

# The Development of HUL (Historic Urban Landscape) Concept for Community Based Conservation in Surabaya City

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# The Development of HUL (Historic Urban Landscape) Concept for Community Based Conservation in Surabaya City

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**Abstract:** Sustainable development and preservation began with different paradigms and in its development, various challenges in conservation efforts, including urbanization, city development, climate change demands an inclusive conservation concepts until in 2005 UN established Heritage Urban Landscape (HUL). In its development, the HUL concept places the community at the center of a model that connects aspects related to conservation. Surabaya's development towards economy and business, thus neglecting the original culture that preserved in the scattered ancient buildings throughout the city. Old city of Surabaya abandoned by urban development have resulted in abandoned ancient buildings and obscured Surabaya's original cultural values among communities. The lack of synchronization between community and conservation efforts can lead to various issues in the conservation process. Through the Heritage Urban Landscape content analysis approach, it can be identified that the development of a holistic and integrated HUL concept to strengthen community-based conservation must include 4 aspects, namely socio-cultural, economic, ecological and natural which are all integrated through the community. Each aspect has indicators that are directly or indirectly related to the community-based conservation concept, so that by optimizing these indicators, the HUL concept being developed can run holistically and inclusively in the Surabaya cultural heritage area through 4 HUL model shaper, namely Identifying & Mapping Heritage Value, Preserving local identity and sense of place, Local urban heritage and planning expertise, skills and knowledge and Holistic urban legislation.

Keywords: Sustainable, HUL, Community, Conservation

## 1. Introduction

The preservation and sustainable development paradigms have evolved according to their respective time periods. However, after the 1970s, the paradigms of preservation and sustainable development began to converge within the same realm, namely the urban area<sup>1,2</sup> The integration of the preservation paradigm with the concept of sustainable development is manifested in the concept of Historic Urban Landscape (HUL) introduced by UNESCO in 2005 to address the challenges of urbanization, city development, and climate change<sup>3</sup>. The recommended HUL concept in 2019 is to expand the inclusivity of preservation components at every stakeholder level and to integrate the HUL concept into policy systems, cooperation, and education. Additionally, UNESCO also recommends the need for a systematic community engagement model in the decision-making process to ensure the implementation of the HUL concept at the local level in line with their respective characteristics<sup>4</sup>.

Urbanization not only poses challenges to sustainable development<sup>5</sup>, pressuring social and environmental aspects<sup>5,6</sup>, but also presents challenges to preservation<sup>3,4,1</sup>,

making social aspects a key factor in the sustainability of development according to the concept of Sustainable Development Goals<sup>6,7</sup>. The initial focus of development, which predominantly emphasizes economic factors, has often eroded the intrinsic cultural values of existing communities and eliminated buildings that reflect the authentic identity of the community<sup>6,8</sup>. In fact, the destruction of ancient buildings is facilitated by a lack of awareness among government decision-makers regarding the importance of the cultural values of the community<sup>9</sup>. The evolution of these development issues places humans at the center of the concept of sustainability, particularly in the context of historical areas<sup>2</sup>. According to UNESCO's recommendations in the concept of HUL<sup>10</sup>, communities play a crucial and vital role in preservation. Additionally, the sustainability aspect of communities' involvement is essential for the sustainable implementation of conservation efforts<sup>11,4,9</sup>. The inclusive and sustainable nature of conservation, with a holistic approach, is achieved by placing communities at the center as a model that connects all aspects and criteria of preservation<sup>2,6,12,13</sup>.

The sense of belonging from the community is one of

the crucial aspects in local engagement within historical areas<sup>14</sup>). In cultural heritage areas that have become pivotal for the local economy in the modern era, the functional aspect of buildings plays a significant role in preservation efforts<sup>15</sup>). Thus, it is necessary to find a common ground between the sustainability of economic activities within the community and the preservation of the physical and cultural aspects of cultural heritage areas. This aligns with one of the objectives of cultural heritage preservation, which is to enhance the well-being of the community<sup>16</sup>).

Rapid urban development can threaten the existence of heritage areas and obscure the history of the city itself. Surabaya as a metropolitan city has rapid urban development which threatens the existence of ancient and historic buildings in the city of Surabaya and causes many buildings to tend to be dull and old-fashioned which has an impact on the loss of people's motivation to spend their time doing activities in the Old City which is actually full of historical stories of the development of the city of Surabaya<sup>8</sup>). Motivation to participate in preservation is also starting to appear in various cultural heritage areas in the city of Surabaya. Various factors can influence people's motivation<sup>14</sup>). The higher the conservation knowledge and skills, the higher the level and form of participation, besides that with high competence, conservation efforts by local communities can be more in line with conservation goals. Apart from that, work factors are also related to Limited knowledge, skills and abilities in the field of conservation give rise to forms of citizen participation

Based on the evolving concept of HUL in response to existing challenges, in community's participation there is a need to develop a community-based HUL concept in preservation activities that prioritizes sustainability aspects. This includes sustainability in the social dimension (Social Revitalization), environmental dimension (Physical Conservation and Rehabilitation), and economic dimension (Local Economy Development) through holistic, inclusive, and integrated elements that form these dimensions.

## 2. Method

The research approach employed in this study is a qualitative method using Content Analysis and data triangulation. The scope of the Content Analysis includes an analysis of the HUL concept recommended by UNESCO and the development of this concept based on the potential and preservation challenges that arise. content analysis was carried out on several literatures that discussed about HUL concept and empirical problems of conservation in the city of Surabaya, the results of which were analyzed using the triangulation method.

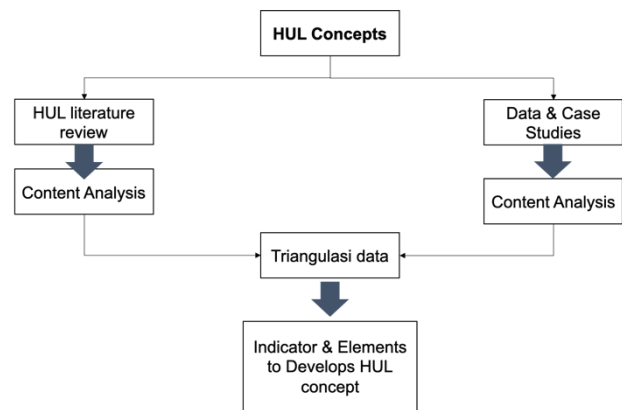


Fig. 1: Methodology Scheme

The scope of data triangulation analysis involves the components that form the Integrated Urban Heritage Model<sup>6</sup>) to establish the relationships between these components within the Sustainable Community dimension in historic areas. The data used in this research are secondary data derived from government policies and information on cultural heritage areas for content analysis, UNESCO, and previous studies that contain information on the development of the HUL model, as well as studies that provide empirical information on the preservation conditions and communities in historic areas in Surabaya.

## 3. Findings and Discussion

### 3.1 Content Analysis

The discussion of substance is conducted on several policies related to preservation efforts and sustainable development aspects. The objects of preservation and their paradigms have undergone development and dynamics since the formulation of the Athens Charter, which initially focused solely on historical objects but later expanded to include a broader scale of historic areas<sup>1</sup>). The preservation paradigm has also evolved in line with the paradigm of sustainable development, which is more holistic and not limited to tangible objects alone but also encompasses intangible aspects. Furthermore, in the development of the preservation paradigm, the benefits of preservation are aligned with the benefits of development, aiming for the broader well-being of society, thus referring to the pillars of environment, social, and economic aspects<sup>2</sup>).

#### 3.1.1 Heritage Urban Landscape (HUL) Concept

In line with the alignment of preservation and sustainable development paradigms, the holistic concept has become an important approach in preservation efforts through the Historic Urban Landscape (HUL) approach initiated by UNESCO since 2011, which is periodically evaluated to provide the basis for recommendations for the preservation of historic areas<sup>4</sup>). The HUL approach<sup>3</sup>) is based on the challenges faced in preservation efforts,

which are also challenges in sustainable development, namely: (1) Urbanization and globalization, characterized by uncontrolled population growth in historic areas, erode the identity of the area and the local community, thus diminishing the cultural function of the historic area; (2) Development, in the context of SDG-oriented development aiming to improve the well-being of communities, can serve as a significant economic stimulus and enhance the well-being of the community within the historic area if integrated into the cultural heritage landscape; (3) Environment, involving the challenge of increasing disaster risks due to climate change, which necessitates changes in the morphology of settlements as a mitigation effort<sup>(45, 54,57)</sup>. In 2016, based on the evaluation of preservation implementation in several historic cities applying the HUL concept, several recommended tools were provided for implementing the HUL concept, namely<sup>(17)</sup>:

1. Knowledge and Planning tools
2. Community engagement tools
3. Regulatory systems
4. Financial tools

The development of the concept of heritage preservation has undergone significant changes, initially focusing on cultural heritage objects and eventually expanding to encompass the preservation of objects and areas, including the local communities. This shift has transformed the concept of preservation from being exclusive to becoming inclusive<sup>(11,17)</sup>. As a concept for regional development, preservation shares the same goal as sustainable development, which is to improve the quality of life and well-being of communities, albeit with different timelines in the development of their respective paradigms. The Venice Charter, published in 1964, served as a milestone in the concept of preservation in subsequent years<sup>(18)</sup>. Until the 1970s, the targets of preservation and sustainable development paradigms differed. The preservation paradigm, until the 1970s, focused primarily on individual historic objects or monuments, but in the 1970s, through the Declaration of Amsterdam, the preservation paradigm shifted its focus to historic cities<sup>(2)</sup>. The concept of tourism as an effective preservation approach to safeguard and showcase heritage objects began to develop in 1999. From a sustainable development perspective, this concept aligns with a sustainable and ecological approach. The initial preservation concept primarily concentrated on physically and monumentally significant historical buildings, as guided by the Venice Charter. However, as the importance of intangible objects as cultural assets and the coexistence of urban activities alongside preservation activities gained urgency, the preservation concept expanded to include intangible objects on a broader scale beyond cultural heritage buildings<sup>(2)</sup>

### 3.1.2 Historic Urban Landscape (HUL) Paradigm and Sustainable Development

The urgency of environmental damage and resource degradation, which impacts the imbalance of global well-being, demands that environmental aspects be taken into consideration in planning and development<sup>(5,50,53)</sup>. The consequences of conventional development concepts that focus on the economy place significant pressure on the social and environmental sectors, even considering them as hindrances to development<sup>(5,19,56)</sup>. The Sustainable Development Goals (SDGs) set since 2015 accommodate the concept of sustainable development that encompasses all environmental aspects holistically, including the aspect of preserving cultural values<sup>(6)</sup>. The designation of preservation as part of development has been legally recognized since 1992 through Indonesian Law No. 5 of 1992, which was later updated to Indonesian Law No. 11 of 2010 concerning Cultural Heritage, which until now serves as the legal umbrella for preservation actions in Indonesia<sup>(20)</sup>. There is a significant difference in the motivation between policy-making/commitment based on investment and decisions based on preservation<sup>(21)</sup>. The emergence of such a significant gap will result in development decisions that do not align with the goals of development itself, which is the process of moving towards something better<sup>(22)</sup>. The international agreements that serve as the framework and indicators of global-scale sustainable development are the SDGs, which consist of 17 goals and 169 success indicators. Sustainable development goal 11 represents preservation efforts, focusing on sustainable communities and cities<sup>(6)</sup>. The indicators in the SDGs related to preservation efforts are numbers 4.7, 8.9, and 12.b, which are related to SDG indicator number 11<sup>(6)</sup>. The constellation between SDG pillars related to cultural preservation aligns with the benefits of preservation as one of the development efforts can be seen through the chart (Fig. 2).

In its development, the value of cultural heritage buildings is no longer beneficial solely for the building itself but becomes an important value or character of a nation<sup>(1)</sup>. Therefore, it is expected that there will be a positive interaction between cultural heritage objects and surrounding objects, including the local community<sup>(52)</sup>. The landscape, as part of the ecological hierarchy, is formed by ecosystems in which there are interactions between biotic and abiotic aspects<sup>(23)</sup>. Viewing cultural heritage areas as a landscape is in line with the understanding of an ecosystem where there are interactions between biotic and abiotic aspects.

The implementation of the Historic Urban Landscape (HUL) concept in several countries has concluded that the community in historical areas plays a crucial role and is the center of sustainable preservation efforts. The perspective of sustainable preservation does not only involve the pillars of social culture, economy, ecology, and the environment<sup>(13,24,44)</sup>, but also places the community as the connecting center for all sustainability pillars<sup>(2,43,48)</sup>.

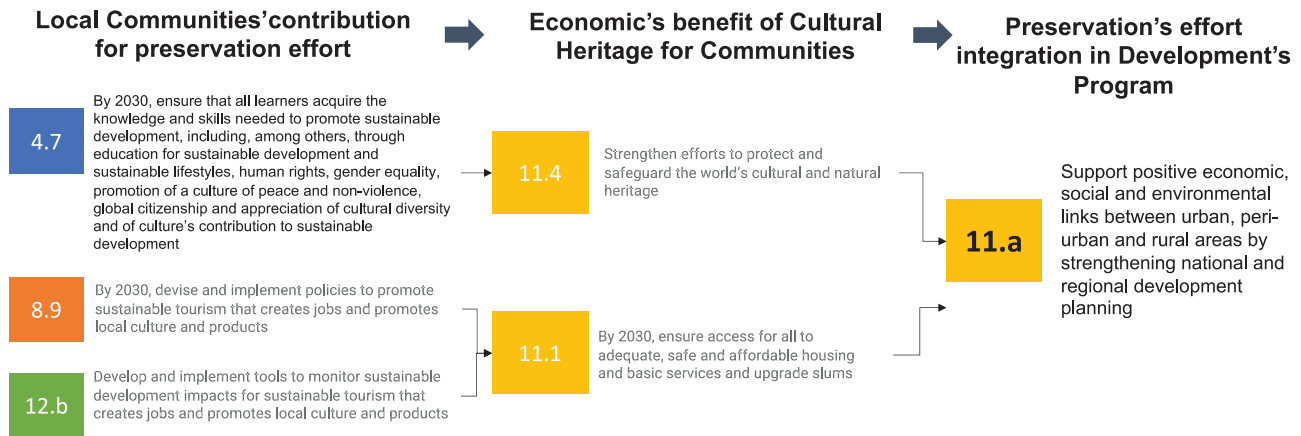


Fig. 2: Sustainable Development Goals related to Cultural Heritage Preservation (Analysis, 2023).

In fact, in UNESCO's 2019 recommendations, stakeholders and the aspects involved in preservation efforts should also be developed into an inclusive relationship connected within a systematic model that allows local communities to have a significant role in the entire preservation process, including decision-making processes<sup>4)</sup>. The aspects involved in preservation can be associated with dimensions or pillars of sustainability through the chart below:

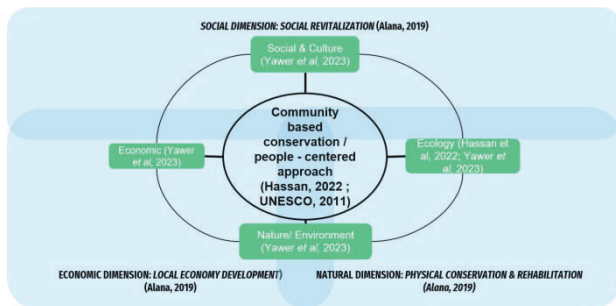


Fig. 3: HUL Regenerative Model in dimensions or pillars of sustainability (Analysis, 2023).

Based on UNESCO's 2016 recommendation on the implementation of the Historic Urban Landscape (HUL) in several countries, there are several approaches that can be undertaken to apply the HUL concept. These include Civic Engagement Tools that involve multidimensional stakeholders at an equal level, Knowledge and Planning Tools to safeguard the integrity and cultural values of the community, a holistic Regulatory System to achieve inclusive coordination among stakeholders, and Financial Tools to open up opportunities for innovation and investment from external sources in the implementation of preservation efforts<sup>17,46)</sup>. These recommendations place the community at the center of the preservation of historic areas, engaging with other stakeholders. In 2019, UNESCO issued further recommendations based on the implementation of the HUL concept in several countries, strengthening the role of communities in the preservation system, including decision-making processes, and suggesting the establishment of more inclusive and

broader relationships, as well as intergenerational connections, for the sustainability of preservation efforts<sup>4)</sup>. UNESCO's recommendations during these two periods emphasize a community-centered model, involving multiple interconnected stakeholders through an inclusive community approach.

### 3.2 Elements Forming the Integrated Urban Heritriage Model

The sustainability dimension in conservation efforts consists of socio-cultural, ecological, natural, and economic connected through the people within community. An inclusive community and stakeholder participation are central to connecting aspects in an integrated manner<sup>47)</sup>. Udeaja<sup>6)</sup> formulated a new model of development from the HUL concept referring to the current challenges experienced by urban village development which has begun to lose its original value due to the rapid economic-oriented development. In the model, inclusive participation is central to the four components of the model, namely Identifying & Mapping Heritage Value (B.1 component), Preserving local identity and sense of place (B.2 component), Local urban heritage and planning expertise, skill and knowledge (B.3 component) and Holistic urban legislation (B.4 component).

#### 3.2.1 Identifying & Mapping Heritriage Value

Awareness and knowledge of the value of preservation objects is one of the essential bases in carrying out preservation efforts. In addition to viewing an object as a single object with its cultural value, awareness of the object's importance to the wider area and how the usefulness of the object for the welfare of the surrounding community is an important basis and must be realized together by all stakeholders<sup>1)</sup>. Community constellations as part of conservation efforts have been widely applied in several historical areas, but the community does not have a role as a decision maker and only serves as a medium to explore the cultural values of an object of

preservation<sup>11,25-27</sup>), so that community involvement in decision-making and implementation of conservation policies in the field is often voluntary and limited by economic factors such as income, type of work, length of stay and knowledge of the potential of cultural heritage in their residential areas<sup>14,27,28</sup>).

Ecology as one of the pillars forming sustainable preservation is the result of interaction between humans and their environment<sup>2</sup>). This form and type of interaction comes from the attachment between humans and their environment, appreciation of these interactions can be realized in the form of lifestyles, habits or cultural events. The result of this interaction which, if passed on from generation to generation, will then become the understanding of cultural heritage<sup>18</sup>) and then become one of the targets of conservation activities. The results of these interactions will also produce public spaces in which important values of local community culture can be identified and have the potential to be used to strengthen community participation<sup>29</sup>). In this component, knowledge and information taken from the community is the easiest form of community participation<sup>27,40</sup>). Moreover, if this knowledge and information of cultural importance is carried out across generations, so that indirectly the preservation of cultural importance will continue and will expand community awareness of the important value of preservation<sup>27</sup>).

Cultural representation of the community can not only be identified through lifestyle or cultural events, but also in the physical condition of cultural heritage buildings that contain cultural values and science that can be preserved and if they survive will have benefits for the surrounding community<sup>27,30</sup>). The potential of the physical<sup>31</sup>) condition of this cultural heritage building which then becomes part of a holistic preservation effort that is evenly informed by all stakeholders for the success of the implementation of preservation<sup>30</sup>). However, if the physical potential of these heritage buildings is not identified and neglected, it will create a slum area with low quality infrastructure<sup>8,32</sup>). The aspect of integrated circulation can be one of the important elements in creating a holistic preservation model because with this integrated transportation concept it can mix the speed of modern activities with cultural heritage objects, in addition to through the concept of integrated and compact circulation, local activities will be helped by tourism activities and service activities so that it will increase public interest in efforts to preserve the area thoroughly<sup>24</sup>). People in the cultural heritage village of Surabaya City mostly have more participation in the form of manpower for community service activities to clean their environment and maintain cultural heritage buildings around their homes<sup>14</sup>). The limitations of this type of participation are much influenced by age, occupation, public awareness of the important value of cultural heritage and how useful cultural heritage is to the welfare of the community<sup>14,33</sup>). Therefore, aspects of assessing and mapping cultural values are one of the important aspects

in realizing the concept of holistic preservation.

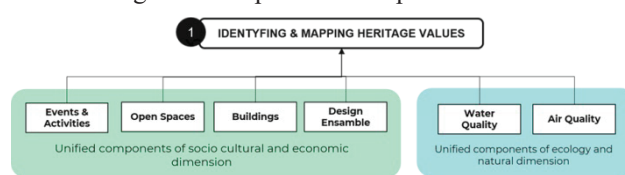


Fig. 4: Forming Elements of component B.1 Identifying & Mapping Heritage Values (Analysis, 2023).

### 3.2.2 Preserving local identity and sense of place

The development of paradigms up to the HUL concept shows the development of preservation objects which were originally seen as a single object and began to develop in vast landscapes to cities and their intangible preservation substance. This paradigm is in accordance with the definition of heritage itself, which is a representation of the development of human culture constituted in nature, culture and the interaction between<sup>18,34</sup>). Many empirical studies show the difficulty of building preservation efforts due to the loss of local culture as a source of building information and ornaments of historical buildings<sup>2</sup>). Preservation of cultural values and the interconnectedness of local communities will strengthen the cultural pillar as one of the sustainable pillars. Meaning that the dynamics of development will not only refer to the economic pillar because it will cause pressure on the social and environmental pillars and at a certain level in the end the social and environmental pillars will be considered as pillars that hinder development efforts<sup>5</sup>). Though, in fact, from the point of view of the preservation paradigm, society with social conditions and cultural values have an important and vital role for the success of preservation<sup>2,9,12,26</sup>).

Indonesia with its high cultural potential, is less able to see cultural objects in urban areas as something important for development and even see them as an object that hinders regional economic development<sup>34</sup>), while this become one of the preservation challenges that must be solved. The community as building owners and managers is ultimately pay more attention to the economic/financial point of view when talking about the development of buildings that are owned or managed<sup>32</sup>). This happened due to high influence of economic conditions which become the factors that determine the interest and form of community participation in conservation efforts<sup>14,35,36</sup>). Sustainable and inclusive community participation is an important key in conservation efforts, therefore the need to identify local values and community sensitivity to local cultural values is an important aspect of sustainable conservation efforts.

Cultural value identification is an important first step in conservation efforts, approaches taken in efforts to identify cultural values always involve the community or community leaders as a source of accurate information because people and local communities have more competence in explaining cultural values passed down by

their ancestors to external stakeholders<sup>14,17,28</sup>). Community participation cannot be partially involved because it will pose a risk of failure of conservation efforts<sup>26</sup>). The competence of the community should not only be in extracting the potential cultural value of historical areas, but also have an important role in the decision-making process. The product of the preservation plan that has involved the community already contains a description and cultural potential that should be preserved, so that preservation efforts will be complied with the target, But these planning products are often difficult to apply because at the decision-making stage, the community with all the information on cultural values that are the main object of preservation is then not involved and finally preservation efforts become constrained<sup>28,37</sup>).

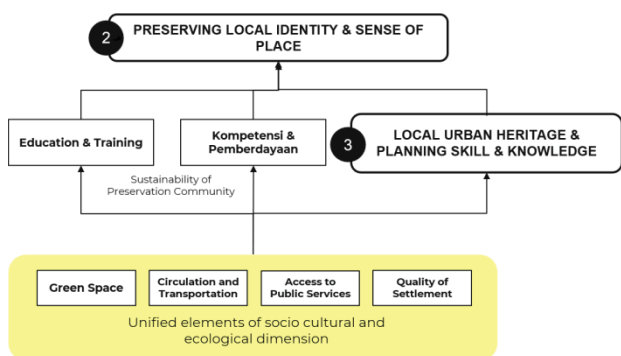


Fig. 5: Forming Elements of component B.2 Preserving Local Identity & Sense of place (Analysis, 2023).

### 3.2.3 Local Urban Heritage and Planning Expertise, Skills and Knowledge

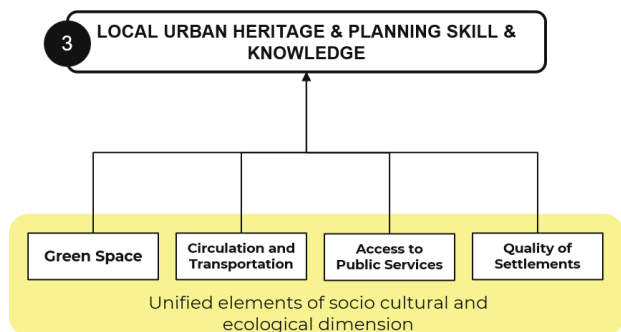
Scientific competence and community expertise are important aspects in realizing a conservation community involved in a holistic and sustainable preservation model. Since 2011, HUL concept has recommended more community involvement in the hope that more authority can increase public attention to existing preservation objects<sup>3</sup>). In some countries that have implemented the HUL concept, the community involvement in conservation efforts is essential, yet it is less holistic. The government conducts many forums and involves the community inside, but these forums do not have much authority in the decision-making process and implementation of decisions so that important information and data related to cultural values from the community would not become the main-focus in the implementation of preservation. In addition, the hopes and desires of the community that this preservation effort is also an effort to improve community welfare are not applied in preservation policies<sup>12,13,26,38,39</sup>). Efforts to improve conservation knowledge and skills are more aimed at government or professionals in their fields, as well as the ability to utilize the economic potential of historical areas is also only aimed at certain stakeholder members<sup>11,42</sup>). As one of the efforts to improve stakeholder competence in preservation, it is good but the target of the effort is not quite right. The best target should be the local

community, especially in the easier generation because that generation will pass on local cultural values and have an important role in increasing attention to cultural potential<sup>12</sup>).

Some aspects of community involvement related to competence can be seen from the efforts to preserve Kampung Ketandan, Kampung Bubutan and Kembang Jepun in Surabaya City (Maulidyah & Jatningsih, 2019; Sari et al., 2011; Wirastari & Suprihardjo, 2012). Kampung Ketandan is a village designated by the Surabaya City Government as a Cultural Village because of the potential of Remo dance artists, Hadrah arts and traditional games in Ketandan Village (Maulidyah & Jatningsih, 2019). At first, the spirit of preserving culture received a lot of appreciation with many Remo dance artists invited to government events and many tourists who were interested in seeing Hadrah art and traditional games. However, along with economic needs and social interaction in the community, the motivation for cultural preservation in Ketandan Village began to decrease. The younger generation who become a milestone of cultural sustainability only learn Remo dance if asked or reminded by parents, while young people who have just graduated from school prefer to find permanent jobs because they feel that the income from Remo dance events is less stable. The local government has coordinated with the Surabaya City Tourism Office to be able to get help from professional Remo dance trainers, but there has been no response. As the result, the younger generation's access to Remo dance literacy skills is still limited and only depends on the requests and motivations of the younger generation in Ketandan Village itself (which was also limited, as mentioned previously). The same conservation efforts also occur in Bubutan Village as the oldest village in Surabaya City with several potential buildings and areas that have a role in the development of Surabaya City (Wirastari & Suprihardjo, 2012). Education factors and the type of work are one of the factors that influence the participation of the people of Bubutan Village. The higher the knowledge and skills regarding conservation, the higher the level and form of participation. In addition to high competence, preservation efforts by local communities will be in accordance with the original purpose of preservation, which is to maintain the original value of cultural heritage and increase the level of community awareness of the important value of preservation. In addition, the work factor is also related to participation, the type of work that has no relation to conservation activities decreases the initiative of residents to play a role in conservation efforts and prioritizes their time to complete their own work. Limited knowledge and skills and skills in preservation cause the form of citizen participation for preservation is limited only in the form of donations and physical participation to maintain village's environment (Wirastari & Suprihardjo, 2012). Limited knowledge and knowledge about cultural heritage and preservation also causes low public desire to preserve cultural heritage buildings owned

or managed (Sari et al., 2011). The Kembang Jepun area is a Chinatown area located in the center of the Old city of Surabaya which is developing with trade and service functions. The area that was originally the center of Chinese settlement, is now developing into a trade and service area because many building owners or managers prefer to use their homes as places of business rather than residences (Sari et al., 2011). The orientation of the owner and manager of the building makes the building function factor the main factor of preservation, so there is the potential for the loss of typical Chinese ornaments that reflect Chinese culture in Surabaya, besides that the building owner feels no interest in trying to preserve ancient buildings because they do not understand how much related to cultural heritage and preservation efforts.

Based on the explanation of some of the literature, the level of community competence in preserving community access to education is related to preservation, both in terms of facilities and transportation access, as well as forms of interaction in the community in public spaces (UNESCO World Heritage Centre, 2019). Through a high level of science and skills related to conservation, the level of community participation will be sufficient to be able to participate holistically from the aspect of planning to decision making. The community can also create holistic relationships with other stakeholders so that the existing preservation process can be consistent and achieve the target of preserving cultural potential that brings benefits to the surrounding community.



**Fig. 6:** Forming Elements of component B.3 Local Urban Heritage & Planning Expertise, Skill and Knowledge (Analysis, 2023).

### 3.2.4 Holistic Urban Heritage Legislation

UNESCO's recommendations on the HUL concept place communities in an important position in conservation efforts, but the authority given to communities is often limited (Li et al., 2021). The limitations of community authority are mostly only at the stage of identifying the cultural values and potentials of historical areas, while the portion of community authority in the process of planning, preservation and decision making is still lacking. This inequality of authority between stakeholders is one of the obstacles in the implementation of preservation (Ngo & Anh, 2021). Application of passive model in Ho Chi Minh

City (Ngo & Anh, 2021) is the concept of division of authority where the government is the controller, so this model becomes passive when at the local community level because decision makers at the local level are taken by the local government. The application of this passive model inserts many economic aspects in preservation policies, But the economy is regionally oriented and not specific to the local economy, besides that the application of this model also risks eliminating ancient buildings that are considered ineffective or not in harmony with the concept of development set by the government and result in the loss of cultural values of the historical area (Ngo & Anh, 2021). The proactive model is a concept of conservation that is spontaneous and accommodates all developments at the local scale. Policy and decision-making by the government are highly dependent on the dynamics of developments at the community level so that it is very difficult to intervene and there is a risk of sporadic or non-holistic community dynamics. Dependence on community dynamics makes the benefits of conservation efforts will only be felt by people with middle to upper economic levels, so that slums will appear inhabited by people who are unable to follow the development of their areas, the economic aspects of marginalized groups become development pressure which causes a decrease in the priority of preservation as an effort to maintain the original value of culture and its benefits for the community (Ngo & Anh, 2021).

Limited community competence sometimes makes the government apply the concept of authority which is only divided into the authority of local governments and central governments through related ministries. As one example of efforts to preserve the corridor of Jl. Malioboro in Jogjakarta which only involves the local government and the central government (Septirina et al., 2016). Preservation efforts jl. Malioboro begins with a request from the local government to the central government, then the central government delegates to private stakeholders or SOEs to carry out conservation projects in the field. Some of the weaknesses of this authority system are the non-involvement of the community in the planning process, so that the community considers that the preservation of the building does not bring benefits to the welfare of their families, In addition, projects delegated to private parties risk losing detailed preservation of building ornaments that actually have significant cultural significance.

The division of authority in conservation efforts is important because it will be closely related in the process of making the community an important part of conservation efforts. The method of authority distribution applied in conservation efforts will be less than optimal, if there is no inclusive relationship between the community and other stakeholders (Kersapati, 2023; Ngo & Anh, 2021).



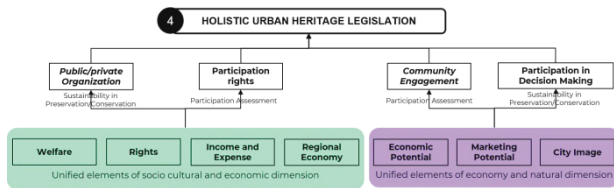


Fig. 7: Forming Elements of component B.5 Holistic Urban Legislation (Analysis, 2023).

#### 4. Conclusion

The concept of community-based sustainable conservation includes 4 dimensions of sustainability, namely the social dimension, the environmental dimension and its ecosystem and the economic dimension with the center is the community (people centered approach). The interaction between these pillars raises community-based conservation indicators or elements that can form a holistic preservation concept, namely socio-cultural elements, ecological elements, economic elements and natural elements (Fig. 3). The social dimension of sustainable preservation is part of the socio-cultural, ecological and economic elements. Socio-cultural elements related to the social dimension include the level of welfare, community access to urban infrastructure, quality of housing and community authority<sup>51</sup>). The economic element that affects the social dimension is the level of income and expenditure of the community. Cultural elements that affect the social dimension include cultural interactions of the community in the form of events, public spaces, buildings and ornaments of cultural heritage buildings. Ecological elements also affect social dimensions, including water quality and air quality. The conditions and characteristics of these elements affect the social dimension in the concept of sustainable preservation. The environmental dimension in the concept of sustainable conservation includes natural elements along with ecosystems or interactions between humans and their environment consisting of water quality and air quality in historical areas. The quality of the environment in this historical area determines the potential and cultural value that exists and this become the target of preservation. The existing environmental conditions will also affect the level and form of preservation that can be done by the community. Economic become one of the dimensions of sustainable preservation that is integrated with socio-cultural and physical since these are closely related to the economic potential, marketing and image of the city. Furthermore, the integration between economic, socio-cultural, and physical aspect will indirectly affect the success of aspects of Holistic Urban Heritage Legislation in terms of community participation in decision making and community engagement.

Development of HUL Concept integrates the sustainability dimension of preservation and urban heritage elements and centers on community participation

to form a community-based preservation model. Some of the elements forming the model have an indirect relationship with the model components. This happens because in order to achieve model components that are integrated with other components, there are aspects of community participation and community sustainability elements in historical areas that must be qualified first, such as community competence and empowerment, community, education and training, authority to participate, public-private organization system, role/participation in decision making and community engagement. The development of the HUL model can be used to determine appropriate participation policies for conservation policies and enrich indicators that can be used in community-based conservation research.

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