Stakeholder involvement in developing strategic planning for heritage buildings in Kota Lama heritage site, Semarang

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Abstract. Heritage buildings are one of the main concerns in urban development planning and they consequently affect the building code as well. Such concerns were found in many redevelopment projects in a sizeable number of countries aside from Europe and Asia. Strategies, decisions, ways and dilemmas were approached and other points were used as lessons for other projects with similar or even quite different contexts and sizes worldwide. Although Semarang has a specific regulation that protects its heritage buildings, the awareness of the local government and people is still not adequate. This research showed that strategic planning was that was implemented in heritage buildings in some other countries made the buildings become more useful and conserve their authentic value. By studying different cases from different countries, this paper also presented the strategies in regards to heritage building. Suggested also in this paper, that stakeholder’s involvement is crucial in decision-making process.

Keywords: heritage building, strategic planning, stakeholders

1. Introduction
Cultural heritage is recognized as one of the most significant and fastest growing tourism in the twenty-first century [1]. This suggested that public awareness towards heritage has attracted higher powerful stakeholder into the decision to pay more attention to heritage tourism. Developed countries have perceived the importance of conserving heritage buildings even though their function has change; as heritage promotes belonging and ensures that people connection to the past of their local environment [2,3]. The promising economical value called for government and municipalities to bring up the heritage value in the tourism. This, however, is not without challenge. The spatial development plan must include the heritage buildings in it and stakeholder involvement in the planning process is inevitable [4]. The planning situation in Kota Lama Semarang, also known as Semarang Old City, has faced many challenges. Therefore, it called for the strategic spatial planning in the development plan.

Facing the problem of flooding, many Heritage Buildings in Kota Lama are deterorit ed and their rightful owners have not been specifically identified, unlike The Chinatown of Semarang [5]. The local government does not have the fund for rehabilitating the heritage buildings. Instead, the government masterplan focuses on the water management to keep the area of Kota Lama dry. Besides that, the current planning focuses on creating magnets or attractions to generate lively activities in the area. Although the government has finally recognized the importance of preserving and developing the heritage area (see Table 2), the level of citizen participation was considered low due to the absence of the owners.
This research aims at investigating current cases of strategic planning on heritage sites and buildings around the globe and developing a strategic planning for the area. To meet the research goal, a thorough literature review was conducted on stakeholder participation and strategic planning. Next, the selected cases, which are the heritage sites or buildings, were analysed to know the approach to the strategic planning and to develop the strategy for Kota Lama, Semarang.

1.1. Brief review on current heritage building law

The building code was regulated in the National Act No. 28 in 2002 [6] which mentioned a little about heritage buildings. Then, the heritage buildings were finally regulated in their own constitution that is National Act No 11 in 2010 about Cultural Heritage [7]. Stated in the constitution, items of cultural heritage include a site as a location that contains or is thought to contain items of cultural heritage including the surroundings, which are required to be safe. This suggested that the surroundings of certain cultural items, including heritage buildings, must include the surrounding areas in their development plan to ensure their safety and authenticity. Therefore, the use of heritage buildings in this paper also covered the heritage site surroundings of the buildings. Furthermore, items of cultural heritage are manmade artifacts that are moveable or immovable, individual or in groups, or parts thereof or remains thereof, which are at least 50 years of age, or representing a specific period at least 50 years of age, and natural objects that are considered to be of significant value to history, science and culture.

The authority concerning items of cultural heritages includes cultural property found within the boundaries of the legal territory of the Republic Indonesia. Meanwhile, regarding the cultural heritages outside of the legal boundaries of the Republic of Indonesia at the time this law came into force, the government will undertake efforts to return the cultural heritage items in accordance with international conventions. The state controls all items of cultural heritages, including the ownerships of cultural heritage. Certain items of cultural heritages may be owned or authorized by individuals taking into consideration their social function and provided that they do not contradict the provision of the law. (Cultural items of cultural heritages are owned or inherited by the descendants or are heir looms exist in sufficient numbers of any given types in which a representative number are already owned by the state).

Even though the law clearly regulates the physical cultural heritages, the mechanism to properly preserve them, and the ownerships, the heritage is defined beyond that. In contrast, the current trends of the heritage conservation only focus on the buildings. The challenge, then, is to distinguish between the tangible and intangible heritage items and with respect to which one cannot clearly distinguish the tangible from the intangible [8]. This fact has not yet specifically been regulated, or at the very least, mentioned in the law.

1.2. Understanding the degree of citizen participation

Although the National Act has mentioned the ownerships of heritage buildings, there is hardly citizen participation in it. It was stated in the Act that in regards to heritage buildings, owners of the buildings must not change the buildings or plan to change the buildings without the permission of the state. Instead of treating building owners as powerful stakeholders, the government created demand position. And as stated before, citizen participation is necessary in the planning process.

The level of citizen participation can be categorized into three types in the ladder of citizen participation [9]. Not to be confused with the typology of eight levels of participation, these are defined as rungs where the bottom rungs of the ladder (Error! Reference source not found.) are (1) Manipulation, (2) Therapy, described the level of non-participation that has been contrived by some high level stakeholders to substitute for genuine participation. Their real objective does not to enable less powerful people to involve in anyway in the planning process, instead it enables the power holders to educate the participants, (3) Informing, (4) Consultation that progresses to the level of tokenism when the minority voices may be heard. Under these conditions, however, they lack the power to insure that their views will be taken into account. There is no follow-through and no certainty
whether they can change the status quo. (5) Placation, as merely a higher level of tokenism that allows the minority representative to advise but the right to make decision is held by the power holders. The highest level of citizen power enables the citizen to be decision maker, (6) Partnerships that allow them to negotiate with the traditional power holders, while the topmost rungs (7) Delegated Power and (8) Citizen Control, almost every citizen has the power to control the decision-making process.

Although the democracy of Indonesia posses the top rungs of citizen control, in urban development, often citizens with less power who involved in the planning process in tokenism may not be at all in the bottom rung. Compared to the theoretical spatial adaptive plan, the current development plan in Indonesia is at present still dominated by a rather linear and deterministic planning approach [10]. The involvement of the whole level of citizen has not been entirely implemented. Some argues that there is no public awareness on the heritage building conservation manner.

![Figure 1. Arnstein's Ladder of Citizen Participation](image)

**Figure 1.** Arnstein's Ladder of Citizen Participation [9]. Types of Participation and Non-Participation. Typology of participation may help in analysis of this confused issue. For illustrative purposes the types are arranged in ladder pattern with each rungs corresponding to the extend of citizens power in determining the end product.

### 1.2.1. Role of new media in public participation

Furthermore, public engagement through social media is proven to significantly raise awareness towards heritage buildings. Thus, the level of citizen participation in the changing function of heritage building might play an important role. Interestingly, the implementation of UNESCO's Recommendation on the Historic Urban Landscape (‘the HUL recommendation’) regarding raising the public awareness, implies that the form of new media can contribute to the conservation of historic urban landscapes [11]. Therefore, we can now see many official webpages and social media accounts showing a plethora of heritage buildings around the globe. Such media is a clear strategy to introduce and raise public awareness.

The use of new form of media, such as Augmented Reality (AR), is considered to be a way to preserve history, enhance visitor satisfaction, generate positive word-of-mouth, attract new target markets and contribute to a positive learning experience [11]. Public awareness may give new views on developing the concept of heritage buildings. Several cases (Table 1) suggested that public participatory may play role in the changing of function of heritage buildings. Moreover, van der Hoeven [12] argued that public participation did not only change the shape and function of heritage buildings but also changed public role of heritage professionals who practised in the cases of intangible urban heritage.

### 1.3. Strategic planning in urban development

Strategic planning has been acknowledged in many research fields, mainly in governing and management of an organization. There are certain main points of strategic planning [13]. First, strategic planning must deal with the futurity of current decision making situation, meaning looking at the chain of cause and effect consequences over time on the decision that is about to be made. Hence, the essence of formal strategic planning is systematic identification of opportunities and threats that lie in the future. A SWOT analysis approach is an example to explore the opportunities and to avoid the threats in order to make better decision.

Second, strategic planning is a process that begins with the setting of organizational aims, defines strategies and policies to achieve them and develops detailed plan to make sure that the strategies are implemented to meet the organizational objectives. Although strategic planning here is a set of plan produced after a specified of period of time, it should also be conceived as a continuous process. The
ide here is not that plans should be changed everyday but that thoughts about planning must be continuous and supported by appropriate actions when necessary. That being said the formal initial planning must also be given rooms to grow by adapting to the current situation. And in the case of developing strategic spatial planning, the master plan must also be given room to grow in a way that is still in line with the broader and long-term vision.

Third, strategic planning is an attitude, which is more of a thought process, where intellectual exercise is considered as a way of life than a prescribed set of processes, procedures, structures or techniques. Therefore, throughout the entire planning process it is necessary to apply decision and evaluation rules.

In conclusion, strategic planning is the concepts that planning deals with the futurity of current decisions. It is a process, and it is a set of interrelated plans. The formal strategic planning system must be designed to fit the unique characteristics of each organization. The implementation process of strategic spatial plan unfolds in the interchangeable area amongst governance arrangements, funding mechanisms and power configurations. The implementation processes are highly influenced by negotiations between private interest groups and entities of the public sphere, such as regional councils and municipalities [14].

Implementing strategic planning in urban context is not without challenges [15]. The first challenge is in regards to the spatial information contained in the master plan. In order to implement actual decision making, the set of land use and land change intentions must be concrete and spatially explicit. Urban development plan must present complicated data models in a more comprehensive representation. Secondly, it is important to see territorial governance as a complex interaction rather than a clear process because strategic planning deals with multiple actors. Thirdly, many external conditions are sometimes neglected in the plan making. In reality, external changes, such as economic change, demographic pressure, environment challenges, affected the implementation plan greatly in real context.

2. Methods

Case studies were an appropriate research strategy in this research for seeking insight into the dynamics of a specific territorial and institutional setting [16]. This is justified because “the multiple-case study design also facilitates exploration of the differences and similarities heritage buildings, planning strategy and identifying stakeholders involvement. In this paper, we looked different cases around the globe regarding the changes in the physical and function of heritage buildings in several countries. We chose the cases from journal articles in the last decades because the latest cases might follow the latest regulation or Building Code. From the cases, we studied whether if there were any changes in tangible heritage value, on the architectural element and function. Furthermore, we looked at the stakeholder involvement in accordance to the strategic planning theory. We also reviewed the cases to see if any strategic planning was implemented. The analytical steps taken in the case of Kota Lama Semarang are presented as follow:

Step 1: Identified the key actors and determined the citizen participation

Step 2: Identified the strategy of the government

Step 3: Combined with strategic planning to develop heritage strategy for Kota Lama Semarang

3. Discussion

This section of the paper covers the analysis of multiple cases and the strategic planning that might or might be implemented in the policy on governing the heritage buildings.

3.1. The changing function in heritage buildings

Urban Conservation Planning in Southeast Asia [17] emphasized the difficulties in the conservation of the urban cultural heritages that countries like India, China, and other Southeast Asia region faced plethora of challenges, such as excessive population growth, economic development and lack of
institutional or legal frameworks in several cases that set the stage for the destruction of the historic urban fabric. That is the reason why we looked at several cases from different areas in Asia and some examples from European countries, which were laid out on Table 1. If we looked at those case studies, we could see that the changing function occurred in buildings and region levels. Error! Reference source not found. and Error! Reference source not found. showed an example the changing function in European countries that tended to be mixed use while in Asian countries tended to focus on preserving the buildings for tourism purpose.

Table 1 Examples of changing functions in European and Asian countries

| Case Origins      | Stakeholder involvement                                      | Strategic planning                                                                 | Changing function on heritage                                      |
|-------------------|---------------------------------------------------------------|-------------------------------------------------------------------------------------|---------------------------------------------------------------------|
| Kumbakonam, India [19,20] | The planning authorities, local architects, stakeholders and local citizens | Focused on the built heritage and its characteristic influences on the sociocultural life (architectural element, socioeconomic factor and direct input from stakeholder) of the town in order to preserve as much as possible of its heritage. | High changes from residential function to commercial use affecting the architectural changes |
| George Town, Penang, Malaysia [21][22] | Tourists, local residents, entrepreneurs and investor, and local governmental officials | • Focused on collaborative planning between stakeholders by monitoring and liaising between higher and local authorities.  
• Developed sustainable tourism strategies by emphasizing the important value of heritage.  
• Improved public facilities. | Tourism purpose |
| Barcelona [23] | (not mentioned)                                                 | Due to high heritage building stocks and many times being reused, the legislation aimed at preserving exterior aesthetic, allowing municipalities to delimit urban areas of historic within specific perimeter and promoting adaptive reuse. | Buildings have been reused over hundred of years |
| Altamira, Spain [24] | Politician, archaeological expert, scientist, local citizen | The concept of social value was associated with existing value, economical, aesthetic and legacy values | Added the museum beside maintaining the cave |
In terms of stakeholder involvement, from several cases in Asia [19–21,27,28], local citizens and also tourists were included in the early stage of plan development. Most of them focused on the keeping the heritage for tourism purpose. They, however, were not without challenge. The availability of financial support was one of the challenges in implementing the plan. Hence, the power holders tended to limit the involvement of other stakeholders in the decision-making process. Powerful stakeholders, such as entrepreneurs and investors were kept in arm’s length rather than being involved in the plan development. Therefore, in the case of Malaysia, the state heritage authority was given specific tasks to monitor and liaise between higher and local authorities.

In the case of European, on the other hand, the building owners influenced the changing of building use over the years, proving that some European countries involved local community in the decision making process. This, however, called the government to adjust the regulation into focusing on keeping the aesthetic value of heritage buildings and promoting adaptive use without compromising a lot on the heritage values both tangible and intangible. Nevertheless, heritage is not only about physical space [29], even though defining the clear distinction between tangible and intangible heritage is complicated.

3.2. The situation of Kota Lama heritage site
One of the biggest challenges Kota Lama is flooding. Heavy rain and seawater contribute to the flooding. The flooding further threatens the local residents, the quality of buildings, and environmental comfort and eventually creates financial loss. The 50 heritage buildings in the area are deteriorated due to the absence of most owners who abandoned their buildings and cared less for rehabilitating. Transportation system was also poorly regulated in the area and sometimes caused traffic congestion. Unregulated street vendors, the presence of many homeless people, prostitution and crime of around it created poor images of this area for quite a long time.

Despite the poor condition of the heritage area, fortunately the government has acknowledged Kota Lama area as heritage site (Table 2). The great support came from the National Government, The Governor, the Mayor of Semarang, Tourism Agency, Evaluation and Planning Division, the Council of Semarang and several private sectors that exist in Semarang, such as Oun Foundation, Non Government Association SWB, Photo Club also Unique bike club. The Municipality, in fact, also formed Management Board for Kota Lama. Local scholars conducted a number of studies on Kota Lama area as heritage site (Table 2).
Lama. Besides that, there were promotion, architectural competition, etc. in the area. The government invited investors and owners to invest in the area. Those efforts changes the face of Kota Lama gradually, from the neglected area to the lively area. Many buildings were still kept their original function, while some attentive owners repurposed their buildings. The livelihood in Kota Lama, instead, was triggered by the supporting activities in the area, such as car free day, temporary market, walking tour, etc.

After conducting research, gaining support from aforementioned stakeholders, and taking into consideration that Kota Lama was founded on 1705-1775, with the unique colonial architectural style heritage building, it was decided to brand Kota Lama as “Place Of Inspiration”. Hence, supporting events for remembering the memory of previous Kota Lama, such as periodical festival, historical leaflet, guide book memory, heritage photos of Kota Lama made Kota Lama become lively. Consequently, it would gain interest of the domestic and international tourists for sight seeing at Kota Lama around and buying everything they had to offer [30]. All the current strategies taken by the public stakeholders ultimately were to gain the investment return of the designated heritage area. The sustainability of such strategies and their integration in the master plan, which was not transparent to the public, were questioned as strategic spatial planning. Even though the current strategies were still far from flawless, we could learn from the multiple cases studied above to develop strategic spatial plan for Kota Lama, Semarang.

| Year | Description |
|------|-------------|
| 1992 | 50 buildings listed as heritage (Mayor Decree No.646/50/1992) |
| 2003 | Designated as Protected Area (Provincial Act 8/2003) as wide as 31 ha |
| 2007 | Establishment of Kota Lama Semarang Management Board (BPK2L) |
| 2011 | Launched Grand Design of Kota Lama 2011-2016 |
| 2011 | Kota lama Semarang as Strategic Area (Provincial Act No. 14/2011) |

3.3. Implementation on heritage building strategy
Heritage buildings are one of the main concerns in urban development planning and consequently they affect the building code as well. Such concerns were found in many redevelopment projects in a number of countries including those in Europe and Asia. Strategies, decisions, the ways that dilemmas were approached and other points could be used as lessons for other projects with similar or even quite different contexts and sizes worldwide. Compared to Asia, various strategic spatial plans have already been implemented in European countries [31]. These lessons can give insights into the next steps of both the Kota Lama project and other projects. The main lessons that can be derived from the whole process from beginning to date are presented below and then the conclusions are drawn based on the events.

3.3.1. Formulating long term vision for strategic planning
Learning from more developed country, particularly France [26], the higher power stakeholders must be the one to formulate the long term vision and the mechanism to adapt with the changes along the way. In the case of Kota Lama, the provincial government has declared the area as a strategic area (Table 2). Even so, the timeline of Kota Lama heritage status suggested that the area only followed the steps constituted by law. The long-term plan for Kota Lama itself is still missing or might have not yet been publicized. The long-term vision must not only focus on mainly preservation of heritage buildings along with the new buildings but also provide decision support tools to deals with external challenges. Flexible behavior towards external factor influences allows the vision to adapt to the current trends, while maintaining its long-term goal. Therefore, formulating a long term vision that guides the short term actions and decisions will help in ensuring that the short term progress will lead to a unified goal for the area. Fighting the same challenges as Semarang, the city of Addis Ababa also
deals with flooding issue. One of the aid is the integration of green infrastructure and the increase of urban density [32]. The coupling of high density-settlements with urban agriculture is crucial to foster the city resilience. The environmental vulnerability must be taken into account when formulating the strategic spatial plan.

3.3.2. **Endorse the cultural heritage during the urban redevelopment plans**

The benefits from the promotion of the cultural heritage can lead to socio-economic growth of an area since the avocation of its history will be beneficial for the accumulation of the public opinion, national/international funding organizations and heritage associations. Such positive approach to the cultural heritage should be integrated, instead of formally separated, in the city development plan to balance the old and new in the mixed-use area of redevelopment. However, there is always the risk of repulsing potential funders since they are afraid to invest their money on regions with a lot of restrictions due to monumental and historical buildings.

In the case of Kota Lama Semarang though, these fears were not justified since the focus on the cultural heritage by the municipality side seemed to be beneficial for the investors. This dedication to preserve historical building was the catalyst for gaining the public opinion and persuading them to approve the plans. Such adherence to the history can have beneficial effects for other related plans in cities with similar historical tradition.

3.3.3. **Involve the local community as early as possible in the process**

It is generally a matter of discussion whether the locals have to be actively involved or just be informed. The authors of this paper adopt the choice of active involvement of residents. Instead of placed at the bottom rungs of citizen participation ladder, it should to go up the ladder. However, the stage of involvement is a matter of debate among urban developers. After all, the law limits the heritage-building owners on how they want to manage their assets. This strategy has been a result of avoidance of frustration and delays due to possible residents’ protest against issues that they were interested in and not asked for their opinion early. Such strategy of early participation of the residents can be applied when it seems that they may have contradicting interests with the initial plans in order to avoid fights and debates accompanied by loss of valuable time. The different interests can be treated as feedback and evaluation in the planning process.

3.3.4. **Role of New Media in Public participatory**

Furthermore, public engagement through social media is proven to significantly raise awareness towards heritage buildings. Thus, the level of citizen participation in the changing function of heritage building might play an important role. Interestingly, UNESCO's Recommendation on the Historic UrbanLandscape (‘the HUL recommendation’) implies how social media can contribute to the conservation of historic urban landscapes in any forms. Creating webpages and various social media accounts has proved to attract tourist into visiting Kota Lama. The sustainability of engaging stakeholders through new media must be maintained properly and consistently. The use of Augmented Reality (AR) on AR is considered to be a way to preserve history, enhance visitor satisfaction, generate positive word-of-mouth, attract new target markets and contribute to a positive learning experience [11].

3.3.5. **Have a prudent behavior when negotiating with less powerful stakeholders**

Except from the early involvement, local residents, owners and prospective investors want to build a feeling of trust with the negotiating actors of the other side of the table. This trust can be gained only through honesty between the two sides when the high power providing their real arguments and make clear what are the negotiation limits of the citizens, especially in the heritage case. This behavior will be justified and made them feel that they were treated fairly. As a lesson, it can be stated that the prudent behavior of the more powerful stakeholders can raise the support from the less powerful with mainly blocking powers, such as building owners and investors. It is necessary to promote clear transparency of information in term of supporting tools to foster decision-making process. These
include performance characteristics, health and safety data, the potential of reversibility, minimum intervention and re-treatability; information about environmental impact, performance, peer recommendation, application technique, price and availability of the materials [33].

3.3.6. Clear definition of roles and responsibilities assigned to long-term partners
Reflecting on multiple heritage building development plan cases, there is a clear definition of roles: local authority deals with consultation, ensures support from the public and availability of land, while private parties contribute to resources and capabilities. The separation made the role of higher power stakeholders (in Kota Lama case, the Development Board) predictable, which let them earn the trust of the private parties. At the same time, they could choose private partners that had a good record, and parties with which they could build a long-term relationship. These private parties should also be locally based and likely to have the same interest in developing their own community.

3.3.7. Integrating tangible and intangible heritage in developing the planning especially for heritage site
Injecting function into deteriorated buildings instead of letting the building abandoned is a form of rehabilitation of heritage buildings. This step has been implemented in Kota Lama. The new use of heritage buildings must also consider the authentic heritage value of the building in terms of tangible and intangible values. Therefore, the roles of scholars, architects and urban planners to provide insight to the owner are necessary, particularly by giving them information on how to conduct proper conservation, rehabilitation technique, environmental aspects and material availability and price. The municipalities and Development Board must also support their roles by providing consultation and incentives in rehabilitating heritage buildings, whereas the high power holders can implement intangible heritage in the Heritage Act, including legitimating green infrastructure in conjunction to heritage development plan.

4. Conclusion
From the aforementioned discussion, we can conclude that the nature of strategic planning in heritage development plan is not a linear manner, but to integrate various aspects in it. Particularly when dealing with cultural heritages that have tangible and intangible aspects, it is necessary to conduct a more cyclical process, which opens opportunity to provide feedback and evaluation from different point of view. Creating a clear long-term vision as a guide to implement short-term action is the main catalyst in dealing with the ever-changing challenges in urban development.

We also suggest that the process of developing and implementing policy should be based on participatory approach of all stakeholders and coordinated from institutional and sectorial points of view [34]. Improved participation and negotiation mechanisms within the development of long term strategic development plan are needed. They also encompass an improved access to information regarding different scenarios for climate and socio-economic changes (informed participation). Promoting the honesty and transparent behavior towards several stakeholders in the implementation processes is necessary to facilitate the negotiation term. Although there is a certain power configuration involved between stakeholders, such behavior is needed to show inclusivity among stakeholders. Then of course, there is problematic tension of managing the interests of different groups [35]. This challenges several stakeholders to align their own or organizational formal objectives with participating publics, especially when strategic planning is taken to form the long term planning

Another important matter in the spatial planning is the availability of financial mechanism [14]. The availability of funding is crucial to the implementation of strategic spatial planning. The law in Indonesia does not clearly state the incentives on rehabilitating heritage buildings. This lack of transparency sometimes led the blocking power stakeholders and restrained owners and investors to invest in heritage buildings rehabilitation. Unlike few European countries that designated certain amount of funding on cultural heritage, Indonesia needs to promote such idea to foster heritage buildings.
We are convinced that our research significantly contributes to planning theory and practice; as we believe that this study has some limitations. Furthermore, a thorough analysis on intangible heritage, in which we have not deeply touched in this research, would require the investigation of building permits requested by private actors and granted by the local authority. We further acknowledge that deepening the understanding of socioeconomic factors that might influence the overall process of strategic spatial planning would require knowledge of different stakeholders. Another limitation relates to the methodology employed, mainly due to the small number of cases and the depth of the knowledge gained.

The findings of this paper, together with additional input from more in depth studies and interview, can help make informed decisions and better understand how strategic planning contribute to formulating more comprehensive and adaptive strategic spatial plan.

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