukai dari lingkungan anda – Kawasan Perumahan Lama Darmo ?

	Sangat setuju	Setuju	Tidak setuju	Sangat tidak setuju	Tidak berkomentar
a. Kebersihan lingkungan dan Pedestrian / daerah pejalan kaki	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Taman sebagai area rekreasi	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Balai warga untuk tempat berkumpul	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Pepohonan sebagai sarana peneduh	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Penerangan yang cukup pada kawasan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Komentar :

3. Apa alasan anda memilih tinggal atau berkantor di kawasan ini?

	Sangat setuju	Setuju	Tidak setuju	Sangat tidak setuju	Tidak berkomentar
a. Keluarga saya berasal dari sini	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Saya merasa sebagai bagian komunitas warga Darmo	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Kawasan Darmo menguntungkan karena strategis terletak di pusat kota Surabaya	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Kawasan Darmo memiliki peran sejarah dan budaya kota Surabaya	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Komentar :

4. Apakah anda setuju dengan pernyataan berikut:

	Sangat setuju	Setuju	Tidak setuju	Sangat tidak setuju	Tidak berkomentar
a. Saya mengenal tetangga di lingkungan saya	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Kawasan Darmo tidak aman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Kawasan Darmo bising	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Komentar :

5. Apakah anda berperan serta pada kegiatan warga di kawasan Darmo:

	Sangat setuju	Setuju	Tidak setuju	Sangat tidak setuju	Tidak berkomentar
a. Saya datang pada rapat warga	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Saya mengikuti arisan warga	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Kegiatan lain berupa	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Komentar :

6. Apakah kesulitan anda untuk melestarikan bangunan anda sekarang ?

	Sangat setuju	Setuju	Tidak setuju	Sangat tidak setuju	Tidak berkomentar
a. Perawatan dan renovasi	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Pajak Bumi dan Bangunan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Memerlukan tambahan ruang untuk fungsi baru	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Komentar :

7. Apakah anda melihat ada permasalahan pada:

	Sangat setuju	Setuju	Tidak setuju	Sangat tidak setuju	Tidak berkomentar
a. Mendapatkan informasi panduan pelestarian bangunan lama	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Datang pada kegiatan pelestarian	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Merubah bentuk bangunan menjadi modern	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Membiayai perawatan bangunan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Komentar :

8. Apakah aspek berikut merupakan aspek yang anda hargai dari bangunan anda ?

	Sangat setuju	Setuju	Tidak setuju	Sangat tidak setuju	Tidak berkomentar
a. Usia	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Nilai Sejarah	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Indah	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Unik / Khas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Komentar :

9. Apa yang anda harapkan dari Pemerintah Kota Surabaya untuk kawasan Darmo?

.....

a. Lama tinggal :	<input type="checkbox"/> < 1 th	<input type="checkbox"/> 1-5 th	<input type="checkbox"/> 5-10 th	<input type="checkbox"/> >10 th
b. Fungsi bangunan :	<input type="checkbox"/> Rumah	<input type="checkbox"/> bukan rumah	
c. Status bangunan :	<input type="checkbox"/> Milik sendiri	<input type="checkbox"/> sewa		
d. Penghasilan perbulan:	<input type="checkbox"/> < 2 jt Rp	<input type="checkbox"/> 2 - 6 jt Rp	<input type="checkbox"/> > 6jt Rp	
e. Pendidikan terakhir :			
f. Umur :			
g. Alamat :			
h. Nama :			

Appendix F1. Tabulation of the questionnaires to the inhabitants

The number of respondents from the residential category is 41 and from the commercial category is 23.

BASIC INFORMATION OF BUILT HERITAGE CONSERVATION

Charts 4.1, 4.2 and 4.3 serve as basic information to investigate whether the inhabitants have recognised a very basic concept of heritage. The charts show that the inhabitants are mostly aware of the heritage area; the results are consistent for respondents from both commercial and residential buildings.

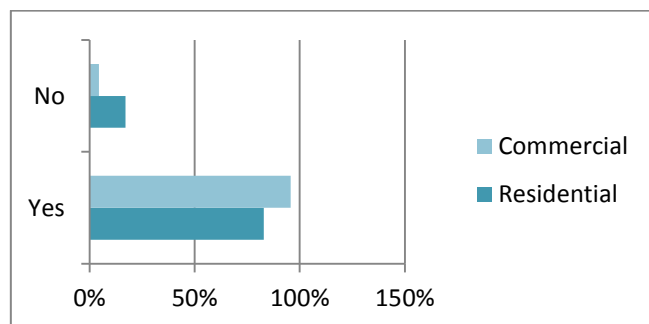


Chart 4.1 Do you know or have heard of the term conservation of built heritage?

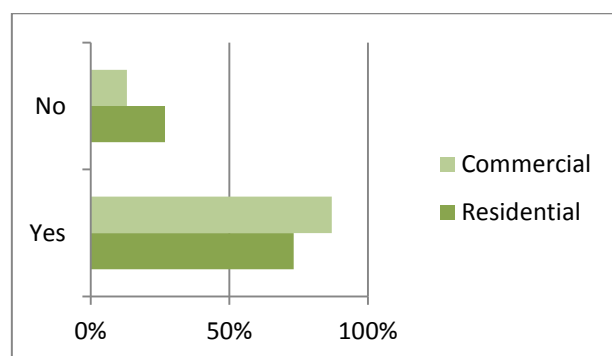


Chart 4.2 Do you know if your building is located in the conservation area?

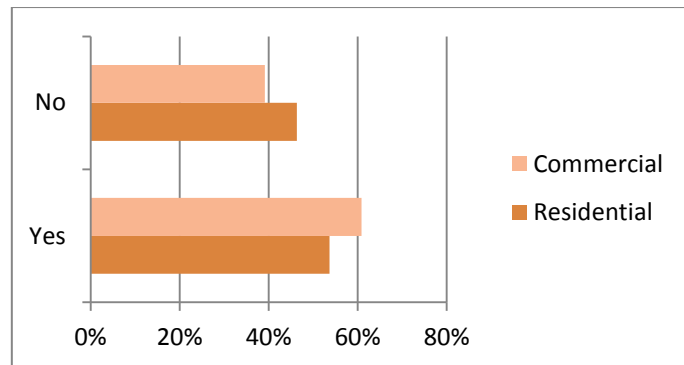


Chart 4.3 Have you heard of Surabaya Regulation number 5 from year 2005 about Conservation of Cultural Heritage?

THE URBAN ISSUES

Charts 4.4, 4.5 and 4.6 aim to investigate the inhabitants' opinion of their basic life needs and the problems they face. The charts show that inhabitants mentioned some common problems in the city: lighting, noise and security. The noise problem is mostly mentioned by the household respondents whose building is located in the arterial roads (Diponegoro, Darmo, Dr. Soetomo.)

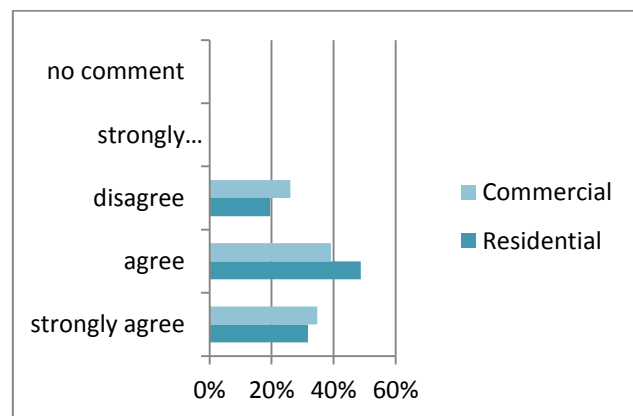


Chart 4.4 Do you agree with this statement? There is sufficient lighting in the area.

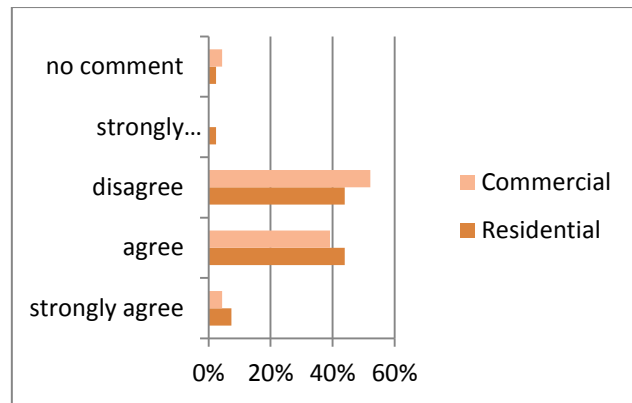


Chart 4.5 Do you agree with this statement? The Darmo area is noisy

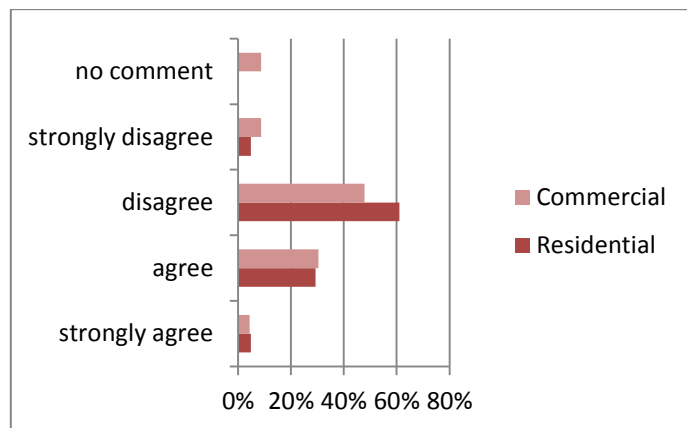


Chart 4.6 Do you agree with this statement? The Darmo area is not secure.

MANAGING HERITAGE AREA

Charts 5.1, 5.2 and 5.3 aim to investigate the common problem in managing the heritage area, in particular from the inhabitants' perspective. The charts show that the problems faced particularly by the inhabitants' household are: paying land and building tax, maintaining the building and adapting it to the current need. The respondents from commercial buildings mostly mentioned no problems.

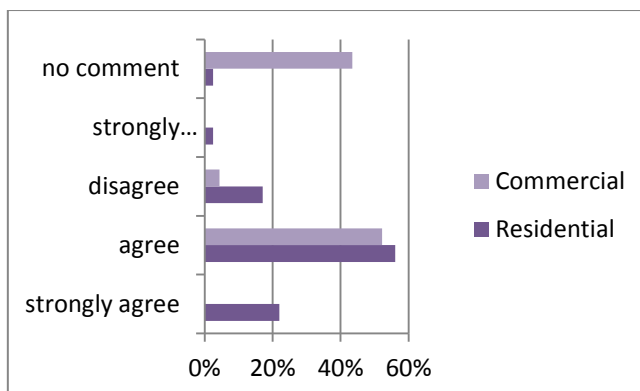


Chart 5.1 Do you face a problem paying the land and building taxes?

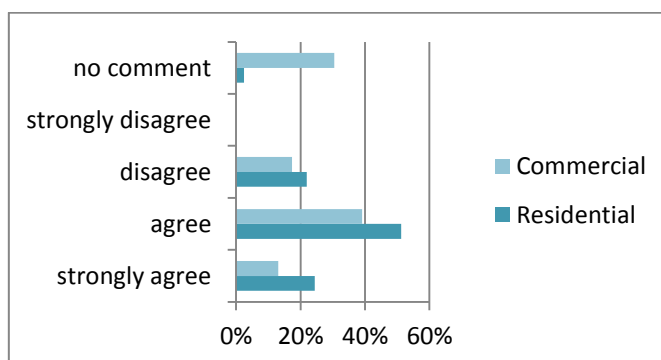


Chart 5.2 Do you face problems in maintaining your building?

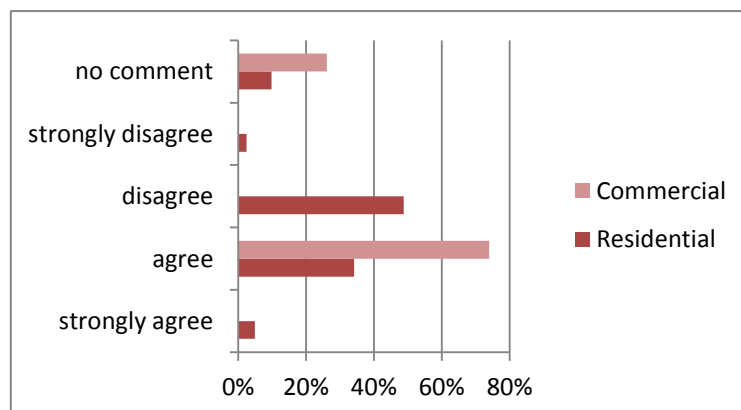


Chart 5.3 Do you need an additional room for a new function?

HISTORIC ENVIRONMENT – SUB-ISSUES PLACE POTENTIAL

Charts 6.1 and 6.2 aim to investigate the inhabitants’ social network; the indicators are their communication and the activity in the neighbourhood. The result shows that respondent households referred to their potential social network.

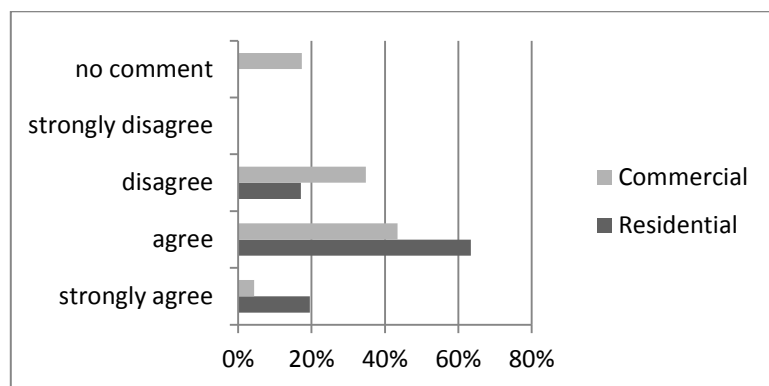


Chart 6.1 Do you agree with this statement? I know the people in my neighbourhood

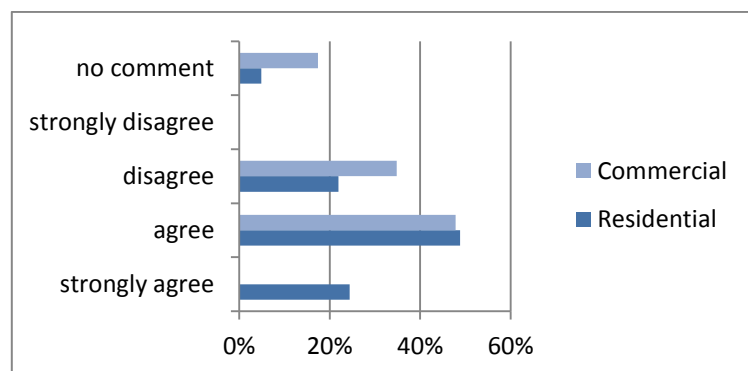


Chart 6.2 What are your reasons for living in the Darmo area?
I feel part of the Darmo community

SENSE OF PLACE – NEIGHBOURHOOD ATTACHMENT – ROOTEDNESS

Charts 6.3 and 6.4 aim to investigate the inhabitants’ sense of place; the indicators are their communication and the activity in the neighbourhood. The result shows that there is a sense of place within the respondent residential households.

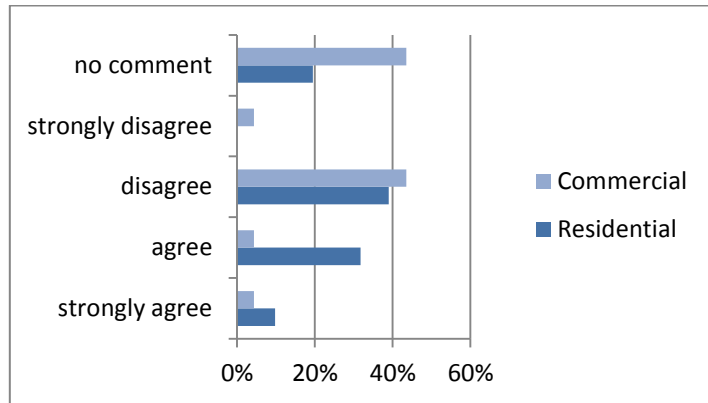


Chart 6.3 Do you take part in the community activities of the Darmo area?
I come to the neighbourhood meeting

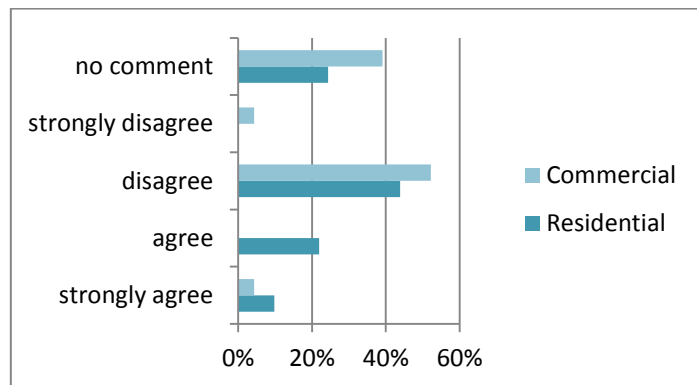


Chart 6.4 Do you take part in the community activities of the Darmo area?
I join the cultural events

HISTORIC ENVIRONMENT – SUB ISSUES APPRECIATION TOWARD HERITAGE AREA

Charts 6.5, 6.6, and 6.7 aim to examine inhabitants’ appreciation toward the Darmo area; the indicators are the interesting features of a residential area. The result shows that respondents have confirmed the quality, namely the trees, open space, cleanliness and the pedestrian pavement.

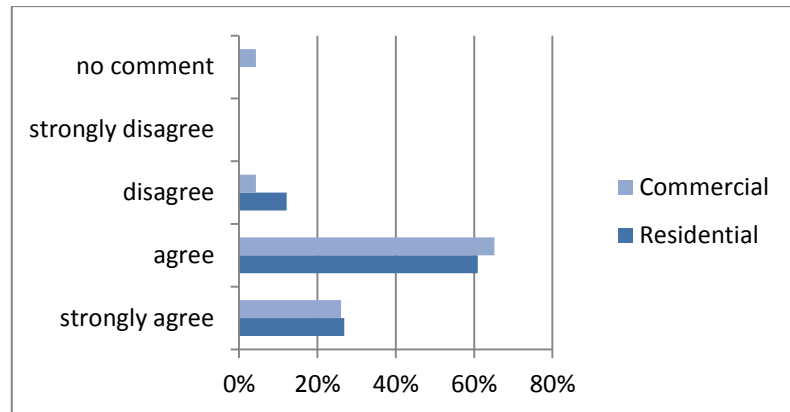


Chart 6.5 Cleanliness and pedestrian pavement

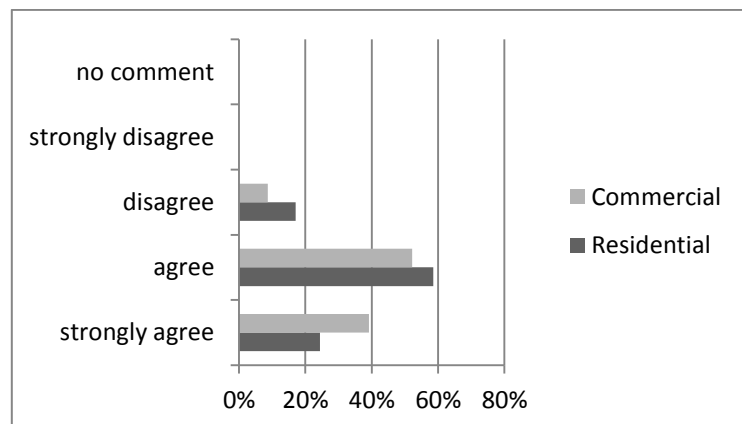


Chart 6.6 Garden or open space as recreational area

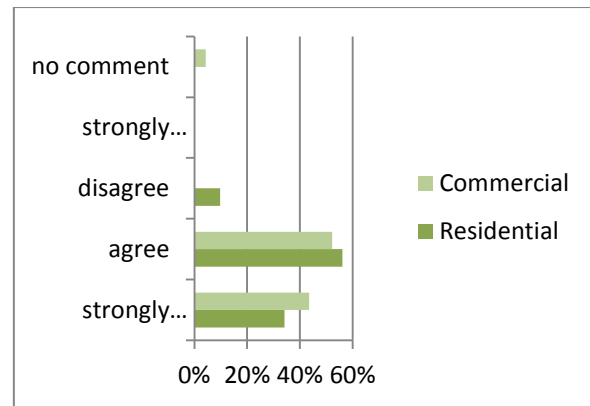


Chart. 6.7 Trees for shade from sun

Charts 6.8, 6.9, 6.10 and 6.11 aim to investigate inhabitants' appreciation of architectural values; the indicators are their interest in buildings. The results show that respondents have responded to the four aspects: aesthetics, rarity, building age and historical value.

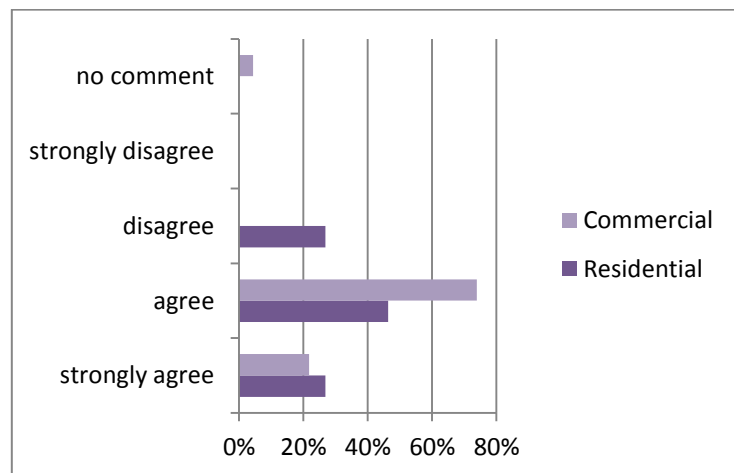


Chart. 6.8 Perception of architectural value: Aesthetic value

Source: fieldwork, author (2014).

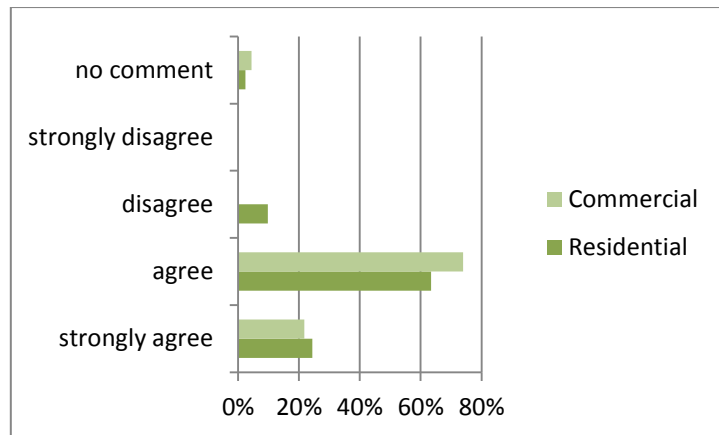


Chart 6.9 Perception of architectural value: Rarity (uniqueness) value

Source: fieldwork, author (2014).

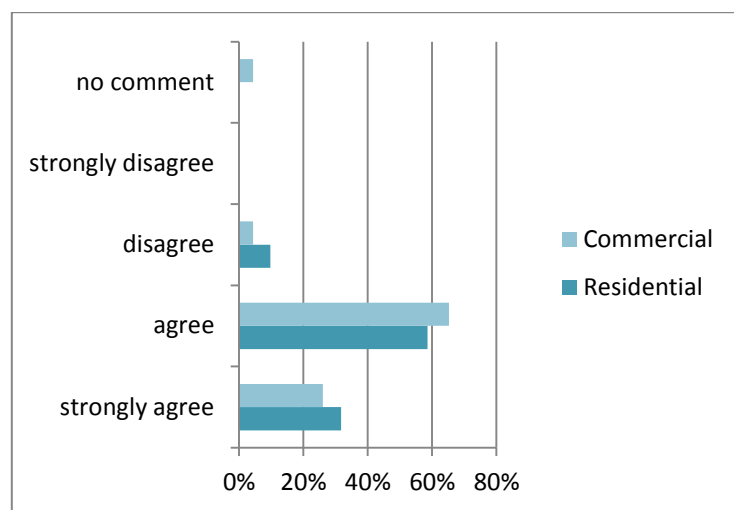


Chart 6.10 Perception of architectural value: Building age value

Source: fieldwork, author (2014).

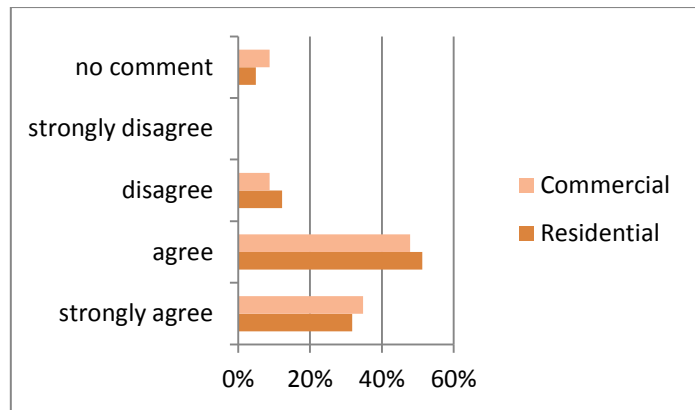


Chart. 6.11 Perception of architectural value: Historical value
Source: fieldwork, author (2014).

Appendix F2. Transcripts of the inhabitants' interviews: The completed comments of the questionnaires

Q	1. If yes from whom or what do you find the information?	2. What do you appreciate from the Darmo area?	3. What are your reasons to live in the Darmo area?	4. Do you agree with these statements?	5. Do you take part in the inhabitants' activities of the Darmo area	6. What are the challenges for your building?	7. Do you see a problem to :	8. What do you appreciate in your building?	10. What do you expect from Surabaya municipality for the Darmo area?
1	IMB-Building Permit	n/a	n/a	n/a	n/a	n/a	The government do not allow change to exterior	n/a	n/a
2	Surabaya Municipality fliers	Meeting in one of the houses in their neighbourhood	n/a	n/a	Funeral	Expensive tax	I will keep the original form	n/a	n/a
3	IMB-Building Permit	The area is in the middle of the city and easy to access.	n/a	n/a	n/a	n/a	n/a	n/a	Facilities for pedestrians and bicycles
4	Media	Meeting in small unit neighbourhood, arisan RT RW	n/a	n/a	Ied, <i>Halal Bihalal</i>		As the house owner, I will keep the original form		The land taxation is too high
5	Internet	n/a	n/a	n/a	n/a	n/a	n/a	n/a	(Please solve the problem of) traffic and (keep the cleanliness of the) neighbourhood
6	Newspaper	no activities in the neighbourhood	I know my neighbour	The area is safe	n/a	n/a	The guidance is necessary	I like to live here	Please improve the condition of the area

7	Newspaper	The area is very comfortable for office,	Office worker	Noisy, but safe and strategic	Car free day	A lot of buildings are empty and not maintained properly			Green area and facilities
8	n/a	n/a	n/a	n/a	n/a	n/a		n/a	Darmo as Surabaya icon and green
9	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
10	n/a	n/a	From my house it is very close to access everywhere.	n/a	<i>Selamatan</i> - cultural festive	An expensive tax	n/a	n/a	n/a
11	n/a	Pedestrian will make the area comfortable place	Me and my family have a duty to stay here	n/a	Rarely community activities	n/a	n/a	A unique and historical building is a very interesting object.	Preserve, not change, the building into a modern one.
12	Mass Media	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Drainage system
13	n/a	n/a	n/a	n/a	The neighbourhood held activity	n/a	n/a	n/a	Preserve old building, beautify, and add trees for example fruity trees
14	n/a	Lighting is very important	Live in the family house, less cohesion, clean environment	This area is safe but noisy	Indonesian independence day	The roof leakage-damage	n/a	Roof maintenance	none
15	n/a	n/a	n/a	n/a	n/a	n/a	n/a	I like the building component.	Socialisation and the building status

16	Plaque 2008, Dinas Pariwisata	RW di Jl Kartini, Taman Bungkul	RS Darmo, RS William Booth: the historical buildings around.	Car and motorcycle thieves (<i>curanmor</i>), Dark – lack of light	Indonesian Independence day	New inhabitants consider modern buildings	Electricity installation	The buildings are beautiful.	Surabaya government to preserve heritage object
17	Surabaya heritage team	inhabitant meeting in Bon Ami, restaurant	n/a	the inhabitant	arisan, selamatan	flooding due to the next building	Cleanliness	50 year, unique	none
18	Newspaper	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Lighting more, safety more, reduce street vendors, operate parking
19	n/a	n/a	n/a	n/a	Office	n/a	n/a	n/a	Keep preserving the area
20	Media	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
21	Media	lack of lighting	n/a	Only in the morning.	n/a	Problem with old furniture.	n/a	n/a	n/a
22	The owner of the building	the area is good	Easy to go everywhere	n/a	n/a	n/a	n/a	I am aware the value of the building.	n/a
23	Newspaper	Crime	n/a	n/a	We are invited to the yearly event, but we do not go.	n/a	No activities	n/a	Preventing and solving flooding system in the area.
24	Surabaya Municipality	No communication	This is my parents' house	Secure, not noisy	Inhabitant meeting	Easy to maintain, higher	Individualism	All of the value is acceptable, except the perception of beauty.	Neighbourhood facilities, market, public utility,

25	Surabaya Municipality	Lack of lighting in the street	I moved from the old part of the city to the new part	Yes, I know my neighbourhood	I come to community activities outside my neighbourhood	Changes to the building will destroy the originality	High cost maintenance	Netherlands architecture for tropical area	Incentive, schematic for user
26	Surabaya Municipality	Community gathering is important but not possible	The setting in 1945 of the Indonesian independence war	The area is safe because I know the people in my neighbourhood. I have lived here since 1957.	Each month community gathering with the neighbours in the restaurant near to the area.	The cost of maintenance is high	n/a	n/a	Please simplify bureaucracy, tax reduction, flooding handling
27	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	No eviction for more than 30 years
28	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Moderate climate, cooler. Lower noise. Clean neighbourhood.
29	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Governance lack of communication in preserving heritage	n/a
30	Media	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Better living environment
31	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	More gardens in Darmo area, beautify the area

32	n/a	Image of the area clean, nice, and safe	n/a	n/a	n/a	n/a	n/a	Homely, more comfortable compared to modern buildings	Green, healthy, preservation in the Darmo area
33.	Media, TV					Roofing system	No problem in cost maintenance	Darmo area is the icon of Surabaya; it is worthy to be preserved	(There is) harmonious of old and new style (of buildings) in the area
34	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	none
35	Plaque on my house wall	The area is not clean; old ambient is not shown	The house shape unique and old	Because the location is strategic, the area is noisy, polluted and not safe.	Car-free day. It would be better if not many vehicles passed through this way	Preserve the existing building without changing the structure	Problem in the cost maintenance and getting information on heritage preservation	Old building but not unique, because already changed	Preserve the structure of the building, add more trees, lower pollution, pedestrians
36	Department tourism and culture	n/a	n/a	n/a	Social event	n/a	n/a	n/a	n/a
37	Newspaper	n/a	n/a	Pension	Communal prayer	n/a	Simple	Maintenance	Secure, safe,
38	TV, Newspaper	Dark	Religious site, Taman Bungkul	n/a	New Year event	Maintenance	n/a	Safe, comfort	Secure and safe, well known

39	People around me	n/a	Joining parents for official duty	n/a	Quran reading in Al Falah	Official houses, maintenance is the company responsibility	n/a	n/a	Preserving Darmo, Bungkul Park and KBS-Surabaya Zoo, because it has a function as recreational area
40	Flier, plaque, no reduced tax due to changes in building	Dark, the sewer is not clean	Battlefield area in the independence days	Noise in traffic, light, it will not be sold because of inheritance from family	There was an activity before my neighbour moved	Additional room for family	Preserve the existing	Dutch building	Sewer, rule
41	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Old buildings should not be changed into modern ones	Preserve, add more trees to the environment
42	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	The area needs to be preserved to be green and cool, and add gardens, and please control high rise building development
43	Preserving the roof and column	n/a	n/a	n/a	none	Roof leakage	Old buildings need to be preserved, modern ones are also very interesting	Historical	n/a
44	n/a	Garden in Cokroaminoto street	Strategic, it is very close to the hospital.	n/a	No activities	High cost of maintenance, roof leakage	n/a	n/a	Cleanliness, flooding, waste
45	Leaflet from the government	Kartini street was a small alley, now expanding and growing.	Drainage needs to be fixed.	The most important in neighbourhood is clean, safe and comfort of the area	Animo <i>arisan</i> is low, not all of the neighbours know each other	Roof leakage, the owner has asked for tax reduction, but Kartini is a protocol street, so no reduction	The additional room as needed	The building is showing endurance, due to the double brick system.	Government need to clean the area, free from street vendors, drainage, waste, rule of the building

46	n/a	Free space for pedestrian, cleanliness and green trees	Darmo area as the centre of tourism for Surabaya city, or for recreational area	Darmo area lack of security.	<i>Gotong royong</i>	Maintenance, need to keep the cleanliness. No need renovation and additional room.	I did not update preservation info from the government	The beauty of the building lay on it historical	(Please take care of) the trees, advertisement , etc.
47	Newspaper, DISPARTA (Dinas Pariwisata) official	n/a	Monument in historical area	In the night the area is not safe	n/a	Low maintenance, expanded space for office in the roof top	n/a	n/a	Cleanliness, prevent from flooding, secure
48	The neighbour	Close to the city centre	n/a	Huge traffic	n/a	n/a	n/a	Strength	Preserve the garden, preserve the historical building
49	Meeting forum	n/a	n/a	It needs government effort to reduce the noise	Meet the neighbour	The taxation is too high for a family.	It needs a flexible policy	n/a	1.Preserve housing area, 2. Not change into business, 3. Compensation for those who preserves their building
50	News and TV	This area located in the city centre, and easy access to all city facilities.	This area surrounded with old building, there is an ex Museum Mpu Tantular, Surabaya Zoo.	The area changed into office area, the community became more individualis.	The society is busy, they don't know each other, high-class economy.	Old building consuming high maintenance cost, in the city tax became high	There is an old building that has been changed into a modern one.	This building is part of Surabaya history, should be preserved to avoid losing it. Preserve green area, clean and beauty.	I hope the government does not change all of the Darmo area; this area is a historical place. So not to change, but preserve and maintenance the area.
51	JTV-local Surabaya television	I do not need common place for gathering, office	My building is my parents' house; this area is a historic place.	n/a	There are no collecting activities	Land taxes and no additional room	No plaque system, maintenance	n/a	Preserve old houses. It does not need to change into a modern building.

52	Newspaper	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
53	n/a	n/a	n/a	n/a	This is an office building, the inhabitants do not join neighbourhood activities	n/a	n/a	n/a	n/a
54	From my neighbour	This area clean and super unique	The area is located in the city centre	The situation		n/a	n/a	n/a	I hope the government gives more attention to community awareness of the people living around the Darmo area, including street hawkers, and also better waste collection.
55	I did not install the plaque because there is no advantage for my house. Once I was asking the benefit of this regulation, they (the officer) could not answer my question. So I decided to remove this plaque. I worried I could not sell my house when I need it; I worried if the future		Once a foreigner came to my house and said I was born here. Then I just realised the historical aspect for others. I really like the area because I can easily walk to market, hospital and service centre, since I cannot drive a car it is very convenient to live here.	Yes, I know my neighbour. We are also gathering to preserve this area function as a house. Once a proposal as an office needs approval in my neighbourhood we declined it.	I come to neighbourhood activities gatherings, some of them move to apartments since they live alone, but I prefer to stay so I can spend my time to clean my garden since I have no activities in the day.	Yes, I spend a lot of money to maintain this house. I like to keep it clean and nice.	I do not want to join the activities. I just like my house, but I do not want to participate in this.	I think the government should limit non-residential function, since the area is changing to a new function.	Please limit the commercial buildings. I think this area will be preserved better, it can maintain the function.

	buyer refuses the old shape of this houses.								
56	There is a primary school in the area	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Government should pay more attention to traffic.
57	Officer from DISBUDPAR came to my house	n/a	n/a	n/a	There are no social activities in this area.	My house form is not an old house or a Dutch house.	n/a	n/a	The government should improve the road maintenance, cleanliness of the environment, secure.
58	n/a	We lost old trees; it changed into a good pedestrian area	n/a	n/a	There are no activities	High price on taxation	n/a	Do not change this building into a modern one.	n/a
59	n/a	I go to open space once a month	n/a	n/a	There are no social activities, but I know surrounding area since they are a former colleague of this house inhabitant	This building is easy to maintain. Since this building is owned by University, there is no problem in funding.	n/a	This historical building should be preserved.	I hope Surabaya Municipality preserve the cleanliness in the area.
60	Media, TV	n/a	n/a	n/a	n/a	n/a	n/a	n/a	I hope government preserve old building, so Surabaya citizen can enjoy historical legacy
61	News, academic, my background- I am a landscape architect.	Pandegiling market inhabitants throw away	I spent my childhood here; I know my neighbourhood well	My neighbour was my friend, I know them well.	Now the condition is changed, people tend to	n/a	I was spending around 150 million rupiah for	Since this building was the place where I wasborn, I	I hope tidy, clean, and better infrastructure from my area. Drainage

		waste in my neighbourhood, it smells and is dirty here. I go to Bungkul garden each week.	since I was a child here. This house is my mother's house.		be more individualistic than before.		maintenance my building. The government compensation for the status conservation - listed building, is very important for me.	appreciate those values.	should be clean.
62	Many old buildings in this area has been marked with heritage plaques.	This area is quite good, not that clean, I never go to the park, but not that bad. I appreciate trees and the lighting is enough.	Yes, this area is strategic in the city centre, I do agree if this area has historical significance.	I know my neighbour, but this area sometimes is not safe, but not noisy.	There are no more social activities.	n/a	n/a	n/a	I want this area cleaner.
63	News paper	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Preserving Darmo area, so it became cool area, clean, safe, and keep historical value.
64	The officer from DISPARTA came to send plaques and letter announcement, I think as an inhabitant we cannot say anything.	n/a	In year 90 the buildings were changed from houses into offices or commercial function. I would like to preserve my house because it is my parent house.	Secure, the barrier noise is good, no problem in maintenance.	A church community in my neighbourhood, we keep contact through these activities.	Price per square metre 20 million rupiahs, so the tax is also high.	n/a	Preserve the cleanliness and security	Preserve the cleanliness and security

Appendix G. List of expert interviews

Interview with Prof. Johan Silas for his long tenure in Surabaya city, which explained the heritage area context in Surabaya planning policy; L1 and Dr. Ir. Retno Hastijanti, MT as members of the Cultural Heritage Team Surabaya, which engages daily with the problem, and Dr. Ing Bambang Soemardiono for his research focus on the heritage area in Surabaya. To investigate the root of the problem of Indonesian heritage policy, interview conducted with N1 as an expert in Indonesian cities, Wiwik Dwi Pratiwi, Ir., MES, PhD for her research on adaptability colonial housing and heritage tourism in Dago - Bandung, and N3 for cultural heritage issues in Bandung.

Code	Focus of heritage issues	Interview date	Expert's name-	Designated institution
N1.	National issues Concept and practice in housing studies and current issues in Indonesia	September 2015	n/a	n/a
N2.	National issues Research on adaptability colonial housing in Bandung	September 2015	Wiwik Dwi Pratiwi, Ir., MES, PhD	Researcher and senior lecturer in Department of Architecture Institut Teknologi Bandung (ITB)
N3.	National issues Research on listed residential heritage in Bandung	September 2015	n/a	n/a
L1.	Local issues: Strategy in heritage of Surabaya	September 2015	n/a	n/a
L2.	Local issues: Strategy in heritage of Surabaya	August 2015	Dr. Ir. Retno Hastijanti, MT	Member of Surabaya cultural heritage team and senior lecturer in Department of Architecture, Universitas Tujuh Belas Agustus 1945 Surabaya
L3.	Local issues: Enhancing concepts in heritage context in Surabaya, Indonesia	August 2015	Dr. Ing. Ir. Bambang Soemardiono	Senior lecturer in Department of Architecture, Institut Teknologi Sepuluh Nopember (ITS)
L4.	Local issues: Enhancing concepts in heritage context in Surabaya, Indonesia	August 2015	Prof. Ir. Johan Silas	emeritus professor in Department of Architecture, Institut Teknologi Sepuluh Nopember (ITS)

Appendix H. Transcripts of expert interviews

N2. Wiwik Dwi Pratiwi, Ir., MES, PhD

The discussion was in Bahasa Indonesia. These notes are “free style translation” by the author to complete the appendix to the dissertation.

EYA: Bu¹ Wiwik, in your opinion, by learning from heritage conservation in the residential-planned settlement of Bandung city, what about the inhabitants’ preference?

WDP: In the Bandung city context, do the inhabitants prefer their (old) buildings or not? Because for the cultural and multi-ethnic city context, the regulation needs to be made clear and explicit to protect the heritage conservation. If you are asking whether the inhabitants like to live in their old houses, the phenomenon shows that the differences is vast. There are some people who quite adore their buildings, but there is also an opinion on to what extent they need to be preserved? The diversity is quite large. For example, in Pagar Gunung Street, from 1950–1960 to the current ITB Dago Dayang Sumbi, there have been quite a lot of changes. From the ones who have preserved it, and the ones who changed (or altered) it. To summarise, the development of regulations and the obedience of the inhabitants to the regulations and law are related to a lot of factors. The Building and Land Tax is too high, they are the second generation (which may not have enough money to afford it), and the third factors (is that) the demand of the market is so high. Because of my research into tourism which drives the living environment, I found examples: one house in Dago was bought by a lecturer in architecture from X University, because he cannot bear the maintenance, the commercial function is used for support. In a thesis work (Master’s student in Architecture) from Dago Street to Riau Street, there are twenty cases with enough detail about the building that completely changes the shape; she explains the relevance of TOR (Terms of Reference) and decision making. If you ask whether the inhabitants prefer their old buildings? The variety of factors is diverse, but the most common drivers are the economic factors.

The economic pressure factors play the most important role; the same cases happen everywhere. This may be not solely caused by the owner’s motivation, for a good example Donatello and CIMB Niaga, they are exclusive because of their ability to conserve. There are also some cases that the owners are government institution, for example, PT Gas Negara, etc.; there is also a case that the ownership is not clear, that means the intervention to the owners cannot be done. The first thing that we can do is to communicate the purpose (of conservation) because the more it has economic value, the housing and the area will change, the same pattern also happens in the Indonesian cities which have colonial histories, but there is not much research on it.

¹Bu is the salutation in Indonesian language for Ms.

N3.

EYA: Pak² N3, What is your opinion about the heritage conservation in Bandung?

N3: The theme of conservation of Bandung city, before it was done by Bu Ririn, considered quite good. The authority cannot do some action when there is no law as the basis for the action. If the building is not in the list of building to be conserved, then the authority cannot do some action to preserve it. Bandung has the Bandung Heritage Society as the pressure group; even though it is *Paguyuban*, as peer pressure it is strong enough. We are lucky (in Bandung); there are a lot of Universities and Architecture Departments (which have an interest in preservation), until the Perda (district regulations) was published in which areas and which districts were considered to be preserved as heritage areas, even though heritage building loss still happens. However, the regulations have been started for the old residential housing, so it is not merely the building (as the focus of consideration) but also the area. Thus, the new buildings in the area (the heritage area) also need to follow the conservation policy. Until that point, (the regulations) are quite good and need to be detailed. What I think that the lack of focus is the incentive and disincentive (scheme), because all of the buildings have the same tax (without any social consideration – *diperlakukan sama rata*). NJOP (Nilai Jual Wajib Pajak – the price of the taxation object) is quite high, so the building owned by senior citizens has quite often been bought by the commercial enterprises. In Bandung, the number of old houses (colonial houses) is quite a lot.

N3: There is a central zone (*zona inti*) after the regulations of colonial heritage area (Perda). The regulations (Perda) announced it, but the detail is not yet being followed. There are several categories (in the heritage area): the housing area, shop houses, military camp. The peer pressure is there, but since there are regulations, then the heritage list is still in discussion, but there will be more buildings on the list. If you want to know, if there were a dialogue with the inhabitants, (the answer) is yes, there was a dialogue with the inhabitant stakeholders.

EYA: How about the people?

N3: Which people? The owners or big investors? The big company which has the vision is in line with the authority, then their need has been supported (Sudirman Street). However, for the individual who needs to express their need, it's not easy. The city problem, from the inhabitants' point of view, is mostly related to the government, there was even a time that the land use of the area (historical area) was without a clear status in 1980–1990. Aside from that the authority should be able to preserve the aspect of physical buildings, this is possible if the authority may be strict (consistent) about the regulations. The problem arises whenever there is no incentive and disincentive scheme, the owners may feel forced to sell

²Pak is a salutation in Indonesia for Mr.

their building (because they have not much benefit). Heritage has broad entry points (of issues and consideration), it is not only about the old buildings, but also the regulations, the inhabitants, and clean governance. There was also the time that regulations (Perda) could be bought (not strict).

EYA: Related to the case of the Menteng area (what about the conservation)?

N3: In my opinion, the Menteng regulations are clear (strict), governance has existed, the old houses in Menteng have been well conserved.

EYA: Until when do you think until the conservation might last?

N3: The approximation of the building conservation may be up to 50 years, maximum. However, as time progresses, then the years go forward, then the amount of the age will continue.

EYA: How to integrate the unexpressed inhabitants toward conservation programme?

N3: There should be definitions, which one is the heritage area, which one is the key building, and which building may change – be renovated completely. The balance should be regulated by the Municipality. The truth is, the importance of heritage buildings (from the architecture aspect) is not enough to do the act (the preservation act), in doing so it needs a law that could support it (Perda), and in particular the list. After there is ABCD categorisation (based on the importance, the authenticity, the historical values, etc.) of the buildings, in order to maintain fairness, it should be TDR (Transfer of Development Right). If it remains casual (only considering the needs of the authority), this would be unfair as the case to define the area function as a green space (Ruang Terbuka Hijau). When the private area was defined as open space – (RTH), the authority would not allow the building permit proposals of the owners. Let's take for example if the area (a private area), the land use for example has been defined to become a street (the land use became public infrastructure). The land itself is not yet bought by the government, but then also the owner cannot build something on that land, people will say 'what should I do?' So, there is a need of the inhabitants as owners, the society-Heritage Groups, etc. So what is the point of inhabitants' awareness? Do you want the inhabitants to preserve the building itself by them (without any help)? The authority may help with the technical planning and finances until the inhabitants do not lose their right (the ownership of the building). It may be also important to improve their awareness since the heritage buildings have a good economic potential. The building may be rented, the yard can be shared as an open space, for example used as a parking area, etc.

L2. Dr. Ir. Retno Hastijanti, MT

EYA: Bu Hasti, as a member of the Cultural Heritage Surabaya, may I know your opinion about conservation heritage areas?

RH: The awareness formed from academia related to preservation is empowerment. Part of the student involvement shows the interest in heritage preservation in their willingness to participate without payment and a lot of work. There is UNTAG Surabaya (*Universitas Tujuh Belas Agustus 1945 Surabaya*) involvement in inventorisation in preservation. For example in the student engagement in the inventorisation of the cultural heritage of Gresik, the students have cultural attachment potential; this is a participation awareness strategy. Another example is their involvement in the activity of Urban Social Forum, in several cities. Their enthusiasm in doing cultural heritage photography is also part of the expression. In some cases, they (UNTAG Surabaya students) have been involved in heritage preservation of cultural heritage in Jogjakarta when the eruption – earthquake happened.

L3. Dr. Ing. Ir. Bambang Soemardiono

EYA: Pak Bambang, according to you, how to contextualise theory in conservation, which is mostly based on the Western case, to Indonesian conservation?

BS: I hope what I think is in line with what you think. Indeed, the theories grounded in the West, we need to know the global theories to formulate the local solution. This is very important to formulate the solution in conservation. Here, we still saw conservation (as if only) to maintain a stagnant object. However, we know that conservation is dynamic, what I have in my mind is (in my opinion), maybe in the Western hemisphere people consider social values more as in Indonesia. In Indonesia, we consider more on architectural values, aesthetic values, and so on. But from the Western consideration of conservation: including the historical context and aesthetics along with consideration of social values, (there are) those points which are not only valuing the physical aspect which have not yet become a consideration in Indonesia. For example, the Tunjungan area, in my opinion, the area has high social value; it was the important commercial area. I think the adaptation of the Western approach to conservation would also be suitable in Indonesia, particularly the social value. When we talk about conservation, mostly, people will talk about memory. People (in the local context) love to talk about the past. The conservation approach, even though from the West, can be implemented in Indonesia; we need to try the approach.

Since conservation is general and global it may apply anywhere, I mean in Indonesia it should also consider the local environment. We are here still only considering the architectural aspect, but the conservation (value) of the object itself is not yet attached to us. They have done it partially, for example (preserving) the streetscape – building to building. Conservation should not be only the building, but also the vegetation and environment, telephone booths (street furniture), lighting, etc. I have experienced transferring the global to the local; once again, what is local? The local means the people (citizen). The approach to conservation may be based on participation because the people know better. From many consideration values in the Western world, which one is the most important? In Australia for example, social values are the most important, but in Indonesia, we are still thinking about the historical aspect only. For example, in the Western world, the city emerges (is built) from its old part and new part. In that aspect, we are not yet able to do so, for that, it needs research, we may (also) build starting from the old part of the city. The city should mix the *indigenous* and the *modern*, between the old and the new. Here, the preference (to a city) is to build a completely new city. It needs times (processes of thinking) to realise that we do not need to build a new one. *The city should be indigenous and modern*. Hence, the Western theory has been grounded. They have high social values, the people; hence, approaching the people will lead to sustainable conservation. For example, Peneleh graveyard, it has high social value, but people have never been asked for their opinion; I talk about the community who has the interest to conserve this.

We should talk with other communities, there are such values that are contributing to conservation.

I feel upset when seeing the fact that values consideration is underestimated. Conservation may become postmodern; it will be an interesting (subject) to learn. We may find the consideration which may be suitable for us (conservation value). Sometimes, the heritage building may not have outstanding architecture but has highly social values, for example, Pasar Wonokromo, Caffe Jendela, Tennis court Embong Sawo, those heritage places are not in the list of local regulations (Peraturan Daerah) as objects that need to be conserved, then those (will be) demolished. The Western theory (with its social values) has not yet been absorbed into our conservation practice, we are a little bit behind, with community consideration, it will broaden the local perspective. I am, as a lecturer, I will say to my students that 'you need to create the local criteria', while in the West, the knowledge (conservation) grew bigger. We may absorb the goodness from the West, in Deakin University, values are not only social, but also memories. For example, Tunjungan, what do you remember (associate) about that place?

EYA: The series of old buildings. Pak Bambang, in your opinion, when the city needs to be conserved, what is the important point?

BS: We may not say that Darmo cannot grow. It is easy to understand why the heritage area needs to be conserved, and also *how to keep the façade*, so what we want is the area to be conserved while keeping the façade.

We may, now, if it will be used with another purpose, as long the façade can be preserved as long as possible. The possibilities of using infill building, Wismilak building is an example of the application of the infill building, this is a compromise strategy, the area may grow. When I learnt in Deakin that the façade can be dynamic; the façade may be replaced with glass. Wismilak is the classical example; the front design may be repeated in the back. Conservation based on the community is a must, if only conservation (in the term of physical), this is the only architect purpose. The people should be able also to show appreciation to the building in the streets. We may not keep Darmo as it was, how to keep the façade with other uses. Darmo is a conservation area, what kind of compromise we need to do, *keep the infill building*. There are some times conflicts occur, a good example of a well-conserved building, but unfortunately, the façade is covered by the trees. There is mutualism between vegetation and the building. The building will not look good without vegetation, but with too much vegetation it will alter. *'How to go back to present the original façade'*. For example, can you imagine the Grahadi building with high vegetation covering the facade, as a city observer and landscape, it need to be a compromise between the government and the city? In the focus of streetscape, can you imagine if there would be a plan for monorail track built in Darmo, we could not enjoy the façade anymore? For sure, we may not go back to the past, but also we cannot stop the current times, there should be a compromise for the problem, it may not be ideal, as an architect, we need to think based

(conservation) on the community. We need to consider the community as part of the strategy of sustainable based conservation.

L4. Prof. Ir. Johan Silas

EYA: Pak Silas, in your opinion, is it possible to conserve Darmo because the area is located in the city centre? I have also recorded some problems raised from the inhabitants: traffic, noise, etc.

PS: Surabaya city by design has prepared for heritage preservation. Surabaya did not use a collecting system street as Jakarta did (which collected traffic from the smaller streets into corridors). The Surabaya strategy is parallel streets; the traffic is distributed evenly. For example, for the Darmo area (Diponegoro and Darmo corridor), Mayjen Sungkono Street also bears the traffic from the south to the northern part of the city. This attempt is in order to concentrate the traffic for the commuters and the transport users. You need to remember that Surabaya also preserves *Kampung* (the traditional settlements), not only the formal settlements, and the *Kampung* itself is located in the city centre, it can bear the city's need.

PS: I do not agree with the restrictive conservation model, there is a nostalgia toward inhabitants' origin. Whose memory needs to be preserved? But also on the other hand, history cannot be erased. The creator of the guidance (heritage preservation) does not yet see from that view (whose heritage).

EYA: Conservation in the context of buildings in the year (19)60.

PS: Conservation always needs the context (and background), as a city without memory is like a man without a memory. But, do we really want to remember the memory or not, for example, if the memory is of sickness (the colonial era), do we really want to keep this? But we cannot erase history. We do not need to bow (*sujud*) in front of the building. We may build the annex of the new one higher, so the old one looks very small, why not?

SF (Susetyo Firmaningtyas, a colleague from the Laboratory, joined our discussion): Our national heritage law – No 5, 1992, refers to the Netherlands.

PS: In the US, for example, the heritage law (gets) in the way of heritage in the making, creating a replica for creating the past. What is so-called memory, better the good memory, but again, we cannot erase the past (the history of the colonial era)?

In theory, the *tol* function and the normal street function is the same. In France, the user needs to pay when they are using the *tol* (motorway) not because of cost recovery purposes, but in order to reduce the users – controlling the amount of the traffic. For the planning of a highway street over Darmo (this should not happen, the city does not have

such a plan). When Surabaya city needs a motorway, the city does not need a highway (*jalan tol*), the consultant planners for the toll do not understand that basically, the *tol* has an alternative purpose. (The government) need to build normal streets, when this is not enough, then the private sector may be asked to participate. Crossing different street levels does not always need a clover leaf; (the consultant) should have a civil engineering expert. So, I underline that clover leaf system may be needed or not, as long as the regional (in the city) street system is not interrupted. The consultant also proposes a single use plan; Surabaya city has for a long time been using a mixed-use plan. If we do not adapt to the current need (mixed-use plan), we will be left behind.

Then there are Bappeda Propinsi (Provincial Planning Boards), in my opinion, their share of authority (*kewenangan*) should be clear. I said we need to know regional economics is on the shoulders of the province. In order to do so, the transportation system between the regional and local needs to be well integrated. It was also a problem in putting colours on the land-use planning map, when it does not follow the convention (for example, yellow for housing, green for open space, red for infrastructure, purple for commercial, etc.), this one generated problems from national decisions, when it need to be devolved into local planning.

EYA: So, in this case, the major issue persists (that Surabaya needs to follow its own city planning).

PS: In regulation No. 2 of 1960, the Surabaya area was intact (Indonesian: *utuh*). The company that needs to build on a big scale is required to use the Presidential Regulation (PP) to acquire the land. There are cases of building permits, the problem of Presidential Regulation, and if they do not follow the regulation (*Undang-Undang*) they may receive punishment.

Appendix I. List of abbreviations in transcripts

BAPPEDA	: Badan Perencanaan Pembangunan Daerah (Provincial Development Planning Board)
BAPPEKO	: <i>Badan Perencanaan Pembangunan Kota</i> (Municipal Development Planning Board)
Dinas Pariwisata	: Tourism Unit
<i>Dinas Tata Kota</i>	: City Planning Unit
IMB	: <i>Ijin Mendirikan Bangunan</i> (Building Permit)
NGO	: Non-Government Organisation
Pemkot	: <i>Pemerintah Kota</i> (Municipal Government)
<i>Peraturan Pemerintah Kota Surabaya</i>	: Surabaya Municipal Law
PU	: <i>Pekerjaan Umum</i> (Public Works)
RDTR	: <i>Rencana Detail Tata Ruang</i> (Detailed Spatial Plan)
RTRW	: <i>Rencana Tata Ruang Wilayah</i> (General Spatial Plan)
<i>Tim Cagar Budaya</i>	: Cultural Heritage Team
<i>Yayasan Pelestarian</i>	: Conservation Board

English translations from *Pusat Komunikasi Publik* – Indonesian Ministry of Public Works accessed from <http://pustaka.pu.go.id/uploads/resensi/kamusistilah.pdf>

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