Heritage conservation roadmap for the historic city of Medan, Indonesia

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Abstract. Due to the absence of guidelines or plans, conservation and protection activities were done accidentally as a reaction to the situation. Therefore, this study aims to explore and establish a roadmap for the conservation and protection of cultural heritage in Medan through a compilation of secondary data on aspects of documentation, heritage legislation and community involvement and then followed by group discussions meeting with several Medan cultural heritage experts and staffs of the Cultural Office. Through data compilation and analysis, it was found that there were three missions from 6 missions of the city that had been determined by the current Medan Municipal Government. It was the guideline in making a scenario for the development of a roadmap for the heritage conservation in Medan which was dominated by the immovable heritage, especially buildings. Therefore this roadmap of heritage conservation of is intended to be a guideline in the effort to safeguard cultural heritage in Medan, particularly for the tangible heritage, however, in its implementation, it is inseparable from the intangible heritage. This roadmap covers five aspects, namely strengthening the capacity building of Institution and HR Management Systems, developing the cultural facilities, enhancing regulations and policies on culture heritage, provision of heritage conservation plans and guidelines, and public education improvement, socialization and promotion.

1. Introduction

Heritage conservation in Medan had evolved since the 1980s. It reached a milestone when the Mayor of Medan Municipal Government issued a decree concerning the conservation of historic buildings and environment. Since then, the issue of heritage conservation, especially safeguarding the heritage buildings has increasingly been discussed in local conferences and government meetings. After almost three decades, there is no significant progress in term of planning and regulation.

So far, the preservation of heritage in Medan has been carried out incidentally, running without planning, often not many useful benefits for the long term preservation. It is similar to the condition of preservation in England in the 1970s, as said by observers of cities in England at that time, Graeme Shankland that preservation of historic cities there was done accidentally, meaning without a plan. It leads to a low commitment from the local authorities towards the preservation of cultural heritage as stated by Shankland[1] that no conservation plan can be carried out without the support of the local authorities that manage the city.

Since 2018, the Government of Medan has separated the Culture and Tourism Office into two institutions. So now, the institution in charge to manage, protect, and preserve cultural heritage task in Medan is called the Culture Office. While the Tourism Office is more focused on tourism planning and development also the list of cultural heritage, which includes the categories described in Cultural Heritage Law no 11/2010 [2]. In addition, several departments of the government of Medan also carry out preservation and management of cultural heritage programs and often overlap between one department to another. The overlapping activities become the findings of the regional financial supervisory department. In order to comply with the financial rules, then a department relents by
stopping these activities. Besides the absence of plans and guidelines for conservation and the low commitment of the city government as explained earlier, another problem is that the human resources assigned are also less qualified in managing and protecting cultural heritage [3]. Then, it was weakened by the lack of allocation of funds to build cultural facilities and infrastructure and the low level of concern of some people towards the preservation of cultural heritage.

As mention above, it is very much needed a set of work plan maps to preserve and protect cultural heritage in Medan. A summary of the objectives to be achieved is as follows:
- Make evaluations in the form of a SWOT / C analysis of the potential, problems and obstacles faced by each department that manage cultural heritage in Medan, especially the Cultural Office in preserving cultural heritage in the city of Medan
- Make a set of map plans that guide each department to manage cultural heritage in the city of Medan, especially the Cultural Office in preserving cultural heritage in the city of Medan in compiling its program of activities for at least the next five years.

2. Method
This research is a descriptive-analytic, starting with a literature review and compilation of legislation and management aspects of the protection and management of recent cultural heritage, especially in Medan [4]. Therefore, the initial stage of this research is to compile secondary data about some aspects such as documentation, aspects of legislation, management of cultural heritage by the government and community participation in preserving the cultural heritage of Medan. Then the results of this data compilation are followed by conducting a SWOT/C analysis through group discussions with several teams of cultural heritage experts in Medan and staff of the Cultural Office. Based on the SWOT/C analysis, a better strategy needs to develop for the protection and management of cultural heritage in Medan.

The scope of the planning area is the administrative of Medan covers an area of Medan City, which is 265.10 km2 administratively consisting of 21 Districts and 151 Sub-Districts. Then the planned inheritance category in this plan map is more focused on tangible (physical) inheritance, both those that are easily transferred / movable (movable heritage) and not easily transferred/immovable (immovable heritage).

The method and results of this activity are expected to be a comprehensive approach to the preservation of cultural heritage in Medan, which is the main task of the Cultural Department. It is also expected to be a manual or guide for the Cultural Department in preparing the work programs of the institution for the next five year.

Specifically, the benefits of this plan map are to provide complete information on the concepts of general preservation of cultural heritage and specifically in the city of Medan, then it can be a guide for the department to manage cultural heritage in Medan, especially the Cultural Office in preserving heritage culture in Medan and developing its work programs in the next five years.

3. Results and discussions
3.1. Analysis of the vision and mission of Medan
In line with the issue of the cultural heritage conservation which integrated with the city planning, the government of Medan set its vision and mission based on the initial draft of the 2016-2021 Medan City Mid-Term Development Plan (RPJMD). The vision of city development in 2016-2021 is ‘Become a Multicultural, Competitive, Humane, Prosperous, and Religious Future City’. Based on the description and expectations of the realization of the Medan city vision, the city development mission in 2016-2021 [5] was determined as follows:
   a) Develop stability, partnership, participation and togetherness from all stakeholders in city development.
   b) Fostering harmony, solidarity, and unity as well as social integrity, based on local culture and multiculturalism identity.
c) Increasing efficiency through deregulation and bureaucratization as well as creating an increasingly conducive investment climate, including the development of regional creativity and innovation in order to increase regional competitive and comparative capabilities.

d) Organizing a consistent urban spatial layout and supported by the availability of infrastructure and more modern and sustainable utilities.

e) Enhancement employment opportunities and community income through increasing the level of education and public health equally and fairly.

f) Developing the personality of urban communities based on the ethics and morality of religious diversity within a diversity frame.

It needs the policy to achieve the goals and objectives of the Medan City Regional Secretariat. The policy chosen is a comprehensive and integrated plan regarding the efforts of the Medan City Secretariat, both in the form of programs and activities designed with due regard to resources, weaknesses, constraints and environmental opportunities encountered. As a guideline for implementing actions in the form of a collection of decisions, the policies chosen will be formulated with due regard not only in terms of concepts or theories but also implementable.

Based on this understanding, the policies of the Medan City Secretariat are formulated as follows:
- Creating an atmosphere or climate that is conducive to community economic activity.
- Creating an atmosphere or conducive climate to investment activities.
- Give special attention to improve facilities efforts and overall economy of the community.
- Give special attention to improving parking management facilities.
- Give special attention to improve public facilities and traditional markets.
- Improve the quality of preparing guidelines and technical guidance for administrative guidance.
- Improve the quality of preparation of guidelines and technical guidelines for administrative control.
- Give special attention to the implementation of effective and efficient administration.
- Improve the lives of religious people who are harmonious.
- Give special attention to improving the quality of education.
- Increase the quantity of school compulsory programs for children of school age.
- Increase the quantity and quality of primary and secondary school facilities and school buildings.
- Improve the quality of facilities for youth and sports.
- Improving the quality of fostering community welfare service activities.
- Increase the legal awareness of the government apparatus and the public.
- Increase knowledge of regulatory issues.
- Socialize the regional regulations issued by the Government to the public.

The vision and mission of Medan will be used as a baseline in developing a map of the preservation and development plan of the city’s heritage. There are three missions from six missions related to the development of a map of the preservation plan and the development of Medan inheritance, namely:
- Foster harmony, solidarity, and unity as well as social integrity, based on local culture and multiculturalism identity.
- Organizing a consistent urban spatial layout and supported by the availability of infrastructure and more modern and sustainable utilities.
- Develop the personality of the city community based on the ethics and morality of religious diversity within a diversity frame.

These three missions will guide the creation of a scenario map for the preservation and development of the Medan city heritage.

The roadmap is planned for five years, taking into account the efficiency and framework. So that the map of the preservation and development plan of the Medan city heritage designed a realistic timeframe for the implementation of the following stages:

a) Short Term

A short-term action plan is proposed to start the development of the conservation services infrastructure at a level that will be sustained independently and move forward on its own. This further progress is defined in two further proposed periods.
b) Medium-term, two years after the end of the short term.

c) Long-term, as the logical continuation of the work of preserving and developing heritage after the end of the medium term.

3.2. SWOT/C analysis

From the issues and challenges outlined in the section above, this section will summarize them with the potential and existing properties of Medan as capital to conduct conservation and development by conducting a SWOT/C analysis. SWOT/C analysis is an analysis based on the logic that can maximize Strengths and Opportunities, while simultaneously minimizing Weakness and Threats. Then, the SWOC analysis is a logic-based analysis that maximizes Strengths and Opportunities, while simultaneously minimizing Weaknesses and Challenges. The nature of the SWOT/C analysis is very situational meaning that the results of the current year analysis will not necessarily be the same as the results of the analysis of the coming year. The reason for this is due to the development of an area experiencing changes from year to year [6].

From the results of the analysis, there are several potential and problems in the area planning that can be used as a basis for consideration in developing strategies through SWOT/C analysis. Alternatively, the SWOC analysis still serves the same needs. Because the term Threat comes from military constraints, it is preferred to use "C" as a Challenge or a Constraint is recommended to make a more positive approach. Constraints/threats (Threats), which found in the planning field, mainly come from external factors. In addition, this provides a SWOC (Strength-Weakness-Opportunity-Challenge Analysis) to overcome the problem. SWOT/C analysis of the preservation of inheritance efforts in Medan at this time, as explained in detail in the following table. From the results of the analysis carried out, we found some potential and problems in the planning area that can be used as a basis for consideration in developing strategies through SWOT/C analysis.

a. Strengths/potentials (Strengths), which is owned by the planning area, which so far unprocessed optimally, or even neglected its existence.

b. Internal weaknesses/problems (Weakness), which appeared in the planning area

c. Opportunities, broader development at the urban/rural scale in the future.

Threats/obstacles, which appeared in the planning area, especially those originating from external factors.

| Strength | Weakness |
|----------|----------|
| Have many architectural heritage with a high significance | Local government has lack of commitment for heritage conservation List of Cultural Heritage is not up to date |
| Some cultural heritage still be maintained | Government has limited funding for heritage conservation |
| Some NGOs and activists are active for safeguarding the heritage | Lack of human resource in heritage conservation |
| Numerous researches on heritage conservation in Medan from academic institution | No forum for community dialogue |
| Has cultural Office as the main government agency managing the heritage of the city | Poor infrastructure, inadequate road systems and connections. |
| The existence of the Archaeological researchers which has an office in Medan | There is no inventory and database of Medan cultural heritage There was no planning and guideline for conserving the heritage |
| Some local communities has awareness for heritage conservation | Has no criteria for significance assessment in the gazettal nomination. |
Opportunity

• Having link to the Indonesia-Malaysia-Thailand Growth Triangle (IMT-GT)
• Member and Founder of *Jaringan Kota Pusaka Indonesia* (Indonesian Historic City Network)
• Available funding for heritage conservation from the central government
• CSR funds from various companies to participate in preserving cultural heritage
• The awareness of the private sector began to be seen to conserve the cultural heritage
• Chance to get funding from international organizations: UNESCO, WMF, World Bank.
• Having various of local heritage culinary
• Being center of industrial industry for plantation

Challenges

• Lack of legislation and regulation for protecting cultural heritage
• Globalization; Natural disasters, Changing in lifestyles and climate
• Non-comprehensive and un-controlled development
• Many abandoned heritage building
• Road widening project in historic area
• Road level is higher than the level of heritage building
• Lack of coordination among the government agencies in heritage programs
• Lack of education efforts to the younger generation about preservation of cultural heritage
• Lack of facilities and amenities for supporting the heritage programs
• Some communities have low level of concern for heritage
• Lack of financial support for maintaining the heritage

The results of the SWOT analysis above became the baseline in developing a strategy for protecting and managing cultural heritage in the city of Medan by making a map of its plans. This planning map aims to produce instruments that will facilitate the work of policymakers and management activities within institutions that protect and manage cultural heritage in Medan. To achieve this, the map of the plan concentrates on five aspects that identify the policy domain that requires intervention, namely:

- **Strengthening Institutional and Cultural Human Resource Management Systems**

  Institutional Strengthening is carried out by the optimal empowerment of work units by focusing on structuring the tasks, functions, and organization of the central units and technical implementing units with a clear division of authority between each work unit. Improvements to be achieved in the field of institutional strengthening and strengthening the apparatus HR management system is the creation of apparatus HR that has the competence and high performance in the development and preservation of cultural heritage in Medan. Also through enhancing the competence of human resources, this aims to provide opportunities for staff and officials tasked with honing and increasing knowledge/skills in preserving and developing heritage, including internal reform in the Cultural Department (Bureaucratic Reform) and other municipal government department involved in preserving and developing heritage. Institutionally, the Cultural Department is still new and not yet fully coordinated. Through this institutional strengthening later, the main tasks and functions expected to further support and run well in the development and preservation of cultural heritage in Medan.

- **Development of Cultural Facilities**

  Cultural facilities are an essential aspect of the preservation and development of cultural heritage, such as museums, cultural houses, art galleries, exhibition buildings and formal and non-formal education facilities. From the initial mapping about culture conducted by Fitri in 2017, it concluded that cultural facilities in Medan were still lacking. For this reason, planning is needed to meet their needs. However, it does not always have to be built new, can utilize existing facilities.
- **Strengthening of Regulations and Policies About Culture**
  Strengthening and improving regulations and policies for the development and preservation of the cultural heritage of Medan conduct through 1) evaluation of laws and regulations relating to the development and preservation of cultural reserves both at the national level in the form of Laws, Government Regulations, Presidential Regulations, Ministry level regulations, and Regulations Regions, Mayor Regulations and other regional policies; 2) perfecting/changing various regulations and policies which are considered irrelevant, overlapping, or disharmonious with other laws and regulations; 3) Make a socialization about the rules and policies that apply and compile the mechanism for the preparation of Regional Regulations or Mayor Regulations and; 4) empowering technology to preserve and develop cultural heritage. This aspect generally aims to provide legal support and guidance for the protection of cultural heritage in Medan.

- **Provision of Heritage Preservation Plans**
  In addition to regulations and legislation, the provision of plans and designs for the preservation and development of Medan's cultural heritage is vital. The aim is to provide guidance, direction for the government, practitioners, owners and managers of heritage in efforts to preserve and develop cultural heritage both public and technical.

- **Enhancing Public Education, Socialization and Promotion**
  Cultural heritage does not belong to the government, and the government is not the only actor in the success of preserving inheritance. As stated by Fitri (2017), the results of the study found 96% of the owners of cultural heritage in Medan are the people or herein referred to by the private sector to distinguish it from the government. Therefore, it needs education and community involvement in maintaining and preserving it, which aims to arouse public participation and the private sector in order to participate in the preservation and development of the heritage of Medan.

3.3. **Road map of Medan City's cultural heritage development and conservation plan**
Medan City, as one of the heritage cities in Indonesia, is planned to have a vision of a heritage city that is characterized and cultured. To achieve this vision, five steps and five aspects as described in the previous section gradually to achieve them, described in the following figure:

![Figure 1. The road map of Medan City's cultural heritage development and conservation plan.](image-url)
Schematically the stages of work and the goals to be achieved each year can be seen in the diagram below:

**Figure 2.** Schematic map of the Medan City heritage development and preservation plan.

3.4. **Sustainability of Medan City map of preservation and heritage development plan**

The essential purpose of a sustainability plan for the plan map is to ensure that clear established directions. It means, first of all, providing a map of the plan with a start and endpoint. Then the map of the plan also requires a structure that allows it to maintain it in several forms until this end point is reached. The previous section explained the time frame for the map plan. The second objective is the sustainability of the program for the preservation of inheritance, which is directed by the map of the plan taking into account the political, financial, institutional and community aspects.

Some considerations for the sustainability of this map plan are determining the actors and targets of activities. Identification of the target community is also an important thing to do so as not to be wrongly targeted. Another critical factor is the cost aspect that is important for the sustainability of the plan map. "Who will pay?" It is a classic question that will always appear - sooner or later. Social and cultural factors are expected to play a role in the plan map but also to maintain it. The implementation and sustainability of the plan map is a complex process involving many different actors that can change from time to time, each with different vocations, stakeholders, knowledge and technical skills, and economic capabilities. The sustainability plan map has considered practical actions that must be taken to avoid social and cultural factors that become obstacles to the implementation and sustainability of the plan map itself. In paving the way for successful conservation, it should cover many social, governance, economic, and broader cultural issues. Also, today, the planners often pointed out that integrated planning of urban cultural resources which are not only things like buildings, but also include historical, industrial and artistic heritages representing assets of architecture, urban landscape or landmarks, local and indigenous traditions of public life, festivals, rituals or stories, as well as hobbies and enthusiasm. Therefore, broad knowledge and understanding of the cultural and ecological character of the area have based to establish cultural planning and town planning.
Taking into account the efficiency and framework, the map of the preservation and development plan of the Medan city heritage designed a realistic time frame for the implementation of the stages in three stages of work in five years, as follows:

1. Short term
2. Medium term
3. Long term

4. Conclusions
Through data compilation and analysis, it was found that there were three missions from 6 missions of the city that had been determined by the current Medan Municipal Government. It was the guideline in making a scenario for the development of a roadmap for the heritage conservation in Medan which was dominated by the immovable heritage, especially buildings. Therefore this roadmap of heritage conservation is intended to be a guideline in the effort to safeguard cultural heritage in Medan, especially for the category of tangible heritage, however, in its implementation, it is inseparable from the intangible heritage. This roadmap covers five aspects, namely strengthening the capacity building of Institution and HR Management Systems, developing the cultural facilities, enhancing regulations and policies on culture heritage, provision of heritage conservation plans and guidelines, and public education improvement, socialization and promotion.

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